



STUDY SUPPORTING THE EVALUATION OF THE COUNCIL RECOMMENDATION ON THE INTEGRATION OF LONG-TERM UNEMPLOYED INTO THE LABOUR MARKET

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Executive Summary

The purpose of this assignment was to carry out an external study to support the evaluation of the actions taken in response to the Council Recommendation on the integration of the long-term unemployed into the labour market (the Recommendation), as requested by Article 14 of the same Recommendation¹.

The study covers actions undertaken in Member States and by the Commission in response to the Recommendation. It assesses the extent to which the general and specific objectives have been realised, tracking the activities implemented, outputs reached, and results achieved. The evaluation criteria effectiveness, efficiency, relevance, coherence and EU added value are addressed, in line with the Better Regulation Guidelines of the European Commission.

The study provides an assessment of the extent to which the Recommendation contributed to:

- an increase in coverage – increased registration of long-term unemployed individuals with Public Employment Services in Member States;
- an improved continuity and coordination between relevant services, including by identifying a single point of contact (SPOC) in charge of coordinating support;
- an improved effectiveness of interventions towards both long term unemployed and employers.

To this end, the Recommendation proposed concrete measures in four main policy areas: (1) coverage of registration; (2) individualised support to long-term unemployed; (3) inter-institutional coordination; and (4) cooperation with employers. The study has assessed whether and how the measures provided in the Recommendation have translated into new policies and practices (or planned changes) in Member States.

The study was carried out using a mixed-methods approach, using both qualitative and quantitative data to assess and explore whether the Recommendation led to the expected results and impacts.

A mapping of policy changes was undertaken in all Member States, comparing policies in place to tackle long-term unemployment before the Recommendation was adopted in February 2016, and policies planned or in place by end 2018. Furthermore, the study entailed in-depth case studies in eight Member States, reaching the regional and local level to illustrate the implementation of measures proposed in the Recommendation in different contexts and institutional settings. The findings were complemented by a public consultation during summer 2018, collecting over 400 responses from stakeholders in Member States and at the EU level, and targeted interviews with key stakeholders (social partners) at the EU level. Finally, quantitative data from Eurostat and monitoring carried out in the framework of the Employment Committee (EMCO) was used to complement the qualitative findings and explore the early effects of the Recommendation.

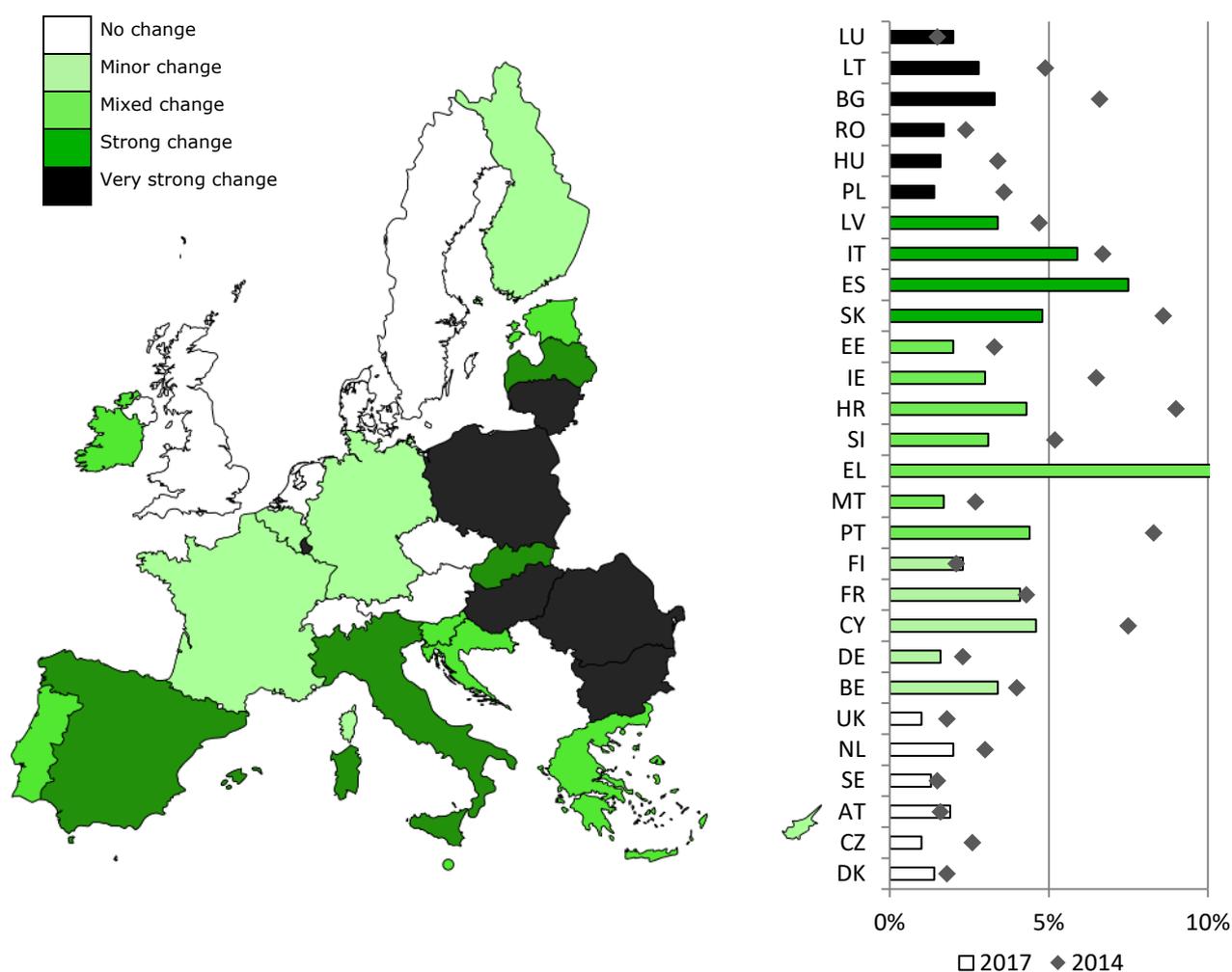
¹ Council Recommendation of 15th of February 2016 on the integration of long-term unemployed in the labour market

Implementation of the Recommendation

The Recommendation was adopted in February 2016. The study showed that by end 2018 Member States have responded to the Recommendation with either implementation of new measures (where measures targeting long-term unemployed were less developed) or by changes and development to existing measures, in line with what the Recommendation proposed.

Figure 1 show a synthesis of changes in quality of policy measures, based on assessments by made national experts. Countries with no or minor changes in policy are countries with already lower starting positions in terms of LTU-rates in 2014. For all countries that reported mixed or strong or very strong change, LTU-rates declined rather substantially.

Figure 1 Change in policy measures 2015 and 2018 and LTU-rates² 2014 and 2017



Source: mapping exercise task 1 & Eurostat

Note: Countries with no change show no changes in the mapping exercise for any policy area. Countries with minor change show improvement in 1 policy area. Mixed change is change in 2 or 3 policy areas. Strong change is change in at least 4 out of 5 policy areas with at most 1 policy area showing an improvement stronger than 1 point. Very strong change is change in at least 4 out of 5 policy areas with at least 2 policy areas showing an increase stronger than 1 point. Greece had an LTU-rate of 18.8% in 2014 and 15.3% in 2017. Spain had an LTU-rate of 12.3% in 2014.

² The LTU-rate is the percentage of long-term unemployed in the active population aged 25-64. We use yearly data for 2014 and 2017.

The main barrier in implementation relate to resources and financial constraints. Member States with high LTU-rates also have high unemployment rates, overall putting pressure on the public employment services and high demand for activation measures. Institutional fragmentation and governance also played an important role, with challenging implementation in highly decentralised models. Finally, the institutional set-up and legal framework influences the capacity to share information and coordinate support to long-term unemployed between different institutions. The drivers for change were related to a need to increase focus on long-term unemployment, as short-term unemployment is falling, and the labour market has picked up speed since the Recommendation was adopted. Another driver has been the need to integrate recent immigrants on the labour market, in Member States with a high inflow of refugees in recent years.

Evaluation of the Recommendation

Overall, the findings show that Member States have implemented measures in line with the spirit of the Recommendation. The Recommendation was **effective** as a means to influence policy measures to support long-term unemployed, in particular with regards to individualised support and consistency in the support offer. In terms of results and more long-term impacts such as increased transition and labour market performance, it is too early to assess whether integration of long-term unemployed to the labour market has improved due to the Recommendation, as limited time has passed.

Due to the limited time period since the adoption of the Recommendation, it is difficult to assess whether it was **efficient and cost-effective**. The study did not identify any disproportionate costs, and qualitative evidence indicate that the measures proposed are perceived as cost effective in the Member States. The European Social Fund contributed significantly to the implementation of the Recommendation in several Member States, mainly through projects on methodological development and active labour market policy.

The Recommendation was found to be strongly **coherent** with national policies to tackle long-term unemployment, and it plays an important role at the EU policy level by targeting specifically the practical support provided to long-term unemployed individuals.

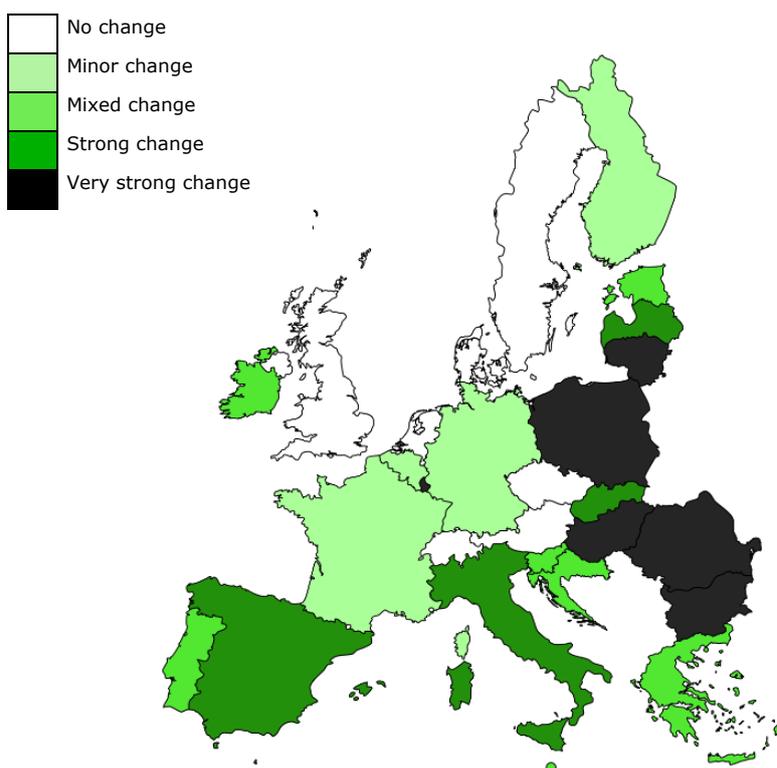
Overall, the objectives of the Recommendation were and still are, **relevant** to address needs and issues linked to long-term unemployment, given that long-term unemployment remains above pre-crisis levels in some Member States, the very long-term unemployment rate is declining very slowly and the share of long-term unemployment in total unemployment remains high in several Member States.

In terms of **EU added value**, the Recommendation helped putting/keeping long-term unemployment high on the agenda at the European level and in Member States. It is not possible to establish with available quantitative data whether funding/resources allocation to support long-term unemployed has increased, but the Recommendation likely influenced what measures Member States focussed on in their efforts to tackle long-term unemployment. In Member States where the Recommendation was expected to have a high impact, it appears to have influenced national policy and priorities. In Member States with well-developed systems, the influence of the Recommendation was more limited, as could be expected.

Conclusions

The study provides clear evidence of progress and improvements in policy fields related to the Recommendation. This change is stronger for countries which had a less favourable starting position in terms of quality of measures. The expectations outlined in the Staff Working Document accompanying the Recommendation (2015) are in the process of being fulfilled, even though much work remains in Member States to fully implement to proposed measures.

Figure 2 Changes in policy 2015 and 2018



Source: mapping exercise task 1 & Eurostat

Note: Countries with no change show no changes in the mapping exercise for any policy area. Countries with minor change show improvement in 1 policy area. Mixed change is change in 2 or 3 policy areas. Strong change is change in at least 4 out of 5 policy areas with at most 1 policy area showing an improvement stronger than 1 point. Very strong change is change in at least 4 out of 5 policy areas with at least 2 policy areas showing an increase stronger than 1 point.

Where progress had been limited, or where measures were not prioritised, it was mainly related to contextual factors. The main factor was a lack of financial and human resources in national, regional and local administrations. The speed of implementation has also been influenced by institutional set-up, and the degree of decentralisation in the public employment services. Another factor influencing implementation are the unemployment levels, as in Member States with very high overall unemployment (for example Greece and Italy), resources in the PES are strained and caseloads very high both for unemployed and long-term unemployed.

The study has analysed the early results of the measures implemented, by looking at the outputs and results of the measures implemented. While the policy changes implemented likely have been influenced by the Recommendation, the link from measures to outputs and results is more difficult to establish and verify.

Output indicators (like the registration rate, long-term unemployed with job-integration agreement, activation rates, ESIF-participants) which are directly related to policies implemented, show positive change over the period. For most indicators there is an increasing trend, the exceptions are coverage of registration and ALMP expenditures, which are not developing as expected or intended.

Results indicators like the transition rates and the LTU-rate are more influenced by other intervening factors than output indicators. Transition rates of long term unemployed into employment and LTU-rates have improved since 2014 for most countries, however the development is closely connected to the business cycle. After a correction for the business cycles' influence there is a favourable change in LTU-rates after the baseline in 2014 in certain Member States, however these are not specifically countries showing strong changes in the policy areas. In general, the study finds weak linkages between policy changes and changes in result and output variables.

However, the complexity of potentially many intervening factors and the limited time span plays a role, especially with regards to the result variables. The findings in this study should therefore be considered indicative.

Recommendations

Based on the evaluation it is recommended that:

- Individualised support remains a key focus area to improve the support offer, also extending the support to enhanced post placement support for long-term unemployed
- Knowledge exchange and sharing of practices regarding coordination and Single Point of Contact is intensified, especially related to data sharing and institutional set-up.
- Member States and the Commission considers whether groupings with similar experiences, systems and challenges could potentially further strengthen the knowledge exchange between Member States.
- A strengthened focus on employer cooperation, also including ways to tackling stigma and barriers to bringing long-term unemployed into sustainable employment.
- A stronger link is made between support to long-term unemployed and recognition of formal and informal skills.

1. Introduction

The purpose of this study is to carry out an external and independent study to support the evaluation of the actions taken in response to the Council Recommendation on the integration of the long-term unemployed into the labour market (Recommendation), as requested by Article 14 of the same Recommendation³.

The study complies with the requirements regarding evaluation defined by Better Regulation Guidelines and Toolbox (BR)⁴ in assessing the evaluation criteria effectiveness, efficiency, coherence, relevance and EU added value. It is intended to serve as input into the Staff Working Document for evaluation of the Recommendation and ultimately feed into a report of the Commission to the Council due by early 2019.

To this end, the study answers to the evaluation questions put forward by the Commission. By answering the evaluation questions, conclusions have been drawn on the evaluation criteria.

1.1 Purpose and scope

The Recommendation was adopted in February 2016, and at the start of the study it had been in place for 2 years. The study covers actions undertaken in Member States and by the Commission in response to the Recommendation. It assesses the extent to which the general and specific objectives have been realised, tracking the intervention logic from activities implemented, outputs reached, and results achieved.

Since the time span covered is relatively short, the focus of the study is primarily on the planned or realised implementation of measures (activities) as well as outputs produced (short-term results). In this sense, the study has a clear **formative** perspective, in taking stock of **how** implementation of the Recommendation has been progressing and what **early results** can be observed. The terms of reference set a specific focus on the extent to which the Recommendation contributed to:

- an increase in coverage – increased registration of people who are long-term unemployed with Public Employment Services in Member States;
- an improved continuity and coordination between relevant services, including by identifying a single point of contact (SPOC) in charge of coordinating support
- an improved effectiveness of interventions towards both long term unemployed and employers.

To this end, the study has assessed whether and how the guidelines provided in the Recommendation have translated into new policies and practices (or planned changes) in Member States. The study highlights policy changes and practices, and aim to identify and describe the main drivers and barriers in national contexts.

Even though the study comes at an early stage of implementation, it has taken into account **result** (an increase in transition rates, a decrease in the share of long-term unemployed people) and attempts to link result indicators with findings in the study. However, such findings are interpreted with care since it cannot be expected that more long-term effects have already materialised, and many other contextual factors will have a strong influence on the labour market development in Europe.

³ Council Recommendation of 15th of February 2016 on the integration of people who are long-term unemployed in the labour market

⁴ https://ec.europa.eu/info/better-regulation-guidelines-and-toolbox_en

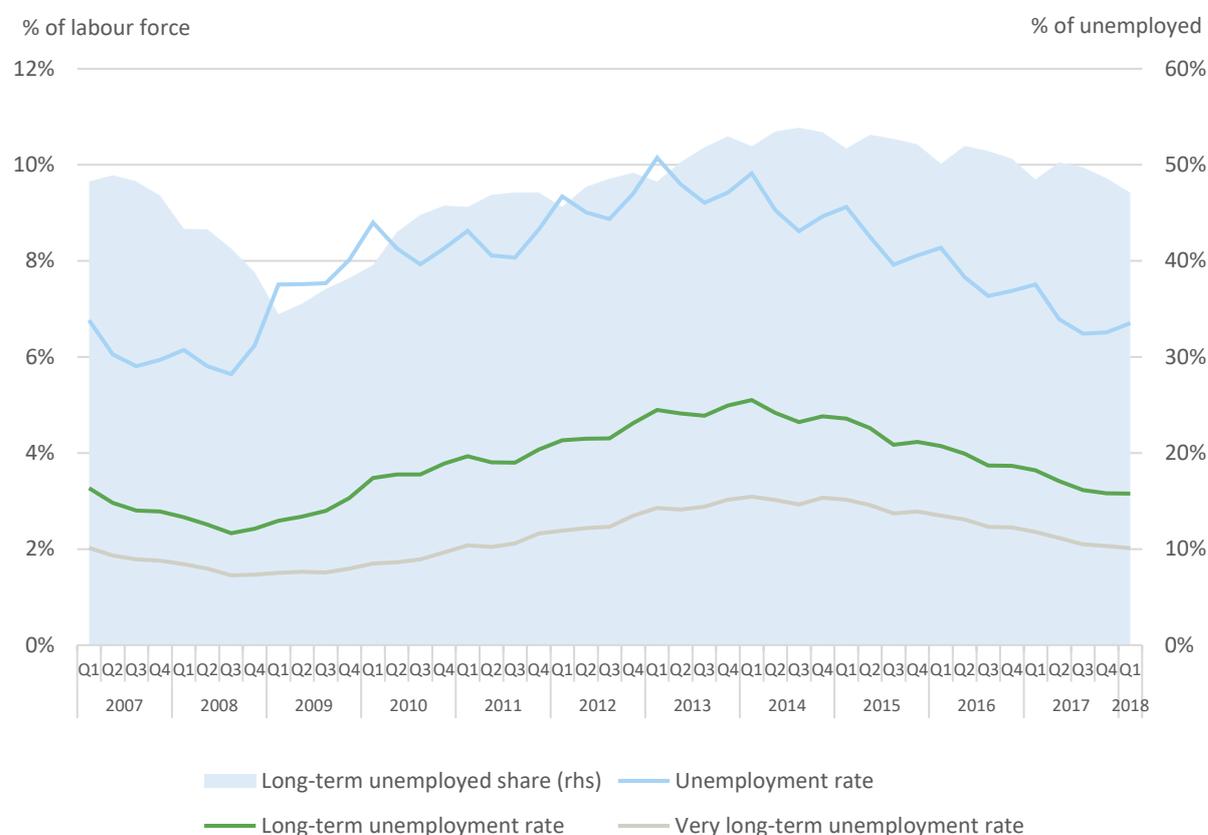
The geographical scope of the study is the European Union in its present composition of 28 Member States. The time span to be covered is the period starting from the adoption of Recommendation, i.e. 15 February 2016. As a baseline, the period preceding the adoption, **e.g. H1 2015** is being used, rather than 2nd half (H2), since the preparatory work and negotiations may have influenced long-term unemployment policy prior to adoption of the Recommendation. The study has a cut-off date as close to contract closure as possible to enable integration of latest data in the report, **November 30, 2018**.

2. Background of the intervention

2.1 Long term unemployment in the EU

The 2008 global economic and financial crisis marked the beginning of a long period with low economic growth rates and thus depressed job demand in the EU, causing high numbers of unemployed in the European labour market⁵. In 2016, 9.6 million people were unemployed for more than a year, resulting in nearly half of the unemployed being long-term-unemployed. Eurostat defines the long-term unemployed as “the number of people who are out of work and have been actively seeking employment for at least a year”⁶. As can be seen from Figure 3, the long-term unemployment rate grew from 2.3 percent in Q3 2008 (lowest point) to 5.1 percent in Q1 2014 (peak point).

Figure 3 Long-term unemployment rates and share of long-term unemployment among unemployed, 2007-2018Q1 EU28



Source: own calculations with Eurostat data

Note: data used for own calculations are *lfsq_ugad* and *lfsq_agan* (quarterly survey data). Long-term unemployment: >12 months unemployed. Very long-term unemployment: >24 months unemployed. Reference population aged 25-64 years.

⁵ Düll, N., Thurau, L. and T. Vetter (2016): Long-term Unemployment in the EU: Trends and Policies, Bertelsmann Stiftung.

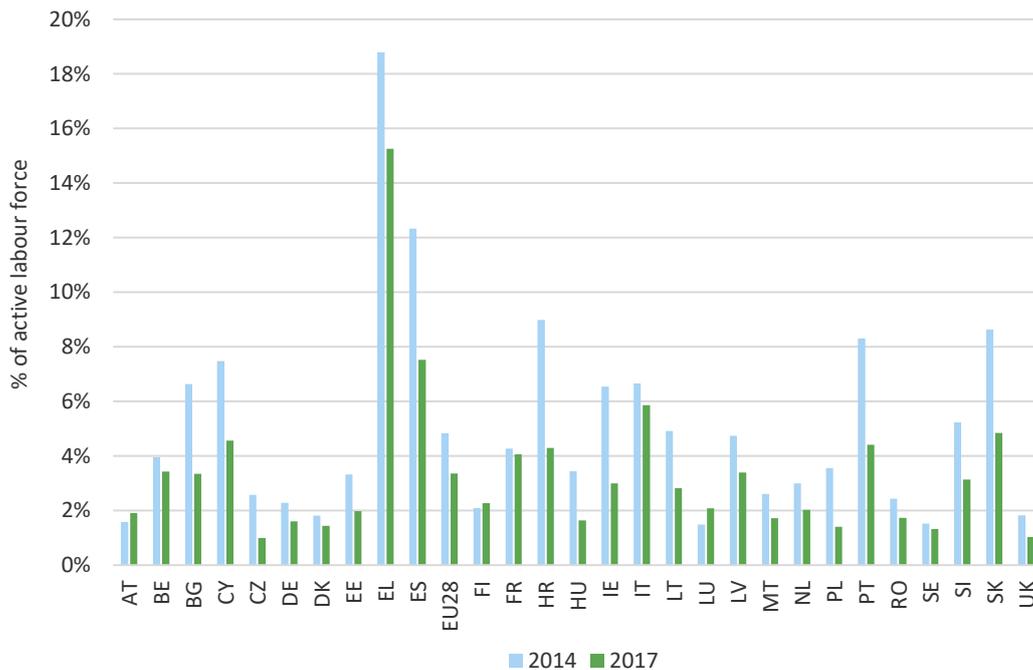
⁶ http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Long-term_unemployment

The global economic and financial crisis affected each Member State to a different extent, due to the difference in macroeconomic situation, economic structure and functioning of the labour market⁷. As can be seen from Figure 4, in 2014 when long-term unemployment rates peaked, the highest rates of long-term unemployment were seen in Greece, at almost 19 % of the labour force, and Spain, just over 12 %. By contrast, the lowest rates were found in Sweden, UK, Austria, Luxembourg and Denmark (below 2 % of the labour force).

Since 2014, the situation has improved in most countries, with only Luxembourg, Finland and Austria seeing an increase in long term unemployment between 2014 and 2017 (albeit from low rates). Strongest decreases are seen in Member States with a high rate of long term unemployed, such as Croatia, Spain, Greece, Ireland, Poland, Slovakia and Bulgaria. Overall, at an EU level the long-term unemployment rate decreased from 4.8 % in 2014 to 3.4 % in 2017.

Still, the rate remains high in several countries, with Spain, Greece and Italy experiencing the highest long-term unemployment rates in 2017. It appears the economic recovery has had a stronger impact on long-term unemployment rates in the newer Member States, while the south of Europe continues to suffer from persistent unemployment.

Figure 4 Change in long-term unemployment rates EU28, 2014 versus 2017 (share of active labour force)



Source: own calculations with Eurostat data

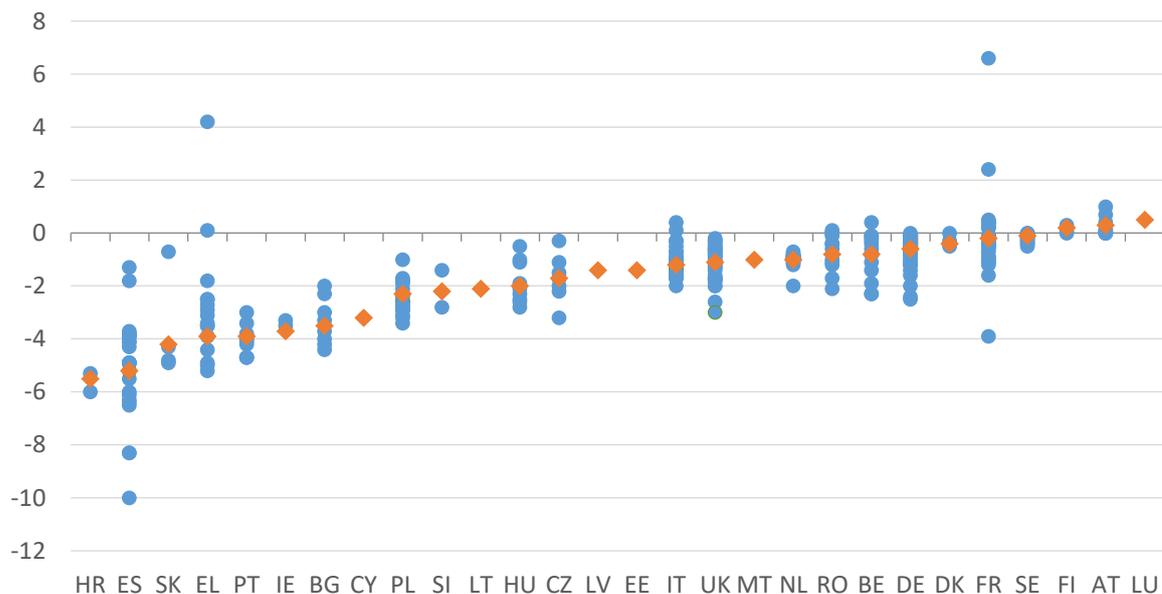
Note: data used for own calculations are *lfsa_ugad* and *lfsa_agan* (annual survey data). Reference population aged 25-64 years. There is a break in the series between 2016 and 2017 in the data for BE, DK and IE, between 2015 and 2016 for DK and between 2014 and 2015 for LU.

Developments of long-term unemployment rates differ within countries as well.

⁷ Council Recommendation of 15th of February 2016 on the integration of long-term unemployed in the labour market

Figure 5 shows the percentage point change in long-term unemployment rates per NUTS-region over the period 2014-2017. Some regions stand out for having a positive change in Long-term unemployment rates. First, these are most regions of FI, AT and LU although this is of a lesser concern as long-term unemployment rates are among the lowest for these countries in 2017.⁸ Then there are the Molise and Marche region in Italy (+0.4 & +0.1), the Lorraine, Bretagne, Aquitaine, Auvergne, Provence-Alps and Corse in European France (between +0.2-0.5), Guyana and Mayotte in overseas France (+2.4 & +6.6), Dytiki Makedonia in Greece (+4.2) and Liège in Belgium (+0.4). These regions stand out for going against the trend of declining long-term unemployment rates in their countries.

Figure 5 Percentage point change in Long-term unemployment rates per NUTS2-region from 2014 to 2017⁹



Source: own calculations with Eurostat data

Note: orange diamonds mark average percentage point changes in Long-term unemployment rates per country (CY, EE, LT, LU and LV only have one NUTS2-region). Reference population aged 15-74 years (16-74 years in ES and UK).

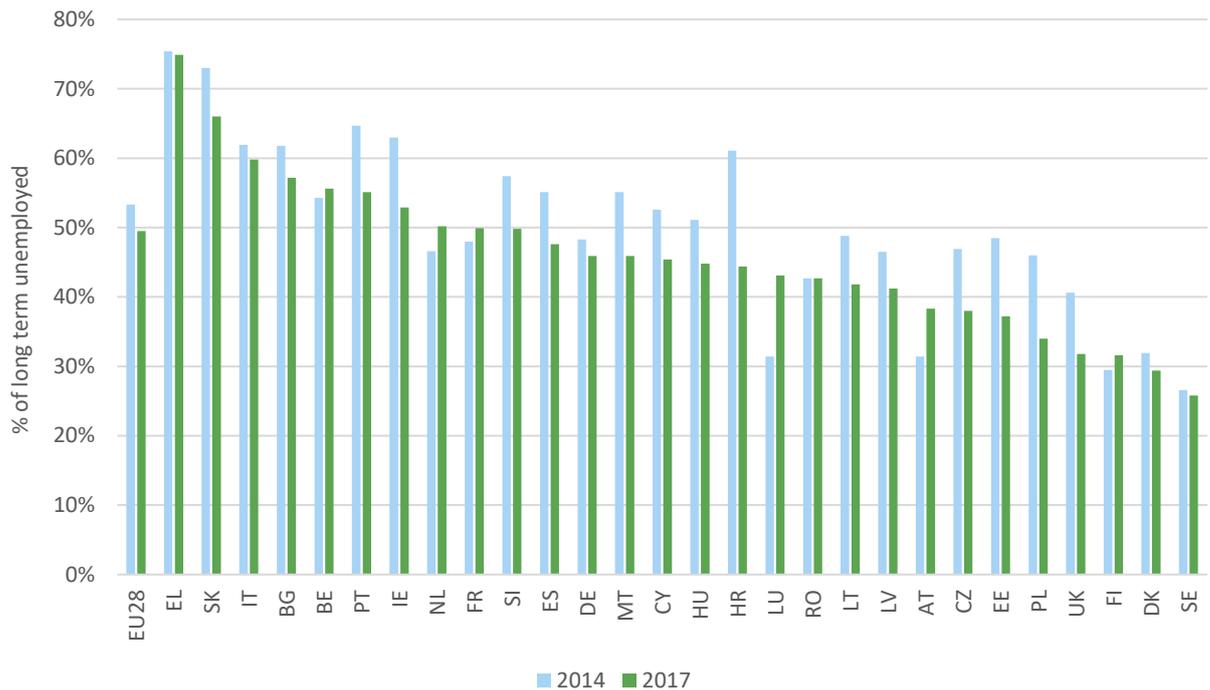
The figures on long-term unemployment rates show that even though the situation has been improving in most Member States, the level and speed of improvements differs both between and within Member States.

In 2014 the share of unemployed who were long-term unemployed was on average 53.3 in the EU. Since then it has decreased, to 51.2 in 2016 and 49.5 in 2017 (Figure 6). There are strong differences between Member States, with for example Greece, Slovakia and Italy experiencing consistently high shares on people who are long-term unemployed. The shares have declined in all but six Member States since 2014 with the largest falls experienced by Croatia (-16.7pp), Poland (-12.0pp), Estonia (-11.3pp) and Ireland (-10.1pp).

⁸ For SE all changes in LTU-rates were negative although formatting of the graph causes dots to overstep the horizontal axis.

⁹ Eurostat reports statistical breaks in the data for LU in 2015, DK and PL in 2016, BE and IE in 2017.

Figure 6 Share of unemployed who are long-term unemployed, 2014 and 2017 (% , 25-64)

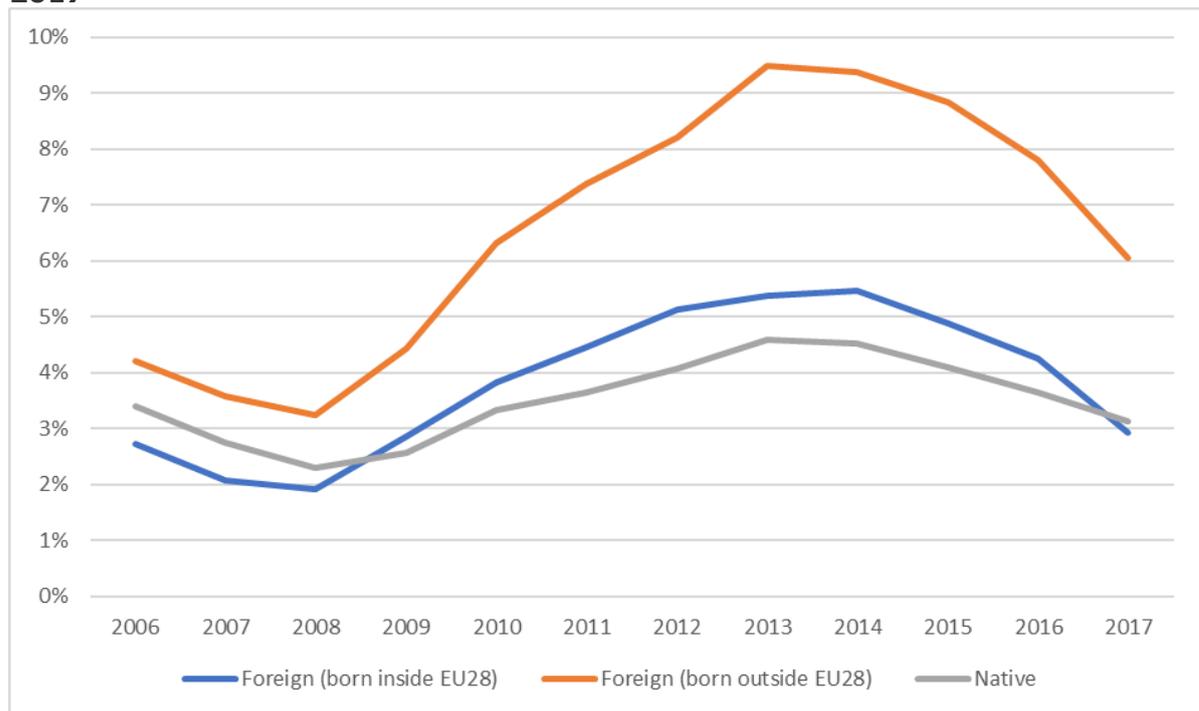


Source: Eurostat, Labour Force Survey (lfsa_upgan).

Notes: Reference population aged 25-64 years. There is a break in the series between 2016 and 2017 in the data for BE, DK and IE, between 2015 and 2016 for DK and between 2014 and 2015 for LU.

Long-term unemployed individuals are part of a heterogeneous group. The heterogeneity of the group also differs by country, the higher the long-term unemployment rate, the higher the risk for all in the labour force to become long-term unemployed, such as in Greece and Italy. However, some groups of the labour force are facing higher risks of becoming long-term unemployed than others. Workers having low qualifications, or third country nationals are twice as likely to experience long-term unemployment. Moreover, people with disabilities, minorities and people younger than 30 and older than 55 years are disproportionately affected. Figure 7 shows the difference in long-term unemployment rate according to country of birth. Across the board, foreign born (outside EU) have higher long-term unemployment rates than people born within the EU. While long-term unemployment rates of EU-born are almost at back the pre-crisis level, the rate for non-EU born is almost 2ppt above earlier levels.

Figure 7 Long-term unemployment, foreign born and EU born EU28, 2006 to 2017

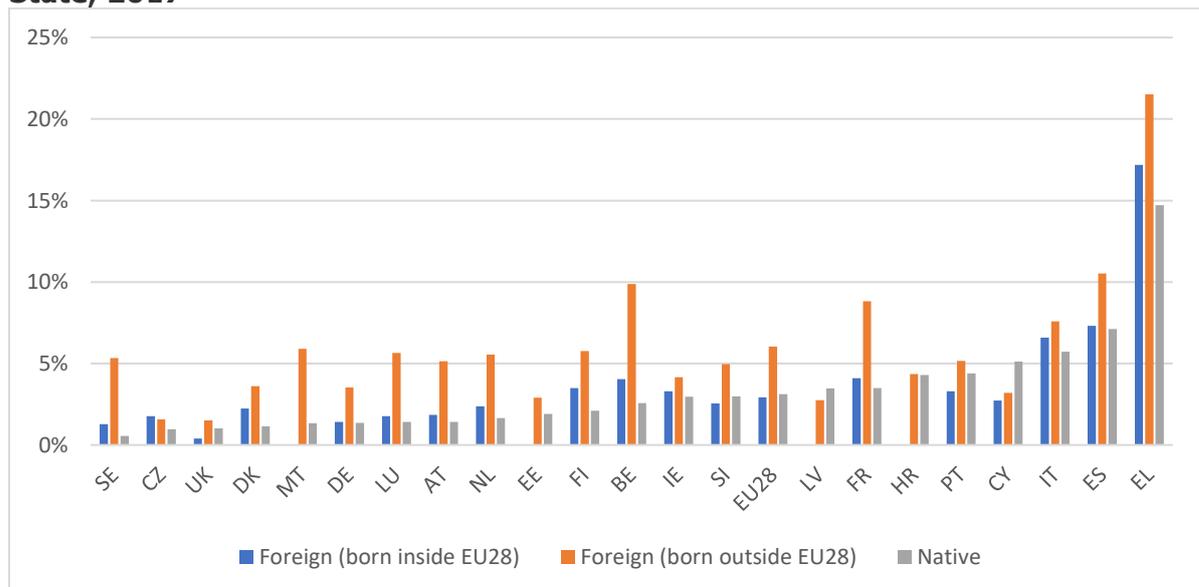


Source: Eurostat, Labour Force Survey (Ifsa_urgacob).

Notes: Reference population aged 25-64 years.

In several Member States the difference in long-term unemployment rates are markedly higher than the EU average, such as Austria, Belgium, Sweden, Malta, France, Netherlands, Finland and Greece. This indicates that measures to address the needs of this particular target group is strongly needed.

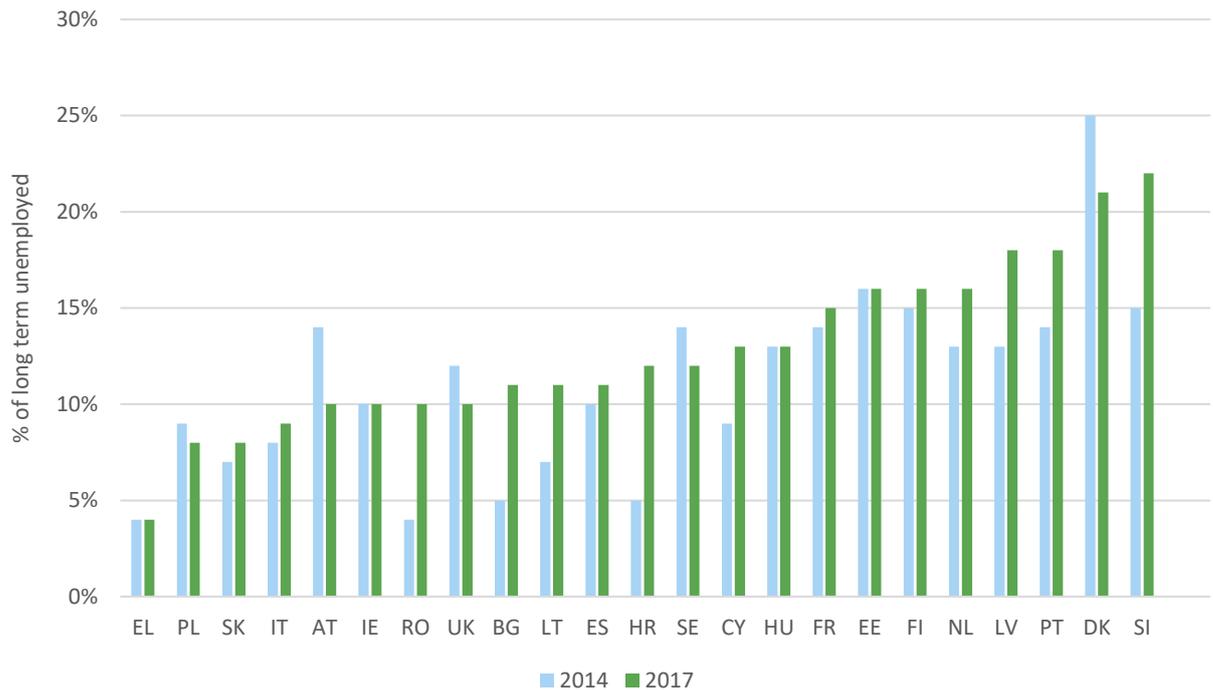
Figure 8 Long-term unemployment rates foreign born and EU born, by Member State, 2017



Source: Eurostat, Labour Force Survey (Ifsa_urgacob).

Notes: Reference population aged 25-64 years.

Figure 9 Transition rates from long-term unemployment to employment, 2014 and 2017 (% 25-54)



Source: Eurostat, Labour Force Survey (lfsi_long_e01).

Notes: Experimental statistics, annual averages of quarterly transitions. Reference population aged 25-54 years.

Transition rates have improved between 2014 and 2017 in several Member States, largely in line with the decreasing Long-term unemployment rates. There is still a large variation in the EU, with Greece suffering from a stagnant labour market with under 5% transitions, to the more mobile labour markets in Europe, such as Denmark and Slovenia with over 20% transitions. A few countries see declining transition rates between 2014 and 2017 (AT, UK, SE and DK), mainly countries with low Long-term unemployment rates.

2.2 Consequences of long-term unemployment

Long-term unemployment can have severe consequences for the individual, their families, but also for society. Namely, it results in a decrease in personal income and within the household, which can lead to poverty and social exclusion. Additionally, it can decrease actual health outcomes including subjective perceptions of health¹⁰. The longer people are out of work, the more difficult it is for them to be hired again as their skills are gradually eroded.¹¹ Other consequences of long-term unemployment can be illicit work and social unrest¹². Apart from the contemporaneous effects of unemployment also longer-term 'scarring effects' on later life are well documented in the literature¹³. Individuals affected by job-losses and longer spell of unemployment experience lower pay, higher probabilities of unemployment and reduced quality of life in general.

¹⁰ Machin, S. and A. Manning (1999): The causes and consequences of long-term unemployment in Europe, in: Handbook of labor economics, Elsevier.

¹¹ Per-Anders, E. and M. Gustavsson (2008): Time Out of Work and Skill Depreciation, Industrial and Labor Relations Review, 61(2): 163-80.

¹² Employment and Social Development in Europe 2015

¹³ Bell, D.N.F. and D.G. Blanchflower (2011): Young people and the Great Recession. Oxford Review of Economic Policy, 27(2): 241-267.

In addition to negative outcomes for individuals, subsequent macroeconomic effects are obvious, as pointed out by the European Central Bank¹⁴. Long-term unemployment has a negative impact on public finances and the growth potential in the Member States. This is aggravated by the above addressed loss in human capital having negative impacts on employment, employability and productivity.

Many of those unemployed for a year or more risk leaving the labour market altogether. Once someone is unemployed the probability of becoming inactive increases with the time spent in unemployment, due to decreasing chance of employment and the accumulation of barriers to participation in the labour market¹⁵. Each year, a fifth of people who are long-term unemployed in the Member States stop trying to find another job and are considered as inactive¹⁶. The inactive, not registered long-term unemployed individuals cannot access any job finding support measures, keeping most of them without work. As a result, not registered unemployed tend to become inactive more easily.

Therefore, there are several important reasons that long-term unemployed individuals should be integrated as rapidly as possible in the labour market again.

To enable this, and to address the labour market situation of people who are long-term unemployed as the economy recovered in most Member States, the Council of the European Union adopted the Recommendation on integration of people who are long-term unemployed into the labour market on February 15, 2016.

2.3 Description of the intervention and its objectives

The Council Recommendation needs to be understood within the broader policy framework of the EU. The Europe 2020 strategy started the reform process of “smart, sustainable and inclusive growth” to overcome vulnerabilities in the European economy¹⁷. Thereby, President Juncker’s political agenda on the European employment strategy stresses the importance of mitigating unemployment. Part of this program is the Council Recommendation, which aims to complement and reinforce the effectiveness of existing tools to decrease long-term unemployment.

In addition, the European Pillar of Social Rights endorsed in November 2017 highlights the relevance of investments in public employment services and in the human capital of people who are long-term unemployed at the earliest possible. Hence, it is relevant to individualise the job-search and offer a consistent active support to the unemployed, to increase outflow rates from long-term unemployment to employment. The Pillar provide people who are long-term unemployed the right of personalized in-depth assessment the latest after 18 months of unemployment¹⁸. By prioritising the support aimed at job finding for people who are long-term unemployed at national level, it encourages the allocation of necessary resources, including support from the European Structural and Investment Funds (ESIF). It also provides an impetus for greater administrative capacity, better cooperation between service providers and efficiency in public spending.

¹⁴ <http://www.ecb.europa.eu/press/key/date/2014/html/sp140822.en.html>

¹⁵ Joint Employment Report 2017

¹⁶ Council Recommendation of 15th of February 2016 on the integration of long-term unemployed in the labour market

¹⁷ https://ec.europa.eu/info/strategy/european-semester/framework/europe-2020-strategy_en

¹⁸ Commission Recommendation on the European Pillar of Social Rights, p. 6

The European Semester and the country specific recommendations (CSR) issued to Member States also address the labour market and unemployment, including structural issues and challenges. The Recommendation does not aim to address structural issues or challenges related to the labour market, such as investment, labour market legislation and regulations, taxes etc. which influence the job-creation and access to employment. By providing specific guidance on measures and services to address long-term unemployment, the Recommendation is intended to complement the analysis and guidance provided in the European Semester through country reports and CSRs.

The Recommendation came in place when the unemployment rate was already declining, marking a positive shift in the European labour market¹⁹. However, people who were long-term unemployed still accounted for nearly 50% of total unemployment (see Figure 3), drawing attention to the fact that previous policies had not (sufficiently) addressed the vulnerable group of people who were long-term unemployed. In particular, some countries seemed to reduce their long-term unemployment rate more quickly than others whereas in other long-term unemployment rates have remained high (see Figure 4).

Apart from business cycle effects, this seems to suggest that some of the Member States have implemented measures that are more successful in assisting long-term unemployed persons to find a job. Additionally, labour market institutions and responsibilities within the Member States differ.

The general objective is to support MS to increase the rate of transitions from long-term unemployment to employment. The Recommendation has three specific objectives:

- Increase coverage with higher registration and active support for people who are long-term unemployed
- Ensure continuity and coordination between relevant services
- Increase the effectiveness of interventions aimed at both people who are long term unemployed and employers

The rationale for focussing on these objectives was based on analysis of the systems in place in each Member State, and the identification of gaps²⁰. For coverage of registration for people who are long-term unemployed, registration rates had been declining, with strong differences between Member States. There were differences in how Member States used conditionalities on registration or activation linked to benefits, which influences the registration rates. Continuity in services was found to be another critical aspect, especially to ensure continuity between different service offerings (for example when a long-term unemployed person no longer is entitled to unemployment benefit and transfers to the social services for assistance). In this respect, coordination and information sharing was seen to be essential. Finally, the support provided both to people who are long-term unemployed and to employers was identified as an area of concern, with a need for more individualised support to cater to the heterogeneous group of long-term unemployed people, and a need to improve support to employers.

To obtain the specific objectives, the Recommendation proposes four policy areas for implementation in Member States:

- Encourage registration with an employment service;
- Assess individual needs and potential of people who are long-term unemployed before reaching 18 months of unemployment;

¹⁹ Indicator Framework for Monitoring the Council Recommendation on the integration of people who are long-term unemployed into the labour market

²⁰ Staff Working Document (SWD) accompanying the Recommendation, 2015

- Offer a job integration agreement to people who are long-term unemployed at the latest when they have reached 18 months of unemployment;
- Establish closer links with employers and Employment Services, for example by developing services such as the screening of job vacancies.

The Employment Committee (EMCO) has the mandate to monitor the implementation of the Recommendation in close cooperation with the Social Protection Committee and the European Network of Public Employment Services.

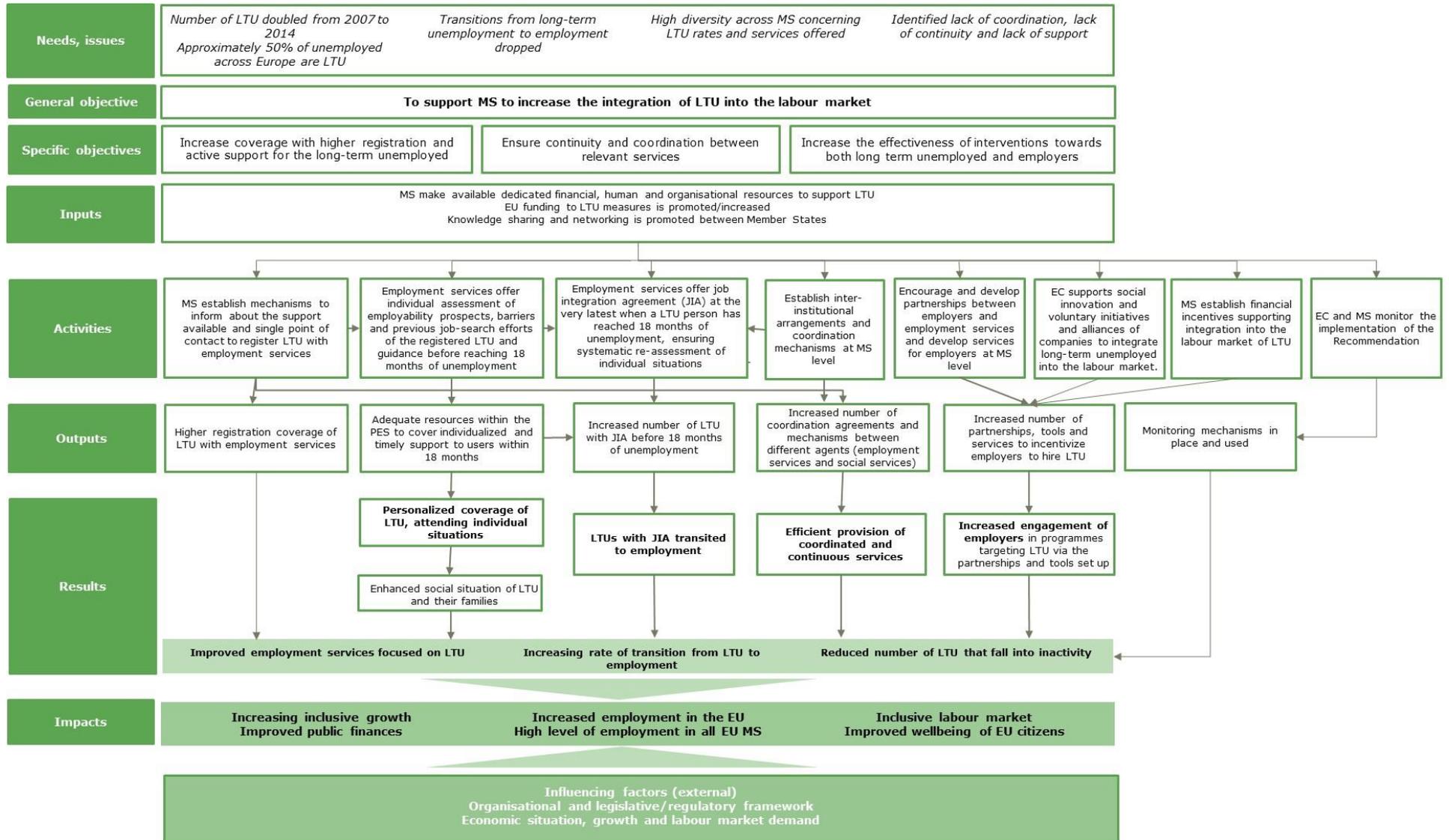
In Figure 10 the intervention logic depicts the sequence of intended causal links between the expected activities to respond to the Recommendation, the expected outputs, the results and final impact an effective implementation of the Recommendation.

The intervention logic presents the main assumptions and anticipated impact that the Recommendation is envisaged to have, including the final impact on a broader level. The Recommendation is intended to stimulate investment towards the proposed measure by Member States, using available national and EU resources (ESI funds). Through targeted efforts to improve coverage of registration, individualised support, offering job-integration agreements and support to employers, the services provided would be more effective and support increased transition into employment. This in turn would contribute to inclusive growth and improved public finances.

As mentioned earlier in this section, many factors influence the transition rates, first and foremost the business cycle, but also investments, taxes, benefit thresholds etc. These are outside of the scope of the Recommendation, but still influences the outcomes and impacts to a great extent as external factors.

Given the timeframe and scope of the present study, the effectiveness of the Recommendation has been analysed primarily by studying the process, i.e. implementation of the proposed measures and the extent to which they led to the expected outputs and results (coloured in green in the figure). Within the context of this study it is not deemed possible to make evaluative judgements on the materialisation of longer term results and impacts (marked in grey).

Figure 10 Intervention logic for the Recommendation



2.4 Baseline and points of comparison

Long-term unemployment policy initiatives need to consider the variety of the Member States and their different situations regarding their macro-economy, their long-term unemployment rate and its development, the institutional set-up, regional differences within a country and the labour market. Consequently, the Recommendation was intended to complement and strengthen policies which already are implemented by many Member States. The implementation will not only differ between Member States, with the Recommendation representing a flexible framework offering guidance in accordance with the principle of proportionality and subsidiarity, but also between regions and/or municipalities within Member States.

The starting point for comparison is the baseline and expected impacts as analysed in the Staff working documents supporting the Recommendation. Existing national and EU initiatives were expected to address the problem of insufficient coverage only partly. Smaller inflows to long-term unemployment during recovery and the launch of additional programmes in some Member States could allow a partial re-direction of ALMPs towards people who are long-term unemployed. Additional ESF support explicitly targets the long-term unemployed in the MS which received CSRs in the area in 2013, further reinforcing provision. However, such interventions were mostly programme-based, and were not expected on their own to systematically improve the coherence of the support system and the enforcement of benefit conditionality. The Recommendation was intended to complement other more programmatic or structural measures, such as ESF support and Country Specific Recommendations, by providing guidance on solid and stable policy measures to tackle long-term unemployment.

It was expected that the impact of the measures suggested in the Recommendation on the quality of the provided services would be higher in countries with weaker support structures or where the services proposed did not exist, and higher rates of long-term unemployment. The EC classified the expected impacts the Recommendation could have, depending on the service provision already in place in Member States.

Table 1 Impact classification of the Recommendation by the EC

EC Classification of countries	More continuity in support delivery	Increased individualised support	Stronger employer's engagement
Expected	Impact higher in MS with no formal coordination in place	Impact higher in MS without individual approaches in place	Impact higher for MS with large public work schemes
Countries ²¹	BG, EL, HR, IT, LT, LV, MT, RO	CY, CZ, EL, ES, HR, HU, IT, LU, PL, RO, SK	CZ, DE, FR, HR, LV

Source: Staff Working Document 2015

It was expected that the Recommendation to improve continuity in support delivery would have a higher impact in Member States with no or little formal coordination in place, particularly between employment services and social services. Whereas the coordination of service offers can take place in the form of a single point of contact for benefits and activation (explored in more detail in section 3.4), variations of this kind of coordination can take place via project-based partnerships; formalised agreements between employment agencies; legal obligations to cooperate; and/or data exchange arrangements.²² In Member States with limited individual approaches to the unemployed, through individual assessments and job-integration agreements, the recommendation on individualised support was expected to have a higher impact. Finally, it was expected that in Member States which have large public works schemes the Recommendation would prompt a shift of ALMP resources towards the competitive labour market and the needs of private employers.

While the Staff Working Document provides a clear picture of the situation in Member States prior to the Recommendation and expected impacts per selected area, it does not establish a detailed point of comparison per Member State of the measures proposed in the Recommendation before and after its introduction. In the study, the points of comparison have been “reconstructed” in the mapping of policy changes by establishing whether the measures proposed were in place in the Member States in H1 2015²³ and whether the policy or measures changed since then. This comparison is presented with the description of implementation in the subsequent chapter 3.

²² Staff Working Document (SWD) accompanying the Recommendation, 2015

²³ H12015 was chosen to capture developments which took place during negotiations and elaboration of the Recommendation.

3. Implementation of the Recommendation

The implementation of the Recommendation is dependent on the Member State's context, needs, and priorities. The following chapters describe the implementation of measures proposed by the Recommendation as well as situation in the selected points of comparison. The presentation is based on the mapping of policy changes undertaken by national experts, as part of the study. The mapping covers all Member States and was made based on available information from different national and EU level sources. In addition, the implementation is described through case studies conducted in eight Member States. It does not consider or triangulate with other information sources, this is done in the analysis, see Chapter 5. In addition to the policy areas, it also describes measures put in place in Member States to monitor and evaluate the implementation.

The mapping included an assessment at two points in time, in H1 2015 (prior to the Recommendation,) and in September 2018. It is intended to provide an overview of changes implemented in Member States since the adoption of the Recommendation. It also entails an assessment of the quality of measures, using a rating from 1 – 5, with 1 being no or basic implementation only, while 5 means established and well-developed service/function that fulfils all the guiding elements of the Recommendation.²⁴ Detailed results and methodology of the mapping of policy changes can be found in Annex 3.

3.1 Coverage of registration

Table 2 shows the results concerning the measures to increase the coverage of registration of long-term unemployed individuals. 22 countries had measures in place in H1 2015 and seven of them, did not implement further measures. Out of the six countries which did not have measures in place in H1 2015, all planned or implemented measures.

Table 2 Measures to increase coverage of registration

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, BE, CZ, CY, DE, DK, EE, ES, FI, FR, HR, IT, LT, LU, MT, NL, PT, RO, SE, SI, SK, UK (22)	AT, DE, DK, FI, SE, UK (6)	CZ, CY, FR, IT, LT, NL, PT, RO, SI, SK (10)	BE, CZ, CY, EE, ES, FR, HR, IT, LT, LU, MT, NL, PT, RO, SI, SK (16)
No	BG, EL, HU, IE, LV, PL (6)		BG, HU, IE (3)	BG, EL, HU, IE, LV, PL (6)

Source: Based on information provided by national experts.

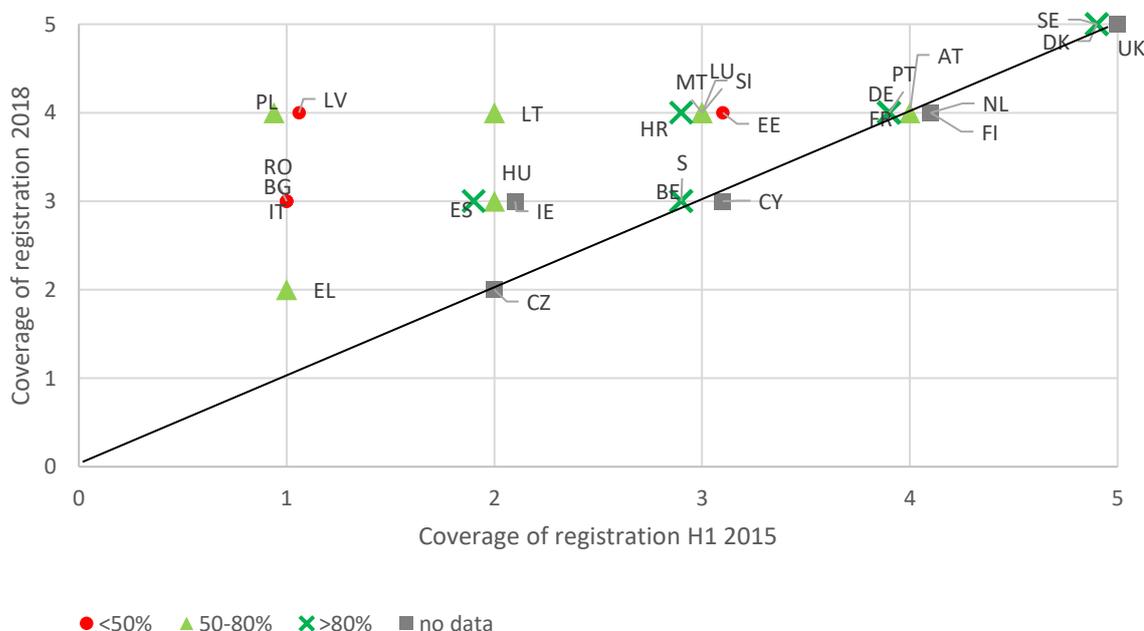
²⁴ Council Recommendation of 15th of February 2016 on the integration of people who are long-term unemployed in the labour market

The countries which did not have measures in place in H1 2015 planned or introduced several of the measures addressed in the Recommendation, in particular 'New service offerings to non-registered people (BG, HU, LV, PL) 'Services to encourage long-term unemployed people to remain registered even if they are no longer entitled to benefits (BG, HU, IE, LV), 'Multichannel possibilities for unregistered people (BG, HU, LV, PL) and 'Provision of information to non-registered people on the support available to seek a job on an individual basis' (BG, HU, IE, LV, PL).

According to the mapping relatively few Member States (EL, HU, LT, LV, LU, RO) implemented new financial incentives or penalties for (non) registration (see Table 21, Annex 3 Mapping). In Greece a recent change, with effect from the 1st August 2018, has been made, requiring all recipients of social solidarity income (SSI) – a means tested national minimum income – to register with public employment services. In Romania, the incentives for registering have been improved through availability of subsidies for employment and increased minimum income, thereby providing a more attractive service offering. The countries which have already had measures in place mostly implemented further or changed existing measures to provide information to non-registered people or enhanced outreach actions, and services to encourage long-term unemployed people to remain registered (see Table 20, Q1.1 in Annex 3 Mapping).

Figure 11 shows the change in quality ratings from the mapping for the policy area 'registration'. Member States with a low starting point progressed in terms of quality of registration measures. Most Member States had moderate to high registration rates in 2014. Only Italy, Bulgaria, Estonia, Latvia and Romania had registration rates below 50%. From these countries, Latvia has clearly improved registration measures moving from 1 to 4 in quality assessment; Italy, Romania and Bulgaria have improved by 2 points each and Estonia by 1 point. Seven out of nine Member States with high registration rates in 2014 did not improve the (already high) quality rating.

Figure 11 Changes in measures to encourage registration of LTU (2015 – 2018)



Note: * Countries are coded by LTU registration rates in 2014. LTU registration rate is the share of long-term unemployed who are registered with the PES (LFS data). ** Changes are presented based on the mapping scores.

Specific barriers to implement measures to increase coverage in registration were identified in the mapping for some Member States. In Member States with high rates of unemployment and high share on long-term unemployment case loads and the capacity of PES to handle or manage the support is challenged, thus leading to less registration. Another barrier relates to functionality of IT systems, to link registration with PES to other support offers, and enable controls of registered individuals.

Box 1 - Barriers to implementation "Coverage of registration"

Greece: Large number of long-term unemployed, limited number of counsellors and IT restrictions. Number of counsellors to increase as around 300 persons have been hired and are in the process of being integrated into the system.

Italy: Shortage of PES employees; budgetary constraints; software inadequacy (including problems with the internet connection); economic crisis and functional overload.

Lithuania: PES depend on projects financed by the ESIF (specifically ESF) to implement various ALMP measures (vocational trainings, subsidised employment, counselling, etc.). Additionally, the PES itself is currently under reform and some parts of this reform (mostly capacity building of PES) are also financed by the ESIF. However, in Lithuania due to various administrative reasons the implementation of ESIF was slow or slower than initially expected, which in turn negatively affected the timing of implementation of those ALMP measures and capacity building of PES.

Poland: The social services and the public employment services are not interlinked. This prevents forcing people to register. Registering as an unemployed is a pre-condition to obtain health insurance but not other social services.

Slovenia: Despite a decrease in counsellor caseload - resulting from both a decrease in registered unemployment and an increase in PES staff - the caseloads in Slovenia remain high relative to what is arguably an optimal level given the strong evidence on the cost-effectiveness of decreased caseloads (see e.g. Activation Policies in Cash Benefit Programmes for the Unemployed). The current ratio of registered jobseekers to PES staff is presently around 80 in Slovenia, which is certainly lower than in the recent past (for example, in December 2015 it amounted to 120), but is still considerably above the comparable figures seen in 2014 in countries such as Austria (where it stood at 64), Belgium (59), Germany (46), or Sweden (54). Source: Activation Policies in Cash Benefit Programmes for the Unemployed.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes, (Q1.3.4.A).

In Romania, the case study underlined a number of ongoing issues relating to registration. The relative isolation of people from their local ANOFM (public employment services) office hindered registration, particularly when public transport connections were scarce or expensive, or where people were not able to use the internet to make contact and register. In some instances, the nearest PES office was reportedly 20km away which was a significant barrier. Mobile "Jobs Caravans" attempt to overcome this issue by travelling to remote areas to provide information to the long-term unemployed, but still registration remains low in Romania.

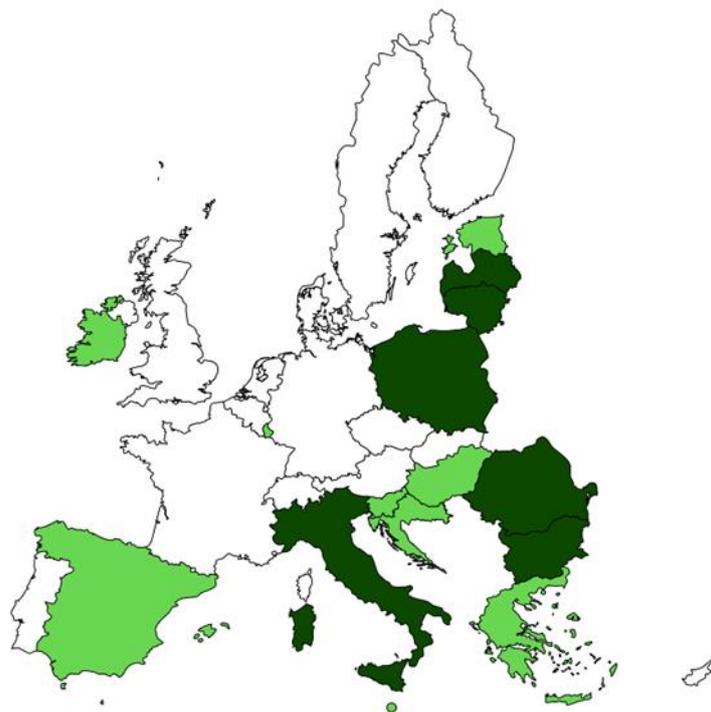
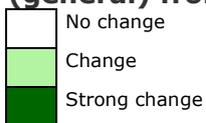
In Italy, the case study showed that although measures have been implemented to facilitate registration of the long-term unemployed and to encourage registration beyond unemployment benefits, until now the outreaching ability of public employment services in Italy remained quite low. At the local level operators argues that no major changes occurred in this dimension in the 2015-2018 period. According to the local PES the problem is that, with time, many unemployed lose faith in the ability of PES to support their labour market inclusion. Furthermore - institutional fragmentation - i.e. the availability of other providers of labour and social inclusion services, such as social services and private associations, for profit and non - decreases the number of people registering to PES as long-term unemployed seek support elsewhere.

In Finland it is possible to register using online services, so people no longer need to visit a physical office to begin the process. The use of the registration service requires electronic identification provided for instance by banks. Using online services to register is not an option for everyone given that in some cases people may not own a smart phone or laptop and/or may not know how to use the technology required. In these instances however, PES staff help jobseekers to submit the required information in order to register.

In Germany and Finland registration rates are high, which is largely attributed to the fact that it is an obligatory requirement in order to receive unemployment benefits and as such acts as an incentive to register. Similarly, in Greece the existence of financial incentives is linked to encouraging registration, which has increased from 67% in 2013 to 78% in 2017. In place since 2010 and enhanced in 2018, financial incentives for registration are not linked to unemployment benefit but rather child care facilities, cheaper electricity and debt relief etc.

To sum up, the study showed that several Member States improved measures to increase the coverage of registration of the long-term unemployed (Figure 12). Based on the assessment by national experts, scores increased in 15 countries while remaining stable in 13 countries. The assessment of quality measures in place increased mainly in countries which had had no measures in place, such as PL and LV and where registration rates are low such as IT and RO.

Figure 12 Changes in assessment of the quality of measures in place (general) from the mapping exercise for the coverage of registration



Note: No change indicates that there was no progress between two assessments in the mapping exercise from 2015 H1 and 2018 H2. Some change is an increase in the average quality of measures of 1 point on the scale of 1 to 5. Strong change is an increase of 2 or 3 points.

3.2 Individual Assessment

The Recommendation called on Member States to put in place measures to provide individualised assessments of long term unemployed, at the latest once they have reached 18 months of unemployment. The individualised assessment should take a holistic perspective and assess the barriers to employment, skills, experiences and the life situation of the long term unemployed.

Most Member States had some form of individual assessments in place before the adoption of the Recommendation, and in the three Member States which did not, all had implemented changes.

Table 3 Measures for individual assessment and personalised guidance

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PT, RO, SE, SI, SK, UK (25)	AT, BE, DE, DK, EE, EL, MT, NL, SE (9)	BG, CZ, CY, FI, FR, IE, IT, LT, PT, RO, SK (11)	BG, CZ, ES, FI, FR, HR, IE, IT, LT, LV, PT, RO, SI, SK, UK (15)
No	HU, LU, PL (3)		PL (1)	HU, LU, PL (3)

Source: Based on information provided by national experts.

The individual assessments put in place since H1 2015 cover most of the aspects mentioned in the Recommendation, e.g. education and work experience, health, distance from available jobs, family obligations, debt and other barriers (Table 4). The aspects which are less covered in all Member States are debt and other barriers, while education and work experience, distance from available jobs, health and family obligations are covered in most Member States.

Several Member States use profiling as a means to conduct the individual assessment. Profiling was not covered specifically in the mapping, but according the PES survey and case studies a few Member States (EL, HR, LU and SK) introduced profiling and segmentation of job-seekers (to identify high risk of long-term unemployment and target support better) following the Recommendation.

The mapping show that several Member States with individual assessments already in place planned and/or implemented changes on specific aspects of the individual assessments, like family obligations, education and work experience, and distance from available jobs.

Table 4 Areas of individualised assessment and guidance for LTU

Measures in place in H1 2015		Changes in measures in place from H2 2015			
		No	Planned	Implemented	
Education, work experience	Yes	AT, BE, BG, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, LT, LV, MT, NL, PT, SE, SI, SK, UK (22)	AT, DE, DK, EE, EL, MT, SE, SI, UK (9)	BG, CZ, FI, FR, IE, PT, SK (7)	BE, BG, CZ, ES, FI, FR, HR, IE, LT, LV, NL, PT, SK (13)
	No	CY, HU, IT, LU, PL, RO (6)		CY, PL, RO (3)	CY, HU, IT, LU, RO (5)
Distance from available jobs	Yes	AT, BE, BG, CZ, DE, DK, EE, EL, ES, FI, FR, LT, NL, PL, PT, SE, SI, SK, UK (19)	AT, DE, DK, EE, SE, SI, UK (7)	BG, CZ, EL, FI, FR, PL, PT, SK (8)	BE, BG, CZ, ES, FI, FR, LT, NL, PL, PT, SK (11)
	No	CY, HR, HU, IE, IT, LU, LV, MT, RO (9)	CY, LV, MT (3)	IE, RO (2)	HR, HU, IE, IT, LU, RO (6)
Health;	Yes	AT, BE, BG, CZ, DE, DK,	AT, DE, DK, EE,	BG, CZ, FI, FR,	BE, BG, CZ, ES,

substance abuse, etc.		EE, ES, FI, FR, HR, IT, LT, LV, MT, NL, PT, SE, SI, SK, UK (21)	MT, NL, SE, SI, UK (9)	PT, SK (6)	FI, FR, HR, IT, LT, LV, SK (11)
	No	CY, EL, HU, IE, LU, PL, RO (7)	CY, PL, RO (3)	EL, IE (2)	HU, IE, LU (3)
Family obligations	Yes	AT, BE, BG, CZ, DE, DK, EL, ES, FI, HR, LT, LV, MT, NL, PL, RO, SE, SI, SK (19)	AT, DE, DK, MT, NL, PL, SE, SI (8)	BG, CZ, EL, FI, RO, SK (6)	BE, CZ, ES, FI, HR, LT, LV, RO, SK (9)
	No	CY, EE, FR, HU, IE, IT, LU, PT, UK (9)	CY, EE, IE, PT, UK (5)	FR (1)	FR, HU, IT, LU (4)
Debt	Yes	AT, BE, CZ, DE, DK, EE, NL, SI (8)	AT, DE, DK, EE, NL, SI (6)	CZ (1)	BE, CZ (2)
	No	BG, CY, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SK, UK (20)	BG, CY, ES, FI, FR, HR, IE, IT, MT, PL, PT, RO, SE, UK (14)	EL, SK (2)	HU, LT, LU, LV, SK (5)
Other barriers	Yes	AT, DE, DK, EE, FI, IT, LT, LV, NL, SI (10)	AT, DE, DK, EE, SI (5)	FI, NL (2)	FI, IT, LT, LV (4)
	No	BE, BG, CZ, CY, EL, ES, FR, HR, HU, IE, LU, MT, PL, PT, RO, SE, SK, UK (18)	BE, BG, CZ, CY, ES, HR, HU, IE, LU, MT, PL, PT, SE, SK, UK (15)	EL, FR, RO (3)	FR, RO (2)

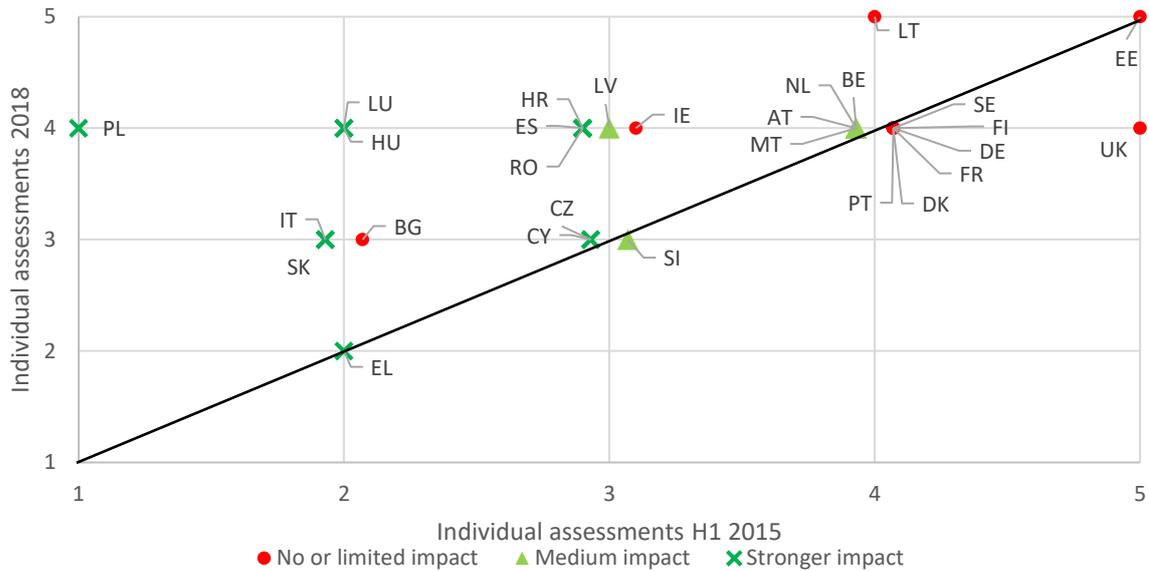
Source: Based on information provided by national experts.

The study further showed that 20 Member States provided individual guidance and information about job offers in different sectors or regions in H1 2015, while this was not the case in eight countries (BE, BG, ES, HU, LU, MT, PL, RO). Since then, all countries except MT planned or implemented measures to this end up to September 2018 (see Table 23, Q2.1.2 in Annex 3 Mapping).

In 18 Member States long-term unemployed received guidance and information about job offers in other Member States (via EURES), half of them planned or implemented additional measures. The 10 Member States (BE, ES, HU, IE, LT, LU, LV, NL, PL, UK) which did not provide information on job offers in other Member States in H1 2015, five (ES, IE, LT, LU, PL) planned or implemented measures thereafter (see Table 23, Q2.1.3 in Annex 3 Mapping).

Figure 13 shows the expected impact according to the SWD and the change in mapping scores ('Assessment of the quality of measures in place, general') for the aspect of individual assessments. The expectations in the SWD beforehand about changes in the quality of policy areas only partially been achieved according the mapping scores. Of the countries where no impact was expected, positive changes are reported for Bulgaria, Ireland and Lithuania. Member States for which a strong impact was expected show improvements in the policy indicator of the mapping with the exception of Cyprus, the Czech Republic and Greece. In Croatia, Luxembourg and Slovakia a stronger client segmentation and use of profiling led to an increase in quality assessments.

Figure 13 Changes in mapping scores for the aspect of individual assessments 2015H1-2018



Note: Expectations (no/limited, medium and stronger impact) are derived from the Staff Working Document (EC, 2015): The mapping scores are scores from figure 3.1.1. (general) in annex 3, the mapping exercise.

Specific barriers to implementation of individual assessments were noted in the mapping. As for coverage of registration, barriers are mainly related financial constraints and resources required to undertake in-depth assessments with long-term unemployed.

Box 2 - Barriers to implementation “Individual assessments”

Greece: Large number of long-term unemployed, limited number of counsellors.

Hungary: Fragmented state administration, lack of unified data bases or linking the databases.

Italy: Shortage of PES employees; budgetary constraints; software inadequacy (including problems with the internet connection); economic crisis and functional overload.

Lithuania: Political agenda focuses on different issues, mostly on youth unemployment.

Portugal: Financial constrains at national level.

Slovakia: Insufficient capacities of PES, institutional set up.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes, (Q2.3.5.A).

The case studies in Greece and Croatia reported difficulties in fully implementing the individual assessments, mainly due to lack of resources, high case load and on-going implementation. According to a 2017 report on PES capacity²⁵ Greece was one of a handful of countries with less than 40% of PES staff specifically serving jobseekers (countries²⁶ with the largest share had around 70-80% of staff dedicated to this role). PES staff capacity was also highlighted as an ongoing issue in Italy where a shortage of staff, as well as budgetary constraints and outdated software were cited as barriers to the implementation of individualised assessments.

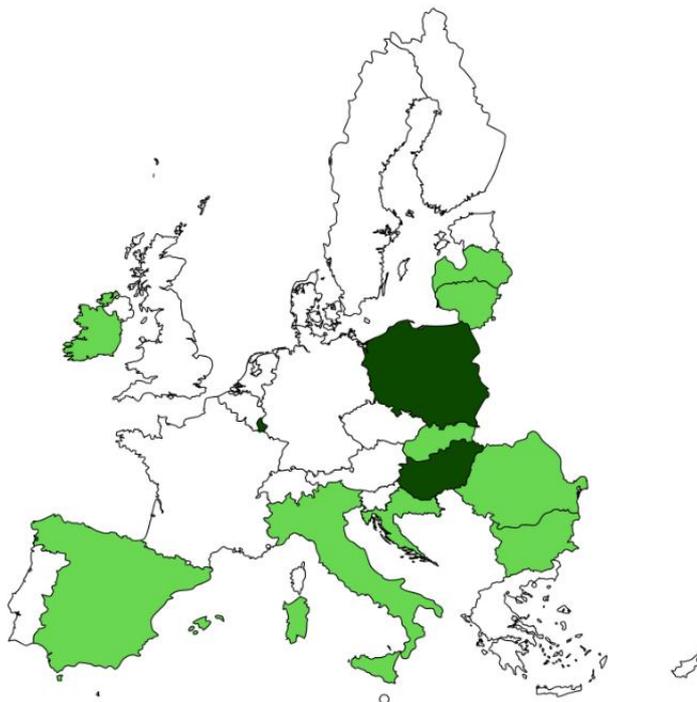
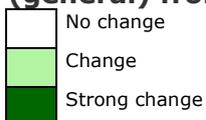
²⁵ <https://publications.europa.eu/en/publication-detail/-/publication/7f2b39a6-0184-11e8-b8f5-01aa75ed71a1/language-en>

²⁶ Slovakia, Sweden, Lithuania, and the Netherlands.

Other case studies showed that selected countries had individual assessments in place, although in some cases more recently, as in Romania (December 2016) and like the examples given above a high client-staff ratio has limited the capacity of the PES to provide individualised support. In Slovakia, the clearest development in line with the Recommendation has been a greater focus on providing individualised support, specifically via a more in-depth and comprehensive individual assessment. Here, the sharing of information between staff (e.g. via meetings within the same office) also proved to be a beneficial way of enabling them to build an overall picture of a client and to subsequently provide more tailor-made assistance.

To sum up, the study showed that the quality of individual assessments increased in a total of 10 countries (Figure 14). The rise in score was most significant in PL which had previously had no measures in place. Other countries showing strong progress were LU and HU which had a low-medium level of implementation in 2015. Several countries with individual assessments already in place either planned or had implemented changes to them.

Figure 14 Changes in assessment of the quality of measures in place (general) from the mapping exercise for the aspect of individual assessments



Note: No change indicates that there was no progress between two assessments in the mapping exercise from 2015 H1 and 2018 H2. Some change is an increase in the average quality of measures of 1 point on the scale of 1 to 5. Strong change is an increase of 2 or 3 points.

3.3 Job Integration Agreements

The Job Integration Agreement (JIA) is a specific measure proposed and defined in the Recommendation. It stipulates that Member States "*Target the specific needs of registered long-term unemployed persons by means of a job-integration agreement which combines relevant services and measures provided by different organisations*".

Almost all Member States have implemented Job Integration Agreements or similar instruments, such as Individual Action Plans. As illustrated in Table 5, according to the mapping by national experts JIAs existed already in 22 Member States in H1 2015; exceptions being BG, EL, HU, IT, LU and RO. Of this latter group only EL did not implement any measures since then, while five countries (BG, HU, IT, LU, RO) planned or implemented new measures. With respect to the 22 countries which had already JIAs in place in H1 2015, 14 Member States either planned or implemented new measures (Table 5).

Table 5 Existence of Job Integration Agreements (JIAs)

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, BE, CZ, CY, DE, DK, EE, ES, FI, FR, HR, IE, LT, LV, MT, NL, PL, PT, SE, SI, SK, UK (22)	AT, DE, DK, EE, FI, MT, SE, SI (8)	CZ, CY, FR, IE, PL, PT, SK (7)	BE, CZ, CY, ES, FR, HR, IE, LT, LV, NL, PL, PT, SK, UK (14)
No	BG, EL, HU, IT, LU, RO (6)	EL (1)	BG, HU, IT, RO (4)	BG, HU, IT, LU (4)

Source: Based on information provided by national experts.

However, the mere existence of JIA's does not necessarily correspond or fulfil the definitions provided in the Recommendation or the PES Quality Standards which stipulate that Job Integration Agreements should:

- Be made in writing, at the very latest when a long-term unemployed person has reached 18 months of unemployment.
- Include individual assessment and specify individual follow up of the unemployed persons situation providing capacity for regular monitoring.
- Combine relevant services and measures provided by different organizations.

In order to meet requirements of the Recommendation a JIA will specify:

- Realistic job goals (based upon jobseekers employment history, a skills assessment and the labour market situation).
- Results of an individual assessment of employability prospects, barriers to employment and previous job – search efforts.
- A clear offer of support to the long-term unemployed jobseeker, including employment and/or social services.
- Frequency and method of contact with jobseeker.
- Rights and obligations for both service providers and job seekers.
- Arrangements enabling regular review of jobseekers' progress towards re-integration.
- At least one service offer aimed at finding job.
- Mechanisms to ensure that relevant information which has a potential impact upon jobseekers' potential for re-integration is exchanged between all support service institutions Arrangements to enable a JIA to be updated within set periods and following specific changes in the jobseekers circumstances.

More detailed information with respect to JIAs shows that written service offers with mutual obligations were in place in 19 Member States in H1 2015, All Member States (CY, EL, HR, HU, IT, LU, NL, RO, SK) which did not have written agreements or action plans with mutual obligations in place in H1 2015, planned or implemented it thereafter.

The mapping further showed that JIAs in 11 Member States combined service offerings of different organizations in the form of a single point of contact in H1 2015, while this was not the case in 17 Member States. Eight Member States (CY, HU, IT, LT, LU, NL, RO, SK) planned or introduced respective measures until September 2018.

Table 6 provides information about the scope of services offered/covered in the JIA. Almost all Member States (except HU, LU and RO) had some form of action plans which covered job-search assistance and education and training in 2015 (the “traditional” parts of an action plan), and the few who did not have since implemented it. In-work assistance has been introduced seven out of the 14 Member States that did not include it in JIAs in H12015, meaning that 21 Member States now include in-work assistance in their agreements with long-term unemployed. Health and other social services has been introduced in six out of 13 Member States who did not cover this prior to the Recommendation. Other aspects, such as support for increased mobility and childcare services have also been introduced in several Member States that did not previously cover these aspects in the JIAs. Debt counselling appears to be less frequently covered in JIAs.

Table 6 Content of Job Integration Agreements

		Changes in measures in place from H2 2015			
		Measures in place in H1 2015	No	Planned	Implemented
Job search assistance	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, SE, SI, SK, UK (25)	AT, DE, DK, EE, EL, FI, LT, MT, SE, SI (10)	BG, CZ, CY, FR, IE, IT, PL, PT, SK (9)	BE, BG, CZ, CY, ES, FR, HR, IE, IT, LV, NL, PL, PT, SK, UK (15)
	No	HU, LU, RO (3)		RO (1)	HU, LU, RO (3)
In-work assistance	Yes	AT, BE, BG, CY, DE, DK, EE, FI, IE, IT, NL, SE, SI, UK (14)	AT, DE, DK, EE, FI, IT, NL, SE, SI (9)	BG, CY, IE (3)	BE, BG, CY, IE, UK (5)
	No	CZ, EL, ES, FR, HR, HU, LT, LU, LV, MT, PL, PT, RO, SK (14)	CZ, EL, ES, HR, MT, PL, PT (7)	FR, LT, RO, SK (4)	FR, HU, LU, LV, RO, SK (6)
Education and training	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, SE, SI, SK, UK (25)	AT, DE, DK, EE, EL, FI, LT, MT, SE, SI (10)	BG, CZ, CY, FR, IE, IT, PL, PT, SK (9)	BE, BG, CZ, CY, ES, FR, HR, IE, IT, LV, NL, PL, PT, SK, UK (15)
	No	HU, LU, RO (3)		RO (1)	HU, LU, RO (3)
Childcare services	Yes	BE, CY, DE, DK, EL, FI, FR, IE, LV, MT, NL, UK (12)	DE, DK, EL, FI, MT, NL (6)	CY, FR, IE (3)	BE, CY, FR, IE, LV, UK (6)
	No	AT, BG, CZ, EE, ES, HR, HU, IT, LT, LU, PL, PT, RO, SE, SI, SK (16)	AT, CZ, EE, HR, IT, LT, PL, PT, RO, SE, SI, SK (12)	BG (1)	BG, ES, HU, LU (4)
Health and other social services	Yes	AT, BE, BG, CZ, CY, DE, DK, EL, FI, IE, LV, NL, SE, SI, UK (15)	AT, DE, DK, EL, FI, NL, SE, SI (8)	BG, CZ, CY, IE (4)	BE, BG, CZ, CY, IE, LV, UK (7)
	No	EE, ES, FR, HR, HU, IT, LT, LU, MT, PL, PT, RO, SK (13)	EE, ES, HR, HU, MT, PL, PT (7)	FR, IT, LT, RO, SK (5)	FR, LU, RO, SK (4)

Box 3 - Barriers to implementation "Job integration agreements"

Greece: The mutual obligation part of the JIA has been difficult to implement both due to the fact that the PES is short staffed and due to the fact that imposing obligations on to vulnerable groups is a politically sensitive issue.

Finland: According to some sources (e.g. Valtakari et al., 2018) scarce human resource in PES, unfinished IT systems and highly heterogeneous client base are a challenge when it comes to coordination of JIAs. It is not easy to steer clients from one service to the other, there are differences in the quality and accessibility of PES across country.

Hungary: Fragmented state administration, with tight professional human resources.

Italy: Shortage of PES employees, particularly of experts in orientation, cultural mediators and psychologists – even though, the Budget law for 2018 foresees the hiring of 1600 new employees in the PES (of which 600 experts in orientation, cultural mediators, etc) financed through funds coming from ESF; staff skills and competences, budgetary constraints; software inadequacy including problems with internet connection; territorial differences.

Netherlands: Reintegration is decentralised to region and municipality. Here, lots of individual plans are made to reintegrate people to the labour market. However, it is not called a JIA and perhaps also not formalised into a written contract. This also depends on the region/municipality - how things are done might differ.

Portugal: Financial constrains at national level.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes, (Q3.4.3.A).

The case studies provided further details and included countries with a long history of providing JIA and countries where it has been newly implemented or is in the planning stage.

In Italy, the 'Customized Service Pact' (JIA) defines mutual responsibilities and combines services and measures offered by different organisations and territorial institutions. The new guidelines introduced with the Ministry Decree 4/2018 require regular up-dating and frequent follows-up of the JIA, which are differentiated depending on individual profiles (i.e. the more distant the individual to the labour market the more frequent the meetings). In this regard, the Decree specifically requires that between the 12th and the 18th month of unemployment a new in-depth individual assessment be conducted, and a new JIA negotiated between PES and the unemployed. Views from different actors at the regional and local levels testify that the implementation of these new guidelines has been gradual and differed between regions and local levels due to institutional and contextual factors such as case load and resource constraints.

In Romania JIAs were introduced in January 2017 through a decree (OUG 6/2017) which specifies that employment agencies will enter into a written employment agreement with anyone who is registered as unemployed (and who is not eligible for the Youth Guarantee) within 18 months of having registered as unemployed. However, the implementation has been delayed due to lack of funds and resources to develop and roll-out the methodology (a large ESF project is foreseen to support the implementation).

In Slovakia, instruments similar to JIA existed before the Recommendation, but one has since been further developed in 2017 and in line with the Recommendation, with mutual obligations and a combined service offering from different organisation. Implementation has been a challenge due to resource and capacity constraints in local PES offices but is underway.

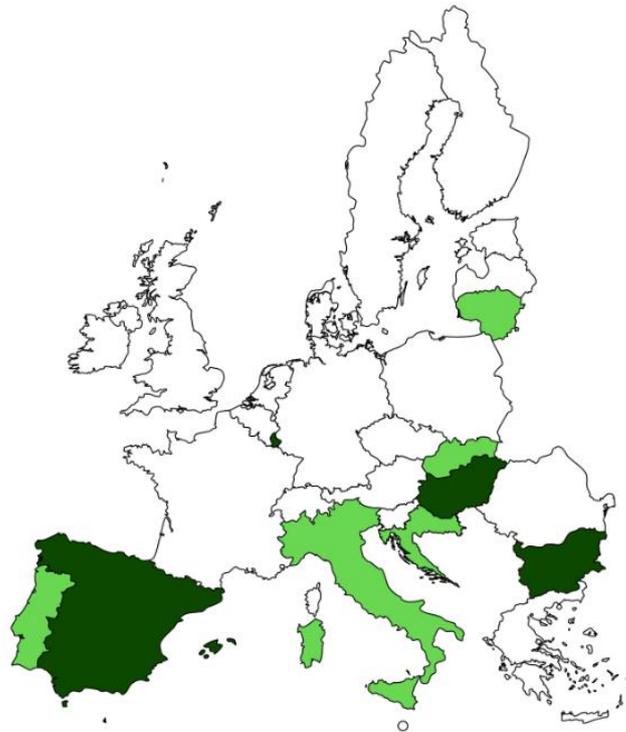
In Croatia, legislation requiring JIA is in place since mid-2017, and unemployed reaching 12 months unemployment are provided with in-depth assessment and Job Integration Agreements. However, due to confidentiality issues the JIA does not combine the service offering with other providers, notably social and health service providers in Croatia.

Finland uses a multisectoral employment plan that identify the service needs of the client and corresponding services, as well as agree on the distribution of work and responsibilities between service sectors. This follows legislation introduced in 2014 on multisectoral joint services enhancing employment, which came into effect in January 2015. The TE Office (PES), local social services and the unemployed person participate in the process. Kela (national social insurance) also takes part in the creation of the plan and providing the services in case rehabilitation services are needed. All experts involved in the process can get information on a client's situation using the TYPPI data system (a joint data integration system across authorities).

In Greece, an individual action plan is in place and includes proposals for counselling sessions on job searching and training/retraining activities. It falls short however of being a mutual agreement between the PES and the long-term unemployed job seeker. It does not have tight timelines or an outline of obligations of the two parties involved, all of which characterise the JIA. The mutual obligation part of a JIA as defined by the Recommendation has been difficult to implement both due to the fact that the PES is short staffed and the fact that imposing obligations on vulnerable groups is a politically sensitive issue.

To sum up, the study showed that the quality of measures increased in 10 countries, with improvement strongest in countries with no measures in place at the baseline (e.g. HU, BG, LU, ES, and CY). JIAs did not improve for countries who had already received a fairly high-quality assessment prior to the Recommendation (e.g. DK and FR) (Figure 16).

Figure 16 Change in assessment of the quality of measures in place (general) from the mapping exercise for the aspect of JIA



Note: No change indicates that there was no progress between two assessments in the mapping exercise from 2015 H1 and 2018 H2. Some change is an increase in the average quality of measures of 1 point on the scale of 1 to 5. Strong change is an increase of 2 or 3 points.

3.4 Improved coordination and establishment of Single Point of Contact

In the Recommendation, the coordination of services and interinstitutional coordination towards long term unemployed is embedded in the concept of a Single Point of Contact (SPOC). The Recommendation calls on Member States to nominate a SPOC to ensure continuity of support through a coordinated service offer involving different service providers (notably employment and social services). The SPOC should facilitate transmission of information between relevant services providers and enable better dissemination of information on vacancies and training opportunities available. The study assessed changes in mechanisms for interinstitutional coordination in Member States, and whether a SPOC had been established as proposed in the Recommendation.

In the mapping by national experts it was reported that all Member States either already had coordination mechanisms in place or have been planning/implementing them since. The scope varies between Member States, but cooperation generally includes PES, Social Services, CSO/NGO service providers and to some lesser extent private service providers (Table 7).

Table 7 Coordination mechanisms between organizations dealing with LTU

		Changes in measures in place from H2 2015			
		Measures in place in H1 2015	No	Planned	Implemented
PES	Yes	AT, BE, CY, DE, DK, EE, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (23)	AT, DK, MT, SE, SI (5)	CY, FR, IE, IT, NL, PL, PT, RO, SK (9)	BE, CY, DE, EE, ES, FI, FR, HR, IE, IT, LT, LV, NL, PL, PT, RO, UK (17)
	No	BG, CZ, EL, HU, LU (5)		BG, CZ, EL, LU (4)	BG, CZ, HU, LU (4)
Social Services	Yes	AT, BE, CY, DE, DK, EE, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, RO, SE, SI, UK (22)	AT, DK, EE, MT (4)	CY, FR, IE, IT, NL, PL, PT, RO, SE, SI (10)	BE, CY, DE, ES, FI, FR, HR, IE, IT, LT, LV, NL, PL, PT, RO, UK (16)
	No	BG, CZ, EL, HU, LU, SK (6)		BG, CZ, EL, HU, LU, SK (6)	BG, CZ, HU, LU, SK (5)
NGO service providers	Yes	BE, CY, DE, DK, EE, ES, FR, HR, HU, IE, IT, LT, LV, PL, PT, RO, SI, UK (18)	DK, PT, SI (3)	CY, FR, IE, PL, RO (5)	BE, CY, DE, EE, ES, FR, HR, HU, IE, IT, LT, LV, PL, RO, UK (15)
	No	AT, BG, CZ, EL, FI, LU, MT, NL, SE, SK (10)	AT, CZ, EL, FI, MT, NL, SE (7)	SK (1)	BG, LU (2)
Private service providers	Yes	BE, DE, DK, ES, FR, HU, IE, LT, MT, NL, RO, SE, SI, UK (14)	DK, MT, SE, SI (4)	FR, IE, LT, NL, RO (5)	BE, DE, ES, FR, HU, IE, LT, NL, RO, UK (10)
	No	AT, BG, CZ, CY, EE, EL, FI, HR, IT, LU, LV, PL, PT, SK (14)	AT, CZ, CY, EE, EL, FI, HR, LU, PT, SK (10)	BG, PL (2)	BG, IT, LV (3)

Source: Based on information provided by national experts.

A key challenge in cooperation, whether in the form of SPOC or other cooperation arrangements, is the exchange of information between the involved actors on individuals, through IT systems. There are often technical and legal barriers involved, but it appears that Member States are working towards solving these issues as the mapping show that such systems are being put in place or planned where they did not exist prior to the Recommendation (in 7 out of 16 countries, see Table 8).

Table 8 – Existence of IT infrastructure to allow access to individual data between organisations

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, CY, DK, ES, FI, FR, IE, MT, NL, SE, SI, SK (12)	AT, DK, MT (3)	CY, FR, IE, NL, SE, SK (6)	CY, ES, FI, FR, IE, NL, SE, SI, SK (9)
No	BE, BG, CZ, DE, EE, EL, HR, HU, IT, LT, LU, LV, PL, PT, RO, UK (16)	BE, CZ, DE, EE, EL, HR, HU, RO, UK (9)	BG, IT, LU, PL, PT (5)	BG, IT, LT, LV, PT (5)

Source: Based on information provided by national experts.

The case study in Croatia provides an example, stating that formal data exchange has been in place since 2011, but it is not on-line, and the scope of the exchange is rather limited in its degree of detail (mainly registration and social benefit payments). Although this exchange of the data exists, the scope of the information shared as well as the technical solution used for the exchange of the data could be developed, according to national and local stakeholders.

In Italy a new national IT system known as the Unitary Information System (Sistema Informativo Unitario) was introduced in 2017 with the aim of allowing PES to pool individual information, support history and individual assessments from other PES located in different regions, and a more effective guidance and monitoring system at the centre. The idea of an IT database originates with the 2003 Biagi Law, but this had resulted in the creation of twenty-one different regional databases that were not able to communicate with each other. The creation of the Unitary Information System (Sistema Informativo Unitario) provides a solution to this problem.

In Slovakia coordination mechanisms comprising the introduction of IT tools between the PES and social services have been partly developed since 2015 but this process needs more time and additional financial resources. No formal agreements have been signed on data sharing since the nomination of a SPOC in January 2015, but coordination within the Central Office between employment and social services has been developed through mutually accessible databases following this. Although information is mutually accessible, there is a lack of formalised database sharing as the IT systems are not linked, which subsequently hinders the overall effectiveness of information exchange.

As the case of Slovakia outlined above shows, often data exchange requires some formal agreements, and the mapping showed that an increasing number of Member States are planning/implementing formal agreements between institutions involved (exceptions are BE, CZ, PL, see Table 27, Q4.1.3 in Annex 3 mapping). It still remains a problem or challenge in several Member States, as illustrated in the barriers outline below. In particular, legal challenges in relation to privacy and data sharing are difficult to manage.

Box 4 - Barriers to coordination among institutions

Germany: Different levels (PES is a federal responsibility; social service is a municipal responsibility) still lead to frictions. Plus, the transfer of (sensitive) data between the Jobcenter and network partners is very much restricted, due to two problems: 1) different service providers use different IT systems and 2) there are strong data protection provisions, which make it difficult to share sensitive data.

Denmark: The IT-platform for common data ("Det Fælles DataGrundlag - DFDG") creates a virtual single point of contact for the unemployed (Jobnet) and caseworkers in both jobcentre and insurance funds – for example for active measures, job search activities etc (My plan). However, jobcenters and the social service departments in many municipalities often produce different and uncoordinated service plans for the same citizen. To enhance coordination/integration of citizens' service plans, many municipalities have increased their focus on organisational cross-functional collaboration. Some municipalities are working towards one integrated service plan shared by both the jobcentre and the social service department and available to the citizen.

Lithuania: Lack of incentives, leadership and motivation by PES. Also, without clear model of cooperation, stakeholders attempt to maximise their institutional interests, which often is not in the best interest for long-term unemployed people. Local PES offices focus on employment, while municipal social services on poverty and social exclusion. While this is still somehow relevant, there are signs that coordination is increasing.

Malta: There are challenges surrounding cooperating between different public institutions e.g. JobsPlus with social services. According to the national contact point each has their own set of work and priorities, so it can be hard for different bodies to work together optimally.

Sweden: There are barriers related to the access to it-infrastructure of and confidentiality between the agencies (Employment Service, Social Insurance service and Tax services), which are not only related to long-term unemployed. According to a proposal by the public inquiry a new service organization should be formed that will provide services allowing these agencies the mutual access to their IT-systems.

Slovenia: Inconsistent treatment of long-term unemployed individuals across individual Centres for Social Work (CSW) in practice due to decentralized structure. Due to privacy law restrictions, the PES cannot share an individual client's JIA with the relevant CSW.

Slovakia: Difficulties to share data (legal), mindset of relevant actors, NGO not always ready to provide services

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes, (Q4.1.4)

The establishment or nomination of a Single Point of Contact (SPOC) is a key part of the Recommendation. The mapping showed that Single Point of Contact (SPOC), existed in 14 countries already in H1 2015 and in the 14 Member States where it did not exist it was being planned or implemented in 9 Member States (Table 9).

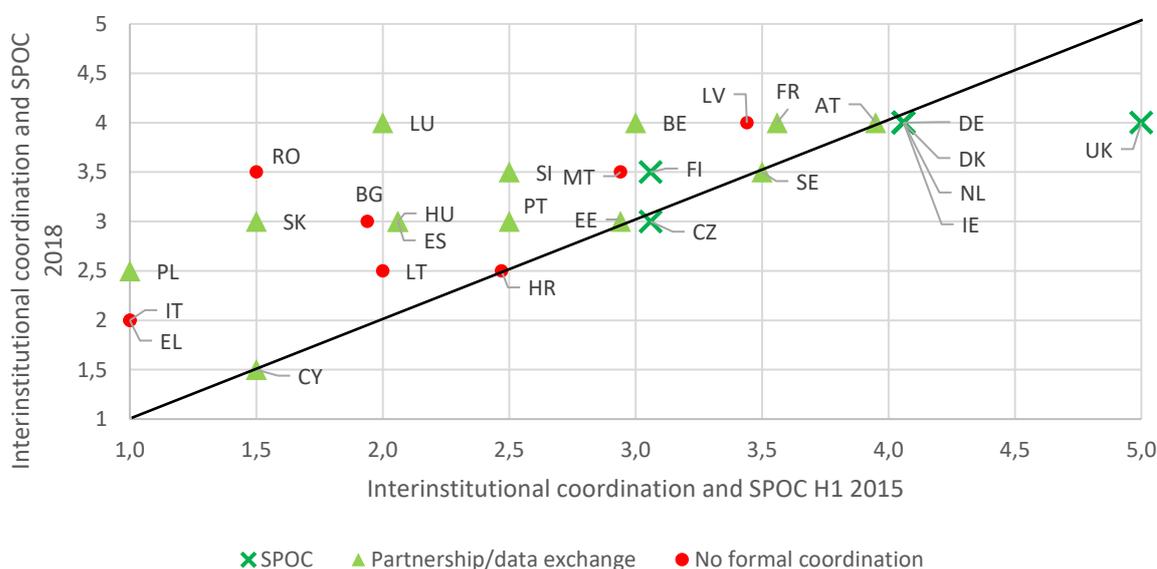
Table 9 Establishment of Single Point of Contact

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, CZ, DE, DK, EE, FI, FR, IE, LV, MT, NL, SE, UK (14)	AT, BE, DE, DK, EE, NL, SE, UK (8)	CZ, FR, IE (3)	CZ, FI, FR, IE, LV, MT (6)
No	BG, CY, EL, ES, HR, HU, IT, LT, LU, PL, PT, RO, SI, SK (14)	CY, EL, ES, HR, PT, SI (6)	BG, HU, IT, LT, PL, RO, SK (7)	BG, CZ, LU, PL (4)

Source: Based on information provided by national experts.

Figure 17 shows the changes in mapping scores ('Assessment of the quality of measures in place, general') for the aspect of interinstitutional coordination and SPOC²⁷. Countries are coded by the degree of coordination already in place according to the SWD (EC, 2015). Note that countries can be located at half a point and full points; small deviations are made to be able to distinguish different colours/shapes. A higher impact of the Recommendation is expected for countries without any formal coordination before the introduction of the Recommendation. Most countries without any formal coordination in place before the Recommendation increased the score with the exception of Croatia. Countries with already a SPOC had decreasing (UK), unchanging (CZ, IE, DE, DK and NL) or slightly increasing scores (FI). Most Member States that already had some coordination in place increased scores with the exception of Cyprus, Portugal, Estonia, Sweden and Austria.

Figure 17 Changes in mapping scores for the aspect of Interinstitutional coordination and SPOC (2015-2018)



Note: classification for degree of coordination already in place (SPOC, partnership/data exchange, no formal coordination) is based on Staff Working Document (EC, 2015). Expected impact is higher for countries without formal coordination in place. The mapping scores are scores from figure 3.1.1 (general) in annex 3.

However, the establishment of a SPOC is a complex process, which involves not only formally nominating an organisation to be SPOC, but also to build capacity, develop work processes and communication channels, service offerings etc. to the long-term unemployed. Some of these barriers and challenges were mentioned in the mapping by national experts. When service providers are managed in different levels of government, this adds complexity, as institutions need to cooperate across national, regional and local levels.

Box 5 - Barriers to implementation "Interinstitutional coordination and single point of contact"

Estonia: SPOC only covers the services of the PES and not that offered in local governments or by various service providers (e.g. Activation of NEETs). SPOC is applied only to measures within the PES system. Hence, when a person turns to local government or young people to the Noorte Tugila programme, they are not automatically integrated into the PES system. Instead, they have to register with the PES separately. The local government or youth workers can advise on turning to the PES. Thus, the main barriers are related to transfer between various service providers. There is no detailed analysis of the reasons of these

²⁷ Because these two policy areas are so much intertwined we have taken them together. In the SWD expectations, SPOC and coordination are also combined to come to one type of classification.

barriers. Most likely these are related to lack of formalised procedures (there is no automatic procedure to transfer between various service providers but operates on a case by case basis), differences in service requirements or case work etc. For instance, transfer of information on evaluations, assessments or individual actions plans from various institutions is problematic. Each service provider creates new documentation on the client and this information is in most cases not transferable across institutions. However, without more detailed analysis on service procedures and transfers between different service providers, it is not possible to list all the possible barriers between institutions.

Finland: Currently the state is responsible for the long-term unemployed. This structure is being reformed in the reform of regional government. The regions will assume the responsibility for organising the PES for long-term unemployed from 2020 onwards. The law has not been changed yet and there has been increasing opposition against the reform. It can be that also after the reform there will be no SPOC for the long-term unemployed.

Italy: Traditional problems of vertical and horizontal institutional coordination (INPS, INAPP, regional PES) – even though the recent institutional change through the introduction of the ANPAL might improve coordination; budgetary constraints; path dependency.

Lithuania: The benefits of SPOC are not fully understood. Technically the SPOC exists in Lithuania, however it only applies to PES functions (job search assistance, education and training, support for increased mobility and etc.) and it does not cover various services which are provided by other institutions (for example, by municipalities social services) such as various benefits, childcare and health or other social services.

Slovenia: Lack of consistent treatment of long-term unemployed due to decentralized governance structure of Centres for Social Work. There are now 63 local Centres for Social Work (CSW) in Slovenia, which since October 1st have been grouped into 16 administrative regions, each with a newly-created head office. This sensible and long-anticipated reorganization will consolidate administrative and claims-processing functions into the head office, with the hope that this will free up the individual offices to devote more time to directly work with clients. In addition, this will bring the structure more comparable with that of the PES, which has 12 regional offices and 59 local offices. (Note that the 63 Centres for Social Work and 59 PES local offices are organized along different geographic areas.) The larger issue the administrative reorganization will hopefully be able to address the inconsistent operations of individual CSWs.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes, (Q4.3.3.A).

The case studies to a large extent confirmed the barriers, and the aspect of time needed to change institutional structures and functioning. In Romania, the PES has been nominated SPOC in October 2017, and now has an enhanced role in coordinating interinstitutional implementation of measures to integrate the long-term unemployed into the labour market, from the national level. According to a focus group with staff working as practitioners at the local level, however, work is ongoing in terms of the full operationalisation of the role of the SPOC and whilst the ANOFM (PES) has been *officially* assigned the role, the official norms and procedures of the legislation are still to be implemented.

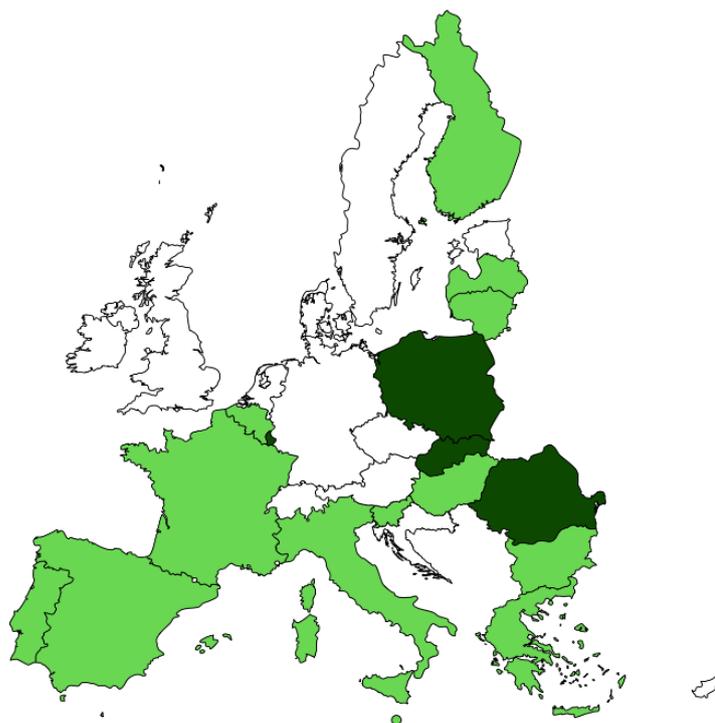
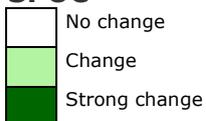
The implementation of SPOC will also depend on the institutional framework and in particular if it is highly decentralised. In Italy, it is the intention of the legislator for PES to become the single point of contact (SPOC), though it is still an issue for debate in the Labour Ministry whether this has to be a 'virtual' or a physical SPOC. In the period between the second half of 2015 and 2018, important advances were made in the coordination between income support benefits managed by INPS and local PES: long-term unemployed may apply for social benefits directly in the PES and the coordination between these two institutions regarding conditionality (and sanctions) associated with the main unemployment benefit (NASPI) is now operational.

Another example of developments in line with the Recommendation is Greece, which does not have a SPOC, but have implemented starting in 2016, Community Centres (CC), a structure designed by the Ministry of Labour, Social Security and Social Solidarity and operating at the Municipal level. The main aim of CCs is to bring beneficiaries into contact with individual agencies and services (local government services, public services, volunteer organisations, organisations with a social character, etc.) through referrals in order to serve their needs. Furthermore, CCs aim to inform and raise awareness among local employers of the need to tackle unemployment. In principle, CCs serve as a single information point. While the CC do not meet some of the minimum requirements, in that for example CCs do not conclude and implement job-integration agreements with registered long-term unemployed, the CCs are essentially a one-stop shop aiming to integrate information on all and for all beneficiaries of all types of social benefits at a single point from which beneficiaries will be referred to the appropriate specialized service.

In Ireland, which has a nominated SPOC in place (PES), the Recommendation prompted “a lot more joined up thinking and a more integrated approach” to tackling the issue of long-term unemployment, according to interviews at national level. This resulted in interagency collaboration of the DEASP with other government departments (for example, Department of Justice and Equality, Department of Finance, Department for Education), and other agencies (Homeless Unit, prison services, health boards, education and training boards). This approach was considered preferable to having one centralised person who deals with all the long-term unemployment issues since “what leads to long-term unemployment and the consequences of long-term unemployment are never limited only to employment”.

To sum up, the study showed that quality of measures increased in 14 countries, with reported improvements stronger in countries that had had no measures in place (e.g. EL and RO) and similarly in countries with low-medium implementation prior to the Recommendation (e.g. ES and LU) (Figure 18). With regards to SPOCs the quality assessment for interinstitutional coordination also rose in several countries, with substantial improvements made in countries with no or basic implementation (e.g. SK, PL and LU).

Figure 18 Changes in assessment of the quality of measures in place (general) from the mapping exercise for interinstitutional coordination and SPOC



Note: No change indicates that there was no progress between two assessments in the mapping exercise from 2015 H1 and 2018 H2. Some change is an increase in the average quality of measures of 1 point on the scale of 1 to 5. Strong change is an increase of 2 or 3 points.

3.5 Support to employers

The measures to establish closer links with employers are reported in Table 10. Measures already existed in 24 countries in H1 2015 and 19 of them report changes (exceptions are DK, FI, MT, SE, UK). Out of the four countries where no measures were in place in H1 2015 all Member States have reported changes thereafter. This includes for example the planning and implementation of measures for screening of suitable candidates; placement support; workplace mentoring and training; and post-placement support in Hungary since the introduction of the Recommendation, as well as the planning and implementation of placement support measures in Poland (see Table 11).

Table 10 - Establishing closer links with employers

Measures in place in H1 2015	Changes in measures in place from H2 2015		
	No	Planned	Implemented

Yes	AT, BE, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LV, LU, MT, NL, PT, SE, SI, SK, UK (24)	DK, FI, MT, SE, UK (5)	BE, CY, CZ, DE, EL, FR, IE, IT, LT, NL, PT, SK (12)	AT, BE, CY, CZ, DE, EE, EL, ES, FR, HR, IE, IT, LT, LU, LV, NL, PT, SI, SK (19)
No	BG, HU, PL, RO (4)		BG, HU, PL, RO (4)	BG, HU, PL, RO (4)

Source: Based on information provided by national experts.

Table 11 show different changes implemented by Member States, in terms of information and placement services for employers. Most Member States now provide services for screening and placement support. The number of Member States that provide workplace mentoring and training has increased, with 11 Member States planning or implementing new measures that did not exist before. Post-placement support did not exist in 19 Member States and seven are planning or implementing it since H1 2015.

Table 11 – Closer links with employers - characteristics

		Changes in measures in place from H2 2015			
		Measures in place in H1 2015	No	Planned	Implemented
Screening of suitable candidates	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, MT, NL, RO, SE, SI, SK, UK (23)	AT, DK, EE, FI, MT, SE, UK (7)	BG, CZ, CY, DE, EL, FR, IE, IT, LT, RO, SK (11)	BE, BG, CZ, CY, DE, EL, ES, FR, HR, IE, IT, LT, NL, RO, SI, SK (16)
	No	HU, LU, LV, PL, PT (5)	PL (1)	PT (1)	HU, LU, LV, PT (4)
Placement support	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IT, LT, MT, NL, PT, RO, SE, SI, SK, UK (23)	AT, DK, FI, SE, UK (5)	BG, CZ, CY, DE, EL, FR, IT, LT, PT, RO, SK (11)	BE, BG, CZ, CY, DE, EE, EL, ES, FR, HR, IT, LT, MT, NL, PT, RO, SI, SK (18)
	No	HU, IE, LU, LV, PL (5)		IE, PL (2)	HU, IE, LU, LV, PL (5)
Workplace mentoring and training	Yes	AT, BE, BG, CY, DE, DK, EE, ES, FI, FR, HR, LT, NL, PT, SE, SI, UK (17)	AT, DK, FI, NL, SE, UK (6)	BG, CY, DE, FR, LT, PT (6)	BE, BG, CY, DE, EE, ES, FR, HR, LT, PT, SI (11)
	No	CZ, EL, HU, IE, IT, LU, LV, MT, PL, RO, SK (11)	CZ, EL, MT, PL (4)	IE, RO, SK (3)	HU, IE, IT, LU, LV, RO, SK (7)
Post-placement support	Yes	CY, DE, DK, EE, MT, SE, SI, SK, UK (9)	DK, MT, SE, UK (4)	CY, DE, SK (3)	CY, DE, EE, SI, SK (5)
	No	AT, BE, BG, CZ, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, PT, RO (19)	AT, BE, CZ, EL, ES, FI, HR, IT, LU, NL, PL, PT (12)	BG, FR, IE, LT, RO (5)	BG, FR, HU, IE, LT, LV, RO (7)

Source: Based on information provided by national experts.

Financial incentives were already in place in many Member States in H12015, in particular recruitment subsidies and reductions in social security contributions. In the seven Member States where recruitment subsidies were not being used HR, HU, IE, IT, LU, PL, UK it has since been implemented in three (IE, IT, LU). Of the 12 Member States that did not use reductions in social security contributions to support employment of long-term unemployed, three has since implemented it (BG, HU, IE). Several Member States already had systems in place which differentiate the subsidy level depending on the target group (e.g. the long-term unemployed). Of the 14 Member States that did not have differentiated systems in place, four have since planned or implemented it (Table 12).

Table 12 Financial incentive to employers

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
General	Yes	BE, CZ, DE, DK, EL, FI, FR, IE, IT, MT, PL, PT, RO (13)	BE, DK, FI, IT, MT (5)	CZ, DE, FR, IE, PL, PT, RO (7)	CZ, DE, EL, FR, IE, PL, PT, RO (8)
	No	AT, BG, CY, EE, ES, HR, HU, LT, LU, LV, NL, SE, SI, SK, UK (15)	AT, CY, EE, ES, HR, LT, LU, LV, NL, SE, SI, SK, UK (13)	BG (1)	BG, HU (2)
Recruitment subsidies	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, LT, LV, MT, NL, PT, RO, SE, SI, SK (21)	DK, EL, FI, MT, NL (5)	BG, CZ, CY, DE, FR, PT, RO, SI, SK (9)	AT, BE, BG, CZ, CY, DE, EE, ES, FR, LT, LV, PT, RO, SE, SI, SK (16)
	No	HR, HU, IE, IT, LU, PL, UK (7)	HR, HU, PL, UK (4)	IE (1)	IE, IT, LU (3)
Reduction of social security contribution	Yes	BE, CZ, EL, ES, FR, HR, IT, LT, MT, NL, PL, PT, RO, SE, SI, SK (16)	EL, HR, MT, NL, RO, SE (6)	CZ, FR, PL, PT, SK (5)	BE, CZ, ES, FR, IT, LT, PL, PT, SI, SK (10)
	No	AT, BG, CY, DE, DK, EE, FI, HU, IE, LU, LV, UK (12)	AT, CY, DE, DK, EE, FI, LU, LV, UK (9)	BG, IE (2)	BG, HU, IE (3)
Differentiation of subsidy levels of different target groups	Yes	AT, BE, CZ, DE, DK, ES, FR, IE, LT, PT, RO, SE, SI, SK (14)	AT, DK, PT, RO, SE (5)	CZ, DE, FR, IE, SI, SK (6)	BE, CZ, DE, ES, FR, IE, LT, SI, SK (9)
	No	BG, CY, EE, EL, FI, HR, HU, IT, LU, LV, MT, NL, PL, UK (14)	BG, CY, EE, FI, HR, IT, LU, MT, PL, UK (10)	NL (1)	EL, HU, LV (3)
Other	Yes	FI, IT, LT, NL (4)	FI, IT, LT (3)		NL (1)
	No	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FR, HR, HU, IE, LU, LV, MT, PL, PT, RO,	BE, BG, CZ, CY, DE, DK, EE, EL, ES, FR, IE, LV, MT, PL, PT, SE, SI, SK,	RO (1)	AT, HR, HU, LU, RO (5)

		SE, SI, SK, UK (24)	UK (19)		
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Source: Based on information provided by national experts.

Specialised service in PES or other institutions to employers existed in 18 Member States (BE, BG, CZ, DE, DK, EE, ES, FR, HR, IT, LT, LV, MT, NL, RO, SE, SI, UK) in H1 2015. Out of the ten Member States (AT, CY, EL, FI, HU, IE, LU, PL, PT, SK) which did not have such services in place in H1 2015, five (EL, HU, IE, LU, PL) have since implemented specialised services to employers (see Table 29, Annex 3 Mapping).

The integration of long-term unemployed and marginalised groups to the labour market is often supported by associations and social enterprises which provide support and opportunities to long-term unemployed. The mapping showed that almost half of the Member States now provide support to social enterprises employing long term, unemployed. Out of the 16 Member States which did not provide such support, it has been implemented or planned in seven Member States (Table 13)

Table 13 Support to social enterprises employing long-term unemployed

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, BE, CZ, DE, ES, FR, IE, IT, LT, SE, SI, UK (12)	IT, SE, SI, UK (4)	CZ, DE, FR, IE (4)	AT, BE, CZ, DE, ES, FR, IE, LT (8)
No	BG, CY, DK, EE, EL, FI, HR, HU, LU, LV, MT, NL, PL, PT, RO, SK (16)	CY, DK, EE, FI, HR, MT, NL, PT, RO (9)	BG, HU, PL, SK (4)	BG, EL, HU, LU, LV, PL (6)

Source: Based on information provided by national experts.

Figure 19 shows the changes in mapping scores (figure 1 mapping exercise) for the aspect of employer involvement. A large share of Member States shows improvements in the mapping, especially among countries with a low-quality assessments in H1 2015 (except Italy which remains at a low score).

Figure 19 Changes in mapping scores for the aspect of employer involvement 2015-2018



Note: The mapping scores are scores from figure 3.1.1. (general) in annex 3, the mapping exercise.

The mapping reported on some of the barriers involved in establishing closer link to employers, in different Member States. As for other policy areas, financial constraints and resources are prevalent. It is also emphasised that building relations with employers takes time and that it needs to be done at regional and local levels.

Box 6 - Barriers to implementation “Measures to establish closer links with employees”

Greece: Lack of funding and administrative capability.

France: The lack of human resources within the PES to satisfy the needs of some employers.

Netherlands: Largely, here are many initiatives to establish closer links with employers. It takes time to build good relationships. Some regions have better developed links, others are still setting-up initiatives. A planned measure to aid people with disabilities to get a job, finds societal and political resistance, as the plans entail letting employers pay less than minimum wage for this group (people get a supplement from public benefits to adjust income upwards). This set-up also effects pension entitlements build-up for this group.

Poland: The measures are rolled out on region-by-region basis, and although they are guided by the same legal act, review of a selection of regional Labour offices' websites suggests that there are still regional differences.

Portugal: Financial constrains at national level and some lack of HR available.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes, (Q5.3.3.A).

The case studies describe different mechanisms and financial incentives for employing a long-term unemployed person. In Finland it is highlighted that even with incentives it is difficult to convince employers to take the risk of hiring a long-term unemployed. Furthermore, some of the tools created to increase the employability of people who are long-term unemployed can be used to acquire subsidised employees for a certain time without any intention of a longer commitment. Overall, a certain stigma remains with regards to hiring someone who has been long-term unemployed which acts as a barrier.

In Croatia, local HZZ offices (PES) traditionally provide a different set of services that can assist employers: pre-selection and selection in job-matching, additional training for the unemployed, organising meetings between employers and potential employees, and organising job fairs. The scope of the services is constantly improved, alongside the development of the overall scope of services provided by the HZZ. Most of the change is done through internal reorganisation and the introduction of different work schedules for employment counsellors.

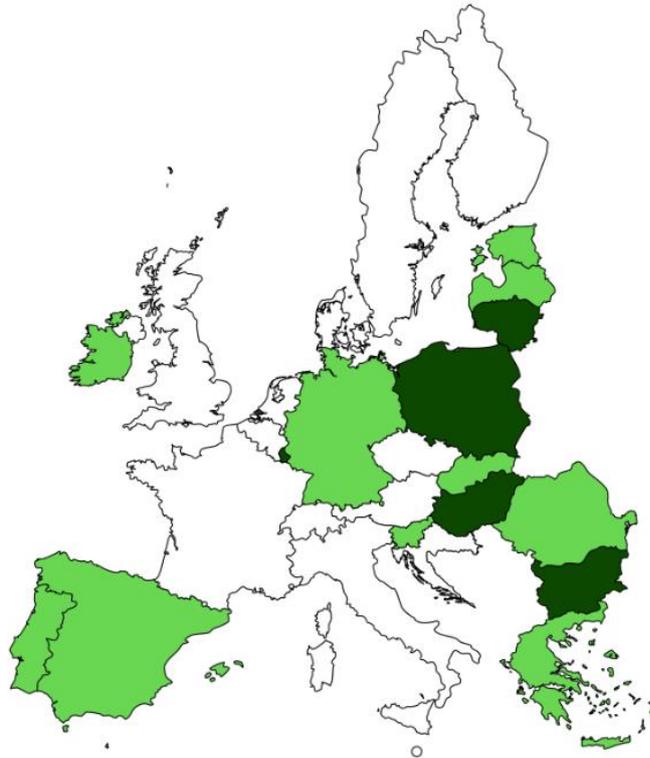
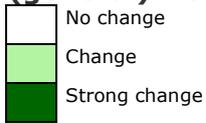
Ireland recently (2015) established an Employer Relations Unit, followed by the Employer Relations Strategy 2017-2020. This was understood as a national section that would coordinate activities around the country, but also link up with other stakeholders (such as employer representative groups, industry and development authorities, Enterprise Ireland). The Employer Relations Unit has representation of all relevant stakeholder groups to stay familiar with current and future trends and requirements of industries. This knowledge feeds into planning around training to develop jobseekers' skill sets, and matching jobseekers from the live register with national and regional job opportunities. Regarding long-term unemployed, the Employer Relations Unit strives to provide a cohesive service, including up-skilling, to suit regional employer needs.

In May 2018, the Act on social economy and social businesses came into force in Slovakia, enabling the establishment of social enterprises. The new possibility to start so-called social businesses is intended to be mutually beneficial. The long-term unemployed would find a job and municipalities should be able to run the businesses and manage small maintenance works in municipalities as well as develop some other businesses or services. This may include simple activities such as waste separation or provision of social services for elderly population (nursing homes) and/or long-term counselling/work for the inactive marginalised individuals. This is expected to assist with the employment of long-term unemployed in the least developed regions with large Roma populations.

In Italy, the case study mentions initiatives which have been planned or started, and services are offered to private companies, including pre-selection and screening of suitable candidates, support in the realization of apprenticeships, creation of enterprise specific vocational training, and support for individual and/or collective outplacement for companies in crisis. However, the offer differs strongly between regions and overall the operational capacity to support employers is considered low.

To sum up, the study showed that the quality of measures to establish closer links to employers increased in a total of 15 countries (Figure 20). All countries reporting an improvement in this measure had something in place prior to the Recommendation with the most significant improvements made in five countries (PL, LU, BG, HU and LT).

Figure 20 Changes in assessment of the quality of measures in place (general) from the mapping exercise for employer involvement



Note: No change indicates that there was no progress between two assessments in the mapping exercise from 2015 H1 and 2018 H2. Some change is an increase in the average quality of measures of 1 point on the scale of 1 to 5. Strong change is an increase of 2 or 3 points.

3.6 Monitoring of the implementation

In the Recommendation, Member States are encouraged to monitor the implementation of the measures proposed. This assessment is descriptive and does not attempt to provide a value judgement on Member States' monitoring system.

In the "Practitioners toolkit"²⁸ published by the Commission in 2017, it was emphasised the monitoring and evaluation could support the implementation of integrated services to long-term unemployed and also the implementation of JIAs. The focus of the monitoring in the toolkit is related to learning from implementation of what works and what does not, to enable adjustments and changes along the way.

²⁸ <https://publications.europa.eu/en/publication-detail/-/publication/f60b8dbc-24cc-11e7-b611-01aa75ed71a1/language-en>

In the framework of EMCO monitoring Member States are asked to provide data on the monitoring of progress over time, specifically with regards to the outcomes of job integration agreements. The mapping showed that monitoring plans differs across the individual areas of action, and that Member States have to a large extent already had or have put in place systems to monitor the progress of implementation of different measures.

Table 14 Monitoring systems

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
1 Coverage of registration				
Yes	BE, BG, FR, HR, IE, LT, NL, PT, RO (9)	BE, NL, PT (3)	BG, FR, IE, RO (4)	BG, FR, HR, IE, LT, RO (6)
No	AT, CZ, CY, DE, DK, EE, EL, ES, FI, HU, IT, LU, LV, MT, PL, SE, SI, SK, UK (19)	AT, CY, DE, DK, EL, FI, LU, MT, PL, SE, SI, UK (12)	CZ, EE, SK (3)	CZ, ES, HU, IT, LV, SK (6)
2 Individual assessments				
Yes	BG, CZ, DE, DK, ES, FR, IE, IT, LV, PT, RO, SE, SI (13)	DE, DK, SE (3)	BG, CZ, FR, IE, PT, RO, SI (7)	BG, CZ, ES, FR, IE, IT, LV, PT, RO, SI (10)
No	AT, BE, CY, EE, EL, FI, HR, HU, LT, LU, MT, NL, PL, SK, UK (15)	AT, BE, CY, EE, EL, LT, LU, MT, NL, PL, SK, UK (12)	HR (1)	FI, HU (2)
3 Job integration agreements				
Yes	BE, BG, CZ, DK, FI, FR, IE, LV, PT, SE, UK (11)	DK, FI, SE, UK (4)	BG, CZ, FR, IE, PT (5)	BE, BG, CZ, FR, IE, LV, PT (7)
No	AT, CY, DE, EE, EL, ES, HR, HU, IT, LT, LU, MT, NL, PL, RO, SI, SK (17)	AT, CY, DE, EE, EL, MT, PL, SI, SK (9)	RO (1)	ES, HR, HU, IT, LT, LU, NL, RO (8)
4 Interinstitutional coordination and single point of contact				
Yes	BE, CY, DK, FR, IE, LV, NL, PT, RO, SE (10)	BE, DK, PT, SE (4)	CY, FR, IE, NL, RO (5)	CY, FR, IE, LV, NL, RO (6)
No	AT, BG, CZ, DE, EE, EL, ES, FI, HR, HU, IT, LT, LU, MT, PL, SI, SK, UK (18)	AT, CZ, DE, EE, EL, ES, FI, HR, LU, MT, PL, SI, SK, UK (14)	BG, LT (2)	HU, IT (2)
5 Measures to establish closer links with employers				
Yes	CZ, DE, DK, FR, IE, LT, LV, NL, PT, RO, SE, SI, UK (13)	LT, SE, UK (3)	CZ, FR, IE, NL, PT, RO (6)	CZ, DE, DK, FR, IE, LV, NL, PT, RO, SI (10)
No	AT, BE, BG, CY, EE, EL, ES, FI, HR, HU, IT, LU, MT, PL, SK (15)	AT, BE, CY, EE, FI, IT, LU, MT, PL, SK (10)	BG, EL, HR (3)	ES, HU (2)

Note: Corresponding questions are Q1.5.1, Q2.5.1, Q3.6.1, Q4.5.1, and Q5.5.1.
Source: Based on information provided by national experts.

The case studies revealed diverse approaches to monitoring of implementation in Member States. The approached range from performance management, such as number ofJIAs, individual assessments (HR, IT, RO) evaluation by participants of specific measures (EL, IT) and more consolidate evaluation plans (HR, EL, IT).

In relation to evaluation (e.g. plans to assess more in-depth the measures implemented and to what extent objectives were achieved), the mapping indicates that several Member States have either implemented or plan to implement evaluation of measures related to the Recommendation.

Concrete examples of monitoring activities emerging from the case studies include a counterfactual evaluation of JobPath in Ireland, which is currently underway. A completed example in Ireland is the 2016 review of the Back to Work Enterprise Allowance which offers effective support for those who are long-term unemployed and who are considering self-employment as a way to enter or re-enter the labour market.²⁹ A counterfactual review conducted as part of the study found that numbers returning to welfare after having been involved with the scheme are low, with Back to Work Enterprise Allowance (BTWEA) recipients over twice as likely to remain off the live register six months after participating in the scheme compared to a control group of similar jobseekers who were not involved.

Additional examples of monitoring activities include Slovakia where the evaluation of ALMP programmes takes place at the national level and is carried out by the Managing Authority of the Operation Programme Human Resources. The main focus of the evaluation has not been decided yet, as many of the programmes were launched only recently. However, the tender for the first evaluation assignment is under preparation. In Germany there is a comprehensive monitoring system installed for SGBII minimum income scheme in Germany, which reports very detailed statistics. Up to 180 different variables are collected for each long-term unemployed person, covering aspects of personal life, work experiences and participation in active labour market policies among others. This data is used first and foremost to review the performance and to govern the activities of the Job centres.

Table 15 Evaluation measures

Measures	Evaluations planned	Evaluations implemented
1 Coverage of registration		
Evaluations of new measures	BE, BG, EE, FR, IE, IT, LT, LV, NL (9)	BE, BG, ES, FR, HU, IE, IT, LU, NL (9)
Counterfactual impact evaluations introduced		BG, RO (2)
2 Individual assessments		
Evaluations of new measures		AT, BG, DE, ES, FI, FR, HU, IE, IT, NL, RO (11)
Counterfactual impact evaluations introduced		BG (1)
3 Job integration agreements		

²⁹ Department of Social Protection (2017) A Review of the Back to Work Enterprise Allowance. Available via: https://www.welfare.ie/en/downloads/Review_of_BTWEA_Feb17.pdf

Evaluations of new measures		BG, ES, FR, HU, IE, IT, NL (7)
Counterfactual impact evaluations introduced		NL (1)
4 Interinstitutional coordination and single point of contact		
Evaluations of new measures		BG, CY, FR, HU, IE, NL (6)
Counterfactual impact evaluations introduced		BG, IE (2)
5 Measures to establish closer links with employers		
Evaluations of new measures		AT, BG, DE, ES, FR, HU, IE, NL, SI (9)
Counterfactual impact evaluations introduced		DE (1)

Note: Corresponding questions are Q1.5.2, Q2.5.2, Q3.6.2, Q4.5.2, and Q5.5.2.

Source: Based on information provided by national experts.

Table 15 provides an overview of planned and implemented evaluations, including counterfactual impact evaluations (evaluations which aim to establish a counterfactual scenario and compare the outcome of people participating in the measure with the outcome of a similar control group not participating in it, through experimental or quasi-experimental methods) to assess the impact of new measures. In Member States who rely on ESF to implement measures related to the Recommendation (IT, SK, HR, RO), the monitoring and evaluation is largely determined by the evaluation approach required by the ESF Managing Authorities.

4. Methodology

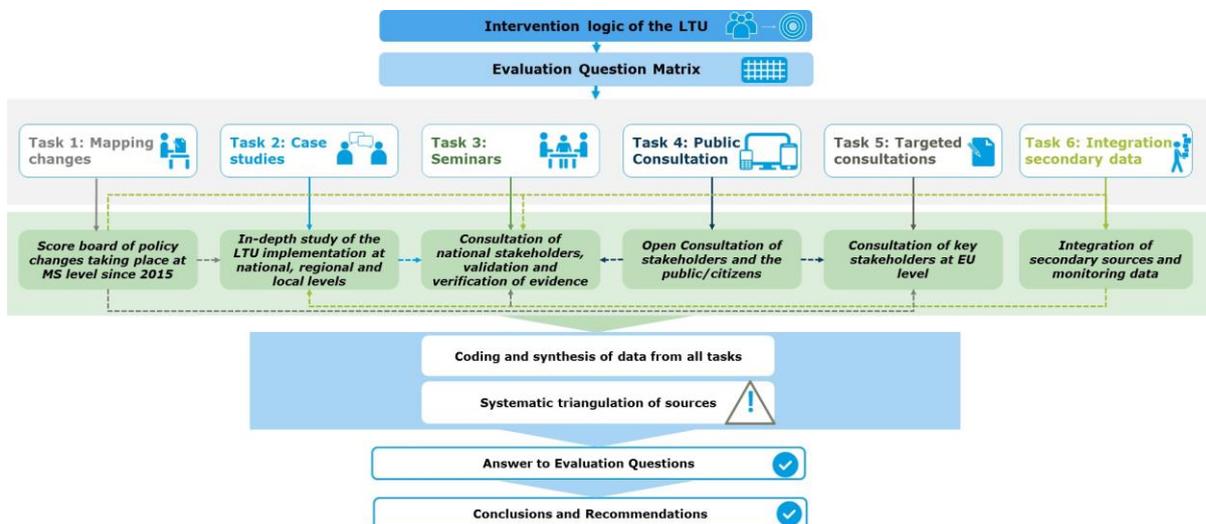
4.1 Short description of methodology used

The study applied a mix methods approach to undertake a theory-based evaluation of the Recommendations. Theory based evaluations are useful to assess if the implementation of an intervention progresses as planned towards outputs, outcomes and impacts, how it does it and the influence of limiting factors in the interventions' implementation theory. As a part of the theory-based evaluation, the intervention logic has been refined and an evaluation matrix specifying evaluation questions, indicators and judgement criteria was elaborated in the inception phase of the assignment (Annex 1).

The study has used a combination of quantitative and qualitative data, which have been systematically triangulated to answer the evaluation questions and ultimately provide an overall judgement on the evaluation criteria. Where feasible and relevant, the study has used statistical methods to analyse quantitative data to strengthen the evidence base beyond descriptive statistics (see Annex Task 6).

The methodology of the assignment builds on the six tasks outlined in the terms of reference. The following figure illustrate the overall design, and how the different tasks build on each other in order to present a complete picture of the implementation of the Recommendation.

Figure 21 Overall design of the study



On an overall level, the study was challenged by a strict timeline, imposed by the reporting deadline from the EC to the European Parliament and Council in early 2019. The study started later than originally planned, and therefore had to collect data during the summer months, during which access to stakeholders was difficult due to holiday periods. Subsequently, limited time was available to control, verify and check the data collected, before undertaking the analysis and reporting. In the study, this has been mitigated through a thorough cross-checking and verification of the data collected during the finalisation stages.

Another challenge has been that the study was undertaken in parallel with the monitoring and self-assessments being undertaken in the framework of the Recommendation. It was a clear requirement from the EC that the study should provide an independent assessment of the progress of implementation of the Recommendation, i.e. the study should make use of, but not rely on, the assessments made by Member States themselves. When using secondary information as a source in the triangulation, it has however been very difficult to fully explain discrepancies and differences between the assessments made in the frame of the study and the assessments made by Member States, due to different timelines, different questions and different answer modalities.

4.2 Limitations and robustness of findings

The following limitations and challenges are important to highlight for each task:

Task 1: Mapping of Policy Changes: The mapping has been undertaken by national experts, based on a structured questionnaire, with yes/no answers. The aim of the mapping was to document the policy changes implemented in Member States following the adoption of the Recommendation in February 2016, in a comparable format. The mapping is by definition descriptive and does not provide an analysis or qualitative assessment of what has been implemented. A key challenge in the mapping has been to define and set appropriate criteria for certain measures in Recommendation to ensure a comparable assessment across countries and different contexts. This proved particularly difficult for Job Integration Agreements and Single Point of Contact. To this end, the study decided to use the definitions provided by the PES Quality Standards, which outline in detail the features of JIA and SPOC respectively. The issue was addressed through information and clear guidelines, including webinars with all experts.

The mapping was done in two rounds, first in May 2018 and a final update in September 2018.

Task 2: Case studies: Eight case studies have been conducted in the study, by national experts. The case studies countries were selected to represent a wide and broad picture of situations in the EU, in terms of growth, GDP, long-term unemployment challenges, labour market participation, expenditure on ALMP and institutional set-up. The case studies selected were Croatia, Finland, Germany, Greece, Ireland, Italy, Slovakia and Romania, and within each country regions/local levels were selected based on high/low Long-term unemployment rates, economic situation, and rural/urban areas. Detailed guidelines, templates and secondary sources were provided to national experts to guide their work, and on-line meetings were held with all experts. A key challenge in case studies was the time constraints. National experts had difficulty accessing respondents due to short timeline, and field work continued into September. Another difficulty encountered was that it was difficult in certain countries to get access to long-term unemployed, and in Finland, Italy and Germany it was not possible to interview the target group. Hence, there is less evidence than initially planned from long-term unemployed, although some responses came from the OPC. It has not been possible to reach non-registered long-term unemployed, to get their opinions on the Recommendation. This means that the views and opinions from long-term unemployed themselves are limited, e.g. the study cannot draw conclusions on whether the end target group (long-term unemployed) have experienced a change in national policies and practices since the Recommendation was adopted.

Task 3 Seminars: Three seminars with national Long-Term Unemployment Contact Points were held, to discuss findings and engage with Member States. Representative were mainly from ministries and central public employment services. The mix of policy-level and practitioners led to fruitful discussions. There was however a limitation in how far policy-level feedback could be given to the evaluation findings given the diversity of the stakeholders present. Detailed minutes have been produced from each seminar.

Task 4 Open Public Consultation: In line with the Better Regulation Guidelines a 12-week Open Public Consultation was held from May 2 to July 31 in all official languages except Irish. The survey generated 482 unique responses, 277 in a professional capacity or on behalf of an organisation, and 205 as individuals in their personal capacity. A large share of responses can from a few countries, notably Bulgaria with 60 responses (nearly 30% of all responses). The potential bias introduced by this has been checked and controlled for in the analysis. The responses are reported in a separate OPC report (Annex 5) and have been used where relevant in the analysis. For further information on responses rates, see Annex 5.

Task 5 Targeted consultations:

Targeted consultations consisted of interviews carried out with a total of nine EU level stakeholders spanning three civil society organisations; three social partners (all employers' associations); one trade union; one public authority; and one interview with the Commission. Targeted consultations were also carried out with a total of four representatives of ESF Managing Authorities in three Member States: Croatia, Germany and Slovakia. This is a lower number than the 15 interviews foreseen in the inception report but covers the main stakeholder groups foreseen. The interviews not carried out were mainly from the European Commission where originally four interviews were foreseen. These were not carried out as on reflection it was not considered that they would bring added value in terms of filling knowledge gaps relating to the study.

Task 6 Integration of secondary data: The study has a large amount of secondary data available, from statistical data to monitoring data provided within the framework of the Recommendation. The data has been a valuable source of information for the study, although the timeline for integrating data was short due to work in parallel. Some statistical data is only available with a significant time-lag (LMP data) which as limited the value of analysing data. The data has been analysed and contextualised in Task 6, which takes a "quantitative" approach to the assessing the implementation of the Recommendation. The work done in Task 6 to a large extent integrates all data except for the qualitative or narrative information.

5. Analysis and answers to evaluation questions

In this section the study presents an analysis of the findings of the assignment. The analysis is based on the data available and uses triangulation to respond to the evaluation criteria and overall evaluation questions from the evaluation matrix (see Annex 1).

To guide the reader, the authors find it relevant to outline two overall research questions the study aims to answer through the more detailed evaluation questions:

- The degree to which the recommendation was effective in having an impact on the national policies. If there was no impact it could either be because national policies already were in line with the recommendation OR because there were barriers for changing national policies in accordance with the recommendation. In the latter case such barriers could for instance be economic (lack of funds), institutional (like lack of administrative capacity) or political (proposed measures found little support among national political actors).
- The degree to which the measures recommended by the EU are in fact relevant (effective) in tackling the problem of long-term unemployment when applied at the national level. Apart from availability of data, the challenge is to separate the effects of the measures on long-term unemployment from other factors that are also at play, including the business cycles, but also the national institutional framework like the national benefit system, flexicurity models etc. This is a challenge in evaluations not least in social and labour market policy where results and impacts are influenced by many factors.

The detailed findings used to undertake the analysis can be found in Annex 3 Mapping of Policy Changes, Annex 4 Case studies; Annex 5 Report on the Open Public Consultation; and Annex 6 Integration of secondary data. In Annex 7 a synthesis of the consultation results can be found. In addition to the data collected, the analysis used secondary sources to triangulate and fill data-gaps, a complete bibliography can be found in Annex 2.

The presentation is structured around the evaluation criteria and evaluation questions outlined in the terms of reference.

5.1 Effectiveness

The question of effectiveness concerns whether the objectives of the Recommendation have been achieved. In the study, this has mainly been addressed in terms of to what extent the Recommendation influenced Member States policies to tackle long-term unemployment. Ultimately, the value of the Recommendation will depend on whether the measures proposed are effective.

Overall, the findings show that Member States have implemented measures in line with the spirit of the Recommendation. The expectations of change in policy measures outlined prior to the Recommendation have largely been met in terms of policy changes planned and implemented. Member States have in particular made strong efforts to improve individualised support and ensure continuity of services, with several Member States developing capacity and tools in line with the Recommendation. Most of the expected outputs have been achieved or are in the process of being achieved, such as increased number of Job Integration Agreements, increased number of cooperation arrangements between different services providers and increased support to employers.

In terms of results and more long-term impacts such as increased transition and labour market performance, it is too early to assess whether integration of long-term unemployed to the labour market has improved due to the Recommendation, as limited time has passed. Evidence show that Member States have been working to improve measures to target long-term unemployment since the Recommendation was introduced and overall long-term unemployment rates have been decreasing in most Member States. Still, the developments cannot firmly be linked to Recommendation as several other factors influence the dynamics of the labour market in Member States, most notably the business cycle and investments. These are outside of the scope of the Recommendation but have a strong influence on labour market developments.

With this in mind, the study finds it plausible that the Recommendation helped integration of long-term unemployed to the labour market, by stimulating Member States to take measures to facilitate access to the improving labour market for long-term unemployed.

5.1.1 EQ 1 Has the coverage of registration of job seekers to employment services increased thanks to the adopted Recommendation?

The Recommendation proposes that Member States "*Encourage the registration of jobseekers with an employment service, in particular through improved provision of information on the support available*"³⁰.

In the study this has been assessed through:

- Mapping of policy changes in efforts to register long term unemployed;
- Responses to the Open Public Consultation; and
- Qualitative data from cases studies
- Secondary data in terms of LSF statistics on trends in registration of long term unemployed (share of long term unemployed who are registered with the Public Employment Services);

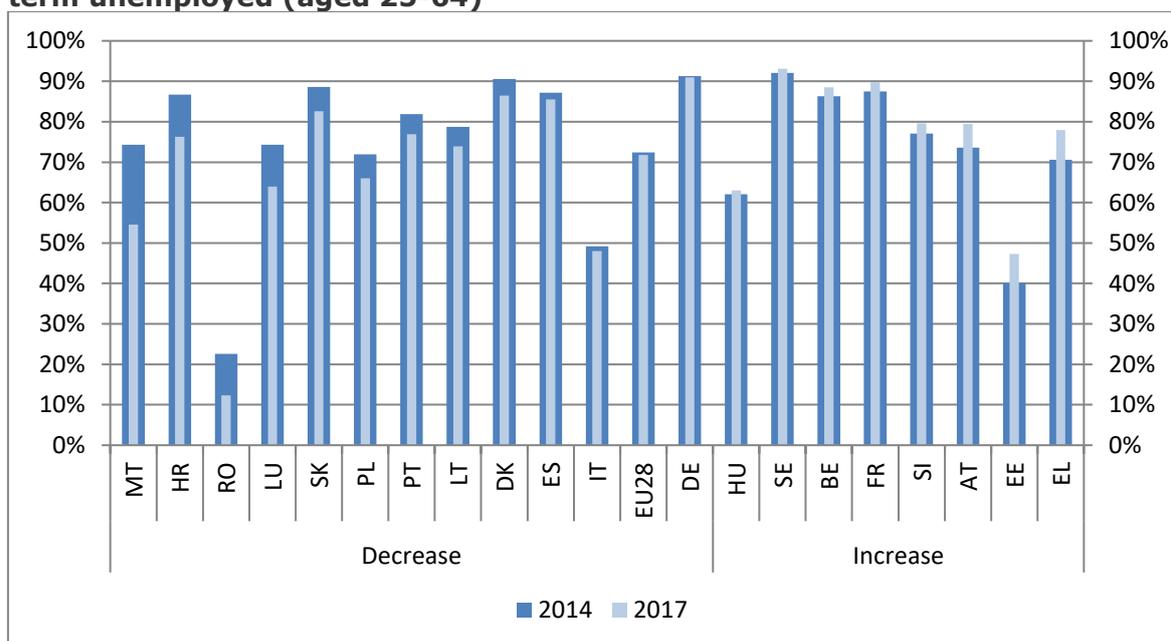
The indicators used for the assessments are; share of long-term unemployed over 25 registered in 2014 and 2017); stakeholders link policy changes to the Recommendation; long-term unemployed and stakeholders link registration to improved PES service offering; alternative explanatory factors.

As described in Chapter 3, measures were put in place or strengthened in Member States after the adoption of the Recommendation. These findings are corroborated by other sources of information.

However, the measures have not (yet) translated into higher registration rates. The findings of this study suggest that the Recommendation has, to date, had no or limited impact on registration of long term unemployed. The registration shares of long-term unemployed have decreased in several Member States between 2014 and 2017. An increase in share can be seen in Hungary, Sweden, Belgium, France, Slovenia, Austria, Estonia and Greece. Of these countries, Estonia had a low registration rate, while the others had higher than EU average registration rates already. In countries with a lower than average registration rate, the registration rates have further decreased, in Romania and to smaller extent, Italy. On an aggregated EU level, the registration rates remained stable between 2014 and 2017.

³⁰ Art 1 2016/C 67/01

Figure 22 Percentage of registered long-term unemployed among all long-term unemployed (aged 25-64)



Source: Data collected in the framework of the EMCO monitoring, based on IFS Eurostat data. Data on BG, CY, CZ, FI, IE, NL, LV and UK missing

There may be different explanations for the lack of improvement in registration rates in Member States with low rates. Firstly, the developments in registration rates may reflect the improved situation on the labour markets in some Member States - the share of registered long-term unemployed registered with PES is decreasing due to a higher outflow of registered long-term unemployed, who are relatively close to the labour market, which would lead to a decrease in overall registration rates, if individuals further away from the labour market do not register in response to improved service offerings.

There are several other factors influencing the registration rates, such as 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 the proportion of the long-term unemployed who have never worked before.³¹ These factors are still at play, even though several Member States have improved measures since the Recommendation was adopted. In Croatia for example, legislative changes were made in 2017 to discourage the deregistration of the long-term unemployed by alleviating sanctions previously in place. Whereas previously penalties for not actively seeking work were harsher (i.e. removal from the unemployment register and re-registration only allowed after a period of 6-months), there is now greater flexibility in this respect with more counsellors trained to provide guidance to the long-term unemployed who may require motivation during their job-search efforts. In Italy, since 2015 a 'Re-Integration Voucher' outlines a service offering from public and authorised employment services to the long-term unemployed as a way to encourage them to access support services available. To develop and improve services takes time however, as well as to change the perception of registering amongst the long-term unemployed. As such it will likely take more time before registration rates improve.

³¹ SWD accompanying the Recommendation (2015)

The data collection undertaken in the frame confirms several of the factors. In most, if not all, Member States with high registration rates, the registration with PES is a conditionality to receive means tested social benefits/assistance, and it is a key driver to remain registered once unemployment insurance has expired.

In Greece, new financial incentives to register have been implemented. In place since at least 2010, more recent financial incentives for registration have been introduced wherein now all unemployed recipients of the Social Solidarity Income (SSI) must register to be eligible. However, as this change came into place in August 2018 it is not likely to have contributed to the improved registration rates seen in 2017. Romania has implemented many of the measures proposed in the Recommendation, but the registration rates have remained low and appears to be decreasing. It has not been possible to establish the reasons for low registration in the case study in Romania, but a factor mentioned is geographical distance and low use or access to ICT which makes use of on-line registration impossible. In other case studies different barriers were mentioned such as geographical distance to PES, lack of capacity in PES to deal with high caseloads (particularly in Member States with high overall unemployment and consequent caseloads, IT and EL) and institutional fragmentation at the local levels. In Italy, there is no requirement to register connected to the minimum income scheme (REI) which came into effect on January 2018 (in addition the REI is quite narrow as it targets people in extreme poverty, i.e. while eligible recipients may be long-term unemployed, not all long-term unemployed are eligible).

In the OPC, the majority of respondents agreed to the statement "Efforts to register long-term unemployed has been strengthened in the last two years" but a closer look per respondent group reveals clear differences between respondents from organisations and responses from individuals. Individuals expressed different levels of disagreement to a higher degree than respondents who responded as part of an organisation (33% compared to the 9% average of respondents from organisations). When looking at respondents that indicated that they were "unemployed (for more than 12 months) (33 respondents) there was clearly less agreement with the statement (30% indicated "strongly disagree" compared to the overall 13% average for individual respondents).

To conclude, the study can establish that measures have been implemented to improve outreach and coverage of registration in line with the Recommendation. However, there is no clear evidence that these measures have yet translated into increased registration rates in Member States with low rates.

EQ 1.1 What measures have been taken to increase registration of long-term unemployed including specific/targeted measures to improve outreach to long-term unemployed furthest away from the labour market?

Descriptive evaluation questions, included in Chapter 3 implementation

EQ 1.2 Are there any good practices?

Although there are no visible improvements of registration rates which can be linked to specific measures, there are some common features of measures in the Member States which have a high registration rate of long-term unemployed.

In Member States where registration with PES is required to access minimum income schemes and welfare benefits, the registration tends to be higher. When the benefit system is narrow or weak (in terms of amount, thresholds, eligibility criteria) it appears to have less impact on registration rates as can be seen in Romania and Italy.

For outreach and provision of information, models which increase access to PES, such as mobile Job Caravans (RO) and Community Centres (EL) appear promising. This allows for closer interaction and outreach to disadvantage groups, such as Roma and other minorities. However, no tangible results can be assessed yet from these measures since data in increased registration at micro-level is not available.

EQ 1.3 Are there any practices, to be avoided?

The study has not identified any specific practices to be avoided.

5.1.2 EQ 2 To what extent are the different groups in need (by age, gender, origin, skills) reached by the measures at Member State level?

In the preamble of the Recommendation it is stated that *"Among the most vulnerable to long-term unemployment are people with low skills or qualifications, third-country nationals, persons with disabilities and disadvantaged minorities such as the Roma"*. One of the aims of the Recommendation is thus to improve services through individualised support to targeted specific needs and ensure outreach to vulnerable groups.

In the study this has been assessed through:

- Mapping of policy changes targeting groups in need
- Responses to the Open Public Consultation; and,
- Qualitative data from cases studies
- Task 6 Secondary data (EMCO Monitoring data, Secondary data from PES Survey and PES Capacity Survey)

The indicator used is evidence of targeted measures to different groups in need³² being implemented in line with Recommendation.

When the Recommendation was adopted, no expectations in terms reach of vulnerable target groups was established.

Findings show that the measures implemented in line with the Recommendation are targeting long-term unemployed overall, rather than specific vulnerable groups. However, the population of long-term unemployed is perceived by stakeholders as vulnerable per se and depending on the country context different groups in need may be the focus of targeted efforts.

The mapping looked at whether are addressed by various measures. There is a mixed picture across countries, but the Recommendation seems to have spurred further measures for specific groups both in Member States which already had some measures in place in H1 2015, and in Member States where no measures were in place prior to the Recommendation (see Annex 3 Mapping).

³² Groups in need were defined as people aged 54-65, non-EU nationals, people with low skills or qualifications, people with physical or sensory disabilities, people with mental (including mental health problems) or intellectual disabilities, specific ethnic groups, such as Roma

Table 16 - Specific target groups addressed (Figures refer to the number of Member States)

		Coverage of registration		Individual assessments	Job integration agreements			Measures to establish closer links with employers	
		In place H1 2015	Changes H1 2018	In place H1 2015	Changes H1 2018	In place H1 2015	Changes H1 2018	In place H1 2015	Changes H1 2018
People aged 54-65	Yes	10	8	17	12	13	9	14	12
	No	18	4	11	2	15	3	14	5
Non-EU nationals	Yes	4	3	11	9	6	3	6	5
	No	24	6	17	4	22	6	22	4
People with low skills or qualifications	Yes	9	8	13	9	10	7	14	13
	No	19	3	15	5	18	4	14	1
People with physical or sensory disabilities	Yes	11	8	17	12	13	9	17	12
	No	17	6	11	4	15	2	11	5
People with mental or intellectual disabilities	Yes	10	8	17	11	11	7	13	9
	No	18	6	11	5	17	4	15	6
Specific ethnic groups	Yes	6	6	9	6	6	3	4	4
	No	22	3	19	4	22	2	24	3
Other	Yes	5	4	8	5	7	4	9	6
	No	23	3	20	2	21	1	19	3

Note: 'In place' in H1 2015 – 'Changes planned or implemented' thereafter; corresponds to subcategories of Q1.2.2, Q2.2.2, Q3.3.2, Q5.2.2, respectively.

Source: Based on information provided by national experts.

The findings show that the targeted measures introduced to a large extent reflect the needs in the Member States. The main groups in need where changes have been implemented were people aged 54-65, people with low skills or qualifications and people with physical or sensory disabilities. Specific ethnic groups (such as Roma) are addressed in terms of labour market integration in most countries with large Roma populations (EL, ES, SI, SK), but the study could not find strong links to the Recommendation. The evidence is furthermore scarce since ethnic registration is not done/not allowed (due to data privacy). Likewise, specific measures have been implemented in Member States with large (recent) migrant populations, such as Sweden and Germany, targeting non-EU nationals (see Figure 8 in the introduction and Table 31, Annex 3 Mapping).

With regards to the degree to which specific groups in need are reached through different measures, there are clear data limitations, mainly due to data protection legislation (sensitive personal data is not registered). Data are available to illustrate that the problems of long-term unemployment and transition rates out of long-term unemployment vary depending on the subgroups concerned, but there is less systematic information on the reach of given measures. The available data (for the reach of JIA and registration rates) across age groups and skills level reveal that there is little difference in reach of general target group and older workers and low skilled unemployed respectively (see Annex 6). We lack systematic information on other dimensions (like country of birth) or representation of subgroups in active labour market policies.

Qualitative evidence from case studies indicate Member States further reinforce the picture that long-term unemployed are perceived in need per-se. The main objective of different measures is to address the long-term unemployed individual's needs to come closer to the labour market, from their own starting point and situation, and less a focus on specific groups in need. That said, some Member States implement specific initiatives addressing challenges in relation to labour market integration, in particular for migrants, ethnic groups such as Roma and low skilled. Some examples, include Romania where specific "Job-Caravans" are used to reach remote communities (in particular Roma), and Greece where Roma branches of the "Community Centres" are mandated with the task of providing advisory support on employment, education, training and housing issues especially for Roma. In the case study countries with high rate of long-term unemployed non-EU nationals (DE and to some extent FI), there were few specific measures identified linked to the Recommendation. It may be a reflection of that the Recommendation proposes broad measures to better support long-term unemployed, rather than specific measures to specific target groups, such as immigrants.

However, it is clear that integration of immigrants to the labour market is a major policy and society challenge for several Member States, and it is high on the policy agenda. In Germany, the Belgian VDAB and Sweden it is foreseen that the number of staff working with the specific sub-group within PES will increase in coming years,³³ as part of an effort to improve services to immigrants and refugees granted temporary protection³⁴. Other examples include the Austrian, Luxembourg and Slovenian PES, which were charged with additional tasks or developed new services for immigrants, for example in Slovenia this included issuing work permits to third country nationals. This development cannot be linked to the Recommendation, it is likely a policy response to the urgent challenge of integrating immigrants quickly into the labour market.

In the OPC a majority of respondents agreed that measures had improved targeting groups in need, especially for low skilled, older workers and physical or sensorial disabilities. The responses were more neutral in relation to non-EU nationals, specific ethnic groups and people with mental or intellectual disabilities (see Annex 5 OPC report). This appears to be well in line with findings from other sources, which indicate that although efforts are being made to reach vulnerable groups among the long-term unemployed, it is not systematic or across the board.

Member States have implemented measures targeting specific groups, both with changes to existing practice and new measures in line with the needs. However, , the study cannot assess whether the different groups in need are reached by the specific measures proposed in the Recommendation, due to a lack of data on individual characteristics of the people reached. No evident gaps or exclusions have been identified in terms of target groups in need. Hence, the judgement criteria can be seen as fulfilled in the study.

EQ 2.1 Do the employment services conduct an individual assessment of the job seeker within 18 months?

The Recommendation called on Member States to put in place measures to provide individualised assessments of long term unemployed, at the latest once they have reached 18 months of unemployment. The individualised assessment should take a holistic perspective and assess the barriers to employment, skills, experiences and the life situation of the long term unemployed.

In the study this has been assessed through:

- Mapping of policy changes regarding Individual Assessments
- Qualitative data from cases studies
- Secondary data sources

The indicators used to respond to the evaluation question are; evidence of measures requiring an individual assessment within 18 months; share of long-term unemployed with an individual assessment within 18 months; and evidence of changes in guidelines, trainings, upgrading of staff skills in PES.

³³ The Belgian VDAB has added specialised counsellors to strengthen the competences of refugees in 2016 and Sweden increased PES staff by 400 in 2016 and 250 in 2017 for their work with newly arrived immigrants.

³⁴ Assessment Report on PES Capacity, 2017

Almost all Member States implement individual assessments within 18 months of unemployment, in line with the Recommendation. The mapping also showed that guidelines or topics covered in the individual assessments have changed since H1 2015, towards a broader focus and including aspects such as health and social situation, debt etc. The case studies confirmed this picture, with several of the case study countries providing examples of how methods had been developed and improved, to undertake individual assessment in a different way and in some cases subsequently rolled out in the PES with guidelines and training.

For example, in Slovakia following organisational changes of PES in 2015, staff were provided with methodical guidelines on how to work with individual categories of clients. All staff members were trained in how to provide individualised support to different clients, and an electronic discussion forum was established, in which staff could ask the Central Office of Labour, Social Affairs and Family questions directly. With regards to individual assessments, even though these were in place before 2015, the Recommendation has reportedly had an impact in terms of driving the development of a more comprehensive procedure. Prior to the baseline individual assessments did not contain mutual obligations or combined service offering but these have since been added and besides basic information, the family and financial situation is assessed, social support concerning transport or housing is offered and possible limitations are identified.

Similarly, in Croatia, whereas an individual assessment existed before 2015, additional developments that were in line with the Recommendation included the development of a statistically assisted profiling system by the PES as a way to assess job seekers. The procedure enables more individualised counselling based on the estimated distance from the labour market. The statistical methods were used in the piloting phase during 2017 with the full roll out at the end of 2017. The ultimate goal is to utilise them to detect persons with higher risk of becoming long-term unemployed, so that PES counsellors can put additional efforts in trying to bring them closer to the labour market.

There are no available figures on the share of long-term unemployed with an individual assessment within 18 months. However, the EMCO direct monitoring indicators includes the share of long-term unemployed with a Job Integration Agreement (JIA), which can be seen as a proxy indicator since the elaboration of a JIA requires an individual assessment. According to the latest data collection report, the share of coverage varies largely consistent with the stage of development or roll-out of JIAs (and individual assessments)³⁵, and indicate nearly full coverage apart from where JIAs have recently been rolled out.

In the PES Survey³⁶ a distinction was made regarding the client segmentation, and whether the tools and/or methodology differed between long-term unemployed and other unemployed. In about half of the countries responding to the survey individual assessments and guidance differed between the two groups, although Member States without differentiation reported using highly personalised approaches likely quite similar to differentiated assessments. Furthermore, the PES Survey made specific reference to the use of profiling tools to undertake the individual assessment. This has not been explored in the mapping, but it appears that Member States are increasingly developing and using statistical profiling to undertake the individual assessments, to identify high risk individuals and assess the need for support.

³⁵ Data collection for monitoring the Recommendation: 2017, European Commission

³⁶ Ad Hoc Module to the 2018 PES Capacity Questionnaire. Survey report

Furthermore, the PES Survey indicate that overall long-term unemployed tend to be consulted more frequently than other unemployed groups and they are also able to access different services (e.g. motivational counselling), and counsellors often receive (or have) specific training to support long-term unemployed³⁷.

There is strong evidence that long-term unemployed are offered an individual assessment, at the latest 18 months of unemployment in all Member States. The quality of individual assessments in terms of scope and a more holistic perspective, appears to have improved in In Member States which did not already provide similar in-depth assessments. The assessment methodologies, PES staff capacities, guidelines and tools to carry out the assessments have been developed or are in the process of being developed and implemented.

EQ 2.2 Have job integration agreements (JIAs) mechanisms been set up within 18 months and how were they used?

The Job Integration Agreement (JIA) is a specific measure proposed and defined in the Recommendation. It stipulates that Member States *"Target the specific needs of registered long-term unemployed persons by means of a job-integration agreement which combines relevant services and measures provided by different organisations.*

- a) *The job-integration agreement should detail explicit goals, timelines and the obligations which the registered long-term unemployed person must meet, such as taking active steps to find a job, accepting offers of suitable work and attending and participating in education or training, re-qualification or employment measures.*
- b) *The job-integration agreement should also detail the service provider's or service providers' offer to the long-term unemployed person. Depending on the availability in the Member States and based on the individual circumstances of the registered long-term unemployed person, the job-integration agreement could include: job-search assistance and in-work assistance; the validation of non-formal and informal learning; rehabilitation, counselling and guidance; education; vocational education and training; work experience; social support; early childhood education and care; health and long-term care services; debt-counselling; and housing and transport support.*
- c) *The job-integration agreement should be regularly monitored in the light of changes in individual situation of the registered long-term unemployed person and, if necessary, it should be adapted to improve that person's transition into employment.*³⁸

In the study this was assessed through:

- Mapping of policy changes regarding Individual Assessments
- Qualitative data from cases studies
- Secondary data sources

The indicators used to assess the questions are evidence of measures requiring a job integration agreement within 18 months, and the use of job integration agreements.

³⁷ Ibid

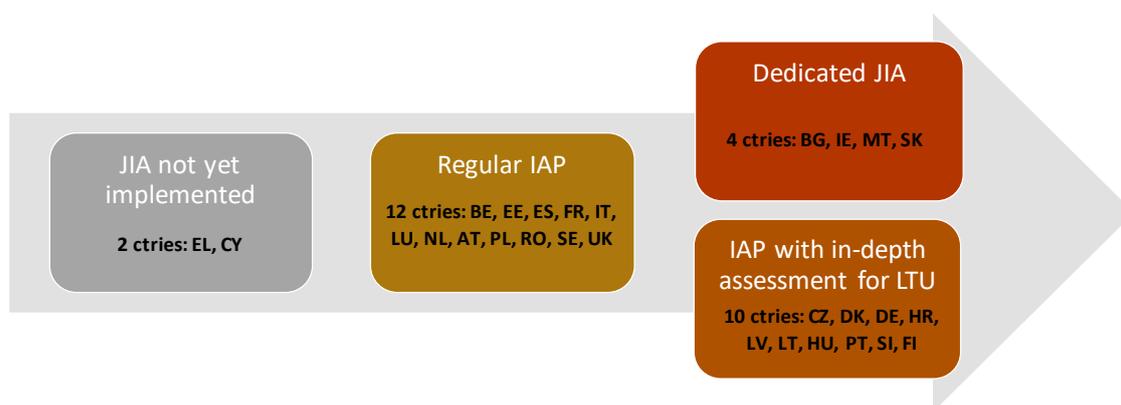
³⁸ Art 4 2016/C 67/01

The assessment of Job Integration Agreements (JIA) provides a particular challenge since several countries had measures similar to a JIA in place but did not fulfil all the criteria as outlined in the Recommendation or PES Quality Standards (see Annex 3 Mapping). According to mapping results almost all Member States have planned or implemented Job Integration Agreements by mid-2018; only Greece has not planned for JIAs yet. It further showed that several Member States implemented changes to existing JIA methodology, mainly to cover more areas and broader support offer. The approaches used included a written agreement with mutual obligations in all Member States. Mutual obligation principles within the JIA are implemented with regular follow ups (see section 3.3)

Expectations outlined in the Staff Working Document³⁹ have been met to the extent that in countries where JIAs were not offered they either now have been or are in the process of being developed or implemented, with the strongest impact in countries with no measures in place at the baseline (e.g. HU, BG, LU, ES, and CY). However, the JIAs still differ in scope, reach and level of detail, and in the framework of the EMCO monitoring, efforts have been made to identify and cluster Member States according to four different models or approaches to JIA; 1) Distinct JIA Distinct plan provided only to the long-term unemployed on the basis of an in-depth assessment; 2) Regular Individual Action Plans with in-depth assessment for the long-term unemployed; 3) Regular Individual Action Plans provided to all unemployed and 4) JIA not yet implemented.

This grouping was carried out in the EMCO monitoring report by combining information different sources, namely the long-term unemployment monitoring exercise; the EMCO 2018 review of the implementation of the Recommendation and the Ad hoc module to the 2018 PES capacity questionnaire. Based on the clustering, the following picture emerges of JIA implementation.

Figure 23 JIA delivery groups, situation as of September 2018



Source: Data collection for monitoring the Recommendation: 2017 (Draft report October 2018).

³⁹ Staff Working Document (SWD) accompanying the Recommendation, 2015

Administrative data has been collected within the EMCO show that several Member States have 100% coverage of long-term unemployed, especially in Member State classified as using regular IAP or IAP with in-depth assessment. In Member States with dedicated JIA, the coverage varies. In Slovakia, where JIA was introduced in 2017, 20% of long-term unemployed had been provided with a JIA and in IE, with a longer history of JIA, almost 90%, in 2017. In the study it has been assessed whether different sub-groups are covered by JIA, and the findings show small differences between age groups, gender or educational level in coverage⁴⁰. In Belgium, Ireland and Spain coverage rates are much lower for older people. Malta and Croatia are the only countries with higher rates for older people. Differences in coverage by education level are small for most countries. Only Spain, Belgium and Slovakia have substantially lower coverage rates for lower educated. In Poland and Croatia, the coverage of lower educated is higher than that of other groups (see Annex 6).

Case studies illustrated different ways in which JIAs are being used, and the benefit they may bring. In Ireland it was highlighted that the JIA process implemented since 2015 had reduced the risk of long-term unemployed shifting between different schemes and support offers, which does not necessarily have a clear goal towards employment. Here mutual obligations are outlined in a Personal Progression Plan (PPP) which is formulated with job seekers and acts as form of social agreement. The PPP records mutual commitments made by the PES and the jobseeker (who is given a copy), specifically outlining the agreed activation measures (for example, training, in-work assistance, job search assistance) that meet the jobseeker's ambitions, a schedule of meetings that the jobseeker is requested to attend, and the jobseeker's obligation to notify the PES if they take up employment. Similarly, in Italy a Customized Service Pact is created with long-term unemployed job seekers, in which mutual responsibilities are outlined and combines services and measures offered by different organisations and territorial institutions.

In Slovakia, the JIA was used to set up steps or tasks in a programmatic manner, starting small and increasing demands progressively, to encourage long-term unemployed towards activation. In the German case study, some adverse effects of JIAs were mentioned, e.g. the risk of it being perceived as a top-down tool for sanctioning long-term unemployed and hence an "instrument of power", which may intimidate individuals.

The study can conclude that mechanisms to provide long-term unemployed with a Job Integration Agreement before 18 months of unemployment exist or is being planned in nearly all Member States (the only exception to this is Greece). The exact nature and approach to providing JIAs differ between Member States but are based on the similar principles of mutual obligations and a holistic support offer to the long-term unemployed individual. Overall, the findings point towards JIA being used to outline the step-by-step path towards integration into the labour market by considering the multiple issues often faced by long-term unemployed.

EQ 2.3 Has the mutual obligation principle been implemented in JIA?

This evaluation question has been addressed in EQ 2.2 – it is suggested to not include here to avoid repetition.

⁴⁰ This analysis is undertaken on 11 Member States which do not have full coverage of JIA, since full coverage does not allow to identify differences.

EQ 2.4 Which type of measures outlined in the JIA aiming to enhance the integration and employability of the long-term unemployed in the labour market have proven most effective so far?

The data collected in the study does not allow for granular analysis of different types of measures outlined in JIAs. There is also a variety of approaches being taken in Member States, which makes it difficult to respond to the evaluation question in a robust manner. From case studies the message was that JIA as a process and concept was helpful to plan and guide the integration into the labour market of long-term unemployed, with individualised measures.

It will also be too early to assess the link between different types of measures included in JIA and labour market integration of long-term unemployed, as there is not enough data for a detailed analysis. The study has however attempted to assess how the use of JIA has influenced labour market integration on an overall level, e.g. improved coverage of the JIA as well as improved quality of it should lead to more long-term unemployed transitioning to employment.

Administrative data from the EMCO monitoring show a number of indicators of employment exit rates for those with a JIA. However, each of these indicators suffer from a number of limitations. For a number of these indicators, it is difficult to have a proper benchmark to judge if the scores are favourable or less favourable. Another indicator which uses a benchmark – all long-term unemployed versus those with a JIA – only considers differences in exit destinations out of unemployment for both groups, so does not include comparisons in the proportion of both groups that remain unemployed. Taking into account this limitation, there are no systematic indications that those with a JIA have better transitions into employment. This analysis could only be done for countries that do not offer JIA to all long-term unemployed. There are a few more countries for which this is the case, but certainly not for all and the differences in exit rates between all long-term unemployed and those with JIA is often quite small.

A next step is to assess to what extent the differences in transitions to employment of all long-term unemployed and those with JIA are related to the quality of the measure. We have tested this by comparing the results for differences in transitions with the mapping score on JIA and the classification of the EMCO monitoring. Because the exit rates refer to 2017, we use the mapping scores of both 2015 and 2018, to have an indication for if a country has a relative favourable or less favourable score on this policy field over a longer period. There is no clear relationship between quality of JIAs and the effectiveness indicator. Among the countries in which those with JIA seem to score best in terms of employment exits (Slovakia, Malta and Spain), quality according to the mapping exercise varies between relatively lower scores (Slovakia: 2 in 2015 and 3 in 2018), relatively higher scores (Malta: 4 in both 2015 and 2018), and a strongly increasing score (Spain, 2 in 2015 and 4 in 2018). Slovakia has a distinct JIA according to the EMCO monitoring clustering while Spain only offers a regular IAP. The countries in which those with JIA score worse than all long-term unemployed in terms of employment exits (Bulgaria, Croatia and Belgium) do not appear to systematically have a particularly low-quality JIA according to the mapping exercise. Bulgaria has a relatively unfavourable score (1 in 2015 and 3 in 2018, but Croatia scores 3 in 2015 and 4 in 2018, and Belgium scores 4 for both years).

But it must be repeated that this indicator has a number of limitations as mentioned earlier, one of which is that differences between all long-term unemployed and those with JIA in terms of the proportion that remain unemployed are not taken into account. These limitations therefore automatically also count for any linking of these employment indicators to the quality indicators from the mapping (and EMCO monitoring). It is possible that a more sophisticated comparison of employment exits of those with JIA with a reference group or benchmark would result in better links to the quality indicators. So, on the basis of this material, we are limited in making any far-reaching conclusions on effectiveness of JIA.

To conclude, the study has not been able to establish a clear link between having a JIA and labour market outcomes of long-term unemployed individuals. In terms of which types of measures are perceived as more effective, no consensus emerges apart from the importance of individualised measures and provision of holistic support offers.

EQ 2.5 to 2.7 Monitoring and evaluation in the Member States

The evaluation questions related to monitoring and evaluation of the implementation of the Recommendation in the Member States are largely descriptive and have been dealt with in Chapter 3.6.

The administrative data available on outputs and outcomes of measures targeting long-term unemployed can likely be used for counterfactual impact assessments in the future. The challenge may be access to micro-data on individuals (often sensitive personal data which is not collected, stored or made accessible due to privacy concerns), of a sufficient quality and detail to enable exploring what impact different measures proposed by the Recommendation has had on the labour market integration of targeted individuals. Several Member States are planning or have been implementing counter-factual impact evaluations, and lessons could likely be learned from these evaluations (Table 15).

EQ 2.8 Have there been any unintended, negative or positive, effects of the implementation of the Recommendation?

The study has not identified any negative unintended effects of the implementation of the Recommendation. In theory a stronger focus on long-term unemployed could lead to less focus on prevention of long-term unemployment (e.g. early intervention to support short term unemployed find a job), but the study found no indication of such displacement effects. Positive indirect effects of the Recommendation were largely intended, e.g. sharing of experiences and knowledge between Member States. No other indirect positive effects have been identified in the study.

5.1.3 EQ 3 Which arrangements have been put in place to set up the single point of contact (SPOC)?

The Recommendation calls on Member States to set up or "*Put in place the necessary arrangements to ensure continuity and identify a single point of contact responsible for supporting registered long-term unemployed persons 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.*

Facilitate the smooth and secure transmission of relevant information concerning registered long-term unemployed persons' support history and individual assessments between relevant service providers, in compliance with data-protection legislation, thereby ensuring service continuity.

Enable a better dissemination of relevant information on job vacancies and training opportunities to the service providers involved and ensure that this information reaches long-term unemployed persons.”⁴¹

In the study, this has been assessed through:

- Mapping of policy changes to set up Single Point of Contact
- Qualitative data from cases studies
- Secondary sources

The indicators used are the existence and types of arrangements put in place to provide SPOC.

The findings of the study suggest that Member States have been working to respond to the Recommendation's proposal establishment of a Single Point of Contact (SPOC) for long-term unemployed in Member States. The SPOC is likely one of the most difficult measures to implement as it involves different organisations, governance levels, service providers, and can also be affected by the legal framework for sharing and exchanging information between organisations on individuals (see chapter 3.4). Changes with a strong institutional component, like in the area SPOC, need more time than measures such as JIA, registration and individual assessments. The assessment of progress made is also more difficult due to the many forms a SPOC can take, often adapted to the national, regional and local context, to best support long-term unemployed integrating the labour market.

The Member States where the Recommendation was expected to have strongest impact were in those countries where no formal coordination was in place (BG, EL, HR, IT, LT, LV, MT, RO), according to the SWD 2015 accompanying the Recommendation. However, to measure progress in implementation towards the expectations is difficult since Member States may have improved the coordination of services through formal coordination but not yet implemented a dedicated SPOC. Likewise, Member States may have nominated a dedicated SPOC (for example the PES) but practices have not yet changed in terms of exchange of data, a combined service offering with other services etc.

The study attempted to address this through using a definition of SPOC which take into account both the existence of a SPOC and the functioning of it (see Annex 3 Mapping).

⁴¹ Art 5 2016/C 67/01

The mapping reported that Single Point of Contact (SPOC) is in place or planned in all but seven Member States (CY, EE, EL, ES, HR, PT, SI). The developments are in line with the expectations outlined in the SWD (2015), except for Greece and Croatia. In Croatia the PES has been identified as the entity responsible to provide SPOC, but so no changes have been implemented. In Greece, local Community Centres have been implemented, to provide “one-stop-shop” for support from PES and social/health services, but they do not provide all the functions stipulated for a SPOC. These two examples illustrate the difficulty in assessing the existence and functioning of SPOCs in Member States. In the mapping, detailed information on the functioning of SPOC was not collected, and a detailed analysis is not available based on primary data collected. Efforts have been made to compensate this through other sources.

Based on the PES Survey the majority of Member States indicate that a SPOC has been nominated. In most Member States it is the PES that is responsible for acting as a SPOC (AT, BE-ACTIRIS, BE-FOREM, CZ, DK, FR, HR, IE, IS, LT, NPL, RO, SE, SK), in other Member States the function is carried out together with other institutions (BE-VDAB, BG, DE, EE, FI, HU, LV, NL, SI). Among the more common approaches taken by PES to fulfil their role as a SPOC is the implementation of data sharing practices between institutions, and cooperation in the assessment process of a person’s social and employability circumstances: 18 PES implement data-sharing practices and a further 16 PES cooperate with other institutions during their assessment processes².

A closer look at the responses from PES show that a variety of approaches is used to provide a SPOC, from joint meetings and planning with long-term unemployed on a case by case basis, to more focus on data exchange and information sharing between institutions. The least common SPOC arrangements is the setting up and monitoring of the implementation of a JIA, which is a key aspect of the SPOC definition. According to the PES Survey responses most of the processes and functions carried out as a SPOC in relevant Member States were in place before the adoption of the Recommendation (note that the functions carried out do generally not fulfil the definition of a SPOC).

Overall, the triangulation with information from the PES Survey is difficult since the mapping employed a stricter definition of SPOC.

By taking a broader perspective on SPOC in the analysis and looking at it from the angle of providing integrated services rather than fulfilling a set of criteria or a definition.

The study found that a SPOC existed (has been defined or nominated) in several Member States, prior to the adoption of the Recommendation. The SPOCs functions in different ways, often adapted to the local context, institutional set-up and roles in providing support to long-term unemployed. Not all nominated SPOCs fulfil all the intentions of the Recommendation, and there is a difference between the nomination and the actual functioning, which makes it difficult to draw clear-cut conclusions. The setting up of processes, procedures and institutional framework to provide integrated services takes time and resources and is likely the main reason for slow implementation. That said, the Recommendation seems to have reinforced or further strengthened the development towards more integrated service provision, both in Member States with a history of institutional cooperation and in Member States with less cooperation.

EQ 3.1 To what extent are early effects visible of the single point of contact?

The evaluation question has been assessed using case studies and secondary sources primarily.

The indicators used in the assessment are “visible effects at local levels where SPOC has been established (increase in clients, increased coordination and cooperation, more integrated support services)” and “stakeholder/target group’s views on the importance of a single point of contact”.

The findings show limited early effects at the time of the study. In the case study countries there were examples of newly nominated or defined SPOC, such as in Romania, Slovakia and Croatia, where the function of SPOC was starting up or being developed. In Germany, Ireland and Finland, the SPOC, or approaches similar to SPOC with integrated service provision was already in place, and in Greece and Italy no SPOC is in place yet. There is however anecdotal evidence that the discussion and focus on SPOC has contributed to more thinking and policy drive towards integrated service provision towards long-term unemployed. The discussions at the EU and national levels on definitions and function of a SPOC has likely contributed to this development. Stakeholders views, as consulted in case studies, converge strongly on the importance of SPOC, although it is more often addressed from the perspective of integrated services than SPOC as a concept.

It is not possible to identify visible effects such as increase in clients, or to establish that more integrated services are provided to long-term unemployed. However, there are clear indications that the Recommendation spurred and stimulated discussion and policy initiatives towards more integrated service approaches, such as SPOC.

EQ 3.2 Which formats of SPOC are most promising in terms of good practice?

The study has not been able to identify specific formats of SPOC which proved successful (increase in clients, increased coordination and cooperation, more integrated support services). There is a high diversity of SPOC approaches in Member States, and there is no data available on the results achieved in terms of increase in clients or services provided. It is likely too early to assess promising practices, given the changes are ongoing and limited time has passed.

5.1.4 EQ 4 Has the coordination between employment and social services but also other providers (healthcare, childcare, housing, financial etc.) improved following the adoption of the Recommendation and if yes, how?

In the Recommendation, the coordination of services towards long term unemployed is embedded in the concept of a SPOC discussed earlier. In the study, it is also a separate evaluation question, aiming to assess to what extent coordination between relevant providers has improved since the Recommendation was adopted.

In the study, this has been assessed through:

- Mapping of policy changes to coordination mechanisms
- Responses to the Open Public Consultation
- Interviews with Civil Society Organisations at EU level
- Qualitative data from cases studies

The indicators used in the assessment are evidence of successful coordination mechanisms (better integrated service offering to long-term unemployed, addressing their real needs and barriers to labour market entry).

The findings suggest that coordination between employment and social services and other providers of support to long term unemployed has been improved and enhanced since the Recommendation was adopted. Coordination of support is recognised as a key challenge, and opportunity to provide better support to long-term unemployed and different models are being tested or implemented in the Member States. In the mapping by national experts it was reported that all Member States either already had coordination mechanisms in place or have been planning/implementing them since. National experts reported that in 16 countries formal agreements existed in H1 2015 while in 11 countries coordination was based on informal agreements. 9 countries which had formal agreements in H1 2015 planned or implemented new measures, while only the Hungarian expert reported a change in September out of the 11 countries cooperating at an informal basis in H1 2015. The scope of coordination varies between Member States, although unsurprisingly PES are the most commonly involved in interinstitutional cooperation, with private service providers typically less prevalent. National experts found that PES in 23 countries, social services in 22, NGOs in 18 and private service providers in 14 countries were involved in coordination mechanisms in H1 2015 (see Table 27, Q4.1.1 in Annex 3 Mapping).

A key challenge in cooperation, whether in the form of SPOC or other cooperation arrangements, is the exchange of information between the involved actors on individuals, through IT systems. There are often technical and legal barriers involved, but it appears that Member States are working towards solving these issues as the mapping show that such systems are being put in place or planned where they did not exist prior to the Recommendation (in 6 out of 16 countries, see Table 27, Q4.1.2 in Annex 3 Mapping). Often data exchange requires some formal agreements, and the mapping showed that an increasing number of Member States are planning/implementing formal agreements between institutions involved (see Table 27, Q4.1.3 in Annex 3 Mapping).

Stakeholders at the EU level (targeted consultations and Open Public Consultation) were positive regarding the influence of the Recommendation. Respondents to the OPC who were or had been long-term unemployed were markedly more negative in their assessment, with a clear majority disagreeing to the statement "*Coordination (or integration) of support (between employment services, social assistance services, health care, training providers etc.) provided to the long-term unemployed has improved in the last two years*⁴²". The number of long-term unemployed reached in the study is rather limited and not representative, so should be interpreted with care.

EQ 4.1 Are there good practices in such cooperation?

The study has not identified any specific good practices in cooperation between different stakeholders providing support to long-term unemployed, the different models implemented are highly dependent on the local context and institutional set-up. The example below is an initiative in Germany, funded by the ESF, to provide coordinated and individualised support to long-term unemployed.

The ESF funded programme *JobPerspektive Sachsen* was launched prior to the Recommendation in 2015 in Saxony. The programme addresses several components of the Recommendation at once, namely by offering **individualised support**; **comprehensive individual assessment**; and **well-coordinated support** to long-term unemployed.

⁴² 33 respondents reported to be currently long-term unemployed, and 12 respondents reported that they had previously been long-term unemployed.

Individualised support is provided by pooling four well-established support programmes for the long-term unemployed in Saxony integrative and interlinked 4-step-model. Each module has different goals and several individual, needs-based measures to reach these goals: One module comprises measures to improve employability of long-term unemployed (including training of basic (social) skills; job trials or internships, pedagogical or psychological mentoring); the second module consists of individual coaching and accompanying measures for entering the labour market (incl. training for (vocational) skills, support with matching processes, pedagogical mentoring); and the third and fourth modules offer vocational, professional qualification and retraining for specific vocations.

The programme also conducts a comprehensive individual assessment of long-term unemployed : In order to properly assign long-term unemployed to the right modules and measures and to comprehensively support the long-term unemployed during their participation, the programme has built a separate infrastructure around the Jobcenters: backed by a coordinating central office, there are six regional offices. These regional offices take over the support of the long-term unemployed, once the Jobcenter (based on the results of their own individual assessment) recommended the long-term unemployed to participate in *JobPerspektive Sachsen*. The regional offices then conduct a thorough individual assessment, which can last for up to five days. Depending on the situation of the long-term unemployed, this might include an interview, psychological and IQ tests, as well as other diagnostic instruments.

The Programme offers well-coordinated support, with regional offices being the main point of contact as long as the long-term unemployed individual participates in the programme: The regional offices regularly meet the long-term unemployed to discuss the progress of the agreed qualification plan. They also coordinate a pool of local service providers, which offer specific measures. In order to ensure a smooth transition between different measures, there is a "transfer conversation" with the regional office, the new coach and the person who is long-term unemployed. If the individual agrees, data is shared between the regional office, the Jobcenter and the respective service providers. The data transfer might include results of the assessment and results of services used so far.

5.1.5 EQ 5 To what extent are the employers and social partners involved in support to the long-term unemployed?

The Recommendation encourages Member States to work to develop closer links with employers, to tackle issues of long term unemployment. More specifically, it calls on Member States to:

- *"Encourage and develop partnerships between employers, social partners, employment services, government authorities, social services and education and training providers to provide services that better meet the needs of enterprises and registered long-term unemployed persons.*
- *Develop services for employers such as the screening of job vacancies, placement support, workplace mentoring and training, and post-placement support to facilitate the professional reintegration of registered long-term unemployed persons.*
- *Focus any financial incentives on schemes supporting integration into the labour market, such as recruitment subsidies and the reduction of social*

insurance contributions, in order to increase job opportunities for registered long-term unemployed persons.”⁴³

In the study, this has been assessed through:

- Mapping of policy changes in relation to cooperation with employers
- Responses to the Open Public Consultation
- Targeted consultation with Civil Society Organisations and social partner organisations at EU level
- Qualitative data from cases studies

The indicators assessed are evidence of specific measures at national and regional/local levels for involvement of employers and social partners in the design/implementation of measures for long-term unemployment and stakeholder views on the level of involvement of employers and social partners in support to the long-term unemployed. It was expected that the impact of improved cooperation with employers and social partners would have a stronger impact in Member States with larger public work schemes (CZ, DE, FR, HR, LV).

The mapping showed that measures to establish closer links to employers related to the placement of long-term unemployed already existed in 21 Member States in H1 2015, The seven Member States where no measures were in place, have since all implemented measures. All Member States now provide services to employers such as screening of candidates and placement support. A majority provide workplace mentoring and training (18), while just under half provide post-placement support to employers (12). Financial incentives have been introduced in a Member States where it did not exist earlier, and more Member States now differentiate the subsidy levels of different sub-groups (e.g. higher subsidies for recruiting individuals far from the labour market).

Since H1 2015, five more Member States put in place specialised services in PES or other institutions to employers, leading to 23 Member States with a specialised function within PES. The findings are confirmed by the PES Capacity Report⁴⁴, which state that two thirds of the PES made use of this approach in 2017. Most of the PES also increased the number of staff dedicated to this task last year. Particularly strong increases occurred in Bulgaria, Croatia, and the Netherlands.

The mapping also showed that almost half of the Member States now provide support to social enterprises employing long-term unemployed. Out of the 16 Member States which did not provide such support, it has been implemented or planned in seven Member States.

Overall, the findings from the mapping strongly support an improvement of specific measures supporting employers to recruit long-term unemployed.

⁴³ Art 6,7 and 8 2016/C 67/01

⁴⁴ Assessment Report on PES Capacity, 2017

The case studies confirmed the findings from the mapping, although the picture was made more complex by highlighting the challenges involved with support to employers. Financial incentives were considered important, but it was also seen to potentially increase the vulnerability of long-term unemployed if employers use the system to hire people on short-term contract with no commitment to further employment. The lack of resources available in PES to engage and support employers was a barrier, and it was also mentioned that employers often want to avoid taking the risk of recruiting long-term unemployed.

In the targeted consultation, respondents from Civil Society Organisations (CSOs) at the EU level indicated that cooperation has been strengthened, but also highlighted that this very much depends on the regional and local level situation and context, in terms of business environment, degree of contacts or proximity with employers. It was highlighted that involvement could be improved through inclusion of CSOs and employers in the steering mechanisms of for example job-centres, through a seat on the board. Employer associations at the EU level were also generally positive regarding the influence of the Recommendation. It was highlighted that the situation differs between and within countries, also depending on the capacity of social partners to engage. It was considered important by the employer association to focus on building capacity, in order for real partnerships to function at the local level. This could be done through mutual learning experiences and sharing of practices, to learn from each other what works and does not.

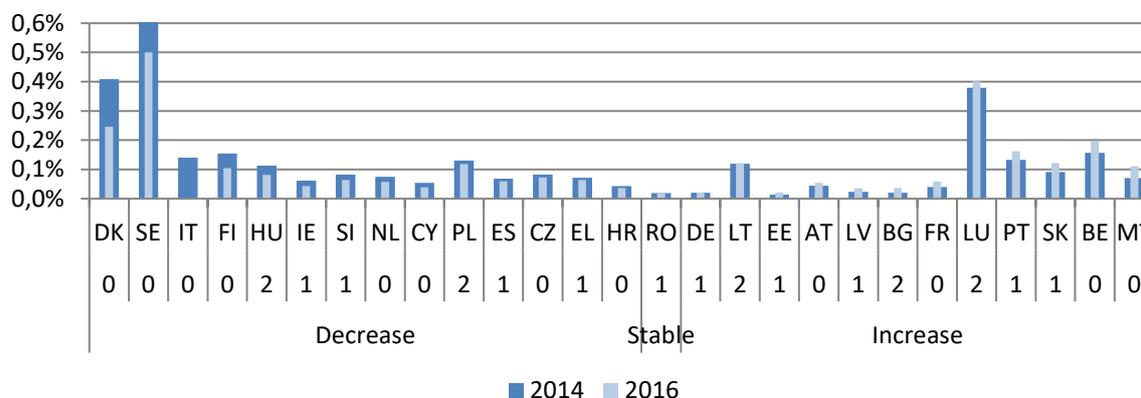
The study can conclude that Member States have improved the support provided to employers to integrate long-term unemployed in the labour market, since the Recommendation was adopted. In Member States where measures did not exist, or only to a small extent, the service offering has been strengthened to integrate long-term unemployed in the labour market.

EQ 5.1 Have specific measures been taken to support employers' engagement?

As outlined in the earlier section, several measures have been taken in Member States to support employers' engagement, ranging from support services to employers (screening, placement services) and financial incentives to employ long-term unemployed. In terms of governance, it is difficult to assess across all Member States, but case study countries show that efforts have been made to strengthen cooperation with businesses and employers at local level (for example Italy), to map labour shortages and define priorities for training and up-skilling.

According to the mapping conducted by national experts, countries with increasing expenditure shares on employer incentives have higher increases in the policy area of employer involvement. The correlation between increases in category 4 (employment incentives) expenditures and improvements in the policy area of employer involvement in the mapping exercise is 0.31. This indicates there is a positive relationship between the expenditures in category 4 and changes in the policy area of employment involvement (although not statistically significant, which has also to do with the limited number of observations). The size of the correlation itself can also be limited by the differences in the time period captured between the mapping and the change in ALMP-expenditure data.

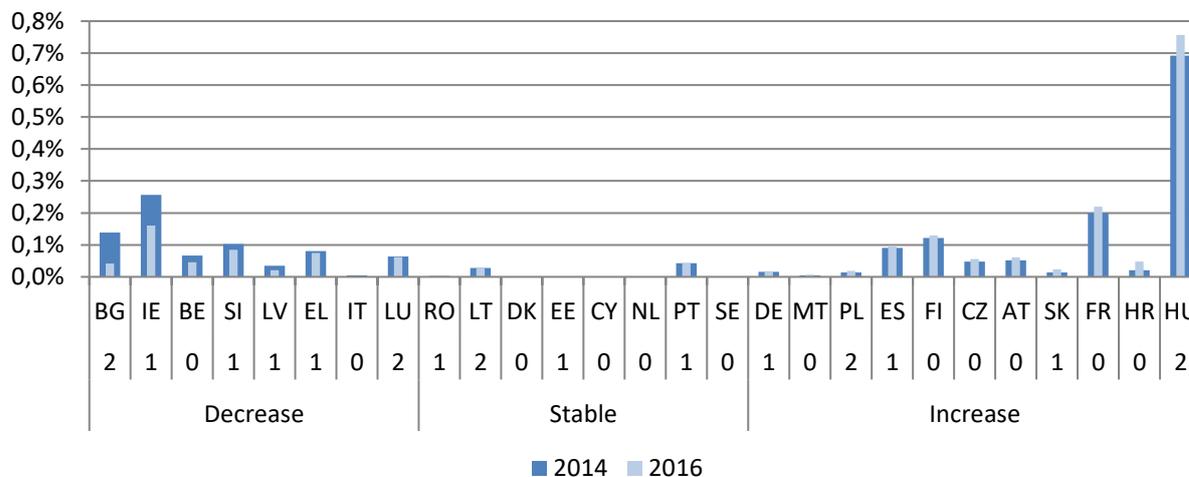
Figure 24 ALMP expenditures on employment incentives (category 4), % of GDP in 2014 and 2016 and changes in the policy area of employer involvement from the mapping exercise (ranging from 0-2)



Source: Eurostat LMP-database Note: The UK is excluded because of lacking data

Changes in expenditure on public works and direct job creation (category 6) as a percentage of GDP together with the changes in scores for the policy area of employer involvement from the mapping exercise are shown in Figure 25 below.

Figure 25 ALMP expenditures on public works and job creation (category 6), % of GDP in 2014 and 2016



Source: Eurostat LMP-database Note: The UK is excluded because of lacking data

More countries show an increase than a decrease while a decrease would be more in line with the Recommendation. The correlation between increases in expenditures on direct job creation and improvements in the mapping exercise on the aspect of employer involvement is however negative at -0.17 (insignificant). The negative sign indicates that countries with a stronger improvement in the mapping exercise for employer involvement more often show a decrease in cat.6 expenditures. This negative relationship between the changes in mapping score on employer involvement and changes in expenditures on public works is according to expectations, even more if we consider that changes in the mapping scores are on the other hand positively related to employment incentives. But, as said, the correlation coefficient is small and statistically insignificant which can have to do with the different time periods captured.

Category 6 (public works) does not seem to decrease stronger than category 4 (employment incentives), which is not in line with the importance of employer involvement stressed in the Recommendation. On the other hand, for countries for which changes are reported in this policy area, such a trend is better visible. The corresponding correlation coefficients which illustrate this, are not statistically significant, which has to do with the limited number of observations, but can also be caused by differences in the time period considered in the mapping and the LMP-data.

EQ 5.2 Are there any good practices?

The set-up differs in Member States, and there is no hard evidence on good practices (e.g. proven effective measures, which lead to sustainable employment). The measures targeting employers likely need to combine different service offerings to be effective, providing support both to the long-term unemployed through support and counselling, and to the employers through post-placement support and financial incentives through subsidies or reduced social security contributions. A key challenge is the sustainability of the employment, and the possibility for long-term unemployed to transfer into regular, non-subsidies employment. The example below from Croatia illustrate the importance of designing the measures to encourage continued employment.

Financial support for employment (in Croatia) is regarded as a well-designed measure and it is widely accepted by employers. According to the interviews, it is frequently the case that who benefit from this measure remain employed after its duration is over. The measure is not specifically designed for the long-term unemployed, other target groups can also benefit from it⁴⁵. Upon employing a person from one of the target groups, an employer could receive 50% of the labour cost for that person for a duration of 12 months. Employers report being satisfied with this measure because the payment of the funds is made in 2 instalments. The first payment is made upon signing an agreement with the HZZ. Thus, by the time they employ the person, they already have secured funds for wages. The second instalment is made 6 months into the contract

5.1.6 EQ 6 To what extent have the actions taken by the Commission contributed to the successful implementation of the Recommendation?

The Recommendations assigns a role to the European Commission in the implementation and monitoring the Recommendation. More specifically, it recommends that the Commission:

- *"Support and coordinate voluntary initiatives and alliances of companies engaged in the sustainable integration of long-term unemployed persons into the labour market.*
- *Support social innovation projects to integrate long-term unemployed persons into the labour market, in particular through the Progress section of the Union programme for employment and social innovation (EaSI).*
- *Evaluate, in cooperation with the Member States and after consulting the stakeholders concerned, the action taken in response to this recommendation and report to the Council by 15 February 2019 on the results of that evaluation".⁴⁶*

⁴⁵ For example, first-time job seekers, persons with disabilities, persons older than 50, etc.). Full list of potential beneficiaries can be found, in Croatian, on <http://mjere.hr/mjere/potpore-za-zaposljavanje/> By the end of June 2018, out of 20771 participants of the ALMPS, 28.5% were included in the employment incentives measure.

⁴⁶ Art 12, 13 and 14 2016/C 67/01

In the study this has been assessed through:

- Secondary sources
- Targeted consultations

The indicators used for the assessment are evidence of actions taken by the EC and views of stakeholders on the actions taken by the EC.

The Commission has taken an active role in supporting the implementation of the Recommendation, through the development of guidance notes, communication material and knowledge sharing through Mutual Learning Events. A strong focus has been put on the monitoring of the implementation, and less efforts have been made to support and coordinate voluntary initiatives or to support social innovation. The monitoring process allowed for definitions and concepts to be discussed and clarified, which has likely contributed to a common language and understanding of the intent of the Recommendation.

The Commission has taken a role in supporting the implementation of the Recommendation, through knowledge sharing events and efforts. Among the concrete actions taken can be mentioned:

- Publication of "A practitioner's toolkit – To assist the implementation of the Recommendation (2016)
- Thematic guidance fiche Council Recommendation on Long Term Unemployment: How the ESF may contribute to its implementation (2016)
- PES Network Long-term Unemployed Working Group study (2016)
- An active role coordinating the EMCO monitoring and PES Network monitoring (PES Survey)
- An active role in supporting the development and dissemination of the Quality Standards from the PES Network on Job Integration Agreements and Single Point of Contact
- Seminars with National Contact Points for long term unemployment (in the frame of this evaluation study)

The Commission has further organised Mutual Learning Events financed through EaSI, to support the implementation of the Recommendation in Member States. The topics of events are discussed and prioritised in the EMCO Committee, and Member States volunteer to host events. Since the adoption of the Recommendation, five events have been held:

- Peer Review on 'Way to Work - strengthening the links between active labour market policy measures and social support services', Vilnius, Lithuania, 11-12 June 2018
- Seminar/ Learning Exchange on 'Improving measures for integration of the long-term unemployed into the labour market', Zagreb, Croatia, 9-10 November 2017
- Peer Review on 'Approaches to integrate long-term unemployed persons', Berlin, Germany, 13-14 October 2016
- Learning Exchange on 'Measures to support older workers' 10 November 2015, Ljubljana, Slovenia

A transnational project has been developed and implemented in the framework of the ESF Transnational Platform, to develop tools for the better integration of the long term unemployed into the labour market through exchange of information and practices between more and less advanced Member States. Three themes were selected to target in the project:

- **Support for development of common shared case histories.** Theme looking at developing a single view of a client’s history that can be shared among different actors to ensure the continuity of services and individualised approaches. This is a key step towards establishing a single point of contact for support from different organisations (PESs and social services).
- **Post-placement after-care mentoring and support to ensure sustainable placements.** Theme addressing the high risk of long-term unemployed people losing their jobs in the early stages after re-employment by developing a post-placement support package and offering services for employers.
- **Targeted employability support through work experience/vocational training/guidance.** Theme at enhancing the employability of the long-term unemployed, including special target groups such as people with intellectual disabilities, migrants and women, by providing guidance and work experience/vocational training in specific sectors, and should facilitate cooperation between employment services and vocational training organisations.

The project aims to develop “support packages” in each of the themes, transferable and ready to use tools, as well as to provide support from experienced Member States (donors), to less experienced Member States (recipients). Recipient Member States will put in place on the basis of this support and the packages pilot projects that can then be upscaled with the use of the ESF. The project is foreseen to run until mid-2019.

The targeted consultations with employer associations, social partners and civil society organisations on the EU level were generally of the opinion that the Commission took a strong (enough) role in the implementation of the Recommendation. It was highlighted that the Commission does not have regulatory mandate in employment policy, and that successful implementation will always depend on Member States’ willingness and motivation to take on board the Recommendation.

During the seminars with Long-Term Unemployment Contact Points from Member States feedback was provided on the importance of exchange on policy and practices, and the importance of forums where Member States can meet and discuss lessons learned.

Overall, the study finds that Commission has taken an active role in supporting Member States’ implementation of the Recommendation. The sharing of experiences between Member States is an important factor contributing to the implementation of the Recommendation. The study finds that the Commission has been open to Member States’ needs and priorities, and attempted to respond, in order to support implementation.

EQ 6.1 What initiatives has the Commission taken to implement art. 12 to support and coordinate voluntary initiatives and alliances of companies?

While the Commission seeks and consults actively with employer associations, social partners and civil society organisations at the EU level, no specific measures or activities have been reported to this end. At the time of the study, the Commission has not taken initiatives to support and coordinate voluntary initiatives and alliances of companies. According to consultation with the Commission, the response from partners has been tepid and there is currently an uncertainty on what could be done to support such initiatives. When asked on their views on the role of the European Commission interviewees involved in the targeted consultation tended to outline what they felt the Commission could or should do in relation to the Recommendation rather than pointing to concrete actions to support and coordinate voluntary initiatives and alliances of companies. Most interviewees (including two social partners, a public authority and two civil society organisations) expressed the view that the main role of the European Commission should be in monitoring follow up on implementation of the Recommendation at Member State level and applying pressure where not much progress is being made.

EQ 6.2 What initiatives has the Commission taken to implement art. 13 to support social innovation projects, in particular through the Progress (EaSI)

Two calls for projects with a connection (direct and indirect) to long-term unemployed have been financed through EaSI, one call concerned integration of third country nationals on the labour market (an at-risk group for long-term unemployment) and the second concerned Reactivate which is targeted at people who are unemployed over 35 years, and long-term unemployed to increase mobility in Europe and offer individualised support packages and labour market integration.

In the first instance a total of five grants were awarded. Actions include: Fast Track Action Boost (EUR 1891 441,05); Regional Integration Accelerators (EUR 2027 203,14); Fast Track Integration in European Regions (EUR 1940 501,56); Fostering Opportunities of Refugee Workers (EUR 2339 568,10); and Acceleration of Labour Market Integration of Immigrants through Mapping of Skills and Trainings (EUR 979 177,50). All these actions are broadly devoted to the integration of third country nationals. Participating countries under this call for proposals span: Italy, Spain, Germany, Serbia, Austria, Sweden, Denmark, Turkey, Belgium, Norway, Austria, Albania, Bulgaria, and Serbia.

The second call for projects results in grants to fund three projects: Reactivate – A Tool to Work Abroad – Boost Your Mobility (EUR 1144 450.00); Reactivate (EUR 750 000.00); and Reactivate and Relocate (EUR 1101 794.18). All three are more directly linked to the alleviation of long-term unemployment (e.g. through labour mobility). Participating countries are: France, Italy, Sweden, Ireland, Netherlands, Germany, Greece, Denmark, Portugal, Slovenia, Spain, Finland, Romania and Luxembourg.

EQ 6.3 What initiatives has the Commission taken to implement art. 14 to monitor and evaluate the Recommendation?

The monitoring of the implementation, through the EMCO and through the PES Network, has been done in close cooperation with Member States. It has likely contributed to a strong ownership and acceptance of the monitoring results, which can be considered conducive to constructive discussions on how to improve policies at Member State level. It has also contributed to discussions on definitions and approaches between stakeholders, as certain concepts such as JIA and SPOC, which likely has contributed to a common language and understanding of the purpose and intent of Recommendation.

The first full data collection, based on the Indicator Framework and the supporting methodological manual was undertaken in 2017 (for the year 2016). Based on the methodological issues and lessons learned, adaptations were made to the framework prior to the launch of the second data collection in 2018 (for the year 2017). In combination with indicator framework, a qualitative self-assessment has been developed to assess progress in the implementation of the Recommendation. This complements the quantitative data with more qualitative information on the implementation. Two rounds of self-assessments have been made, one in 2016 and a second in 2018.

The EMCO monitoring data report and the Annexes are a very solid piece of work. These data have been very helpful for the evaluation. Compared to the first round, there has been an important improvement because the data are now also published for two years (2016 and 2017), making changes visible, although over a short period. In the new round, there is also more deeper analysis, especially in the field of JIA. At the same time, the analysis of the overall set of indicators remains neutral and descriptive, leaving assessment to the reader.

With regards to the analysis with JIA, the EMCO monitoring gives much attention to transitions to employment (and the sustainability of these outcomes), but the report is struggling with finding proper benchmarks. So it is difficult to judge if certain transition rates into employment have to be seen as favourable or unfavourable. There is an employment exit indicator in which comparisons to a reference group of all long-term unemployed (even at subgroup level) can be made, making it more easy to make judgements on relative effectiveness, but this indicator has another limitation that it only refers to the groups who have ended their unemployment spells, so the comparison therefore does not take into account the differences between those with and without JIA in terms of the proportion that remain unemployed.

The existing set of indicators is already very rich, however data on ethnic background (e.g. data on country of birth) could be a valuable addition, because this dimension is an important background in explaining the risk of being long term unemployed. Another option could be to give more attention to expenses in Category 1 (service) of ALMP-policies, because the Recommendation is closely linked to activities in this category.

A challenge is that a number of key indicators have a large time-lag, in particular the indicators from the LMP-database. The most recent year available to the evaluation was 2016, which was a limitation, also considering that the implementation of the Recommendation takes time, so any delay in data is a big disadvantage.

The various sources used in the evaluation show how difficult it is to come to consistent interpretations of what is JIA and SPOC. Any future measurement to what extent progress is made should be very clear on interpretations and definitions and give room to discuss on this to avoid misunderstanding. If the EMCO review based on self-assessments will be repeated as a standard for monitoring policy progress, it should be kept in mind that certain countries already score high on the 1-5 scale, and have little room to show progress. The longer the monitoring will be repeated, the more this ceiling will probably be reached also because of the possibility of a certain bias to inflate scores anyhow. Even when a ceiling is reached in the existing scale, there will always be room for improvement, hence the monitoring (or measures) may need to be adapted as measures improve.

In addition to the monitoring carried out within EMCO, the Recommendation explicitly asks the European Network of Public Employment Services to contribute to the monitoring of its implementation. The PES Network long-term unemployment working group drafted a questionnaire to further contribute to the monitoring of the Recommendation, as a part of the 2018 PES Capacity Questionnaire complementing other monitoring efforts. It was intended as a stocktaking survey that referred to the period from the date of the adoption of the Recommendation to April 2018 when the survey was conducted.

The study finds that the monitoring framework developed for the Recommendation by EMCO is solid, and the indicators selected relevant to the issue at hand, taking into account both the development in context and indicators directly related to the implementation of the Recommendation. However, the study finds that the monitoring mechanism (in particular the EMCO review based on self-assessment and the PES Network survey) appear to somewhat duplicate efforts, and the same information is collected from different sources or levels of government (ministries and Public Employment Services) sometimes by the same entity. This risk leading to diverting assessments and evaluation fatigue.

5.2 Efficiency

To assess the efficiency of an intervention, it is necessary to establish the benefits and the costs, to make an informed judgement on whether the costs are proportionate to the benefits. As discussed in the effectiveness section, it is still too early to assess the results and impacts of the Recommendation, and the link between the Recommendation and changes implemented is not direct. It proved difficult to establish the costs of the measures proposed by the Recommendation, as Member States do not identify or track implementation costs of for example JIA or individual assessments, and many Member States had measures in place already. Member States have also used ESF to finance implementation of measures, thereby putting less of a strain on national budgets.

In Member States which have implemented new actions, it has not been possible to establish the costs, but the general perception is that costs have been proportionate and not unduly high in relation to the (perceived) future benefit. The study can conclude that costs appear to be limited, while the benefits are potentially very high if implemented measures lead to higher or shorter transition rates for long-term unemployed labour.

5.2.1 EQ 7 What are the costs and benefits generated by the implementation of the Recommendation for the Member States, the PES, the local administrations and stakeholders?

The Recommendation was expected to generate economic benefits both in terms of improved effectiveness of support to long-term unemployed and in terms of efficiency gains related to coordination and improved support provision. The study has not been able to establish whether the expected benefits have been realised. Implementation costs were expected to arise, in particular in Member States where JIA and SPOC implementation would require investments in capacity and IT infrastructure. The SWD provided estimates in a sample of Member States, based on available evidence from earlier studies.

In this study, it has not been possible to quantitatively assess the costs and benefits and disentangle costs or benefits directly related to the Recommendation. Member States had measures in place already, and in the case studies it was not possible to gather solid data on resources used and costs incurred at different levels to implement the measures proposed in the Recommendation. The limited time which has passed since the Recommendation was adopted is another hindering factor, since implementation is still ongoing, and the end benefits cannot be assessed or quantified (for example in terms of reduced long-term unemployment rates).

Finally, it should be kept in mind that the Recommendation contains proposals to Member States on how to provide support to long-term unemployed. It does not require implementation of certain measures or procedures, e.g. the Recommendation does not impose administrative costs or compliance costs. Member States are free to implement or not the proposed measures, according to their policy priorities and resources available. In that sense, the additional costs related to the Recommendation are mainly related to increased investments in measures to tackle long-term unemployment, which was also an objective of the Recommendation.

Hence, the assessment is mainly based on qualitative information, opinions and perceptions collected in case studies. When possible, the information is related to the expectations as outlined in the SWD accompanying the Recommendation.

At the national level, Member States do not budget or report on specific measures targeting long term unemployed, or on specific measures such as individual assessments or Job Integration Agreements. Staff conducting the assessments or JIA could not estimate the time used on "new" tasks, as similar tasks were conducted earlier, and the time spent on a task is highly variable depending on the person being supported.

Costs for implementing the Recommendation can be related to the process of policy changes, e.g. guidelines, tools and manuals, incurred at the national (or regional) level, e.g. to the launch of new measures. In the case studies, these costs have not been judged as high or burdensome.

New or improved IT systems are a potential significant cost, for example when implementing a SPOC or to support improved coordination. However, the case studies and other data collection did not link IT systems' development to the Recommendation, and no cost estimates were identified. Still, a main barrier towards improved coordination was reported to be lack of resources and financial constraints, confirming that institutional coordination and in particular datasharing remains a challenge in several Member States.

More direct costs of implementing the measures proposed, are mainly incurred at the regional/local level, as this is where services are delivered to the long term unemployed. This came up during case studies as a barrier towards implementation, for example resources (staff capacity) needed to carry out in-depth individual assessment, JIA development and regular follow-up. In general, costs were carried mainly through reallocation of resources, within existing budgets.

The case studies provided limited information on costs. In Slovakia and Croatia, the assessment of changes and links to the Recommendations were judged strong, hence it could be assumed that costs would have been incurred. In Slovakia policy level and practitioners perceived that the costs associated with the implementation of the Recommendation are not excessive, because many measures were already in place. The implementation of the Recommendation was mostly associated with changes in internal procedures and processes. At the same time, it was too soon to assess whether any of the actions taken so far result in positive results.

Costs can be identified where the ESF is used as a complementary financing mechanism in addition to national resources. In Romania, a large ESF funded project is planned to implement personalised approaches in the PES (24 MEUR) and in Slovakia ESF co-funds a project aimed at providing individualised support to long-term unemployed (32,8 MEUR). It is not clear whether the projects are associated specifically with the implementation of the Recommendation or whether they would have been incurred in its absence, but it illustrates that ESF contributes significantly to alleviate costs for measures in line with the Recommendation.

The PES capacity report⁴⁷ show that trends in human resources varied between Member States in recent years. There are Member States which foresee increased staff in 2017 to work with vulnerable groups, such as migrants and people with disabilities. In Germany additional human resources are planned to provide assistance and counselling to people from different cultural backgrounds given that this has typically taken more time. PES in Estonia, Hungary, Iceland and Luxembourg are reportedly increasing their efforts to assist people with disabilities. In Estonia the greater focus on assisting this group was part of a work ability reform which was introduced in 2016 and aimed to change attitudes towards people with differing work capacities and to help them find and maintain a job. The developments outlined here are not specifically linked to the Recommendation by the stakeholders but can be seen as an indication of increased policy focus towards long-term unemployed, in line with the objectives of the Recommendation.

At the EU level, the costs of the implementation are more direct, and the available information relate to contracts and events implemented in the framework of the Recommendation, and amount to approximately 1.5 MEUR per year⁴⁸. A large part of the cost relates to the transnational ESF project for mutual learning. Relevant comparisons in terms of implementation show that monitoring costs for the Youth Guarantee is around EUR 65,000 a year. In comparison monitoring for the Recommendation has so far been EUR 250,000 per year across the three years it has been in place. This amounts to approximately EUR 80,000 per year in monitoring costs. This higher cost when compared to the Youth Guarantee may reflect start-up costs, as monitoring is put in place, tested and adapted.

Several measures implemented in the case study countries have been (co)funded through ESF, which also has helped to alleviate the financial burden on Member States.

EQ 7.1 Are the costs proportionate to the benefits achieved?

It is not possible to make a quantitative assessment of costs and benefits. Given that few costs have been identified, it can be assumed that the measures implemented actually contributes to increased integration of long-term unemployed on the labour market, the benefit would likely vastly higher than the cost.

⁴⁷ Assessment Report on PES Capacity, 2017

⁴⁸ Based on estimations from the Commission. Costs refer to EMCO monitoring, Mutual Learning Events (EaSI) and the Transnational project (ESF).

The costs incurred at the EU level appear proportionate to the benefits achieved through knowledge exchange and regular monitoring of the implementation of the Recommendation in Member States. The sharing of experiences helps Member States in the implementation of measures, by sharing lesson learned and practices. This was also illustrated through the seminars with long-term unemployment contact points where participants specifically highlighted exchange of practices as an important benefit and added value to pursue in the frame of the Recommendation.

Long-term unemployment has a very high cost in terms for society and the individual, both in terms of direct costs and lost revenue. Given that the costs are perceived as low in the case study Member States, they are likely proportionate to the benefits (potentially) achieved in the future. This was stated by several respondents in the case studies, both at policy and practitioners level.

5.2.2 EQ 8 What were the estimated costs and benefits of improving coordination of support to the long-term unemployed and notably the cost of improving the personalised assessment and that of setting up job integration agreements?

It is difficult to give a comprehensive response to this evaluation question based on the evidence gathered for the following reasons.

As already noted above, the Recommendation was expected to generate economic benefits (i.e. in terms of improved effectiveness of support to the long-term unemployed and gains related to coordination and improved provision of support). It has however proved to be too early to accurately assess whether these benefits have been realised, particularly as the full implementation of measures linked to the Recommendation is yet to have been realised at Member State level. Related to this is the difficulty that most Member States had in providing comprehensive information on overall costs. Practitioners interviewed during case studies were not typically able to provide comprehensive information on for example, time spent on individualised support, or costs for individual assessments orJIAs, which has limited the scope for an assessment of costs and benefits. Whilst some information can be derived from an assessment of ESF funded projects (see section 5.3.2) this is highly context dependent and can only constitute a starting point when estimating the costs and benefits of implementation.

The Recommendation was expected to generate economic benefits both in terms of improved effectiveness of support to long-term unemployed and in terms of efficiency gains related to coordination and improved support provision. The study has not been able to establish whether the expected benefits have been realised

5.3 Coherence

The findings point to strong coherence between the Recommendation and other EU policy instruments aiming to support people back into employment. The study can conclude that while some overlap may exist, there are no serious duplication and the main instruments are rather complementary. The Recommendation is coherent with national policies, with a close alignment in objectives and no contradictions. There are also opportunities for complementarity in terms of similar policy aims and focus outlined via the European Semester framework.

There has been a strong increase in the number of ESF unemployed participants who are long-term unemployed, indicating that Member States prioritise activation of long-

term unemployed. Findings indicate that Member States make strong use of the ESF to support the implementation of the measures proposed in the Recommendation, both to develop capacity and tools and to reach long-term unemployed with specific measures, such as in-depth assessments, JIAs and integrated services. Furthermore, participation in the ESF Transnational Network also provides mutual learning opportunities relating to the integration of the long-term unemployed into the labour market which is complementary to the aims of the Recommendation.

5.3.1 EQ 9 To what extent is the Recommendation coherent with other EU instruments supporting bringing people back to employment?

The coherence between the Recommendation and other EU instruments has been assessed by analysing the degree of coherence (synergies, linkages and avoiding duplications) of between the objectives, recommendations and:

- the Youth Guarantee
- the Active Inclusion Recommendation
- the Skills Pathways Recommendation
- the Country Specific Recommendations under the European Semester

The assessment has been made through:

- Open Public Consultation
- Targeted consultations
- Case studies

The Recommendation on integration of long term unemployed to the labour market clearly complements the other EU policy instruments. Looking across the overall and specific aims, as well as the target groups of each of the most relevant European mechanisms (listed above) to compare with the Recommendation, it is possible to identify a number of complementarities and as such to make the case for overall coherence with similar mechanisms.

The Youth Guarantee aims to tackle youth unemployment and social exclusion via the offer of employment, continued education, apprenticeships or traineeships. The target group are people under the age of 25, which has a clear coherence with the aims of the Recommendation given that young people are particularly vulnerable to long-term unemployment (i.e. when transitioning from full time education).

Similarly, the Skills Pathway Recommendation proposes that Member States build on existing validation arrangements to assess and certify skills acquired through the Upskilling Pathways and ensure their recognition with a view to a qualification, in accordance with national qualifications framework and systems. With a focus on longer-term upskilling needs, this Recommendation is complementary to the scope of the Recommendation, particularly as skills acquisition is not an area that is explicitly referenced in the latter, but which is clearly of importance for the long-term unemployed looking to redevelop the necessary capacities for work. Skills assessments will comprise part of the individual assessment and upskilling measures may be included in JIAs for the long-term unemployed. As such the Upskilling Pathways Recommendation can be considered directly complementary to the Recommendation.

The Active Inclusion Recommendation can also be considered as coherent with the Recommendation. It proposes an integrated comprehensive strategy for active inclusion which, according to the European Commission can be defined as enabling every citizen, notably the most disadvantaged, to fully participate in society, including having a job. In practical terms this means providing adequate income support; creating inclusive labour markets; and ensuring access to quality services to enable people to participate fully in society. The Recommendation is closely aligned with these aims, particularly given that many long-term unemployed people are more likely to be isolated from full social participation.

Struggling to find employment has a financial price but can also involve a social stigma (e.g. from employers) and as such it is important to put into practice measures like those included in the Active Inclusion Recommendation as a way to provide holistic support for those who are not able to participate fully in society (including the labour market). Accessing quality services is a key point of importance for both measures, with the focus on fostering inclusive labour markets as part of active inclusion a key dimension of supporting the long-term unemployed which is not specifically covered in the Recommendation. In theory there are synergies with the Skills Pathways Recommendation, in terms of bringing low-skilled workers closer to the labour market, although there may also be some overlaps, as the target group is the same.

There is also strong coherence between the Recommendation and European Semester framework, and specifically Country Specific Recommendations (CSRs) made. The issue of long-term unemployment has been repeatedly mentioned in CSRs as a key issue affecting Europe. In some cases, specific recommendations have been made in relation to this issue for certain countries. For example, in 2016 Slovakia was advised to “improve activation measures for the long-term unemployed and other disadvantaged groups, including via individualised services and targeted training”⁴⁹. An additional example is Croatia, which in 2016 was advised to “provide appropriate up- and re- skilling measures to enhance the employability of the working age population, with a focus on the low-skilled and long-term unemployed”⁵⁰. The focus on the long-term unemployed as well as individualised support, training and upskilling is all complementary to the aims of the Recommendation. As outlined above, the focus on skills acquisition and development is particularly complementary to the Recommendation given that this aspect of integration is not explicitly discussed in the latter but is of direct relevance to it.

⁴⁹ European Council (2016) Country Specific Recommendations: Slovakia. Available via: [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32016H0818\(15\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32016H0818(15)&from=EN)

⁵⁰ European Council (2016) Country Specific Recommendations: Croatia. Available via: [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32016H0818\(23\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32016H0818(23)&from=EN)

In the case studies, the question of coherence was approached more from the national level than the EU level, e.g. the assessment centred on if the Recommendation was coherent with national policies. Overall, coherence was assessed to be strong and the measures proposed in general correspond to what national employment strategies and policies outline in terms of priorities. No instances of overlaps, inconsistencies or conflicting priorities could be found. Case studies highlighted coherence with regards to the implementation of the Recommendation with similar EU-level measures. For example, with EURAS as well as the ESF which was frequently mentioned as a critical funding source to make the implementation of measures included in the Recommendation possible. Furthermore, in the Greek case study involvement in the ESF Transnational Network on employment was linked to the opportunity to share knowledge and experiences on the alleviation of long-term unemployment, which is a further example of complementarity via the ESF with the Recommendation.

Stakeholders consulted via the Open Public Consultation as well as most stakeholders interviewed during targeted consultations were in agreement that interventions are implemented in a coordinated manner. In the Open Public Consultation, most (62%) of the 39 respondents did not specifically address the question (which was asked only to organisations) but provided suggestions instead. 33% of respondents identified synergies between the Recommendation and the EU policy initiatives tackling skills and training gaps, coordination with EU Members States, and social inclusion issues. 5% of respondents identified duplication between the Recommendation and current EU policies.

Table 17 In your opinion, what are the synergies and possible duplications between the Recommendation and the EU policy initiatives mentioned earlier? (N=41, I=39)

Answer category	Example
Duplication (i=2)	"There are some duplications with the Recommendation on active inclusion, however the youth guarantee and upskilling pathways have many synergies as the focus is on skilling and employability of young people and adults."
General suggestion (i=24)	"Both take in to consideration the changing landscape and work to address current issues, neither takes an innovative approach to delivery. In order to achieve best results, funding should be drawn at a local level and better relationships between authorities and delivery partners is required, with labour authorities 's acting as brokers for employment services, commissioning to meet local need. This would stop the current lack of local join up due to the top down approach which fails to serve the needs of local communities."
Synergies (i=15)	"There are certain synergies with the Upskilling Pathways, as a part of the target group is identical. As regards the Youth Guarantee, the target group is clearly different, and both recommendations are therefore complementary, not overlapping."

Source: Ramboll based on the results of the Online Public Consultation on The Council Recommendation of 15 February 2016 on the Integration of the Long-Term Unemployed into the Labour Market.

Stakeholders interviewed (employers' associations, social partners and civil society organisations at the EU level) mainly saw synergies and complementarity between the different policy instruments. The fact that the different policies have the same approach as in the Recommendation was seen as important and valuable.

5.3.2 EQ 10 Have the EU structural and investment fund as well as EaSI been used or are planned to be used to implement the requirements of the Recommendation and how? If not, what are the reasons/barriers to use of ESIF for the target group?

The use of the ESI Funds and EaSI has been assessed through assessing projects for reforms/measures being co-funded by European Social Fund/planned to be funded, projects funded by EaSI supporting the implementation of the Recommendation, Projects with other EU funding as well as barriers/drivers to mobilising ESI funding for long-term unemployment measures.

The assessment is based on:

- Secondary sources
- Case studies

Table 18 Long-term unemployed ESF participants (2015-2017) illustrates cumulative data on ESF participants. Data for 2017 therefore includes participants in 2016 and 2015. For most countries, the amount of yearly new long-term unemployed-participants increases.

Table 18 Long-term unemployed ESF participants (2015-2017)

	Total cumulative LTU participants			% LTU of all unemployed participants	Yearly new LTU participants	
	2015	2016	2017	2017	2016	2017
AT	7.180	12.427	19.426	41,4%	5.247	6.999
BE	76.393	140.882	224.844	49,0%	64.489	83.962
BG	310	3.738	20.885	39,6%	3.428	17.147
CY	312	359	2.768	36,5%	47	2.409
CZ	4.905	5.057	39.507	63,4%	152	34.450
DE	43.697	93.554	181.078	56,3%	49.857	87.524
DK	69	247	1.050	47,4%	178	803
EE	239	6.110	13.890	58,1%	5.871	7.780
EL	31.898	54.926	154.562	64,7%	23.028	99.636
ES	57.769	153.439	379.463	19,2%	95.670	226.024
FI	2.542	11.007	22.549	59,7%	8.465	11.542
FR	155.594	249.986	443.121	34,4%	94.392	193.135

HR*	0	47	771	5,9%	47	724
HU	1.768	10.250	37.080	20,2%	8.482	26.830
IE	41.999	71.035	86.750	45,9%	29.036	15.715
IT	50.969	160.936	528.962	36,1%	109.967	368.026
LT	7.078	15.759	25.413	27,0%	8.681	9.654
LU	82	250	646	30,9%	168	396
LV	5.355	13.115	27.630	39,0%	7.760	14.515
MT	15	134	1.419	59,9%	119	1.285
NL	31.859	42.760	42.760	63,0%	10.901	0
PL	40.282	84.162	238.344	41,1%	43.880	154.182
PT	13.530	14.521	32.377	15,6%	991	17.856
RO ⁺	0	0	5	4,9%	0	5
SE	632	3.115	11.115	31,7%	2.483	8.000
SI	0	4.626	12.866	64,1%	4.626	8.240
SK	2.336	35.412	80.611	50,7%	33.076	45.199
UK	2.820	7.117	36.106	37,8%	4.297	28989
Total EU	581.648	1.196.987	2.668.015	34,6%	617.354	1.444.055

Note: Data are cumulative participations. Data for 2015 therefore include participations from 2014. The % long-term unemployed is the share of long-term unemployed among all unemployed ESF participants.

*Source: These figures have been extracted from the Annual Implementation Reports (AIR), end September 2018, and are still provisional. The data are the sum of long term unemployed participants in the themes educational and vocational training, Social Inclusion and Sustainable & Quality Employment. These are respectively thematic objectives 10, 9 and 8. * For Croatia, a slow take up in participations is caused by the lack of a regional strategic framework ex ante. +In Romania, problems with IT-systems, data exchange and a focus on setting up the program caused delays (AIR 2017).*

This illustrates that at least between 2016 and 2017, the number of long-term unemployed participants in ESF programs has increased, which should be expected as the programming has progressed and is mid-way. The cumulative number of participants until 2017 was almost 2.7 million long-term unemployed, constituting a share of 34,6% of all unemployed participants, and accounting for 17,8% of all ESF participants. In 2007 to 2013, the share of long-term unemployed among unemployed participants was 28,2% and amounted to 8,8% among all participants. This is an indication that the ESF is increasingly effective in reaching the long-term unemployed. It is also interesting to note that for certain countries with a high number of long-term unemployed ESF participants, the share of ESF participants who are long-term unemployed is relatively low, for example in Spain.

The study finds positive signs that ESF is being increasingly used to support the long-term unemployed. However, the participation rates do not necessarily mean that ESF is being used to implement measures in line with the Recommendation. In the case studies this was explored and there are clear indications that ESF is being used to support ALMP towards long-term unemployed in general, as well as specific initiatives undertaken in response to the Recommendation. In Slovakia, ESF is used to implement all measures outlined in the Action Plan to Promote the Integration of the Long-Term Unemployed in the Labour Market, which was developed in 2016 as a direct response to the Recommendation and which builds upon the pre-existing National Employment Strategy. The Action Plan has contributed to a stronger focus on the measures outlined in the Recommendation (especially with regards to profiling and the provision of individualised support for the long-term unemployed) and to the prioritisation of available ESF funds to support long-term unemployment measures in line with the Recommendation.

In Italy, ESF resources were particularly important to foster the implementation of the Recommendation at the regional and at the local level: ESF co-financed 27 large projects – limiting analysis only to those financed with more than 1 million – specifically devoted to strengthening institutional ability of the local PES and/or supporting the long-term unemployed.⁵¹ Yet these programs of considerable size tended to be concentrated in only a few regions – especially Emilia Romagna, Piemonte and Liguria – whereas other regions, such as Campania or Sicilia, notwithstanding the higher incidence of long-term unemployment, did not have any similar projects. Less costly ESF co-founded projects were indeed similarly relevant at the local level, supporting in particular coordination between social and labour market programs.

Support for the implementation of the Council Recommendation is mainly provided through the ESF in Romania, where the ESF programme includes specific objectives for increasing PES institutional capacity. This is realised through the adaptation of PES structures at national and territorial level by introducing new tools, systems, procedures, services, mechanisms, etc. on labour market needs and dynamics; matching demand with labour supply; monitoring of relevant labour market indicators; monitoring and evaluation of services; development of a database with NEETs, long-term unemployed, vulnerable groups and to increasing the satisfaction of PES clients, diversity and scope of service to employers and jobseekers. ESF funded projects addressing the modernisation of the relationship between the PES and employers (about EUR 25 million) are planned but have not been contracted yet.

⁵¹ Source <https://opencoesione.gov.it/it/>

The ESF has been used in Germany to fund additional services and to test new approaches and measures given that it cannot replace national level funding. Stakeholders at federal and regional levels referred to that fact that the ESF has been used frequently to initiate and probe pilot programmes both at federal and at state level and for different purposes. The ESF is used to ensure a more comprehensive and individual support for long-term unemployed, for example, there are two federal ESF-programmes with the aim of supporting the integration of long-term unemployed into a company by means of financial incentives for employers and intensive coaching for long-term unemployed.

In Greece the ESF has been used in the design and implementation of active labour market policies, with the operational programme "Human Resources Development, Education and Life Lifelong Learning" co-financed by the ESF and aiming to inter alia combat unemployment. The main beneficiaries of the planned actions of the OP include young people who are NEET, long-term unemployed, women, unemployed with low qualifications and unemployed 30-44 years. A concrete example of the contribution of ESF funds in programme implementation is the Kinofelis programme which since 2011 has provided for placements for the long-term unemployed in posts, with a value added for society, in municipalities.

Based on research conducted for this evaluation it has not been possible to identify any specific barriers for using ESF to support the implementation of the Recommendation.

5.4 Relevance

The study findings show a broad consensus in terms of the policy relevance of the Recommendation. The relevance remains high given that long-term unemployment remains above pre-crisis levels in some Member States, the very long-term unemployment rate is declining very slowly and the share of long-term unemployment in total unemployment remains high in several Member States.

There is variation when it comes to the relevance of the particular measures proposed in the Recommendation when applied against the backdrop of different country contexts. As can be expected, in Member States with well-developed national policy and measures to address long-term unemployment the Recommendation has been less relevant, and a higher relevance can be seen in Member States with less developed policy and measures in place to address the issue of long-term unemployment.

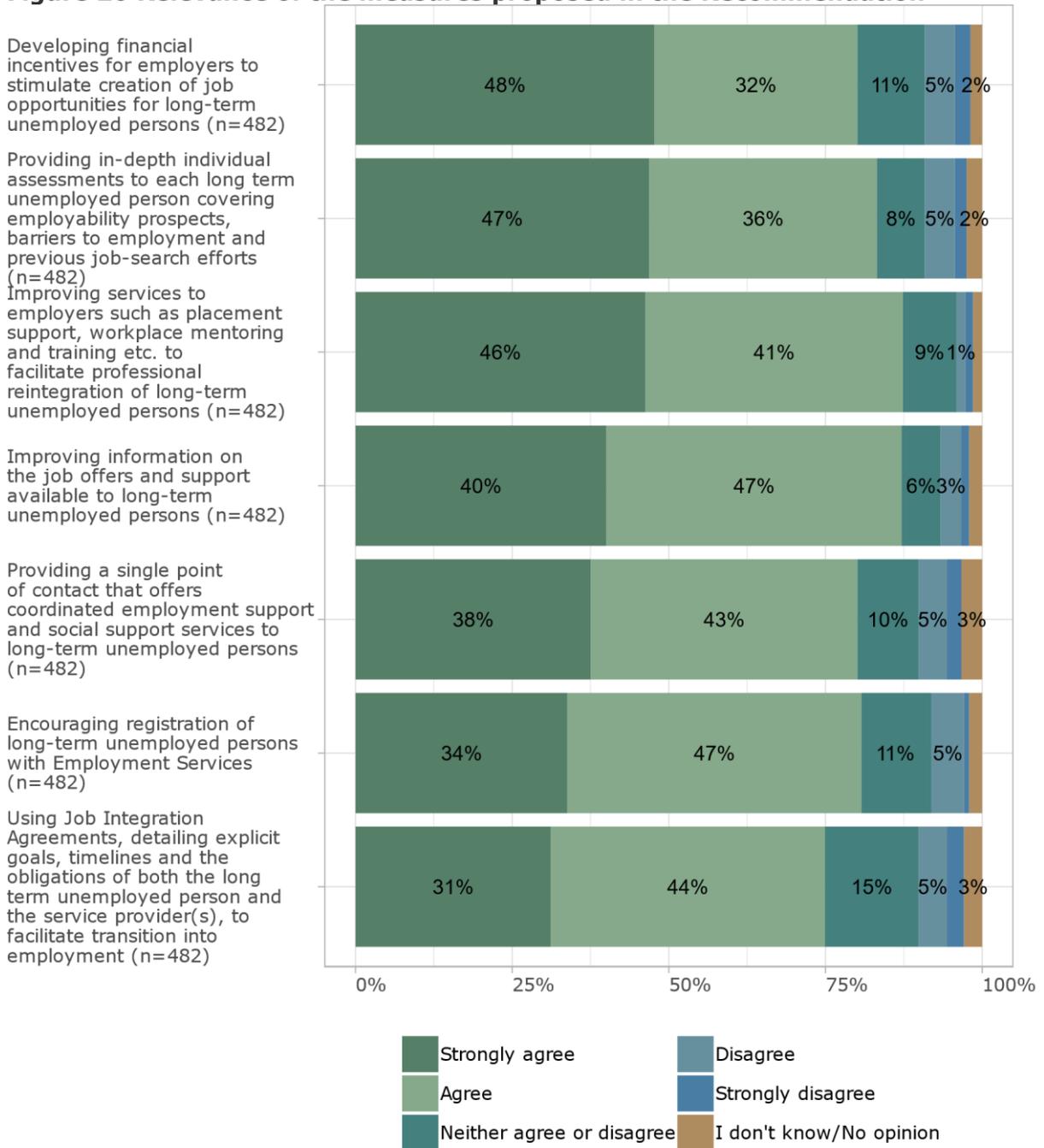
5.4.1 EQ 11 How do the measures proposed in the Recommendation correspond to the goal of integration of job seekers in the labour market?

For countries with more well-developed approaches to supporting the long-term unemployed the Recommendation has been less relevant. The Recommendation appears to have had greater practical relevance, both as a source of motivation and inspiration in policy design in Member States with less well-established support mechanisms. In sum, the overall relevance of the Recommendation in terms of its thematic scope can be confirmed when we consider the ongoing prevalence of long-term unemployment as an interrelated employment and social issue in all Member States. The practical relevance of the Recommendation however varies greatly depending on the national context in which it has been received. This is in line with the expectations prior to the Recommendation was adopted, e.g. that the measures proposed were not equally relevant to all Member States, depending on their starting point.

Respondents to the OPC were asked for their views on the relevance on the different measures included in the Recommendation. Of the 482 respondents, at least 75% agreed that these measures were relevant to support long-term unemployed towards employment. The overrepresentation of respondents from Bulgaria (representing 30% of all respondents) affected the overall view given on the relevance of the proposed measure to provide in-depth individual assessments (excluding responses from Bulgaria sees an overall increase in support for the provision of individual assessment as a relevant part of the Recommendation).

Looking to different responses given by respondents according to whether they represented "regional/local", "national", and "EU" levels did not see strong variation in views with regards to the relevance of the different measures proposed in the Recommendation. Responses were not completely uniform across different respondent groups however, with key examples of variation including views on the relevance of measures to improve services to employers, to which respondents from the EU-level were more likely to agree with this measure compared to the overall average. Similarly, national-level respondents were slightly more likely to agree that encouraging the registration of the long-term unemployed was a relevant measure compared to the average of all responses. Responses were also analysed according to the employment situation of respondents, showing no strong differences (see Annex 5 OPC).

Figure 26 Relevance of the measures proposed in the Recommendation



Source: Ramboll based on the results of the Online Public Consultation on The Council Recommendation of 15 February 2016 on the Integration of the Long-Term Unemployed into the Labour Market.

When asked whether the Recommendation should pursue other measures to help the long-term unemployed find a job, 60% of respondents indicated that they believed the recommendation should *not* pursue other measures, whereas 40% indicated that they believed it *should*. Of those who indicated that the Recommendation should pursue other measures, the majority (64%) were from the EU level. Of respondents who opted to give further detail regarding their view that the Recommendation should be revised in some way, over a quarter (28%) indicated that Recommendation should provide measure to improve training and recognition of education for long-term unemployed. Overall though, and as the figure above shows, respondents to the OPC were in broad agreement that the Recommendation comprised a series of relevant measures.

In terms of overall relevance both social partners and civil society representatives interviewed were supportive of the Recommendation in light of the ongoing need to focus efforts on alleviating the issue and its causes in Europe. Responses from interviewees were similar in underlining the ongoing relevance of the Recommendation, with praise given from employers' organisations and civil society alike with regards to the importance of the individualised approach advocated as well as the need for different service providers to work together to support the long-term unemployed.

In the case studies, no Member States' stakeholders claimed that long-term unemployment was no longer an issue or that they were not continuing to implement measures in an effort to alleviate the issue, as such the Recommendation continues to be – at least in terms of its thematic focus on long-term unemployment – highly relevant to the countries in which case studies have been conducted so far.

In some countries however – notably Germany and Finland – national experts emphasised the degree to which national level efforts were already fulfilling and, in many cases, surpassing the measures included in the Recommendation. As such they did not regard the Recommendation as a series of practical measures, to be relevant for their country context.

In Italy, the contents of the Recommendation were important for at least two different reasons: it contributed to creating awareness regarding the weaknesses of the Italian system to support the labour market integration of the long-term unemployed (e.g. it legitimized traditional claims by high level bureaucrats and experts regarding the necessity to invest more resources in this policy field); and it provided a clear multi-dimensional framework as well as a policy agenda to Italian policy-makers specifically designed to solve such weaknesses.

In Romania, set against the backdrop of declining population levels, an ageing population, as well as particular challenges faced by groups including the Roma population, women and people with disabilities, the measures included in the Recommendation are assessed relevant in their aim to provide support to some of the most socio-economically vulnerable people.

In Croatia, as well as Slovakia, the Recommendation was also seen as aligning with national concerns surrounding long-term unemployed, but there was also a more proactive approach to the practical implementation of measures included. This is arguably indicative of the relevance of the Recommendation not only in terms of subject matter relating to long-term unemployment as a broad theme but also in terms of the 'nuts and bolts' of the particular approaches it suggests, which is not so evident in other case study countries.

In sum, the Recommendation was clearly thematically relevant in all case study countries given ongoing social and employment challenges relating to long-term unemployment. However, in practical terms the Recommendation was, and continues to be, more relevant in Member States with less developed systems to provide support to long-term unemployed.

5.4.2 EQ 12 Are the provisions of the Recommendation still relevant in the current state of labour markets and social situation in the EU?

As discussed in Chapter 2.1 of this report there are still strong differences between Member States in terms of long-term unemployment rates and long-term unemployment -shares among all unemployed. In some Member States the rates remain very high (Italy, Greece, Spain) and the economic recovery has not translated into markedly higher transition rates to employment among long-term unemployed. The same is true within Member States, with large discrepancies between regions in some countries.

In Member States with slow growth and stagnant labour markets, the Recommendation continues to be relevant to ensure that long-term unemployed receive the support or activation needed to enter the labour market. In Member States with a more dynamic labour market, the Recommendation is relevant to ensure that services are provided to marginalised and vulnerable groups, at higher risk of unemployment. This will be a particular challenge in coming years, as several Member States struggle to integrate large groups of immigrants (often young men) into the labour market and society.

EQ 12.1 Would a revision of the Recommendation be necessary (e.g. extended to other groups of jobseekers or delivery organisations, setting other timeframes for intervention)?

The study has few findings suggesting a revision of the Recommendation. A few interviewees (largely civil society organisations) gave suggestions for how the relevance of the Recommendation could be increased. For example, two civil society organisations expressed the view that 18 months was too late a cut off point for establishing links with the long-term unemployed. Whilst there is broad agreement that a focus on how to provide effective individualised support for the long-term unemployed is a highly relevant focus, the state of the labour market and what specifically is causing long-term unemployment is not addressed by the measures included according to one civil society organisation and one social partner.

The views from stakeholders relate to a perception that the Recommendation has a broader scope than intended. The long-term unemployment definition in most Member States is lower than 18 months (commonly 12 months), and the structural issues causing long-term unemployment is addressed through other instruments such as the European Semester. Still, the remark is notable since it illustrates the difficulty in taking programmatic and more holistic approaches on a policy level to address complex problems.

5.4.3 EQ 13 What are the stakeholders and citizens expectations for the role of the EU in reinforcing support to the long-term unemployed?

With regards to the role of the EU, most interviewees (from both groups) were of the opinion that realistically, responsibility for the implementation of the Recommendation lies with the Member States and that the EU is limited in terms of what it can do from the supranational level. Suggestions were however made with regards to what the EU could do.

A common view expressed by two social partners and two civil society organisations was the point that the main role of the EU should be in monitoring follow up on implementation of the Recommendation at Member State level and applying pressure where not much progress is being made. Additional suggestions also included greater involvement of the EU in promoting cultural shifts to break down stigma towards the long-term unemployed (one civil society organisation), and facilitating knowledge sharing and exchange between Member States on the implementation of the measures outlined in the Recommendation.

5.5 EU added value

There are indications that the Recommendation contributed to prioritisation of long-term unemployment. It is not possible to establish with available quantitative whether funding/resources allocation to support long-term unemployed has increased, but the Recommendation likely influenced what measures Member States focussed on in their efforts to tackle long-term unemployment. In Member States where the Recommendation was expected to have a high impact, it is plausible that it influenced national policy and priorities. In Member States with well-developed systems, the influence was limited. The Recommendation has likely helped putting/keeping long-term unemployment high on the agenda at the European level and in Member States. If the Recommendation was repealed, it is likely Member States would continue the work started and the policy learning to address long term unemployment.

5.5.1 EQ 14 Has the Recommendation influenced the national level in prioritising the long-term unemployment measures in the programming and delivery of active labour market policies and in the overall resource allocation towards employment or social services?

The mapping and other evidence used in the study (see Annex 6 Secondary data) clearly show that policy progress has taken place in Member States. The progress is stronger for countries which had a less policies and measures in place to tackle long-term unemployment when the Recommendation was adopted.

It is difficult to answer if this progress in assessment of the quality of policy areas is part of a more general trend and would also have taken place without the Recommendation. In the PES Questionnaire a direct question on this indicates that the effects of the Recommendation should not be overrated (see Annex 6 Secondary data).

This is also confirmed by the fact that some output indicators, like the registration rate and the expenditures on active labour market policy do not point to an increase, although the latter suffers from the limitation of a strong time-lag in the data (latest data from 2016). One trend which is in line with the Recommendation is that the relative importance of category 1 (services) has increased, which can be interpreted as in line with the Recommendation. On the other hand, expenditures on category 4 (employment incentives) are not relatively growing stronger than for category 6 (public works/direct job creation), which would be in line with the importance attached to employer involvement in the Recommendation. However, the study is lacking more recent data to test these trends. This limitation also counts for data on activation rates. Activation rates between 2014 and 2016 and 2015 and 2016 point to increase for a majority of (available) countries. We lack data for 2017, but if we assume the lifelong learning indicator from the LFS is a proxy for one element, participation in ALMP-training, then the participation has increased between 2016 and 2017. The implementation of the Recommendation will take time. The more recent data available the better the possibilities to test if relevant changes in output and result indicators can be detected.

Output indicators (like the registration rate, JIA-participants, activity rates, ESIF-participants) are relatively more directly influenced by policy making and less influenced by other intervening factors than result indicators, like the transition rates and the long-term unemployment rate. The study is therefore very careful drawing conclusions based on trends in result variables.

Transition rates of long term unemployed into employment and Long-term unemployment rates have improved since 2014 for most countries. In most cases correlation-coefficients show that improvements in Long-term unemployment rates and transition rates into employment are positively related to changes in mapping scores. But in many cases these correlation coefficients are rather small and not statistically significant.

To sum up, some output indicators (like long term unemployed participation in lifelong learning, JIA) show progress, while others, mainly the registration rate and ALMP-expenses, show little progress. Result variables move favourably, but this goes parallel with the business cycle. After a correction for this for the long-term unemployment rate, at least for few countries, there is a favourable break in trend after the baseline, but these are not specifically countries with larger policy changes in the mapping. More in general the study finds only weak tangible linkages between policy changes and changes in result and output variables. But the complexity of potentially many intervening factors can play a role here, especially with regards to the result variables.

The qualitative data gathered in the study points towards that the Recommendation influence policy in Member States which had weak policy or measures in place to address long-term unemployment. Taken together, this leads to a conclusion that it is likely the Recommendation influenced policy prioritisation to deliver support to employment and social policy towards long-term unemployed.

5.5.2 EQ 15 What is the added value of the Recommendation as compared to the initiatives that Member States would have taken in the absence of it?

The findings in the study does not allow for a clear answer to the question, and no counterfactual exist. Case studies explored the potential EU added value of the Recommendation. Finland and Germany there is little evidence of EU added value due to the conclusion that measures were already in place or likely would have been developed without the Recommendation. In most other case study countries however the Recommendation is credited with placing greater focus on the issue of long-term unemployment, in some cases moving the issue up the national agenda and helping to advance ideas that had been in the developmental stage (e.g. Croatia, Romania).

In targeted interviewees were asked for their views on the EU added value of the Recommendation. Most interviewees from each group (i.e. social partners representing employer's associations, and civil society organisations) underlined the value of the Recommendation in placing long-term unemployment on the policy agenda and acting as a key guide on measures to improve the situation.

It appears likely that Member States would have taken measures also in the absence of the Recommendation, to address the issue of long-term unemployment. It may be that the measures had been different, or less focussed, if the Recommendation had not been adopted to guide the process. The knowledge sharing between Member States is also an important aspect which contributes to policy learning and development.

EQ 15.1 What would be the likely consequence if the Recommendation would be repealed?

If the Recommendation was repealed, the Member States would most likely continue implementing policy to tackle long-term unemployment. It would send a strange signal at a policy level, which could eventually lead to a down prioritisation over time of support to long-term unemployed and vulnerable groups on the labour market.

Repealing the Recommendation was seen as negative by all interviewees in the targeted consultations and did not appear even a possibility.

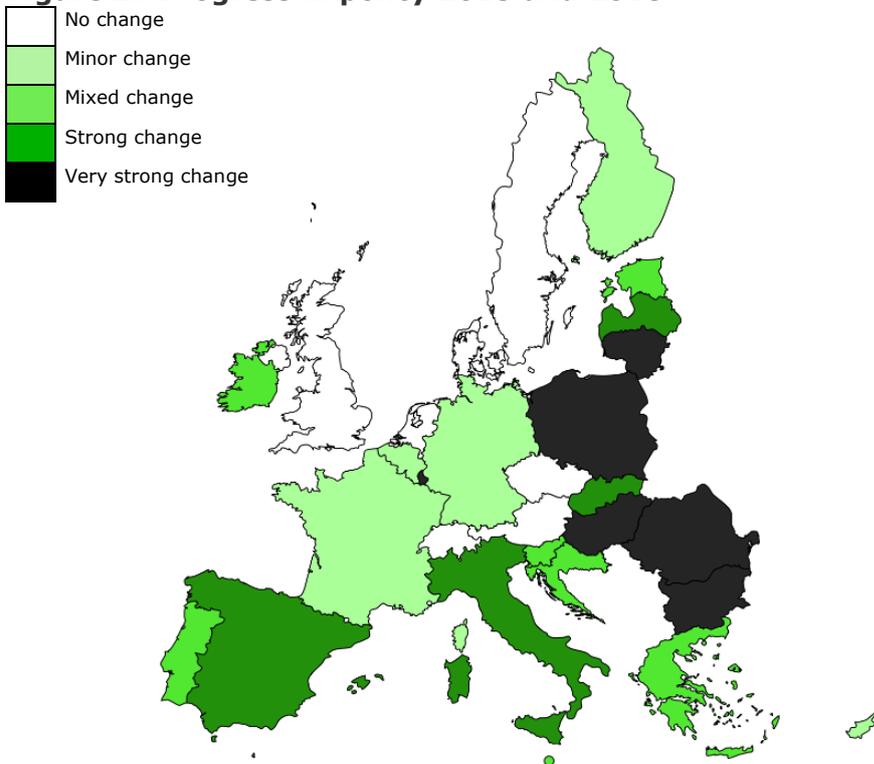
6. Conclusions and recommendations

In the conclusions the study aims to answer the two overall research questions outlined earlier; the degree to which the Recommendation was effective in having an impact on the national policies, and the degree to which the measures recommended are in fact effective in tackling the problem of long-term unemployment when applied at the national level.

6.1 Did the Recommendation influence national policy?

The study provides clear evidence of progress and improvements in policy fields related to the Recommendation. This progress is stronger for countries which had a less favourable starting position in terms of quality of measures.

Figure 27 Progress in policy 2015 and 2018



Source: mapping exercise task 1 & Eurostat

Note: Countries with no change show no changes in the mapping exercise for any policy area. Countries with minor change show improvement in 1 policy area. Mixed change is change in 2 or 3 policy areas. Strong change is change in at least 4 out of 5 policy areas with at most 1 policy area showing an improvement stronger than 1 point. Very strong change is change in at least 4 out of 5 policy areas with at least 2 policy areas showing an increase stronger than 1 point.

The expectations outlined in the Staff Working Document accompanying the Recommendation (2015) are in the process of being fulfilled, even though much work remains in Member States to fully implement the proposed measures.

However, the study cannot firmly link developments and changes in relevant policy areas to the Recommendation. It is possible that the developments are part of a more general trend and would also have taken place without the Recommendation. The improving labour market situation in many countries has also contributed to a higher focus on long-term unemployed, as labour shortages arise and resources in the public employment system were less pressured by overall high unemployment rates. While the measures implemented are aligned with the Recommendation, the knowledge and awareness of the Recommendation is fairly limited at national level.

There was also a tendency for national stakeholders to “downplay” the importance or influence of the Recommendation in interviews and consultations. Often improvements and changes were attributed more to already existing national plans and strategies, than to the Recommendation. This was naturally the case in Member States with more well-developed support measures for long-term unemployed in place already, but also in some Member States with less developed systems. It is therefore difficult for the study to make a strong judgement on the influence of the Recommendation on national policies. It can however be concluded that many of the measures proposed were indeed implemented where they did not exist before, and that several Member States improved or strengthened existing measures, in line with the Recommendation. This points towards concluding that the Recommendation did influence Member States’ priorities in providing support to long-term unemployed.

Where progress had been limited, or where measures were not prioritised, it was mainly related to contextual factors. The main factor was a lack of financial and human resources in national, regional and local administrations. The speed of implementation has also been influenced by institutional set-up. In Member States with centralised systems, such as Romania, laws have been passed implementing measures such as Job Integration Agreements and SPOC, but measures are not yet implemented or functional at an operational level. In more decentralised systems, such as Italy, implementation of measures is complicated by the fragmented nature of the set-up, with multiple levels of governance, and the implementation varying between regions and local levels. Another factor influencing implementation are the unemployment levels, as in Member States with very high overall unemployment (for example Greece and Italy), resources in the PES are strained and caseloads very high both for unemployed and long-term unemployed.

6.2 Were the measures effective?

The study has analysed the early results of the measures implemented, by looking at the outputs and results of the measures implemented. While the policy changes implemented likely have been influenced by the Recommendation, the link from measures to outputs and results is more difficult to establish and verify.

Output indicators (like the registration rate, long-term unemployed with job-integration agreement, activation rates, ESIF-participants) which are directly related to policies implemented, show positive change over the time period. For most indicators there is an increasing trend, the exceptions are coverage of registration and ALMP expenditures, which are not developing as expected or intended.

Results indicators like the transition rates and the long-term unemployment rate are more influenced by other intervening factors than output indicators. Transition rates of long term unemployed into employment and Long-term unemployment rates have improved since 2014 for most countries, however the development is closely connected to the business cycle. After a correction for business cycle for the long-term unemployment rate there is a favourable break in trend after the baseline in 2014 for some Member States but these are not specifically countries showing strong progress in the policy areas. In general, the study finds weak linkages between policy changes and changes in result and output variables.

However, the complexity of potentially many intervening factors and the limited time span plays a role, especially with regards to the result variables. A more robust assessment on the effectiveness of different measures should be done when more complete data covering a longer time period is available.

6.3 Were there any differences between measures?

Overall, the findings show that Member States have implemented measures in line with the spirit of the Recommendation. The Recommendation was effective in particular with regards to individualised support and consistency in the support offer, influencing Member States to invest in more personalised support offers with individual assessments (including profiling), Job Integration Agreements often with increased frequency of contact or follow-up. Improved coordination of support and Single Point of Contact has been and remains a challenge in several Member States, as it involves different institutions and governance levels, legal issues in terms of data sharing and to some extent, also culture change in the administrations. In countries with high overall unemployment, the link between support to long-term unemployed, employment creation and support to employers is often weak.

6.4 Recommendations

On the basis of the conclusions set out above, the following recommendations are made in relation to the main headings presented below:

6.4.1 Individualised Approach: Ongoing Support

There is a broad consensus on the value of offering individualised support in a holistic way as a means to support the long-term unemployed. There should therefore be a continued EU-level emphasis and focus on the individualised approach at Member State level. Looking back to and reflecting on past successful projects and good practices will be an important aspect of continuing this kind of support going forward.

Also taking this point further, it is important that individualised support continue to be provided to the long-term unemployed even after they have entered employment. This may be delivered via coaching or ongoing training by a workplace mentor or counsellor. Whereas re-entering the labour market is an important goal for the long-term unemployed and the key focus of the Recommendation, ongoing support within the workplace is key to increasing the chances of the sustainability of this transition.

6.4.2 Improved coordination and Single Point of Contact

As outlined in the report, the establishment of Single Point of Contact has been challenging in Member States. A more common understanding of the concept is emerging, and further efforts are needed to support Member States improving the coordination of support. The Recommendation's contribution can be further strengthened through more knowledge exchange and sharing of good practices between Member States, also including how obstacles such as legal framework can be overcome.

6.4.3 Employers: Closer Links and Tackling Stigma

Securing employer buy-in is a critical part of the integration of the long-term unemployed into the labour market given that stigma still exists surrounding the recruitment of the long-term unemployed. Although the Recommendation includes specific detail on establishing closer links with employers more could be done to establish links between employers themselves as a way to break down misconceptions and fill knowledge gaps regarding the recruitment of the long-term unemployed e.g. in relation to wage subsidies the processing of which may initially seem complicated.

Measures to foster greater employer engagement may be through the establishment of formal and informal employer networks at both European and Member State levels with a specific focus on the reintegration of the long-term unemployed. This may involve enlisting employers with experience hiring formerly long-term unemployed staff members to speak concretely about the process as a way to make recruitment seem more realistic for those who may be hesitant or simply unaware of the requirements to take on someone who has been out of work for an extended period of time.

Additional measures may also include EU-level guidance on job carving wherein employers work with public employment services and long-term unemployed individuals to customise job duties to make the most of individual skills in a way that works for both employer and employees. As outlined above (section 6.4.1) emphasis should be placed on support both before and after employment has been found as a way to not only help the long-term unemployed individual but also to make the process more straightforward and crucially appealing for employers.

6.4.4 Take into account the context and institutional landscape

While the Recommendation has been successful in being relevant in almost all Member States, the lack of specific or targeted recommendations in different institutional contexts has hampered implementation of the proposed measures. Going forward, it may be relevant to “group” or “cluster” Member States, giving more similar Member States the opportunity to exchange experiences closer to the actual situation and institutional context. The exchange of good practices should avoid setting a “gold standard” which is inherently difficult to achieve, as the development of institutions, organisations and capacity takes time and is more of incremental nature than big-bang reform initiatives.

6.4.5 Skills

The Recommendation recognises the importance of skills (e.g. possession of relevant skills and problem of skills erosion etc.) but it does not include specific recommendations relating to them. As such the Recommendation should be promoted to Member States alongside other complementary measures as a way to make clear the importance of skills recognition particularly in the case of the long-term unemployed who may need to draw on voluntary and other informal experiences when outlining their capacities.

Annexes

Annex 1: Evaluation matrix

Evaluation Questions and sub-questions	Indicators / Descriptors	Data collection	Judgement criteria/norm	Type of question/Analytical approach
Effectiveness				
1. Has the coverage of registration of job seekers to employment services increased thanks to the adopted Recommendation?	Share of LTU over 25 registered with PES by gender (2016 and 2017)	Task 6: Monitoring data (LFS)	An increase in share of registered LTU can be observed, in Member States and at EU level	Normative question, triangulation of sources, with quantitative data (statistics) and QDA ⁵² .
	Share of LTU over 25 registered with PES (2012-2015)	Task 6: Statistical data (LFS)	Growth rates (changes/trends) in the LTU	Exploration and analysis of explanatory and contextual factors for changes observed
	Stakeholders link policy changes to the Recommendation	Task 2: Case studies Task 3: Seminars Task 4: Public consultation Task 5: Targeted consultation	Evidence confirms linkages (or no linkages) between the Recommendation and observed changes. Absence of (strongly evidenced) alternative explanatory or contextual factors	
	LTU and stakeholders link registration to improved PES service offering	Task 2: Case studies Task 5: Targeted consultation		
	Alternative explanatory factors	Task 2: Case studies Task 3: Seminars		

⁵² Qualitative Data Analysis

		Task 5: Targeted consultation		
1.1 What measures have been taken to increase registration of long-term unemployed including specific/targeted measures to improve outreach to long-term unemployed furthest away from the labour market?	<p>Evidence of measures taken to:</p> <ul style="list-style-type: none"> - Provision of information to non-registered people on the support available - Outreach actions (Marketing and information campaigns) - Specific provisions for discouraging de-registration - New service offerings to non-registered people - Multi-channel possibilities for initial registration (online registration, telephone...) - Financial incentives to register - Financial penalties for non-registration - Change in eligibility for activation measures 	<p>Task 1: Mapping change Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation Task 6: EMCO review</p>	Measures have been introduced where previously did not exist/corresponding to needs Measures have been planned where did not previously exist, corresponding to needs	Normative question, triangulation of sources, with quantitative data (score board) and QDA.
1.2 Are there any good practices?	Evidence of cost effective measures which proved successful in increasing registration of LTU	<p>Task 1: Mapping change Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation Task 6: Desk review incl. JER, PES reports</p>	Successful measures (in terms of tangible increase in registration of LTU) which could be replicated by sharing lessons learned	Explorative question, QDA
*1.3 Are there any practices, to be avoided?	Measures which did not generate the intended results (increased registration)	<p>Task 1: Mapping change Task 2: Case studies</p>	Practices leading to no or minimum increase in registration compared to cost or compared to disruptions in the	Explorative question, QDA

		Task 3: Seminars Task 5: Targeted consultation	process	
2. To what extent are the different groups in need (by age, gender, origin, skills) reached by the measures at Member State level? ⁵³	Evidence of targeted measures to different groups in need	Task 1: Mapping change Task 2: Case studies Task 4: Public consultation Task 5: Targeted consultation	Targeted measures have been planned or implemented where did not exist before	Normative question, triangulation of sources, with quantitative data (score board/statistics) and QDA. Exploration of contributing factors, good practices.
	<u>Supplementary (contextual) indicators:</u> <ul style="list-style-type: none"> - Long term unemployment rate of the adult working age population (as % of active population 25-64) by educational level (low-medium-high according to ISCED 2011 classification) (LFS) - Long term unemployment rate of the adult working age population (as % of active population 25-64) by gender - Long term unemployment rate of the adult working age population (as % of active population 25-64) by age (25-55 and +55) 	Task 6: Monitoring data (LFS)	Targeted measures introduced reflect the needs in the Member States	
2.1 Do the employment services conduct an individual assessment of the job seeker within 18 months?	Evidence of measures requiring an individual assessment within 18 months Share of LTU with an individual assessment within 18 months Evidence of changes in guidelines, trainings, upgrading of staff skills in PES	Task 1: Mapping change Task 2: Case studies Task 5: Targeted consultation Task 6: Monitoring data (EMCO)	An individual assessment is made/offered within 18 months on unemployment	Normative question, triangulation of sources, with quantitative data (score board) and QDA.

⁵³ The EMCO administrative data/LFS data on LTU registered does not appear to allow for breakdown between these groups. If it can be accessed, the actual output (change in registration rates) should be included.

2.2 Have job integration agreements (JIAs) mechanisms been set up within 18 months and how were they used?	Evidence of measures requiring a job integration agreement within 18 months Use of job integration agreements	Task 1: Mapping change Task 6: Monitoring data (EMCO Administrative data)	Job integration agreements are made within 18 months of unemployment	Normative question, triangulation of sources, with quantitative data (score board) and QDA.
	Use of job integration agreements	Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation	N/A-explorative	Explorative question, triangulation of sources, QDA
2.3 Has the mutual obligation principle been implemented in JIA	Existence of JIA definitions and mutual requirements Stakeholder opinion on how were the mutual requirements implemented in reality (case studies)	Task 1: Mapping change Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation Task 6: Monitoring data (EMCO Administrative data)	JIA describe the service offering; counselling, financial assistance and social services, and describe the commitment required from the client in return. Stakeholders confirming the application of mutual requirements in reality	Normative question, triangulation of sources, with quantitative data (score board) and QDA. Focus groups
*2.4 Which type of measures outlined in the JIA aiming to enhance the integration and employability of the LTU in the labour market have proven most effective so far?	Stakeholders/target groups assessment of which type of measures in JIAs are most effective for different LTU profiles	Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation	Stakeholder views converge	Explorative question, triangulation of sources, QDA.
2.5 Is the implementation and follow-up regularly monitored?	Existence of follow-up/monitoring at national/regional/local level	Task 1: Mapping change Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation Task 6: Monitoring	Implementation measures are monitored in line with the monitoring and evaluation guidelines in the 2016 <i>Practitioner's toolkit to assist the implementation of the LTU Recommendation</i>	Descriptive question, triangulation of sources, with quantitative data (score board) and QDA.

		data (EMCO)		
*2.6 Are evaluations planned at Member State level of measures targeting LTU	Existence of evaluation plans at national/regional/local level Type of evaluations planned (focus and design)	Task 1: Mapping change Task 2: Case studies Task 5: Targeted consultation	Evaluations are planned to feed into the further development of measures	Descriptive question, triangulation of sources, with quantitative data (score board) and QDA.
*2.7 Does the administrative data available on LTU allow for a future counterfactual impact evaluation (CIE)?	Availability/accessibility of micro-data Possibilities to construct a counterfactual group Capacity/manifest interest to conduct a CIE	Task 1: Mapping Task 2: Case studies Task 5: Targeted consultation	N/A	Descriptive (non-evaluative) Definition of changes needed to enable future CIE
*2.8 Have there been any unintended, negative or positive, effects of the implementation of the Recommendation?	Evidence of negative unintended effects Evidence of positive unintended effects	Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation	Few negative effects identified	Explorative, QDA
3. Which arrangements have been put in place to set up the single point of contact (SPOC)?	Existence and types of arrangements put in place to provide SPOC	Task 1: Mapping change Task 2: Case studies Task 4: Public consultation Task 5: Targeted consultation Task 6: Monitoring data (EMCO) + EMCO review	Arrangements provide a SPOC to the long-term unemployed persons, where it did not exist before What holds back the establishment of SPOC?	Normative question, triangulation of sources, with quantitative data (score board) and QDA.
3.1 To what extent are early effects visible of the single point of contact?	Visible effects at local levels where SPOC has been established (increase in clients, increased coordination and cooperation, more integrated support services)	Task 2: Case studies Task 5: Targeted consultation	Administrative data (local level) evidence effects of SPOC Stakeholder views converge	Normative question, triangulation of sources, QDA.

	Stakeholder/target group's views on the importance of a single point of contact			
3.1 Which formats of SPOC are most promising in terms of good practice?	Formats of SPOC which proved successful (increase in clients, increased coordination and cooperation, more integrated support services)	Task 1: Mapping changes Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation Task 6: EMCO review	Successful measures which could be replicated by sharing lessons learned	Explorative, QDA.
4. Has the coordination between employment and social services but also other providers (healthcare, childcare, housing, financial etc.) improved following the adoption of the Recommendation and if yes, how?	Change in measures/institutional arrangements to improve coordination between different agents (PES, social services, healthcare, childcare, financial etc.) Stakeholder views on the cooperation between employment and social services but also other providers (healthcare, childcare, housing, financial etc.) before and after the adoption of the Recommendation Alternative explanatory factors	Task 1: Mapping changes Task 2: Case studies Task 4: Public consultation Task 5: Targeted consultations Task 6: EMCO review	Improved coordination/institutional arrangements are planned/implemented, where did not exist before (or existing cooperation is improved) Experts and stakeholders agree that the coordination between employment and social services but also other providers (healthcare, childcare, housing, financial etc.) has improved following the adoption of the Recommendation	Normative question, triangulation of sources, with quantitative data (statistics) and QDA. Exploration and analysis of explanatory and contextual factors for changes observed
4.1 Are there good practices in such cooperation?	Successful coordination mechanisms (better integrated service offering to LTU, addressing their real needs and barriers to labour market entry)	Task 1: Mapping change Task 2: Case studies Task 3: Seminars Task 5: Targeted consultations Task 6: EMCO review	Successful coordination (better integrated service offering to LTU, addressing their real needs and barriers to labour market entry) mechanisms which could be replicated by sharing lessons learned	Explorative, QDA.
5. To what extent are the employers and social partners involved in support to the long-	Specific measures at national and regional/local levels for involvement of employers and social partners in the design/implementation of	Task 1: Mapping change Task 2: Case	Measure for involvement of partners are implemented, where did not exist before/or	Normative question, triangulation of sources, with quantitative data (score

term unemployed?	measures for long-term unemployment Stakeholder views on the level of involvement of employers and social partners in support to the long-term unemployed	studies Task 3: Seminars Task 4: Public consultation Task 5: Targeted consultations Task 6: EMCO review	improved where they existed before.	board) and QDA. Exploration and analysis of explanatory and contextual factors for changes observed
5.1 Have specific measures been taken to support employers' engagement?	Specific measures to support employers' engagement	Task 1: Mapping change Task 2: Case studies Task 5: Targeted consultation Task 6: EMCO review	Specific measures have been implemented to support (improve) employers engagement	Normative question, triangulation of sources, with quantitative data (score board) and QDA.
5.2 Are there any good practices?	Successful (employers provide opportunities to LTU integration on the labour market) engagement mechanisms	Task 2: Case studies Task 3: Seminars Task 5: Targeted consultations Task 6: EMCO review	Successful (employers provide opportunities to LTU integration on the labour market) engagement mechanisms which could be replicated by sharing lessons learned	Explorative, QDA
6. To what extent have the actions taken by the Commission contributed to the successful implementation of the Recommendation?	Evidence of actions taken by the EC Views of stakeholders on the actions taken by the EC	Task 2: Case studies Task 3: Seminars Task 5: Targeted consultations	The actions taken by the Commission have contributed to achieving the objectives of the Recommendation	Normative, QDA
6.1 What initiatives has the Commission taken to implement art. 12 to support and coordinate voluntary initiatives and alliances of companies?	Evidence of actions taken to support and coordinate voluntary activities	Task 5: Targeted consultations Task 6: Secondary data	The Commission has undertaken actions to support voluntary initiatives and alliances	Descriptive
6.2 What initiatives has the Commission taken to implement	Evidence of actions taken to support social innovation projects, through EaSI and/or other	Task 5: Targeted consultations	The Commission has undertaken actions to support	Descriptive

art. 13 to support social innovation projects, in particular through the Progress (EaSI)	EU Funds (ESIF)	Task 6: Secondary data	social innovation projects	
6.3 What initiatives has the Commission taken to implement art. 14 to monitor and evaluate the Recommendation?	Existence of a system to monitor implementation Actual use of the system to monitor implementation	Task 5: Targeted consultations Task 6: Secondary data	High quality, timely and reliable monitoring information is produced on the implementation. The monitoring information is actively used to disseminate knowledge and further strengthen implementation	Descriptive/Normative
6.4 To what extent has the way the Commission managed the implementation of the Recommendation been conducive to achieving the objectives?	Degree of consultations with MS and stakeholders Views of stakeholders on the management of the implementation	Task 2: Case studies Task 3: Seminars Task 5: Targeted consultations	The Commission has consulted actively with a broad group of key stakeholders (incl. businesses, CSOs) in the implementation of the Recommendation	Normative, QDA
Efficiency				
6. What are the costs and benefits generated by the implementation of the Recommendation for the Member States, the PES, the local administrations and stakeholders?	Costs (budget) at Member States level Costs (financial, time, resources) at organisational level (PES, Social services, other) Costs (financial, time, resources) for stakeholders/target group Benefits at Member State level (decrease LTU share, decrease LTU durations) Benefits at organisational level (PES, Social services, other) (practices improved to provide support to LTU, more effective use of resources) Benefits for stakeholders/target group (integration on the labour market, education or training, and/or sustainable activation solutions)	Task 2: Case studies Task 5: Targeted consultations Task 6: Desk review	N/A	Explorative question, triangulation of sources, with quantitative data (cost-ratios) and QDA
6.1 Are the costs proportionate to the benefits achieved?	Cost ratio per output of measures Opinion of stakeholders on if costs are proportionate to benefits achieved	Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation Task 6: Desk review	Benefits justify the costs incurred at different levels	Normative question, triangulation of sources, with quantitative data (cost-ratios) and QDA

<p>7. What were the estimated costs and benefits of improving coordination of support to the long-term unemployed and notably the cost of improving the personalised assessment and that of setting up job integration agreements?</p>	<p>Cost per individualised assessments Cost per job integration agreement Stated benefit of individual assessments (better targeted support to the LTU profile) Stated benefits of job integration agreements (clear sharing of responsibilities, compliance with JIA) Cost per transition of LTU with job integration agreement (if relevant/feasible)</p>	<p>Task 2: Case studies Task 5: Targeted consultation Task 6: Desk review</p>	<p>N/A-explorative</p>	<p>Explorative question, triangulation of sources, with quantitative data (cost-ratios) and QDA</p>
<p>Coherence</p>				
<p>8. To what extent is the LTU Recommendation coherent with other EU instruments supporting bringing people back to employment, such as the Youth Guarantee⁵⁴, the Active Inclusion Recommendation,⁵⁵ the Skills Pathways Recommendation and the country specific recommendations under the European Semester?</p>	<p>Degree of coherence (synergies, linkages and avoiding duplications) of between the objectives, recommendations and implementation mechanisms of the LTU Recommendation and:</p> <ul style="list-style-type: none"> - the Youth Guarantee - the Active Inclusion Recommendation - the Skills Pathways Recommendation - the country specific recommendations under the European Semester 	<p>Task 2: Case studies Task 3: Seminars Task 4: Public Consultation Task 5: Targeted consultation Task 6: Desk review</p>	<p>Presence of coherent objectives Lack of contradicting/overlapping provisions Presence of evidence of coherent implementation Stakeholders and experts agree that the interventions are implemented in a coherent/coordinated manner</p>	<p>Normative question, triangulation of sources, QDA</p>
<p>9. Have the EU structural and investment funds (the European Social Fund, the European Agricultural Fund for Rural Development and the European</p>	<p>Projects for reforms/measures being co-funded by ESF/planned to funded Projects funded by EaSI supporting the implementation of the Recommendation Projects with other EU funding</p>	<p>Task 1: Mapping change Task 2: Case studies Task 3: Seminars</p>	<p>EU funding has been made available and is being used to support the implementation of the Recommendation</p>	<p>Explorative question, triangulation of sources, with quantitative data (funds) and QDA</p>

⁵⁴ <http://ec.europa.eu/social/main.jsp?catId=1079&langId=en>

⁵⁵ <http://ec.europa.eu/social/main.jsp?catId=1059&langId=en>

Regional Development Fund) as well as the Employment and Social Innovation programme (EaSI) been used or are planned to be used to implement the requirements of the Recommendation and how? If not, what are the reasons/barriers to use of ESIF for the target group?	Barriers/drivers to mobilising ESI funding for LTU measures	Task 5: Targeted consultations Task 6: Secondary data		Exploration and analysis of explanatory and contextual factors for changes observed
9.1 Did the Recommendation prompt a shift in terms of LTU policy prioritisation and funding?	Evidence of change in allocation or priorities of funds at the level of Member States (reprogramming, calls for projects, project selection) Stakeholder views on the role of the Recommendations in terms of triggering a change in priorities	Task 1: Mapping change Task 2: Case studies Task 3: Seminars Task 4: Public consultation Task 5: Targeted consultation Task 6: EMCO review	The Recommendation has contributed to mobilising funds to improve services towards LTU	Normative question, triangulation of sources, QDA Exploration and analysis of explanatory and contextual factors for changes observed
9.2 What are the issues, lessons learnt and good practices?	Identification of issues and lessons learned of using EU funds to implement reforms for LTU Identification of good practices (if any)	Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation	Good practices and lessons learned that can be shared	Explorative, QDA
Relevance				
10. How do the measures proposed in the Recommendation correspond to the goal of integration of job seekers in the labour market?	Stakeholder /target group's views on the relevance of the measures proposed in the Recommendation for the goal of integration of job seekers in the labour market	Task 2: Case studies Task 4: Public consultation Task 5: Targeted consultation	Experts and stakeholders agree that the measures proposed in the Recommendation correspond to the goal of integration of job seekers in the labour market.	Explorative question triangulation of sources, QDA.
*10.1 To what extent do new	Comparison of identified gaps and objectives of	Task 1: Mapping	High alignment between gaps	Normative question,

measures implemented correspond to the policy gaps identified before the implementation of the Recommendation?	new measures.	change Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation	and implemented measures (measures have been implemented where did not exist before)	triangulation of sources with quantitative data analysis (score board) and QDA
11. Are the provisions of the Recommendation still relevant in the current state of labour markets and social situation in the EU?	<p>Statistics on developments in the imbalances and gaps in the labour market and social situation in the EU</p> <p>Extent to which the objectives of the Recommendations and the actions planned by it correspond to the current needs of the EU policy objectives in relation to labour markets and social situation</p> <p>Stakeholder views on the relevance of the provisions of the Recommendation for the current state of labour markets and social situation in the EU</p>	<p>Task 2: Case studies</p> <p>Task 3: Seminars</p> <p>Task 4: Public consultation</p> <p>Task 5: Targeted consultation</p> <p>Task 6: Desk review</p>	<p>Evidence confirms there is a correspondence between the identified current needs of the labour market and social situation in the EU and the provision of the Recommendation</p> <p>Stakeholders agree that the provisions remain relevant</p>	<p>Normative question, triangulation of sources, with quantitative data (statistics) and QDA.</p> <p>Exploration and analysis of contextual factors</p>
11.1 Would a revision of the Recommendation be necessary (e.g. extended to other groups of jobseekers or delivery organisations, setting other timeframes for intervention)?	<p>Assessment of relevance manifest that current measures are not fully relevant or not targeting all the right target groups</p> <p>Stakeholder views on the need for a revision of the Recommendation</p>	<p>Task 3: Seminars</p> <p>Task 4: Public consultation</p> <p>Task 5: Targeted consultations</p>	N/A - explorative	Explorative, QDA
12. What are the stakeholders and citizens expectations for the role of the EU in reinforcing support to the long-term unemployed?	<p>Different stakeholder/citizens expectations for the role of the EU in reinforcing support to the long-term unemployed, patterns and variations</p>	<p>Task 2: Case studies</p> <p>Task 3: Seminars</p> <p>Task 4: Public consultation</p> <p>Task 5: Targeted consultation</p>	N/A-explorative	Explorative, QDA
EU added value				

<p>13. Has the Recommendation influenced the national level in prioritising the LTU measures in the programming and delivery of active labour market policies and in the overall resource allocation towards employment or social services?</p>	<p>Synthesis of evidence on other evaluation criteria confirm EU added value (effectiveness, efficiency, relevance)</p> <p>Expert/Stakeholder views on the role played by the Recommendation</p>	<p>N/A – synthesis of data to answer key evaluation question</p>	<p>Strong positive evidence on other evaluation criteria indicate a high EU added value</p>	<p>Normative triangulation of question, sources, QDA</p>
<p>14. What is the added value of the Recommendation as compared to the initiatives that Member States would have taken in the absence of it?</p>	<p>Stakeholders assessment of what measures would have been implemented in absence of the Recommendation/Comparison with what the Recommendations introduced</p>	<p>Task 2: Case studies Task 3: Seminars Task 5: Targeted consultation</p>	<p>Clear added value of the Recommendation can be identified.</p>	<p>Normative triangulation of question, sources, QDA</p>
<p>14.1 What would be the likely consequence if the Recommendation would be repealed?</p>	<p>Expert/Stakeholder views on the likely consequences of a repeal of the Recommendation</p>	<p>Task 3: Seminars Task 4: Public consultation Task 5: Targeted consultation</p>	<p>N/A explorative</p>	<p>Explorative triangulation of question, sources, QDA</p>

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Annex 3: Task 1 Mapping of Policy Changes

Task 1 Mapping of policy changes

Objective of mapping

The objective of the mapping exercise is to document any changes in relevant policy measures, service delivery as well as institutions to determine to what extent the Council Recommendation on the Integration of the Long-Term Unemployed into the Labour Market (the Recommendation) has influenced the labour market policies of Member States.

This mapping is a first step in the overall study on the effects of the Recommendation. Case studies that focus on implementation issues in more detail in eight Member States, seminars with National Contact Points on long-term unemployment, a public consultation, targeted consultations and monitoring of quantitative data will provide a more complete picture. This study will feed into a report of the Commission to the Council in early 2019 evaluating the implementation of the Recommendation.

The Recommendation aims to address three major challenges in the integration of people who are long-term unemployed into the labour market:

- (i) insufficient coverage of activation support,
- (ii) discontinuity in support to the long-term unemployed
- (iii) ineffective activation design.

These are the areas of support identified as having the strongest influence on the low transition rates of people who are long-term unemployed to employment and hence high long-term unemployment rates and are thus the basic rationale for the Recommendation.⁵⁶

The mapping is designed to provide an overview of the changes that have taken place. Its purpose is not to describe and analyse in detail all the policies that could in some ways target people who are long-term unemployed in each Member State, but to provide an overview of measures in place in the individual countries and of changes implemented in line with the Recommendation.

The mapping should be seen as a starting point. It feeds into the other tasks of the evaluation of the progress in implementing the Recommendation in Member States.

Implementation of the mapping

The tool for the mapping was a questionnaire designed to allow for simple quantitative assessments as well as some qualitative analysis. It addressed five areas of action:

- (i) Coverage of registration
- (ii) Individual assessments
- (iii) Job Integration Agreements
- (iv) Institutional cooperation and single points of contact
- (v) Measures to establish closer links with employers.

For each area of action, it covers the following major challenges:

⁵⁶ European Commission, Staff Working Document SWD (2015) 176

There are, of course, other factors, influencing transition ^{rates}, e.g. overall economic development, investment constraints, inflexible labour markets, benefits traps, etc. However, these factors were outside of the scope of the Recommendation and are not evaluated.

- characteristics of the measures
- target groups
- institutional set-up
- funding
- monitoring
- examples of measures.

The mapping covers changes in policies, service delivery and institutions and was carried out twice, in May/June 2018 and in September 2018. Results provided in this report refer to the changes that took place between the first half of 2015 and September 2018. The baseline for comparison is the first half of 2015. This baseline was chosen since the preparatory work and negotiations may have influenced long-term unemployment policy prior to the adoption of the Recommendation. Since the evaluation comes relatively early in the process, the mapping also includes questions on planned measures. However, planned measures included in the mapping needed to have a certain amount of concreteness to be considered relevant (e.g. draft laws or draft administrative guidelines). In the case of several countries, therefore, the evaluation is based on measures implemented as well as on measures planned.

Methodology of the mapping

The questionnaire was filled-in by national experts, who received detailed written instructions in the form of guidelines⁵⁷ and a webinar explaining in more detail the purpose of the questionnaire, the definitions used in the questionnaire (e.g. Job Integration Agreements and Single Point of Contact) and outlining procedures in order to ensure a common methodology. National experts were asked to complete the questionnaire on the basis of official documents, secondary sources and their expert judgement. They were also invited to consult their respective National Contact Points for clarifications and further input, if necessary. Experts were, however, requested to give an independent assessment and to verify the information they were using to arrive at objective results. The consultant performed consistency and plausibility checks of the completed questionnaires for all countries and interacted with experts to receive further clarifications. If there were mistakes or new information, experts were asked to change their results accordingly or provide explanations for their assessments (see more details in the Methodological Annex).

The questions asked were mostly factual question, to be answered by 'Yes' or 'No' to facilitate a concise overview and cross-country comparisons. Some questions required a brief description (e.g. concrete examples of measures and barriers to implementation). Finally, experts were asked to supply qualitative assessments of measures in place before and after the introduction of the 'Recommendation' to determine the scale of change. It is important to note that the quality assessment is not just a summary of the number of new measures but expresses an expert judgement of the quality of measures in place. The definition for the scoring is:

Table 19 - Scoring definitions

Score	Level of implementation	Explanation
1	Low	No or basic implementation only, only on an ad hoc basis or not fully integrated into the overall services package; significant room for improvement.
2	Low-Medium	More than just a basic implementation but falls short of being routinely implemented at national level and integrated into the

⁵⁷ See Guidelines for and Webinar with national experts for further instructions.

		overall service package; significant room for improvement.
3	Medium	Routinely implemented and integrated into the overall service package but recognise that the service/function falls short of guiding elements of the Recommendation guidance.
4	Medium-High	Established and well-developed service/function that fulfils most guiding elements of the Recommendation but falls short of realising all of them.
5	High	Established and well-developed service/function that fulfils all the guiding elements of the Recommendation. This implies that mechanisms to constantly monitor performance and develop the service/function on the basis of what is or is not working well should be in place.

The results of the scoring are one of the inputs used in the quantitative analysis in task 6.

It should be noted that assessments by national experts are not fully comparable to other reports, e.g. EMCO self-assessments, because (1) questions are formulated differently, (2) are made by independent experts who do not work inside the institutions and (3) compare a different time period (2016-2018) than the mapping (H1 2015-Sept. 2018).

Only limited information on the inclusion of the Roma population in the context of the Recommendation is available, since this category is not shown separately as 'Roma' in the statistics due to data protection issues. Some examples of specific policies are presented.

Documentation of mapping results

This documentation is based on information collected through a questionnaire sent out to national experts in the 28 EU countries in May/June 2018 and, for an update, in October 2018. The consultant carried out consistency checks after each round. A final check was carried out in November 2018, to clarify differences of results to other surveys and to respond to comments by National Contact points.

Measures in place in the first half of 2015 and changes therein

Documentation is provided for each area of action in the following tables. The tables distinguish between countries that either already had, or did not have, measures in place in H1 2015 (rows). For each group, the tables list whether or not there was a change after the Recommendation, until September 2018 (columns). Among the changes that took place, there is an additional distinction between planned and implemented measures to account for measures still in the process of implementation. If a country has planned and implemented measures, it is an indication that more activity took place.

Coverage of registration

Table 20 shows the results concerning the measures to increase the coverage of registration of people who are long-term unemployed. 22 countries had measures in place in H1 2015 and six of them, did not implement further measures. Six countries did not have measures in place in H1 2015 and all either planned to implement further measures or had already done so.

Table 20 - Measures to increase coverage of registration

Q1 - Are there any measures to increase coverage of the LTU?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, CZ, CY, DE, DK, EE, ES, FI, FR, HR, IT, LT, LU, MT, NL, PT, RO, SE, SI, SK, UK (22)	AT, DE, DK, FI, SE, UK (6)	CZ, CY, FR, IT, LT, NL, PT, RO, SI, SK (10)	BE, CZ, CY, EE, ES, FR, HR, IT, LT, LU, MT, NL, PT, RO, SI, SK (16)
No	BG, EL, HU, IE, LV, PL (6)		BG, HU, IE (3)	BG, EL, HU, IE, LV, PL (6)

Source: Based on information provided by national experts.

Table 21 - Change in measures to increase coverage of LTU

Q1.1 - If so, what are their characteristics?

		Changes in measures in place from H2 2015			
		Measures in place in H1 2015	No	Planned	Implemented
Provision of information to non-registered people on the support available to seek a job on an individual basis	Yes	AT, BE, CZ, EE, FR, LT, LU, NL, PT, RO, SI, SK, UK (13)	AT, LU, NL, PT, SI, UK (6)	CZ, FR, LT, RO, SK (5)	BE, CZ, EE, FR, RO, SK (6)
	No	BG, CY, DE, DK, EL, ES, FI, HR, HU, IE, IT, LV, MT, PL, SE (15)	DE, DK, EL, ES, FI, HR, MT, SE (8)	BG, CY, IE, IT (4)	BG, CY, HU, IE, IT, LV, PL (7)
Outreach actions (Marketing and information campaigns)	Yes	AT, BE, EE, ES, FR, LT, LU, NL, RO, SI, UK (11)	AT, RO, UK (3)	FR, LT, NL, SI (4)	BE, EE, ES, FR, LU, NL, SI (7)
	No	BG, CZ, CY, DE, DK, EL, FI, HR, HU, IE, IT, LV, MT, PL, PT, SE, SK (17)	CZ, DE, DK, EL, FI, HR, IE, IT, PL, PT, SE (11)	BG, CY, SK (3)	BG, CY, HU, LV, MT, SK (6)
Services to encourage LTUs to remain registered, even if they are no longer entitled to benefits	Yes	AT, BE, CY, DE, ES, FI, FR, IT, LU, NL, RO (11)	AT, CY, DE, FI, FR, NL (6)	IT, RO (2)	BE, ES, IT, LU, RO (5)
	No	BG, CZ, DK, EE, EL, HR, HU, IE, LT, LV, MT, PL, PT, SE, SI, SK, UK (17)	DK, EE, EL, MT, PL, PT, SE, SI, UK (9)	BG, CZ, IE, SK (4)	BG, CZ, HR, HU, IE, LT, LV, SK (8)
New service offerings to non-registered people	Yes	IT, RO (2)	IT (1)	RO (1)	RO (1)
	No	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (26)	AT, BE, CZ, DE, DK, EL, FI, HR, IE, LT, MT, NL, PT, SE, UK (15)	BG, CY, FR, HU, SI, SK (6)	BG, CY, EE, ES, FR, HU, LU, LV, PL, SK (10)

Multi-channel possibilities for initial registration (online registration, telephone...)	Yes	AT, BE, CY, EE, ES, FI, FR, IT, MT, NL, PT, SE, SI, UK (14)	AT, CY, EE, FI, MT, NL, SE, SI, UK (9)	FR, IT, PT (3)	BE, ES, FR, IT, PT (5)
	No	BG, CZ, DE, DK, EL, HR, HU, IE, LT, LU, LV, PL, RO, SK (14)	CZ, DE, DK, EL, HR, IE, RO (7)	BG, LT, LU, SK (4)	BG, HU, LT, LU, LV, PL, SK (7)
Financial incentives to register	Yes	BE, DE, FI, FR, LU, SE, SI (7)	BE, DE, FI, FR, LU, SE (6)	SI (1)	SI (1)
	No	AT, BG, CZ, CY, DK, EE, EL, ES, HR, HU, IE, IT, LT, LV, MT, NL, PL, PT, RO, SK, UK (21)	AT, BG, CZ, CY, DK, EE, ES, HR, IE, IT, MT, NL, PL, PT, SK, UK (16)	RO (1)	EL, HU, LT, LV, RO (5)
Financial penalties for non-registration	Yes	AT, FI, MT, NL, SI (5)	AT, FI, MT, NL (4)		SI (1)
	No	BE, BG, CZ, CY, DE, DK, EE, EL, ES, FR, HR, HU, IE, IT, LT, LU, LV, PL, PT, RO, SE, SK, UK (23)	BE, BG, CZ, CY, DE, DK, EE, EL, ES, FR, HR, HU, IE, IT, LT, LV, PL, PT, SE, SK, UK (21)	RO (1)	LU, RO (2)
Change in eligibility for activation measures	Yes	ES, IT, PT, SI (4)		PT, SI (2)	ES, IT, PT, SI (4)
	No	AT, BE, BG, CZ, CY, DE, DK, EE, EL, FI, FR, HR, HU, IE, LT, LU, LV, MT, NL, PL, RO, SE, SK, UK (24)	AT, BG, CZ, CY, DE, DK, EL, FI, FR, HR, HU, IE, LT, LU, LV, MT, NL, PL, SE, UK (20)	RO, SK (2)	BE, EE, RO, SK (4)
Other	Yes				
	No	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (28)	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HU, IE, IT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (24)	BG, LT, RO (3)	BG, HR, LT, RO (4)

Source: Based on information provided by national experts.

Table 21 reports which measures have been introduced or intensified. The countries which already had measures in place, mostly implemented further or changed existing measures to 'provide information to non-registered people' or enhanced 'outreach actions', and 'services to encourage people who are long-term unemployed to remain registered'. Those countries which did not have measures in place in H1 2015 planned or introduced in particular 'new service offerings to non-registered people', 'services to encourage people who are long-term unemployed to remain registered even if they are no longer entitled to benefits', 'multichannel possibilities for initial registration' or 'services to encourage people who are long-term unemployed to remain registered' and 'provision of information to non-registered people on the support available to seek a job on an individual basis'.

Individual assessments

Table 22 - Measures for individual assessment and personalised guidance

Q2 – Is there an individual assessment and personalised guidance for LTU at the very latest 18 months of unemployment?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PT, RO, SE, SI, SK, UK (25)	AT, BE, DE, DK, EE, EL, MT, NL, SE (9)	BG, CZ, CY, FI, FR, IE, IT, LT, PT, RO, SK (11)	BG, CZ, ES, FI, FR, HR, IE, IT, LT, LV, PT, RO, SI, SK, UK (15)
No	HU, LU, PL (3)		PL (1)	HU, LU, PL (3)

Source: Based on information provided by national experts.

Table 22 indicates that all but three countries (HU, LU, PL) already had measures in place concerning 'individual assessment and personalised guidance' in H1 2015. These assessments' focus on the areas of 'education and work experience' (22 countries), 'health and substance abuse' (21) and 'distance from available jobs' and 'family obligations' (19 countries each); only eight countries had assessments on the 'individual debt situation' – see Table 23 (Q2.1.1.). Out of the 25 countries which had already measures in place, 16 countries planned and/or implemented other measures covering (again) most of the aspects 'education and work experience', 'health', 'distance from available jobs', 'family obligations', 'debt' and 'other barriers'. Out of the three countries which did not have measures in place in H1 2015, all planned implemented measures.

Table 23 - Areas of individualised assessment and guidance for LTU

Q2.1 – What areas do individual assessment and personalised guidance of LTU include?

Q2.1.1 – Do those assessments cover:

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
Education, work experience	Yes	AT, BE, BG, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, LT, LV, MT, NL, PT, SE, SI, SK, UK (22)	AT, DE, DK, EE, EL, MT, SE, SI, UK (9)	BG, CZ, FI, FR, IE, PT, SK (7)	BE, BG, CZ, ES, FI, FR, HR, IE, LT, LV, NL, PT, SK (13)
	No	CY, HU, IT, LU, PL, RO (6)		CY, PL, RO (3)	CY, HU, IT, LU, RO (5)
Distance from available jobs	Yes	AT, BE, BG, CZ, DE, DK, EE, EL, ES, FI, FR, LT, NL, PL, PT, SE, SI, SK, UK (19)	AT, DE, DK, EE, SE, SI, UK (7)	BG, CZ, EL, FI, FR, PL, PT, SK (8)	BE, BG, CZ, ES, FI, FR, LT, NL, PL, PT, SK (11)
	No	CY, HR, HU, IE, IT, LU, LV, MT, RO (9)	CY, LV, MT (3)	IE, RO (2)	HR, HU, IE, IT, LU, RO (6)
Health; substance abuse, etc.	Yes	AT, BE, BG, CZ, DE, DK, EE, ES, FI, FR, HR, IT, LT, LV, MT, NL, PT, SE, SI, SK, UK (21)	AT, DE, DK, EE, MT, NL, SE, SI, UK (9)	BG, CZ, FI, FR, PT, SK (6)	BE, BG, CZ, ES, FI, FR, HR, IT, LT, LV, SK (11)

	No	CY, EL, HU, IE, LU, PL, RO (7)	CY, PL, RO (3)	EL, IE (2)	HU, IE, LU (3)
Family obligations	Yes	AT, BE, BG, CZ, DE, DK, EL, ES, FI, HR, LT, LV, MT, NL, PL, RO, SE, SI, SK (19)	AT, DE, DK, MT, NL, PL, SE, SI (8)	BG, CZ, EL, FI, RO, SK (6)	BE, CZ, ES, FI, HR, LT, LV, RO, SK (9)
	No	CY, EE, FR, HU, IE, IT, LU, PT, UK (9)	CY, EE, IE, PT, UK (5)	FR (1)	FR, HU, IT, LU (4)
Debt	Yes	AT, BE, CZ, DE, DK, EE, NL, SI (8)	AT, DE, DK, EE, NL, SI (6)	CZ (1)	BE, CZ (2)
	No	BG, CY, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SK, UK (20)	BG, CY, ES, FI, FR, HR, IE, IT, MT, PL, PT, RO, SE, UK (14)	EL, SK (2)	HU, LT, LU, LV, SK (5)
Other barriers	Yes	AT, DE, DK, EE, FI, IT, LT, LV, NL, SI (10)	AT, DE, DK, EE, SI (5)	FI, NL (2)	FI, IT, LT, LV (4)
	No	BE, BG, CZ, CY, EL, ES, FR, HR, HU, IE, LU, MT, PL, PT, RO, SE, SK, UK (18)	BE, BG, CZ, CY, ES, HR, HU, IE, LU, MT, PL, PT, SE, SK, UK (15)	EL, FR, RO (3)	FR, RO (2)

Source: Based on information provided by national experts.

Q2.1.2 Is there any personal guidance and information for LTU about job offers in different sectors/regions?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, CZ, CY, DE, DK, EE, EL, FI, FR, HR, IE, IT, LT, LV, NL, PT, SE, SI, SK, UK (20)	AT, DE, DK, EE, FR, PT, SE, SI, UK (9)	CZ, CY, EL, FI, IE, SK (6)	CZ, CY, FI, HR, IE, IT, LT, LV, NL, SK (10)
No	BE, BG, ES, HU, LU, MT, PL, RO (8)	MT (1)	BG, PL, RO (3)	BE, BG, ES, HU, LU, PL, RO (7)

Source: Based on information provided by national experts.

As illustrated in Table 23 (Q2.1.2), 20 countries provided 'individual guidance and information about job offers in different sectors or regions' in H1 2015, while this was not the case in eight countries (BE, BG, ES, HU, LU, MT, PL, RO). All countries of the latter group except MT planned or implemented measures up to September 2018.

Q2.1.3 – Is there any personal guidance and information for LTU about job offers in other MS (EURES)?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BG, CZ, CY, DE, DK, EE, EL, FI, FR, HR, IT, MT, PT, RO, SE, SI, SK (18)	AT, DE, DK, EE, FR, MT, PT, SE, SI (9)	BG, CZ, CY, EL, FI, RO, SK (7)	BG, CZ, CY, FI, HR, IT, RO, SK (8)
No	BE, ES, HU, IE, LT, LU, LV, NL, PL, UK (10)	BE, HU, LV, NL, UK (5)	IE, PL (2)	ES, IE, LT, LU, PL (5)

Source: Based on information provided by national experts.

In 18 countries people who are long-term unemployed received 'guidance and information about job offers in other Member States', half of them planned or implemented additional measures (see Table 23 (Q2.1.3)). Out of the 10 countries which did not provide information on job offers in other Member States (via EURES) in H1 2015, five countries (ES, IE, LT, LU, PL) planned or implemented respective measures thereafter.

Q2.1.4 – Are people encouraged to consult other service providers (e.g. health, counselling, training, etc.)?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, ES, FI, FR, HR, IE, IT, LT, MT, NL, PT, RO, SE, SI, UK (22)	AT, DE, DK, EE, MT, SE, SI (7)	BG, CZ, CY, FI, FR, IE, LT, PT, RO (9)	BE, BG, CZ, CY, ES, FI, FR, HR, IE, IT, NL, PT, RO, UK (14)
No	EL, HU, LU, LV, PL, SK (6)	EL, PL (2)	SK (1)	HU, LU, LV, SK (4)

Source: Based on information provided by national experts.

National experts reported that in 22 countries people who are long-term unemployed were 'encouraged to consult other service providers, e.g. in the fields of 'health', 'counselling or training', in H1 2015 – 14 countries of which planned or implemented new measures thereafter. All six countries (except EL and PL) with no measures in place in H1 2015 had planned/implemented measures thereafter (see Table 23 (Q2.1.4)).

Job integration agreements

National experts were instructed to use the PES Quality Standards⁵⁸, as defined below, in order to be able to compare the different action plans/agreements delivered. In all countries where these criteria were not or only partly fulfilled, this was reflected in the assessments.

Job Integration Agreements should:

- Be made in writing, at the very latest when a long-term unemployed person has reached 18 months of unemployment.
- Include individual assessment and specify individual follow-up of the unemployed person's situation providing capacity for regular monitoring.
- Combine relevant services and measures provided by different organisations.

In order to meet the requirements of the Recommendation a JIA will specify:

- Realistic job goals (based upon jobseekers' employment history, a skills assessment and the labour market situation).
- Results of an individual assessment of employability prospects, barriers to employment and previous job search efforts.

⁵⁸ 'Public Employment Services (PES) Network Proposal to EMCO for Quality Standards including supplementary qualitative and quantitative indicators to monitor implementation of Council Recommendation on the integration of the long-term unemployed into the labour market'; elaborated by a Working Group mandated by the PES Board in June 2016 and endorsed by MS PES through the PES Network Board. The quality standards were agreed by the PES DGs in August through written procedure, submitted to EMCO on 29 August 2016, and following EMCO endorsement adopted by EPSCO on 13 October 2016.

- A clear offer of support to the long-term unemployed jobseeker, including employment and/or social services.
- Frequency and method of contact with jobseeker.
- Rights and obligations for both service providers and jobseekers.
- Arrangements enabling regular review of jobseekers' progress towards re-integration.
- At least one service offer aimed at finding job.
- Mechanisms to ensure that relevant information which has a potential impact upon jobseekers' potential for re-integration is exchanged between all support service institutions' Arrangements to enable a JIA to be updated within a set periods and following specific changes in the jobseekers' circumstances.

As illustrated in Table 24, national experts found that some type of JIAs existed already in 22 countries in H1 2015; exceptions being BG, EL, HU, IT, LU, and RO. Of this latter group only EL has not implemented any measures since then. With respect to the 22 countries which had already JIAs in place in H1 2015, 14 Member States either planned or implemented new measures.

Table 24 - Existence of Job Integration Agreements (JIAs)

Q3 – Are there any Job Integration Agreements (JIAs) in place for LTU that have reached 18 months of unemployment?

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, BE, CZ, CY, DE, DK, EE, ES, FI, FR, HR, IE, LT, LV, MT, NL, PL, PT, SE, SI, SK, UK (22)	AT, DE, DK, EE, FI, MT, SE, SI (8)	CZ, CY, FR, IE, PL, PT, SK (7)	BE, CZ, CY, ES, FR, HR, IE, LT, LV, NL, PL, PT, SK, UK (14)
No	BG, EL, HU, IT, LU, RO (6)	EL (1)	BG, HU, IT, RO (4)	BG, HU, IT, LU (4)

Source: Based on information provided by national experts.

Table 25 - Characteristics of Job Integration Agreements (JIAs)

Q3.1 If so, what are their characteristics

Q3.1.1 Is there a written offer with mutual obligation

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, BE, BG, CZ, DE, DK, EE, ES, FI, FR, IE, LT, LV, MT, PL, PT, SE, SI, UK (19)	AT, DE, DK, EE, FI, MT, SE, SI, UK (9)	BG, CZ, FR, IE, LT, PL, PT (7)	BE, BG, CZ, ES, FR, IE, LT, LV, PL, PT (10)
No	CY, EL, HR, HU, IT, LU, NL, RO, SK (9)		CY, EL, IT, RO, SK (5)	CY, HR, HU, IT, LU, NL, RO, SK (8)

Source: Based on information provided by national experts.

More detailed information with respect to JIAs shows that 'written offers with mutual obligations' were already in place in 19 countries in H1 2015, of which 10 countries planned or implemented new or additional measures thereafter (Table 25, Q3.1.1). All 9 countries which did not have 'written offers with mutual obligations' in place in H1 2015 planned or implemented such a measure thereafter.

Q3.1.2 Do JIAs combine service offerings of different organisations in the form of a single point of contact?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, BG, DE, DK, ES, FI, FR, IE, LV, PL (11)	AT, DE, DK, FI, LV (5)	BG, FR, IE, PL (4)	BE, BG, ES, FR, IE, PL (6)
No	CZ, CY, EE, EL, HR, HU, IT, LT, LU, MT, NL, PT, RO, SE, SI, SK, UK (17)	CZ, EE, EL, HR, MT, PT, SE, SI, UK (9)	CY, HU, IT, LT, LU, RO, SK (7)	LU, NL, RO (3)

Source: Based on information provided by national experts.

Table 25 (Q3.1.2) shows that JIAs in 11 countries 'combined service offerings of different organisations in the form of a single point of contact' in H1 2015, while this was not the case in 17 countries. Out of those countries with measures in place in H1 2015, six countries (BE, BG, ES, FR, IE, PL), planned or implemented changes thereafter. Eight countries (CY, HU, IT, LT, LU, NL, RO, SK) out of the group of 17 countries which did not provide 'service offerings in the form of a single point of contact' planned or introduced respective measures until September 2018.

Q3.1.4 Are there clear provisions for mutual responsibility and pointing out who is in charge of follow-up actions?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, DE, DK, EE, FR, IE, LT, LV, NL, PL, PT, SE, SI, UK (15)	AT, BE, DE, DK, EE, SE, SI, UK (8)	FR, IE, NL, PL, PT (5)	FR, IE, LT, LV, NL, PL, PT (7)
No	BG, CZ, CY, EL, ES, FI, HR, HU, IT, LU, MT, RO, SK (13)	CZ, CY, FI, MT, RO (5)	BG, EL, SK (3)	ES, HR, HU, IT, LU, SK (6)

Source: Based on information provided by national experts.

As illustrated in Table 25 (Q3.1.4), 15 countries had 'clear provisions for mutual responsibility' in place in H1 2015 and 7 of them planned or implemented further measures. Out of the 13 countries with no measures in place in H1 2015, five countries (CZ, CY, FI, MT, RO) did neither plan nor implement measures thereafter. Provisions for mutual responsibilities and attribution of responsibility of follow-up imply a more structured procedure than just having a written contract.

Table 25 (Q3.1.3) provides information about the 'scope of services offered' with regard to JIAs: 25 countries (each) provided 'job search assistance' and 'education and training' in H1 2015, 15 countries (each) offered 'health and other social services' and 'support for increased mobility', 14 countries provided 'in-work assistance' and 12 countries 'childcare services'. 'Debt counselling' was offered only in 6 countries (BE, CY, DE, DK, EE, NL). Up to September 2018 additional measures were first of all planned/implemented in the fields where already measures were in place, such as 'job search assistance' and 'education and training' (15 countries), 'support for increased mobility' (9) or 'health and other social services' (7).

All three countries (HU, LU, RO) with no measures in place in H1 2015 regarding 'job search assistance' and 'education and training' planned/implemented measures up to September 2018. Half of the 14 countries without 'in-work assistance' in H1 2015, 6 out of the 13 countries with no 'health and other social services', 5 out of 13 countries with no 'support for increased mobility' and 4 out of 16 countries with no 'childcare services' introduced or implemented such measures.

Q.3.1.3 What is the scope of service providers?

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
Job search assistance	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, SE, SI, SK, UK (25)	AT, DE, DK, EE, EL, FI, LT, MT, SE, SI (10)	BG, CZ, CY, FR, IE, IT, PL, PT, SK (9)	BE, BG, CZ, CY, ES, FR, HR, IE, IT, LV, NL, PL, PT, SK, UK (15)
	No	HU, LU, RO (3)		RO (1)	HU, LU, RO (3)
In-work assistance	Yes	AT, BE, BG, CY, DE, DK, EE, FI, IE, IT, NL, SE, SI, UK (14)	AT, DE, DK, EE, FI, IT, NL, SE, SI (9)	BG, CY, IE (3)	BE, BG, CY, IE, UK (5)
	No	CZ, EL, ES, FR, HR, HU, LT, LU, LV, MT, PL, PT, RO, SK (14)	CZ, EL, ES, HR, MT, PL, PT (7)	FR, LT, RO, SK (4)	FR, HU, LU, LV, RO, SK (6)
Education and training	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, SE, SI, SK, UK (25)	AT, DE, DK, EE, EL, FI, LT, MT, SE, SI (10)	BG, CZ, CY, FR, IE, IT, PL, PT, SK (9)	BE, BG, CZ, CY, ES, FR, HR, IE, IT, LV, NL, PL, PT, SK, UK (15)
	No	HU, LU, RO (3)		RO (1)	HU, LU, RO (3)
Childcare services	Yes	BE, CY, DE, DK, EL, FI, FR, IE, LV, MT, NL, UK (12)	DE, DK, EL, FI, MT, NL (6)	CY, FR, IE (3)	BE, CY, FR, IE, LV, UK (6)
	No	AT, BG, CZ, EE, ES, HR, HU, IT, LT, LU, PL, PT, RO, SE, SI, SK (16)	AT, CZ, EE, HR, IT, LT, PL, PT, RO, SE, SI, SK (12)	BG (1)	BG, ES, HU, LU (4)
Health and other social services	Yes	AT, BE, BG, CZ, CY, DE, DK, EL, FI, IE, LV, NL, SE, SI, UK (15)	AT, DE, DK, EL, FI, NL, SE, SI (8)	BG, CZ, CY, IE (4)	BE, BG, CZ, CY, IE, LV, UK (7)
	No	EE, ES, FR, HR, HU, IT, LT, LU, MT, PL, PT, RO, SK (13)	EE, ES, HR, HU, MT, PL, PT (7)	FR, IT, LT, RO, SK (5)	FR, LU, RO, SK (4)
Support for increased mobility	Yes	BE, CZ, CY, DE, DK, EE, ES, FI, HR, IT, LT, NL, SI, SK, UK (15)	DE, DK, EE, FI, LT, SI (6)	CZ, CY, SK (3)	BE, CZ, CY, ES, HR, IT, NL, SK, UK (9)
	No	AT, BG, EL, FR, HU, IE, LU, LV, MT, PL, PT, RO, SE (13)	AT, EL, IE, LU, MT, PL, PT, SE (8)	BG, FR, RO (3)	BG, FR, HU, LV, RO (5)
Debt counselling	Yes	BE, CY, DE, DK, EE, NL (6)	DE, DK, EE, NL (4)	CY (1)	BE, CY (2)
	No	AT, BG, CZ, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO,	AT, BG, CZ, EL, ES, FI, FR, HR, HU, IE, IT, MT, PL, PT, RO, SE,	LT, SK (2)	LU, LV, SK (3)

Source: Based on information provided by national experts.

Interinstitutional coordination and single points of contact

Interinstitutional coordination refers to organisational structures and processes in place for better coordination and continuity of support.

With regard to the existence of a Single Points of Contact (SPOC) as proposed by the Recommendation, national experts were asked to use the definition provided in the respective document, according to which a SPOC

- is responsible for supporting registered long-term unemployed people through a coordinated service offer involving available employment and social support services, which could be based on a framework of inter-institutional coordination and/or be identified within existing structures;
- facilitates the smooth and secure transmission of relevant information concerning registered long-term unemployed people support history and individual assessments between relevant service providers, in compliance with data-protection legislation, thereby ensuring service continuity;
- enables a better dissemination of relevant information on job vacancies and training opportunities to the service providers involved and ensures that this information reaches long-term unemployed persons.

In addition, national experts were instructed to use the PES Quality Standards⁵⁹ to make sure that SPOCs fulfil at least the minimum standards of service, such as registration with a registration service, capability to conclude and implement JIAs with people who are long-term unemployed after 18 months of unemployment at the latest, an individual service offer for registered long-term unemployed people, mechanisms for the dissemination of relevant information on job vacancies among service providers, etc. (See more details in the Methodological Annex.)

'Coordination mechanisms' were in place in all but five countries (BG, EL, LU, RO, SK) in H1 2015 (Table 26, Q4.1). Out of the 23 countries with measures, all countries except AT, DK, FI, MT UK planned/implemented further changes. Out of the five countries without coordination mechanisms in H1 2015 only SK did not plan or implement such measures.

A 'Single Point of Contact (SPOC)' existed in 14 countries already in H1 2015, see Table 26, Q4.2. Six of these countries (CZ, FI, FR, IE, LV, MT) planned or implemented further changes with respect to SPOC. Out of the 14 countries which did not have a Single Point of Contact in H1 2015, eight countries planned or implemented respective measures, while in 6 countries no changes were planned or introduced.

Table 26 - Existence of coordination mechanisms and Single Points of Contact
Q4.1 – Are there any coordination mechanisms between organisations dealing with LTU?

Measures in place in H1 2015	Changes in measures in place from H2 2015		
	No	Planned	Implemented

⁵⁹ Public Employment Services (PES) Network Proposal to EMCO for Quality Standards including supplementary qualitative and quantitative indicators to monitor implementation of Council Recommendation on the integration of the long-term unemployed into the labour market'; elaborated by a Working Group mandated by the PES Board in June 2016 and endorsed by MS PES through the PES Network Board. The quality standards were agreed by the PES DGs in August through written procedure, submitted to EMCO on 29 August 2016, and following EMCO endorsement adopted by EPSCO on 13 October 2016.

Yes	AT, BE, CZ, CY, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT, LT, LV, MT, NL, PL, PT, SE, SI, UK (23)	AT, DK, FI, MT, UK (5)	CZ, CY, FR, HU, IE, IT, LT, NL, PL, PT, SE, SI (12)	BE, CY, CZ, DE, EE, ES, FR, HR, HU, IE, IT, LT, LV, NL, PL, PT, SI (17)
No	BG, EL, LU, RO, SK (5)	SK (1)	BG, EL, LU, RO (4)	BG, LU, RO (3)

Source: Based on information provided by national experts

Q4.2 – Are there any Single Point of Contact for LTU in place, responsible for benefits and LTU support?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, CZ, DE, DK, EE, FI, FR, IE, LV, MT, NL, SE, UK (14)	AT, BE, DE, EE, DK, NL, SE, UK (8)	CZ, FR, IE (3)	CZ, FI, FR, IE, LV, MT (6)
No	BG, CY, EL, ES, HR, HU, IT, LT, LU, PL, PT, RO, SI, SK (14)	CY, EL, ES, HR, PT, SI (6)	BG, HU, IT, LT, PL, RO, SK (7)	BG, CZ, LU, PL (4)

Source: Based on information provided by national experts.

Table 27 – Organizations participating in coordination

Q4.1 – Are there any coordination mechanisms between organisations dealing with LTU?

Q4.1.1 – If so, which institutions are involved?

		Changes in measures in place from H2 2015			
		Measures in place in H1 2015	No	Planned	Implemented
PES	Yes	AT, BE, CY, DE, DK, EE, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (23)	AT, DK, MT, SE, SI (5)	CY, FR, IE, IT, NL, PL, PT, RO, SK (9)	BE, CY, DE, EE, ES, FI, FR, HR, IE, IT, LT, LV, NL, PL, PT, RO, UK (17)
	No	BG, CZ, EL, HU, LU (5)		BG, CZ, EL, LU (4)	BG, CZ, HU, LU (4)
Social Services	Yes	AT, BE, CY, DE, DK, EE, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, RO, SE, SI, UK (22)	AT, DK, EE, MT (4)	CY, FR, IE, IT, NL, PL, PT, RO, SE, SI (10)	BE, CY, DE, ES, FI, FR, HR, IE, IT, LT, LV, NL, PL, PT, RO, UK (16)
	No	BG, CZ, EL, HU, LU, SK (6)		BG, CZ, EL, HU, LU, SK (6)	BG, CZ, HU, LU, SK (5)
NGO service providers	Yes	BE, CY, DE, DK, EE, ES, FR, HR, HU, IE, IT, LT, LV, PL, PT, RO, SI, UK (18)	DK, PT, SI (3)	CY, FR, IE, PL, RO (5)	BE, CY, DE, EE, ES, FR, HR, HU, IE, IT, LT, LV, PL, RO, UK (15)
	No	AT, BG, CZ, EL, FI, LU, MT, NL, SE, SK (10)	AT, CZ, EL, FI, MT, NL, SE (7)	SK (1)	BG, LU (2)
Private	Yes	BE, DE, DK, ES, FR,	DK, MT, SE, SI (4)	FR, IE, LT, NL, RO	BE, DE, ES, FR, HU,

service providers		HU, IE, LT, MT, NL, RO, SE, SI, UK (14)		(5)	IE, LT, NL, RO, UK (10)
	No	AT, BG, CZ, CY, EE, EL, FI, HR, IT, LU, LV, PL, PT, SK (14)	AT, CZ, CY, EE, EL, FI, HR, LU, PT, SK (10)	BG, PL (2)	BG, IT, LV (3)

Source: Based on information provided by national experts.

National experts found that 'PES' in 23 countries, 'social services' in 22, 'NGOs' in 18 and 'private service providers' in 14 countries were involved in such mechanisms already in H1 2015 (Table 27, Q4.1.1). In H1 2015 the coordination included two institutions in 3 countries (AT, FI, HU), three institutions in 10 countries (CY, EE, HR, IT, LV, MT, NL, PL, SE) and four institutions in 9 countries (BE, DE, DK, ES, IE, LT, RO, SI, UK).

Up to September 2018 additional measures were first of all planned/implemented by institutions which had already measures in place, such as 'PES' (17 countries), 'social services' (16), 'NGO service providers' (15) and 'private service providers' (10). All five countries (BG, CZ, EL, HU, LU) and all those six countries (BG, CZ, EL, HU, LU, SK) which did not have any coordination mechanisms in place in H1 2015 involving PES and social services respectively implemented or planned concrete measures. Out of the 10 countries where NGOs were not involved in coordination mechanisms in H1 2015, three countries (BG, LU, SK) planned/introduced measures, and changes in the 'private service providers' engagement in coordination were reported for four countries (BG, IT, LV, PL) out of 14 countries which had no such mechanisms in place.

In September 2018, the coordination involved 2 institutions in 5 countries (AT, CZ, EL, FI, HU), 3 institutions in 9 countries (CY, EE, FR, LU, MT, NL, PL, PT, SE) and four institutions in 13 countries (BE, BG, DE, DK, ES, FR, IE, LT, LV, IT, RO, SI, UK).

Q4.1.2 – Is there IT infrastructure to allow access to individual data of LTU for several organisations?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, CY, DK, ES, FI, FR, IE, MT, NL, SE, SI, SK (12)	AT, DK, MT (3)	CY, FR, IE, NL, SE, SK (6)	CY, ES, FI, FR, IE, NL, SE, SI, SK (9)
No	BE, BG, CZ, DE, EE, EL, HR, HU, IT, LT, LU, LV, PL, PT, RO, UK (16)	BE, CZ, DE, EE, EL, HR, HU, RO, UK (9)	BG, IT, LU, PL, PT (5)	BG, IT, LT, LV, PT (5)

Source: Based on information provided by national experts.

In terms of 'IT infrastructure allowing access to individual data of people who are long-term unemployed for several organisations', 12 countries had measures in place in H1 2015, while the majority (16 countries) had not (see Table 27 (Q4.1.2)). Out of the latter group, seven countries (BG, IT, LT, LU, LV, PL, PT) implemented or planned concrete measures thereafter. Out of those countries which had already measures in place prior to the Recommendation, 9 countries introduced/planned new or additional measures.

Q4.1.3 What is the form of coordination?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015	No	Planned	Implemented	

Informal	Yes	CZ, DE, EE, HR, IE, LT, LV, NL, PL, RO, SK (11)	HR, LT (2)	CZ, IE, NL, PL, RO, SK (6)	CZ, DE, EE, IE, LV, NL, PL, RO, SK (9)
	No	AT, BE, BG, CY, DK, EL, ES, FI, FR, HU, IT, LU, MT, PT, SE, SI, UK (17)	AT, BE, BG, CY, DK, EL, ES, FI, FR, IT, LU, MT, PT, SE, SI, UK (16)		HU (1)
Formal agreements	Yes	AT, BG, CY, DE, DK, EE, FI, FR, HU, LV, MT, NL, PT, SE, SI, UK (16)	AT, DK, EE, MT, SE, SI, UK (7)	BG, CY, FR, NL, PT (5)	BG, CY, DE, FI, FR, HU, LV, NL, PT (9)
	No	BE, CZ, EL, ES, HR, IE, IT, LT, LU, PL, RO, SK (12)	BE, CZ, PL (3)	EL, IT, LT, RO, SK (5)	ES, HR, IE, IT, LT, LU, SK (7)

Source: Based on information provided by national experts.

Regarding the 'form of coordination' between different institutions, experts reported that in 16 countries formal agreements existed in H1 2015 while in 11 countries the coordination was based on informal agreements (Table 27 (Q4.1.3)). 9 countries which had formal agreements in H1 2015 planned or implemented new measures, while only the Hungarian expert reported a change in September out of the 11 countries cooperating at an informal basis in H1 2015.

For further details on the institutional set-up, see section 1.4.1.2 below.

Q4.1.4 Are there any barriers to coordination among institutions?

	Measures in place in H1 2015	Barriers to implementation, Sept. 2018
Yes	CY, DE, DK, EE, ES, IE, LT, LV, MT, PT, SE, SI, SK, UK (14)	CY, DE, DK, EE, ES, LV, PT, SI, SK (9)
No	AT, BE, BG, CZ, EL, FI, FR, HR, HU, IT, LU, NL, PL, RO (14)	BE, EL, HU, IT, RO (5)

Note: This question allows Y/N only for Measures in place in H12015 and 'implemented'.

Source: Based on information provided by national experts

Half of the national experts reported that there were 'barriers to coordination among institutions' in H1 2015. As of September 2018, 9 countries out of those with barriers were still facing obstacles. Of those which did not have any barriers, five countries (BE, EL, HU, IT, RO) experienced barriers to institutional coordination in September 2018 (see Table 27 (Q4.1.4)).

For more details on the barriers to coordination among institutions, see Box 7.

Box 7 - Barriers to coordination among institutions

Germany: Different levels (PES being a federal responsibility, social service a municipal responsibility) still lead to frictions. Plus, the transfer of (sensitive) data between the Jobcenter and network partners is very much restricted, for two reasons: 1) different service providers use different IT systems, and 2) there are strict data protection provisions which make it difficult to share sensitive data.

Cyprus: Organisational barriers and different public procedures make coordination difficult.

Denmark: The IT platform for common data ('Det Fælles DataGrundlag – DFDG') creates a virtual single point of contact for the unemployed (Jobnet) and for caseworkers in both jobcentre and insurance funds – for example for active measures, job search activities etc. (My plan). However, jobcentres and the social service departments in many municipalities often produce different and uncoordinated service plans for the same citizen. To enhance coordination/integration of citizens' service plans, many municipalities have increased their focus on organisational cross-functional collaboration. Some municipalities are working towards one integrated service plan shared by both the jobcentre and the social service department and available to the citizens.

Estonia: Organisations working with people who are long-term unemployed have very different capacity; often coordination is not based on a formalised system and thus may differ in quality and extent of implementation. There is no formalised procedure to share information on assessments across organisations.

Spain: Coordination has room for improvement. PES is de facto – but not formally – acting as a SPOC. This role should be made clear and PES should be provided with competences to effectively coordinate all involved parties.

Lithuania: There is a lack of incentives, leadership and motivation by PES. Without a clear model of cooperation, stakeholders attempt to maximise their institutional interests, which is not always in the best interest of people who are long-term unemployed. Local PES offices focus on employment, while municipal social services focus on poverty and social exclusion. While this distinction is still relevant, there are signs that coordination is increasing.

Latvia: There is limited capacity of especially NGOs.

Malta: There are challenges surrounding the cooperation between different public institutions, e.g. between JobsPlus and social services. According to the national contact point each has its own set of work and priorities; this makes it difficult for different bodies to work together optimally.

Portugal: There are financial constraints and the need for more human resources to successfully implement coordination mechanisms.

Sweden: There are barriers associated with the access to IT infrastructure of, and with confidentiality between, the agencies (employment service, social insurance service and tax services), which are not only related to long-term unemployed. According to a proposal by the commission of inquiry, a new service organisation should be formed that will provide services allowing these agencies the mutual access to their IT systems.

Slovenia: There is inconsistent treatment of people who are long-term unemployed across individual Centres for Social Work (CSW) in practice due to the decentralised structure. Because of privacy law restrictions, the PES cannot share an individual client's JIA with the relevant CSW.

Slovakia: Problems relate to difficulties in sharing data (for legal reasons), the mind-set of relevant actors, and NGOs not always being ready to provide services.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q4.1.4).

Closer links with employers

The 'measures to establish closer links with employers' are reported in Table 28. Such measures already existed in 24 countries in H1 2015 and 19 of them made changes (exceptions are DK, FI, MT, SE, UK). Out of the seven countries where no measures were in place in H1 2015 national experts have reported changes thereafter.

Table 28 - Establishing closer links with employers

Q5 – Are there any measures to establish closer links with employers related to the placement of LTU?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LV, LU, MT, NL, PT, SE, SI, SK, UK (24)	DK, FI, MT, SE, UK (5)	BE, CZ, CY, DE, EL, FR, IE, IT, LT, NL, PT, SK (12)	AT, BE, CZ, CY, DE, EE, EL, ES, FR, HR, IE, IT, LT, LU, LV, NL, PT, SI, SK (19)

No	BG, HU, PL, RO (4)	BG, HU, PL, RO (4)	BG, HU, PL, RO (4)
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Source: Based on information provided by national experts.

Measures introduced to 'establish closer links with employers' differ from country to country, varying between e.g. 'information and placement services of PES for employers', 'financial incentives for employers', 'support for social enterprises employing people who are long-term unemployed', 'specialised services of PES or other institutions to employers' or 'establishment of direct contacts between employers and people who are long-term unemployed'. Experts reported that in most Member States a broad range of changes of measures was undertaken.

Table 29 – Closer links with employers - characteristics

Q5.1 If so, what are their characteristics?

Q 5.1.1 – Information and placement services of PES for employers

		Changes in measures in place from H2 2015			
		Measures in place in H1 2015	No	Planned	Implemented
Screening of suitable candidates	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, MT, NL, RO, SE, SI, SK, UK (23)	AT, DK, EE, FI, MT, SE, UK (7)	BG, CZ, CY, DE, EL, FR, IE, IT, LT, RO, SK (11)	BE, BG, CZ, CY, DE, EL, ES, FR, HR, IE, IT, LT, NL, RO, SI, SK (16)
	No	HU, LU, LV, PL, PT (5)	PL (1)	PT (1)	HU, LU, LV, PT (4)
Placement support	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, IT, LT, MT, NL, PT, RO, SE, SI, SK, UK (23)	AT, DK, FI, SE, UK (5)	BG, CZ, CY, DE, EL, FR, IT, LT, PT, RO, SK (11)	BE, BG, CZ, CY, DE, EE, EL, ES, FR, HR, IT, LT, MT, NL, PT, RO, SI, SK (18)
	No	HU, IE, LU, LV, PL (5)		IE, PL (2)	HU, IE, LU, LV, PL (5)
Workplace mentoring and training	Yes	AT, BE, BG, CY, DE, DK, EE, ES, FI, FR, HR, LT, NL, PT, SE, SI, UK (17)	AT, DK, FI, NL, SE, UK (6)	BG, CY, DE, FR, LT, PT (6)	BE, BG, CY, DE, EE, ES, FR, HR, LT, PT, SI (11)
	No	CZ, EL, HU, IE, IT, LU, LV, MT, PL, RO, SK (11)	CZ, EL, MT, PL (4)	IE, RO, SK (3)	HU, IE, IT, LU, LV, RO, SK (7)
Post-placement support	Yes	CY, DE, DK, EE, MT, SE, SI, SK, UK (9)	DK, MT, SE, UK (4)	CY, DE, SK (3)	CY, DE, EE, SI, SK (5)
	No	AT, BE, BG, CZ, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, PT, RO (19)	AT, BE, CZ, EL, ES, FI, HR, IT, LU, NL, PL, PT (12)	BG, FR, IE, LT, RO (5)	BG, FR, HU, IE, LT, LV, RO (7)

Note: The national expert for Malta reported that overall there were no changes (see Table 9 above), but indicated a change in placement support.

Source: Based on information provided by national experts.

It turns out that for several countries which already had measures in place in H1 2015 a number of changes was reported by national experts in the areas of action which at least coincided with the introduction of the Recommendation. Importantly, this holds specifically true for the group of those 7 countries for which no or only a few measures were in place in H1 2015. As shown in Table 29 (Q5.1.1), in H1 2015 'information and placement services of PES for employers' included in 23 countries 'screening of suitable candidates' and 'placement support', in 19 countries 'post-placement support' and in 17 countries 'workplace mentoring and training'. Most of these countries planned/introduced further measures until September 2018. All five countries (HU, IE, LU, LV, PL) with no 'placement support' and four of the five countries (except PL) with no 'screening of suitable candidates' planned or implemented respective measures.

Q 5.1.2 – Are there any financial incentives to employers?

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
General	Yes	BE, CZ, DE, DK, EL, FI, FR, IE, IT, MT, PL, PT, RO (13)	BE, DK, FI, IT, MT (5)	CZ, DE, FR, IE, PL, PT, RO (7)	CZ, DE, EL, FR, IE, PL, PT, RO (8)
	No	AT, BG, CY, EE, ES, HR, HU, LT, LU, LV, NL, SE, SI, SK, UK (15)	AT, CY, EE, ES, HR, LT, LU, LV, NL, SE, SI, SK, UK (13)	BG (1)	BG, HU (2)
Recruitment subsidies	Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, LT, LV, MT, NL, PT, RO, SE, SI, SK (21)	DK, EL, FI, MT, NL (5)	BG, CZ, CY, DE, FR, PT, RO, SI, SK (9)	AT, BE, BG, CZ, CY, DE, EE, ES, FR, LT, LV, PT, RO, SE, SI, SK (16)
	No	HR, HU, IE, IT, LU, PL, UK (7)	HR, HU, PL, UK (4)	IE (1)	IE, IT, LU (3)
Reduction of social security contribution	Yes	BE, CZ, EL, ES, FR, HR, IT, LT, MT, NL, PL, PT, RO, SE, SI, SK (16)	EL, HR, MT, NL, RO, SE (6)	CZ, FR, PL, PT, SK (5)	BE, CZ, ES, FR, IT, LT, PL, PT, SI, SK (10)
	No	AT, BG, CY, DE, DK, EE, FI, HU, IE, LU, LV, UK (12)	AT, CY, DE, DK, EE, FI, LU, LV, UK (9)	BG, IE (2)	BG, HU, IE (3)
Differentiation of subsidy levels of different target groups	Yes	AT, BE, CZ, DE, DK, ES, FR, IE, LT, PT, RO, SE, SI, SK (14)	AT, DK, PT, RO, SE (5)	CZ, DE, FR, IE, SI, SK (6)	BE, CZ, DE, ES, FR, IE, LT, SI, SK (9)
	No	BG, CY, EE, EL, FI, HR, HU, IT, LU, LV, MT, NL, PL, UK (14)	BG, CY, EE, FI, HR, IT, LU, MT, PL, UK (10)	NL (1)	EL, HU, LV (3)
Other	Yes	FI, IT, LT, NL (4)	FI, IT, LT (3)		NL (1)
	No	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FR, HR, HU, IE, LU, LV, MT, PL, PT, RO, SE, SI, SK, UK (24)	BE, BG, CZ, CY, DE, DK, EE, EL, ES, FR, IE, LV, MT, PL, PT, SE, SI, SK, UK (19)	RO (1)	AT, HR, HU, LU, RO (5)

Source: Based on information provided by national experts.

As illustrated in Table 29 (Q5.1.2) 13 countries provided 'financial incentives to employers' in H1 2015, 8 of them introduced/planned measures until September 2018. Only 2 countries (BG, HU) of 15 with no measures implemented some. 21 countries offered 'recruitment subsidies' in H1 2015, 16 granted a 'reduction of the social security contribution' and 14 made a 'differentiation of subsidy levels for different target groups'.

Q 5.1.3 – Is there support for social enterprises employing LTUs?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	AT, BE, CZ, DE, ES, FR, IE, IT, LT, SE, SI, UK (12)	IT, SE, SI, UK (4)	CZ, DE, FR, IE (4)	AT, BE, CZ, DE, ES, FR, IE, LT (8)
No	BG, CY, DK, EE, EL, FI, HR, HU, LU, LV, MT, NL, PL, PT, RO, SK (16)	CY, DK, EE, FI, HR, MT, NL, PT, RO (9)	BG, HU, PL, SK (4)	BG, EL, HU, LU, LV, PL (6)

Source: Based on information provided by national experts.

12 countries provided 'support for social enterprises employing people who are long-term unemployed' in H1 2015 and four of them, did not implement further measures (Table 29, Q5.1.3). Out of the 16 countries which did not have measures in place in H1 2015, 7 countries planned or implemented measures.

Q 5.1.4 – Is there a specialised service of PES or other institutions to employers?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	BE, BG, CZ, DE, DK, EE, ES, FR, HR, IT, LT, LV, MT, NL, RO, SE, SI, UK (18)	DK, EE, MT, NL, SE, UK (6)	BG, CZ, FR, LT, RO (5)	BE, BG, CZ, DE, ES, FR, HR, IT, LT, LV, RO, SI (12)
No	AT, CY, EL, FI, HU, IE, LU, PL, PT, SK (10)	AT, CY, FI, PT, SK (5)	IE, PL (2)	EL, HU, IE, LU, PL (5)

Source: Based on information provided by national experts.

18 countries had a 'specialised service of PES or other institutions to employers' in H1 2015 and six of them did not implement further measures (Table 29, Q5.1.4). Out of the 10 countries which did not have such services in place in H1 2015, five countries did neither plan nor implement respective measures.

Q 5.1.5 – Are there any measures to establish direct contact between LTUs and employers to reduce the barriers from the point of view of employers?

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
Yes	BG, CZ, DE, EE, FI, FR, LT, NL, RO, SE, SI, SK	EE, FI (2)	BG, CZ, FR, LT, NL, RO, SI, SK (8)	BG, CZ, DE, FR, LT, NL, RO, SE, SI, SK

	(12)			(10)
No	AT, BE, CY, DK, EL, ES, HR, HU, IE, IT, LU, LV, MT, PL, PT, UK (16)	AT, CY, DK, ES, HR, LU, LV, MT, UK (9)	IT, PL, PT (3)	BE, EL, HU, IE, PL, PT (6)

Source: Based on information provided by national experts.

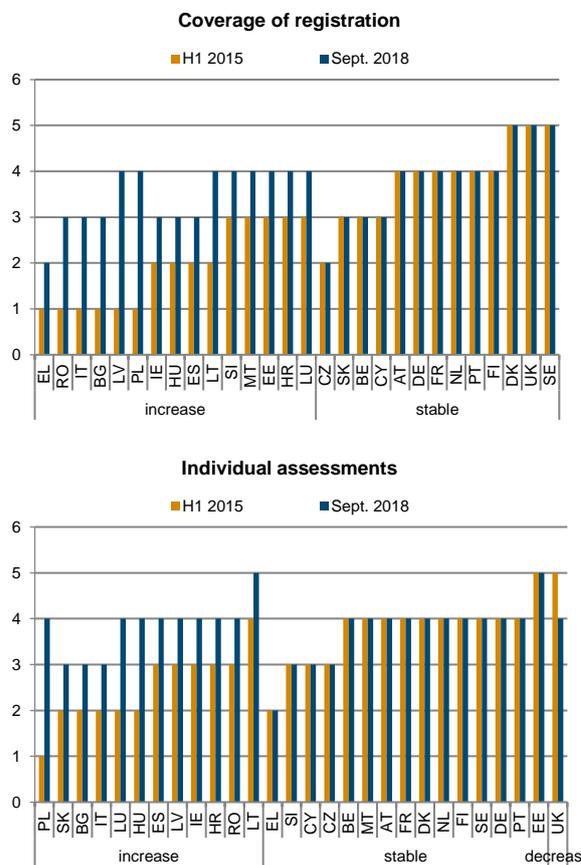
National experts of 12 countries reported that there were measures in place in H1 2015 to 'establish direct contact between people who are long-term unemployed and employers to reduce the barriers from the point of view of employers' and 10 of them planned/introduced further measures (Table 29, Q5.1.5). Out of the 16 countries which did not have measures in place in H1 2015, 7 countries planned or implemented measures.

Qualitative assessment

A qualitative assessment of the policy changes is shown in Figure 28. It provides an assessment of the quality of measures in place in H1 2015 and the quality of measures in place 'now' (end of September 2018). The assessment is based upon the assessment of national experts who were asked to assess the measures in place scoring from 1 ('no implementation or basic implementation only') to 5 ('established and well-developed service/function that fulfils all the guiding elements of the Recommendation') in H1 2015 and at the end of September 2018. See section 1.4 with the exact description of the assessment.

Overall, the result of the mapping shows that a more significant improvement in the assessment of the quality of measures was observed in those Member States which had a relatively lower quality of measures in place in H1 2015. No or fewer changes are reported in the Member States where the elements proposed in the Recommendation were already partly or fully in place. However, the quality changes differ between measures and with respect to the measures already in place prior to the adoption of the Recommendation.⁶⁰

Figure 28 Assessment of the quality of measures in place (general)



⁶⁰ As an example, the deterioration shown for the UK in all but one area (links to employers) is according to the national expert due to a programme change for people who are long-term unemployed, with targeted support only starting at 24 months of unemployment rather than after 12 months under the previous system.

With regard to the 'coverage of registration', based on the assessment by national experts, scores increased in 15 countries between H1 2015 and September 2018, while remaining stable in 13 countries. Improvements were strongest in countries which had no measures in place, such as PL and LV where the score increased by 3 points, and in BG, IT and RO, up by 2. In countries with low-medium implementation (score 2), the rise was highest in LT (by 2 points). In four countries (SI, EE, HR, MT) scores increased from 3 (medium) to 4 (medium high). The assessments remained stable at 4 and 5 in those countries which had already measures in place which were proposed by the Recommendation.

As regards 'individual assessments', scores improved in 12 countries, remained stable in 15 countries and deteriorated in one (UK). The rise in score was most significant in PL, which had no measures in place. In the group of countries with low-medium implementation (score 2) progress was strongest in LU and HU, where the scores was by 2 points higher in September 2018. In 10 countries the assessment remained unchanged at 4, in 3 countries at 3 and in Greece and Estonia at 2 and 5, respectively.

Scores for 'job integration agreements' increased in 10 countries, remained stable in 17 countries and decreased in the UK. Improvements were strongest in countries with no measures in place, such as HU and BG from 1 to 3, in LU and ES from 2 to 4 and in CY from 3 to 5. As for the group of countries where the assessments remained stable, scores remained at 5 in DK and FR, at 4 (medium-high) in 11 countries, at 3 in CZ and PL and at 1 (low) in EL and RO.

In terms of 'interinstitutional coordination', scores increased in 14 countries, remained unchanged in 13 countries and decreased in the UK. Improvements were stronger in countries which had no measures in place, e.g. EL and RO, and in countries with low-medium implementation (score 2) such as ES and LU. As for the countries stable scores, they remained at 4 in 7 countries, at 3 in five countries and at 1 in CY.

With regard to 'single points of contact' scores went up in 12 countries, remained unchanged in 17 countries and decreased in the UK. Substantial improvements were made in countries from no or basic implementation (score 1) to 3, such as SK and PL or in LU from low-medium implementation (score 2) to 4. In 5 countries the assessment increased from 2 to 3. In 6 countries the scores remained unchanged at 4, in 4 countries at 3 countries at 2 and in 2 countries (CY, EL) at 1.

As regards 'measures to establish closer links with employers' scores increased in 15 countries and remained unchanged in 13 countries. All countries, which show an improvement in scores had already something in place in H1 2015, starting at least with a score of 2 (low medium). Of this latter group, 5 countries (PL, LU, BG, HU, LT) show an increase in scores from 2 to 4. In DE and SI the scores improved from 4 to 5. Within the group of countries, where the assessments did not change, they remained at 3, 4, and 5 in 4 countries each and at 1 in IT.

Target groups

The Recommendation asks for policies which address all persons unemployed for 18 months. This is documented for the four policy areas that address long-term unemployment directly (not for interinstitutional coordination, because these policies address institutions). To add more detail and allow for more in-depth analysis, questions were also asked about specific target groups, e.g. people aged 54-65, non-EU nationals, people with low skills or qualifications, people with physical or sensory disabilities, people with mental (including mental health problems) or intellectual disabilities, specific ethnic groups (such as Roma), and others. The purpose was to find out whether there are specific groups of concern and whether these are being addressed by relevant policies.

Table 30 documents the general question whether all long-term unemployed people were targeted in the respective policy area after 18 months. In almost all countries and in all areas of action represented here, after 18 months were already targeted in H1 2015 ('coverage of registration': 22 countries; 'job integration agreements': 23; 'individual assessments' and 'closer links with employers': 25 each). More than half of those countries which had already measures in place in H1 2015 have planned or implemented changes in measures since then. Only eight countries (BG, EL, FR, HU, LV, LU, RO, SK) did not have measures in H1 2015 in one or more areas of action; however all of them planned or even implemented measures since H2 2015.

Table 30 - Targeting unemployed for more than 18 months

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
1 Coverage of registration (Q1.2.1)				
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, ES, FI, HR, IE, IT, LT, MT, NL, PL, PT, SE, SI, SK, UK (22)	AT, DE, DK, FI, HR, LT, MT, NL, SE (9)	BE, BG, CZ, CY, IE, IT, PL, PT, SK (9)	BE, BG, CZ, CY, EE, ES, IE, IT, PL, PT, SI, SK, UK (13)
No	EL, FR, HU, LU, LV, RO (6)	FR, RO (2)		EL, HU, LU, LV (4)
2 Individual assessments (Q2.2.1)				
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, HR, IE, IT, LT, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (25)	AT, DE, DK, EE, EL, FI, LT, MT, NL, SE (10)	BG, CZ, CY, IE, IT, PL, PT, RO, SK (9)	BE, BG, CZ, CY, ES, HR, IE, IT, LV, PL, PT, RO, SI, SK, UK (15)
No	FR, HU, LU (3)	FR (1)		HU, LU (2)
3 Job integration agreements (Q3.3.1)				
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, HR, IE, IT, LT, LV, MT, NL, PL, PT, SE, SI, UK (23)	AT, DE, DK, EE, EL, FI, LT, MT, SE, SI (10)	BG, CZ, CY, IE, IT, NL, PL, PT (8)	BE, BG, CZ, CY, ES, HR, IE, IT, LV, NL, PL, PT, UK (13)
No	FR, HU, LU, RO, SK (5)	FR (1)	RO, SK (2)	HU, LU, SK (3)
5 Measures to establish closer links with employers (Q5.2.1)				
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, HR, IE, IT, LT, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (25)	AT, DE, DK, EE, EL, FI, MT, SE (8)	BG, CZ, CY, IE, IT, LT, NL, PL, PT, RO, SK (11)	BE, BG, CZ, CY, ES, HR, IE, LT, LV, NL, PL, PT, RO, SI, SK, UK (16)
No	FR, HU, LU (3)		FR (1)	FR, HU, LU (3)

Note: Q: 'What target groups of LTU are addressed?' 'All unemployed for more than 18 months'.

Source: Based on information provided by national experts.

Table 31 provides information with respect to changes in measures 'for specific target groups'. In countries where measures had already been in place in H1 2015, the overall focus has been on 'people aged 54-65', 'people with both sensory and intellectual disabilities' and 'people with low skills'. In countries where no measures were in place in H1 2015 but which have introduced some changes, the focus of these changes in measures has been the group of 'people with disabilities'. As regards the group of 'people aged 54-65 years', 10 countries had already measures in place in H1 2015 related to the coverage of registration; out of these 10 countries, 8 countries planned or implemented further measures. Of the 18 countries without measures in place in H1 2015, only 4 countries planned or implemented new ones.

Table 31 - Specific target groups addressed

(Figures refer to the number of countries)

		Coverage of registration		Individual assessments		Job integration agreements		Measures to establish closer links with employers	
		In place	Changes	In place	Changes	In place	Changes	In place	Changes
People aged 54-65	Yes	10	8	17	12	13	9	14	12
	No	18	4	11	2	15	3	14	5
Non-EU nationals	Yes	4	3	11	9	6	3	6	5
	No	24	6	17	4	22	6	22	4
People with low skills or qualifications	Yes	9	8	13	9	10	7	14	13
	No	19	3	15	5	18	4	14	1
People with physical or sensory disabilities	Yes	11	8	17	12	13	9	17	12
	No	17	6	11	4	15	2	11	5
People with mental or intellectual disabilities	Yes	10	8	17	11	11	7	13	9
	No	18	6	11	5	17	4	15	6
Specific ethnic groups	Yes	6	6	9	6	6	3	4	4
	No	22	3	19	4	22	2	24	3
Other	Yes	5	4	8	5	7	4	9	6
	No	23	3	20	2	21	1	19	3

Note: 'In place' in H1 2015 - 'Changes planned or implemented' thereafter; corresponds to subcategories of Q1.2.2, Q2.2.2, Q3.3.2, Q5.2.2, respectively.

Source: Based on information provided by national experts.

Table 32 and Table 33 provide more detailed information for two selected policy areas, 'individual assessments' and 'job integration agreements' for all target groups.

15 countries had measures in place for specific target groups with regard to 'individual assessment' and 11 of them planned/introduced further measures (Table 32). Of the 13 countries without measures, 5 did plan or implement some. In H1 2015, 17 countries each targeted 'people aged 54-65', 'people with physical disabilities' and 'people with mental disabilities'; 'people with low skills' were targeted in 13, 'people from non-EU countries' in 11 and 'specific ethnic groups' such as Roma were targeted in 9 countries. Countries with no measures in place for specific target groups planned or implemented measures for 'people with disabilities' and the 'low skilled'. Two countries (EL, SI) planned/introduced measures for 'specific ethnic groups'.

Table 32 – Measures for specific target groups (individual assessments)

Q2.2.2 Are there measures for specific target groups?

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
General	Yes	AT, BG, CZ, CY, DE, DK, EL, FI, FR, LT, LV, PL, RO, SE, SI (15)	AT, FI, LT, SE (4)	BG, CZ, CY, DE, EL, FR, PL, RO (8)	BG, CZ, CY, DE, DK, FR, LV, PL, RO, SI (10)
	No	BE, EE, ES, HR, HU, IE, IT, LU, MT, NL, PT, SK, UK (13)	BE, EE, ES, HR, IE, MT, PT, UK (8)	IT, NL, SK (3)	HU, IT, LU, NL, SK (5)
People aged 54-65	Yes	AT, BE, BG, CZ, CY, DK, EL, ES, FI, FR, LT, LV, PL, RO, SE, SI, SK (17)	AT, BE, DK, LT, SE (5)	BG, CZ, CY, EL, FI, FR, PL, RO, SK (9)	BG, CZ, CY, ES, FI, FR, LV, PL, RO, SI, SK (11)
	No	DE, EE, HR, HU, IE, IT, LU, MT, NL, PT, UK (11)	DE, EE, HR, IE, IT, LU, MT, PT, UK (9)		HU, NL (2)
Non-EU nationals	Yes	BE, BG, CZ, CY, DK, FI, LT, RO, SE, SI, SK (11)	LT, SE (2)	BG, CZ, CY, FI, RO, SK (6)	BE, BG, CZ, CY, DK, FI, RO, SI, SK (9)
	No	AT, DE, EE, EL, ES, FR, HR, HU, IE, IT, LU, LV, MT, NL, PL, PT, UK (17)	AT, EE, EL, ES, HR, HU, IE, IT, LU, MT, PL, PT, UK (13)	FR, NL (2)	DE, FR, LV (3)
People with low skills or qualifications	Yes	BG, CZ, CY, DE, DK, ES, FI, FR, LT, PT, SE, SI, SK (13)	DE, DK, LT, SE (4)	BG, CZ, CY, FI, FR, PT, SK (7)	BG, CZ, CY, ES, FI, FR, PT, SI, SK (9)
	No	AT, BE, EE, EL, HR, HU, IE, IT, LU, LV, MT, NL, PL, RO, UK (15)	AT, EE, EL, HR, IE, LU, MT, NL, PL, UK (10)	IT, RO (2)	BE, HU, IT, LV, RO (5)
People with physical or sensory disabilities	Yes	AT, BG, CZ, CY, DE, DK, EL, FI, FR, HR, IT, LT, NL, RO, SE, SI, SK (17)	AT, DK, EL, LT, SE (5)	BG, CZ, CY, DE, FI, FR, IT, NL, RO, SK (10)	BG, CZ, CY, FI, FR, HR, RO, SI, SK (9)
	No	BE, EE, ES, HU, IE, LU, LV, MT, PL, PT, UK (11)	HU, IE, LU, MT, PL, PT, UK (7)		BE, EE, ES, LV (4)

People with mental (including mental health problems) or intellectual disabilities	Yes	AT, BG, CZ, CY, DE, DK, EL, FI, FR, HR, IT, LT, NL, RO, SE, SI, SK (17)	AT, DK, EL, IT, LT, SE (6)	BG, CZ, CY, DE, FI, FR, NL, RO, SK (9)	BG, CZ, CY, FI, FR, HR, RO, SI, SK (9)
	No	BE, EE, ES, HU, IE, LU, LV, MT, PL, PT, UK (11)	IE, LU, MT, PL, PT, UK (6)		BE, EE, ES, HU, LV (5)
Specific ethnic groups, such as Roma	Yes	BG, CY, DK, FR, HR, IT, LT, PT, RO (9)	DK, FR, LT (3)	BG, CY, PT, RO (4)	BG, CY, HR, IT, RO (5)
	No	AT, BE, CZ, DE, EE, EL, ES, FI, HU, IE, LU, LV, MT, NL, PL, SE, SI, SK, UK (19)	AT, BE, CZ, DE, EE, FI, HU, IE, LU, LV, MT, PL, SE, SK, UK (15)	ES, NL (2)	EL, SI (2)

Source: Based on information provided by national experts.

13 countries had measures in place for specific target groups with regard to 'job integration agreements' (JIAs) and 10 of them planned/introduced further measures (Table 33). Of the 15 countries with no measures, three countries (HU, LU, RO) planned/implemented measures until September 2018. 'People aged 54-65' and 'people with physical disabilities' were targeted by 13 countries each in H1 2015, 'people with mental disabilities' by 11, 'low skilled' by 10 and 'non-EU nationals' and 'specific ethnic groups' by 6 countries each. Countries with measures in place introduced new or additional measures for the '54-65 age group', 'people with physical disabilities' and 'low skilled'. Out of the countries which had no measures in place in H1 2015, measures with regard to JIAs were mainly targeted towards 'non-EU nationals', 'low skilled' and 'people with mental disabilities'. Out of the 20 countries with no measures in place for 'specific ethnic groups', two (ES, RO) planned/introduced measures.

Table 33 - Measures for specific target groups (Job integration agreements)

Q2.2.2 Are there measures for specific target groups?

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
General	Yes	AT, BE, BG, CZ, ES, FI, FR, IT, LT, LV, NL, SI, SK (13)	AT, FI, SI (3)	BG, CZ, FR, IT, SK (5)	BE, BG, CZ, ES, FR, IT, LT, LV, NL, SK (10)
	No	CY, DE, DK, EE, EL, HR, HU, IE, LU, MT, PL, PT, RO, SE, UK (15)	CY, DE, DK, EE, EL, HR, IE, MT, PL, PT, SE, UK (12)	RO (1)	HU, LU (2)
People aged 54-65	Yes	AT, BG, CZ, CY, ES, FI, FR, LT, LV, NL, PT, SI, SK (13)	AT, FI, LT, SI (4)	BG, CZ, CY, FR, PT, SK (6)	BG, CZ, CY, ES, FR, LV, NL, PT, SK (9)
	No	BE, DE, DK, EE, EL, HR, HU, IE, IT, LU, MT, PL, RO, SE, UK (15)	DE, DK, EE, EL, HR, IE, IT, LU, MT, PL, SE, UK (12)	RO (1)	BE, HU, RO (3)
Non-EU nationals	Yes	BG, CZ, CY, FI, IT, SI (6)	FI, IT, SI (3)	BG, CZ, CY (3)	CZ, CY (2)
	No	AT, BE, DE, DK, EE, EL, ES, FR, HR, HU,	AT, DE, DK, EE, EL, ES, HR, HU,	FR, RO, SK (3)	BE, FR, LT, LV, RO (5)

		IE, LT, LU, LV, MT, NL, PL, PT, RO, SE, SK, UK (22)	IE, LU, MT, NL, PL, PT, SE, UK (16)		
People with low skills or qualifications	Yes	BG, CZ, CY, FI, FR, LT, LV, PT, SI, SK (10)	FI, LT, SI (3)	BG, CZ, CY, FR, PT, SK (6)	BG, CZ, CY, FR, LV, PT, SK (7)
	No	AT, BE, DE, DK, EE, EL, ES, HR, HU, IE, IT, LU, MT, NL, PL, RO, SE, UK (18)	AT, BE, DE, DK, EE, EL, HR, IE, LU, MT, NL, PL, SE, UK (14)	RO (1)	ES, HU, IT, RO (4)
People with physical or sensory disabilities	Yes	AT, BE, BG, CZ, CY, ES, FI, FR, IT, LT, LV, SI, SK (13)	AT, FI, LT, SI (4)	BG, CZ, CY, FR, IT, SK (6)	BE, CZ, CY, ES, FR, LV, SK (7)
	No	DE, DK, EE, EL, HR, HU, IE, LU, MT, NL, PL, PT, RO, SE, UK (15)	DE, DK, EE, EL, HR, HU, IE, MT, NL, PL, PT, SE, UK (13)	RO (1)	LU, RO (2)
People with mental (including mental health problems) or intellectual disabilities	Yes	AT, BG, CZ, CY, ES, FI, FR, IT, LT, SI, SK (11)	AT, FI, LT, SI (4)	BG, CZ, CY, FR, IT, SK (6)	CZ, CY, ES, FR, SK (5)
	No	BE, DE, DK, EE, EL, HR, HU, IE, LU, LV, MT, NL, PL, PT, RO, SE, UK (17)	DE, DK, EE, EL, HR, HU, IE, MT, NL, PL, PT, SE, UK (13)	RO (1)	BE, LU, LV, RO (4)
Specific ethnic groups, such as Roma	Yes	BG, CY, IT, LT, PT, SI (6)	IT, LT, SI (3)	BG, CY, PT (3)	CY (1)
	No	AT, BE, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, LU, LV, MT, NL, PL, RO, SE, SK, UK (22)	AT, BE, CZ, DE, DK, EE, EL, FI, FR, HR, HU, IE, LU, LV, MT, NL, PL, SE, SK, UK (20)	ES, RO (2)	RO (1)
Other	Yes	AT, BE, CY, ES, FR, LT, NL (7)	AT, LT, NL (3)	CY, FR (2)	BE, CY, ES, FR (4)
	No	BG, CZ, DE, DK, EE, EL, FI, HR, HU, IE, IT, LU, LV, MT, PL, PT, RO, SE, SI, SK, UK (21)	BG, CZ, DE, DK, EE, EL, FI, HR, IE, IT, LU, LV, MT, PL, PT, RO, SE, SI, SK, UK (20)		HU (1)

Source: Based on information provided by national experts.

The details of the individual measures for specific target groups related to 'coverage of registration' and 'closer links with employers' are provided in Appendix A.

Some information related to the labour market integration of Roma provided by national experts is given in Box 8.

Box 8 - Measures related to the Roma population

Bulgaria: The most challenging target group among people who are long-term unemployed are still Roma, with regard to low qualification or illiteracy. In this context joint measures between the Ministry of Labour and the Ministry of Education are welcome, such as the project 'Drop out from the education system'.

Croatia: Regarding the Roma population, a specific national strategy (https://ec.europa.eu/info/sites/info/files/roma_croatia_strategy_en.pdf) was adopted in 2012, also addressing the issue of their inclusion into the labour market. However, no specific actions have been taken related to the Roma population in the context of adopting the Recommendation.

Greece: Structures are now in place to accommodate the need for the integration of Roma in a number of areas. The Roma branches of the Community Centres are mandated with the task of providing advisory support on employment, education, training and housing issues especially for Roma. In addition, registration of Roma with PES has been facilitated.

Hungary: There are basically no – or hardly any – specific active labour market programmes for Roma. The issue of Roma integration and most of the development in this regard is approached by applying the principle of ‘exclusive but not explicit targeting’, mainly explained by data protection considerations. As a practical consequence, Roma are targeted either as part of a larger disadvantaged group or on a territorial basis. Sporadic exceptions for explicit targeting of Roma very rarely occur, mainly in cases of individual professions or branches (e.g. health/social services, public administration, police organisations, etc.) but never in cases of long-term unemployed Roma individuals. Instead, long-term unemployed Roma individuals could be found – but due to data protection considerations could not be counted – among e.g. ESF-financed programmes in the North-Eastern part of Hungary aiming at labour market training for unskilled people involved in public employment scheme or implementing complex settlement development programmes, etc.

Slovakia: Roma represent a large part of people who are long-term unemployed but do not appear in the statistics as Roma. There is a discrepancy between the OP Human Resources, which is specifically focused on Roma, and the fact that in unemployment statistics Roma are not distinguished from other unemployed. There are some ALMP tools specifically designed for Roma (e.g. so-called Activation works) but these are available to all citizens. While officially all PES measures relate to any jobseeker, the National Programmes are usually targeted at particular groups, distinguished by criteria such as age or period of registration, but not ethnicity.

Source: National experts.

Institutional set-up

National experts reported (numerous) changes in the institutional set-up both on how the registration of people who are long-term unemployed is carried out and with regard to individual assessments. As illustrated in Table 34, policy actions, with respect to the registration of people who are long-term unemployed were implemented or concrete measures planned in those countries which had measures in place prior to the Recommendation. However, in those countries which did not have measures in place in H1 2015 only in a few cases additional measures have been introduced (e.g. BG, HU, IE, IT, LU, LV).

Table 34 - Institutional set-up for coverage of registration

Q1.3 What is the institutional set-up?

Q1.3.1 How is the registration of LTU carried out?

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
Registration with a centralised system at the national level	Yes	AT, BE, BG, CZ, CY, EE, ES, FI, FR, HR, LV, PT, RO, SE, SI, SK (16)	AT, BE, EE, FI, FR, HR, LV, SE, SI (9)	BG, CZ, CY, PT, RO, SK (6)	BG, CZ, CY, ES, PT, RO, SK (7)
	No	DE, DK, EL, HU, IE, IT, LT, LU, MT, NL, PL, UK (12)	DE, DK, EL, HU, LT, LU, MT, NL, PL, UK (10)		IE, IT (2)
Registration with a decentralised system at the regional / local level	Yes	BE, CY, DE, DK, EE, EL, ES, IE, IT, LT, NL, PL, PT (13)	BE, DE, DK, EE, LT, NL (6)	CY, EL, IE, PL, PT (5)	CY, ES, IE, IT, PL, PT (6)
	No	AT, BG, CZ, FI, FR, HR, HU, LU, LV, MT, RO, SE, SI, SK, UK (15)	AT, BG, CZ, FI, FR, HR, LU, LV, MT, RO, SE, SI, SK, UK (14)		HU (1)
Registration only with	Yes	AT, BG, CZ, CY, DK, EE, EL, FI, FR, HR, IT, MT,	AT, DK, EE, EL, FI, FR, HR, MT,	BG, CZ, CY, PT, SK (5)	BG, CZ, CY, IT, PT,

the employment service		PT, SE, SK, UK (16)	SE, UK (10)		SK (6)
	No	BE, DE, ES, HU, IE, LT, LU, LV, NL, PL, RO, SI (12)	BE, DE, ES, IE, LT, NL, PL, RO, SI (9)		HU, LU, LV (3)
Registration either with the employment service or the social service, depending on the benefits system	Yes	AT, BE, BG, CY, DE, IT, LU, NL, SE, SI (10)	AT, BE, DE, LU, NL, SE, SI (7)	BG, CY (2)	BG, IT (2)
	No	CZ, DK, EE, EL, ES, FI, FR, HR, HU, IE, LT, LV, MT, PL, PT, RO, SK, UK (18)	CZ, DK, EE, ES, FI, FR, HR, HU, LT, LV, MT, PL, PT, RO, SK, UK (16)	EL (1)	IE (1)
Automatic cross-registration with the employment service of clients registered with other services	Yes	DK, NL, SE, SI (4)	DK, NL, SE, SI (4)		
	No	AT, BE, BG, CZ, CY, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SK, UK (24)	AT, BE, CZ, CY, DE, EE, FI, FR, HR, HU, IE, IT, LV, MT, PL, PT, RO, SK, UK (19)	BG, EL, ES, LT (4)	BG, LT, LU (3)

Note: Corresponds to subcategories of Q1.3.1

Source: Based on information provided by national experts.

There seems to be slightly more changes in measures with respect to individual assessments, both for those with or without measures in place in H1 2015 (see Table 35).

13 countries had comprehensive guidelines to PES for implementing individual assessments in place, 8 of them planned/introduced additional ones. Out of the 15 countries, which had no such measure in place, 7 made changes thereafter. In 14 countries assessments were shared across organisations (e.g. between PES and social service organisations), 5 of them changed measures in place. Out of the 14 countries with no measures, 6 planned/implemented additional ones. 9 countries had outsourced assessments to other service providers in H1 2015 and 6 of them implemented new or additional measures. Out of the 19 countries which did not outsource assessments, 5 planned/implemented such measures until September 2018.

Table 35 – Institutional set-up for individual assessments

Q2.3 What is the institutional set up?

Q2.3.1 How are policies implemented?

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
Are there any comprehensive guidelines to PES?	Yes	AT, BG, CZ, DE, EE, ES, FI, FR, HR, LV, PT, RO, SI (13)	AT, DE, EE, FI, SI (5)	BG, CZ, FR, PT, RO (5)	BG, CZ, ES, FR, HR, LV, PT, RO (8)
	No	BE, CY, DK, EL, HU, IE, IT, LT, LU, MT, NL, PL, SE, SK, UK (15)	BE, DK, IE, LU, MT, NL, SE, UK (8)	CY, EL, IT, PL, SK (5)	HU, IT, LT, PL, SK (5)

Are assessments shared across organisations (e.g. between PES and social service organisations)?	Yes	AT, BG, DE, DK, ES, FR, IE, LT, MT, NL, PT, RO, SE, SI (14)	AT, DE, DK, LT, MT, NL, PT, SE, SI (9)	BG, FR, IE, RO (4)	BG, ES, IE, RO (4)
	No	BE, CZ, CY, EE, EL, FI, HR, HU, IT, LU, LV, PL, SK, UK (14)	BE, CZ, EE, FI, HR, HU, SK, UK (8)	CY, EL, IT, PL (4)	CY, LU, LV, PL (4)
Are assessments outsourced to other service providers (private or public)?	Yes	AT, BG, DE, ES, IE, NL, PT, RO, UK (9)	DE, NL, PT (3)	BG, IE, RO (3)	AT, BG, ES, IE, RO, UK (6)
	No	BE, CZ, CY, DK, EE, EL, FI, FR, HR, HU, IT, LT, LU, LV, MT, PL, SE, SI, SK (19)	BE, CZ, DK, FR, HR, HU, IT, LT, LU, MT, PL, SE, SI, SK (14)	CY, EL, FI (3)	CY, EE, LV (3)

Source: Based on information provided by national experts.

For the other areas of action, no such detailed questions on the specific institutional set-up have been assessed in the questionnaire.

However, in all areas of action it was asked whether and if yes, in which area of action specific barriers of implementation existed. The countries which have indicated such barriers are listed in Table 36. A number of countries report barriers to introducing new measures according to the Recommendation, which are more or less the same countries across all areas of action. In EL, PT and RO experts reported barriers for each area of action, CY, and IT in four, LT and PL in three, FI, HU, NL and SI in two.

Table 36 - Barriers to the implementation of new measures

Coverage of registration	Individual assessment	Job integration agreements	Interinstitutional coordination and single points of contact	Measures to establish closer links with employees
EL, IT, LT, PL, PT, RO, SI, SK (8)	CY, EL, HU, IT, LT, PT, RO (7)	CY, EL, FI, HU, IT, NL, PT, RO (8)	CY, EE, EL, FI, HU, IT, LT, PL, PT, RO, SI (11)	CY, EL, FR, NL, PL, PT, RO (7)

Note: Corresponds to questions Q1.3.4, Q2.3.5, Q3.4.3, Q4.3.3, and Q5.3.3, respectively.
Source: Based on information provided by national experts.

Specific comments to the barriers of implementation of new measures in the areas of action are reported in Box 9 - Box 13.

Box 9 - Barriers to implementation: 'Coverage of registration'

Greece: Barriers relate to the large number of long-term unemployed, the limited number of counsellors, and to IT restrictions. The number of counsellors is to increase strongly as around 300 persons have been hired and are in the process of being integrated into the system.

Finland: There are no serious difficulties in implementing measures. But the PES staff has no knowledge of the reasons why registered unemployed decide to stop looking for a job. In most cases they do not communicate this to the PES staff. One problem relates to the long-term unemployed people representing such a wide range of individuals, but overall Finland has already a very good coverage of unemployed. Many people who are long-term unemployed do not qualify for the labour market, and they should not be served by PES but by some other actors for instance in the social and health care sectors. There is already coordination between various institutions, although more informal than formal. What is still missing is an active role of the health care sector. PES, social workers and the staff of KELA (the Social Insurance Institution) already collaborate a lot under the multisectoral joint service enhancing employment.

Italy: Barriers relate to the shortage of PES employees, budgetary constraints, software inadequacy (including problems with internet connection), functional overload, and economic crisis.

Lithuania: The PES depends on projects financed by the ESIF (specifically ESF) to implement various ALMP measures (vocational trainings, subsidised employment, counselling, etc.). Additionally, the PES itself is currently under reform and some parts of this reform (mostly capacity building of PES) are also financed by the ESIF. However, for various administrative reasons the implementation of ESIF was slow or slower than initially expected, which in turn negatively affected the timing of implementation of those ALMP measures and capacity building of PES.

Poland: The social services and the public employment services are not interlinked. This prevents forcing people to register. Registering as an unemployed is a precondition for obtaining health insurance but not other social services.

Portugal: Barriers are mostly of a financial nature as the Portuguese economy is still recovering, but technical expertise to implement new measures would be available.

Slovenia: Despite a decline in counsellor caseload – resulting from both a decrease in registered unemployment and an increase in PES staff – the caseloads in Slovenia remain high relative to what is arguably an optimal level given the strong evidence on the cost effectiveness of decreased caseloads (see e.g. [Activation Policies in Cash Benefit Programmes for the Unemployed](#)). The current ratio of registered jobseekers to PES staff is around 80 in Slovenia, which is certainly lower than in the recent past (for example, in December 2015 it amounted to 120), but is still considerably above the comparable figures seen in 2014 in countries such as Austria (where it stood at 64), Belgium (59), Germany (46), or Sweden (54). Source: [Activation Policies in Cash Benefit Programmes for the Unemployed](#).

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes, (Q1.3.4.A).

Box 10 - Barriers to implementation: 'Individual assessments'

Greece: Barriers relate to the large number of long-term unemployed and the limited number of counsellors.

Hungary: Barriers are represented by the fragmented state administration, lack of a unified data basis or linking the databases.

Italy: Barriers relate to the shortage of PES employees, budgetary constraints, software inadequacy (including problems with internet connection), economic crisis and functional overload.

Lithuania: The political agenda focuses on different issues, mostly on youth unemployment.

Portugal: There are financial constraints at the national level.

Slovakia: Barriers relate to insufficient capacities of PES and the institutional set-up.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q2.3.5.A).

Box 11 - Barriers to implementation: 'Job integration agreements'

Greece: The mutual obligation part of the JIA has been difficult to implement both due to the fact that the PES is short staffed and because imposing obligations on vulnerable groups is a politically sensitive issue.

Finland: According to some sources (e.g. Valtakari et al., 2018) scarce human resources in PES, unfinished IT systems and the highly heterogeneous client base are a challenge when it comes to the coordination of JIAs. It is not easy to steer clients from one service to another, there are differences in the quality and accessibility of PES across the country.

Hungary: State administration is fragmented, with tight professional human resources.

Italy: There is a shortage of PES employees, particularly of experts in orientation, cultural mediators and psychologists – even though the budget law for 2018 foresees the hiring of 1600 new employees in the PES (of which 600 experts in orientation, cultural mediators, etc.), financed through funds coming from FSE. Further barriers relate to staff skills and competences, budgetary constraints, software inadequacy including problems with internet connection, and territorial differences.

Netherlands: There is no public debate on this issue. Reintegration is decentralised to the regional and municipal level. Here, a number of individual plans are made to reintegrate people into the labour market. However, these reintegration plans are not called JIAs and sometimes also not formalised by written contract. The procedure also depends on the region/municipality and might thus differ.

Portugal: There are financial constraints at the national level.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q3.4.3.A).

Box 12 - Barriers to implementation: 'Interinstitutional coordination and single point of contact'

Bulgaria: For some of the measures more funds would be needed – for example, in the case of long-term unemployed parents of disabled children, especially when the latter are above 18 years old. In such cases one has two groups of long-term unemployed individuals – parents and disabled youth.

Estonia: The SPOC only covers the services of the PES and not those offered by local governments or by various service providers (e.g. Activation of NEETs). Thus the SPOC is applied only to measures within the PES system. Hence, when a person turns to the local government, or young people to the Noorte Tugila programme, they are not automatically integrated into the PES system. Instead, they have to register with the PES separately. The local government or youth workers can advise on turning to the PES. Thus, the main barriers are related to the transfer between the various service providers. There is no detailed analysis of the reasons for these barriers. Most likely these are related to the lack of formalised procedures (there is no automatic procedure to transfer people who are long-term unemployed between various service providers; the system operates on a case by case basis), differences in service requirements or case work etc. For instance, the transfer of information on evaluations, assessments or individual actions plans from various institutions is problematic. Each service provider creates new documentation on the client and this information is in most cases not transferable across institutions. However, without a more detailed analysis on service procedures and transfers between different service providers, it is not possible to list all the possible barriers between institutions.

Finland: Currently the state is responsible for people who are long-term unemployed. This structure is being changed by the reform of regional government. The regions will assume the responsibility for organising the PES for people who are long-term unemployed from 2020 onwards. So far the current law has not been changed and there has been increasing opposition against the reform. There is a possibility that also after the reform there will be no SPOC for people who are long-term unemployed.

Greece: Barriers relate to technical IT.

Hungary: Barriers are associated with fragmented state administration.

Italy: There are traditional problems in the vertical and horizontal institutional coordination (INPS, INAPP, regional PES) – even though the recent institutional change through the introduction of the ANPAL might improve coordination; further barriers are represented by budgetary constraints; path dependency.

Lithuania: Technically, a SPOC exists in Lithuania; however, it only covers PES functions (job search assistance, education and training, support for increased mobility etc.) and not the various services which are provided by other institutions (for example, by municipal social services) such as particular benefits, childcare and health or other social services.

Poland: In the Polish legal system there is no single point of contact at the national level which would be able to focus and coordinate the activities of all entities involved in the process of activation of the unemployed. However, at the regional level at which the Labour Offices operate, each long-term unemployed client is assigned to a case worker called 'Customer Advisor' (Doradca klienta).

Portugal: There are financial constraints at the national level and a lack of available human resources.

Slovenia: There is no consistent treatment of people who are long-term unemployed due to the decentralised governance structure of the Centres for Social Work (CSW). There are now 63 local CSW in Slovenia, which since 1 October have been grouped into 16 administrative regions, each with a newly-created head office. This sensible and long-anticipated reorganisation will consolidate administrative and claims-processing functions into the head office, with the hope that this will free up the individual offices to devote more time to directly work with clients. In addition, this will render the structure more comparable with that of the PES, which has 12 regional offices and 59 local offices. (Note that the 63 Centres for Social Work and 59 PES local offices are organised along different geographic areas.) It is hoped that the administrative reorganisation will be able to address the inconsistent operations of individual CSWs.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q4.3.3.A).

Box 13 - Barriers to implementation: 'Measures to establish closer links with employees'

Greece: There is a lack of funding and administrative capability.

France: The lack of human resources within the PES to satisfy the needs of some employers.

Netherlands: There are many initiatives to establish closer links with employers, but it takes time to build good relationships. Some regions have better developed links, others are still setting up initiatives. A planned measure to aid people with disabilities to find a job meets with societal and political resistance, as the plans entail letting employers pay less than the minimum wage for this group (the long-term unemployed individuals concerned receive a supplement from public benefits to adjust income upwards). This set-up also affects the build-up of pension entitlements for this group.

Poland: The measures are rolled out on a region-by-region basis, and although they are guided by the same legal act, a review of a selection of regional Labour offices' websites suggests that there are still regional differences.

Portugal: There are financial constraints at the national level and a lack of available human resources.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q5.3.3.A).

Reasons if not much progress has been achieved since H2 2015

Finally,

Table 37 reports the various reasons for lack of implementation of new measures proposed in the Recommendation. The main reason for no further progress is that such measures were already either partly or fully in place in H1 2015; in IT and RO experts reported budget constraints for implementing new measures in four areas of action, BG in three areas, PT in two and CY and EL in one area of action.

Table 37 - Reasons for not much progress

	Coverage of registration	Individual assessment	Job integration agreements	Interinstitutional coordination and single points of contact	Measures to establish closer links with employees
Policies already partly implemented	BG, CY, CZ, DE, EL, ES, FR, HR, IE, LT, LV, PT, RO (13)	BE, BG, CY, CZ, DE, ES, FI, FR, IE, LV, NL, PL, PT, RO, SE, SK (16)	BE, BG, CY, CZ, EE, ES, FR, IE, LT, LV, PT, SK (12)	BE, BG, CY, CZ, ES, FI, FR, IE, LT, LV, MT, NL, PT, SE, SK (15)	BG, CY, CZ, EE, ES, FI, FR, IE, LT, LV, NL, PL, RO, SE, UK (15)
Policies already fully implemented	AT, BE, FI, MT, NL, SE, UK (7)	AT, DE, DK, EE, MT, RO, SI (7)	AT, DE, DK, FI, MT, SI, UK (7)	AT, DE, DK, NL, UK (5)	AT, DE, DK, MT, NL, SE, SI (7)
No budget available	BG, IT, RO (3)	IT, PT, RO (3)	BG, CY, IT, PT, RO (5)	BG, EL, IT, RO (4)	

Note: The findings are based on yes/no questions: Q1.8, Q2.8, Q3.9, Q4.8, and Q5.8, respectively.

Source: Based on information provided by national experts.

In addition – if not much progress has been achieved since H2 2015 – national experts have been asked whether there are other policy priorities (see Box 14 to Box 18).

Box 14 - Other policy priorities ('Coverage of registration')

Bulgaria: Policy priorities are focused on both youth employment and long-term unemployment in 2018.

Germany: The issue of registration of people who are long-term unemployed is not a priority topic in Germany. A comprehensive registration system was already in place before the Recommendation.

Denmark: There are no special measures to increase registration as no problems are experienced with getting unemployed to register.

Greece: There is a lack of administrative capability to deal with the large number of long-term unemployed.

Spain: The problem about people who are long-term unemployed is that they are a very difficult group to integrate into the labour market. There are new measures to support their registration and JIA through a new 'programme (2016-18) for labour market integration' aimed at people who are long-term unemployed, but the implementation of the measures has not been evaluated yet.

Finland: As receiving any financial benefits requires registering, the number of registered long-term unemployed individuals is high. There was no need for implementing measures to increase the number of registered long-term unemployed people.

Croatia: Unemployed persons in Croatia tend to register with PES in a higher percentage than in other countries. There is a long-lasting tradition of registering with the employment service. The coverage of registered people who are long-term unemployed with PES is considered already high. In periods of high unemployment, outreach activities aimed at even higher registration would result in an even higher burden on the PES staff.

Lithuania: Long-term unemployment is a much smaller problem compared to the EU average. The more pressing issue is poverty of the people who are long-term unemployed, therefore more focus is directed to that topic.

Malta: There was an overhaul of the support provided to people who are long-term unemployed in early H1 2015 in the form of the Introduction of the Work Programme Initiative (WPI). However, according to the PES, the WPI was a direct policy response to the Recommendation, specifically the discussions that preceded its formal publication in 2016.

Poland: Current support for people who are long-term unemployed is guided by the Parliament Act on the promotion of employment and labour market institutions (Ustawa o promocji zatrudnienia i instytucjach rynku pracy). A new Parliament Act is expected to come into force in early 2019; it will distinguish people who are long-term unemployed as a separate category and introduce actions and measures relating specifically to people who are long-term unemployed .

Portugal: No other policy priorities due to financial constraints.

Romania: It is intended to develop a unique procedure for activation and job placement for all SPO clients from the vulnerable target groups, including the institutional cooperation of PES/ANOFM with the central and local public administration, as well as public and private operators from the market.

Slovenia: Given the strong financial incentives for individuals to register (registration is a precondition for financial social assistance and for many ALMPs, including wage subsidies), outreach is not a policy priority.

United Kingdom: There has been a consistent focus on registering unemployed persons at first point of claim so people should already be registered if they become long-term unemployed. As such current mechanisms comply with the Recommendation in ensuring that long-term unemployed jobseekers are registered.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q1.8.A).

Box 15 – Other policy priorities ('Individual assessments') (Q2.8.4)

Bulgaria: Apart from other policy priorities, people who are long-term unemployed are also a priority for 2018.

Romania: Other policy priorities relate to increasing the institutional (human) capacity, digital transformation, big data bases, data management, increasing transparency, improving quality standards for ALMPs, increasing forecasting capacity.

Sweden: The employment agency has no difficulty in carrying out the assessments; these are always carried out 30 days after registration. However, the way an assessment is carried out is being under discussion.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q2.8.4).

Box 16 – Other policy priorities ('Job integration agreements') (Q3.9.4)

Bulgaria: There are other priorities as well, but long-term unemployment is also a priority for 2018.

Netherlands: Most actors at the decentralised level are trying to improve cooperation with other actors (e.g. employers) in order to support the reintegration of people who are long-term unemployed into the labour market.

Sweden: The PES draws up an individual action plan for unemployed individuals within thirty days of their registration as unemployed. Consequently, the action plan is not specific for long-term unemployed as it is extended to all job-seeking clients and registered unemployed. The action plan describes the individual's obligations and their rights. The activities set in the action plan are regularly followed up by the local employment officer.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q3.9.4).

Box 17 – Other policy priorities ('Interinstitutional coordination and single point of contact') (Q4.8.4)

Bulgaria: There are other policy priorities, but long-term unemployment is clearly a priority for 2018.

Estonia: As the PES covers the largest part of the activation services for people who are long-term unemployed, it has not been considered a policy priority to integrate the services of PES with those of other potential contact points for people who are long-term unemployed.

Croatia: Existing measures were given priority. Due to the large number of registered unemployed persons, the caseload for PES counsellors is high. Also the caseload for social services counsellors is high because of the large number of beneficiaries. Establishing a new system within a short period would need additional efforts and the required human resources are not available.

Lithuania: The benefits of SPOC are not fully understood. Also, there is a lack of political will to start reforms to more closely integrate the PES with social services institutions.

Slovenia: Instead of integrating the services of the PES and CSWs, the current priority has been on centralising the local CSW offices with a system of regional offices.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q4.8.4).

Box 18 - Other policy priorities ('Establish closer links with employers') (Q5.8.4)

Estonia: The Occupational Disability Reform, introducing a new benefit scheme and new services, could also have some effect on those disabled who have been long inactive or unemployed.

Portugal: No other policy priorities due to financial constraints at the national level.

Sweden: There is a need for more continuous follow-up between employers and the PES with regard to people hired through subsidies and also a need for more pro-active, outreach work with employers.

Source: Responses of national experts to the questionnaire on the Mapping of LTU policy changes (Q5.8.4).

Funding

Another question was related to the funding of the various areas of actions and measures. The question has been asked for all areas of action, whether funded from national budgets (tax funded), from regional/local budgets (tax funded), via an insurance system, from ESF or ERDF, or from 'other EU funds'.⁶¹ Generally, the result is that, first, the funding structure is very similar across the areas of action, and second, that a few countries planned or introduced measures only in case there had none been in place. However, a number of countries planned or implemented changes for the funding in place. As an example, Table 38 shows the results of the funding for the coverage of registration. In many countries there is no single source of funding, but rather a combination of various sources. In 24 countries the major source of funding for the coverage of registration are national budgets; for 7 countries funding from regional sources is reported, for 11 countries funding from the insurance system. EU funding, ESF in particular, is reported by experts in 11 countries, ERDF in one country (BG) and in EL and RO financing through 'other EU funds' is reported. For further details on the other areas of action see Appendix B).

Table 38 - Funding for coverage of registration

Q1.4 Funding

Q1.4.1. Is funding for registration coming from?

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
National budgets (tax fund)	Yes	AT, BE, BG, CZ, CY, DE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, PT, RO, SE, SI, SK, UK (24)	AT, BE, DE, EL, FI, FR, HR, LT, LU, MT, NL, SE, SI, UK (14)	BG, CZ, CY, IE, PT, RO, SK (7)	BG, CZ, CY, ES, IE, IT, LV, PT, RO, SK (10)
	No	DK, EE, HU, PL (4)	DK, EE, PL (3)		HU (1)
Regional/local budgets (tax funded)	Yes	BE, CY, DE, DK, ES, NL, PL (7)	BE, DE, DK, NL (4)	CY, PL (2)	CY, ES, PL (3)
	No	AT, BG, CZ, EE, EL, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, PT, RO, SE, SI, SK, UK (21)	AT, BG, CZ, EE, EL, FI, FR, HR, HU, IE, LT, LU, LV, MT, PT, SE, SI, SK, UK (19)	RO (1)	IT, RO (2)
Insurance system	Yes	AT, BE, BG, DE, EE, EL, FR, NL, RO, SE, SI (11)	AT, BE, DE, EL, FR, NL, SE, SI (8)	BG, RO (2)	BG, EE, RO (3)
	No	CZ, CY, DK, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SK, UK (17)	CZ, CY, DK, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SK, UK (17)		
ESF	Yes	BE, BG, CY, EL, ES, IT, LT, LV, MT, PT, RO (11)	BE, CY, EL, LT, MT (5)	BG, PT, RO (3)	BG, ES, IT, LV, PT, RO (6)

⁶¹ Further it has been asked whether funding comes from international sources; this was only the case for BG, with respect to job integration agreements.

	No	AT, CZ, DE, DK, EE, FI, FR, HR, HU, IE, LU, NL, PL, SE, SI, SK, UK (17)	AT, CZ, DE, DK, FI, FR, IE, LU, NL, PL, SE, SK, UK (13)	SI (1)	EE, HR, HU, SI (4)
ERDF	Yes	BG (1)		BG (1)	BG (1)
	No	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (27)	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, MT, NL, PL, PT, RO, SE, SI, SK, UK (26)		LV (1)
Other EU funds	Yes	EL, RO (2)	EL (1)	RO (1)	RO (1)
	No	AT, BE, BG, CZ, CY, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (26)	AT, BE, BG, CZ, CY, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SK, UK (25)	SI (1)	SI (1)

Source: Based on information provided by national experts.

Further it has been assessed whether the new measures had some financial implications and, if yes, which ones. The countries for which experts reported financial implications are listed in Table 39. National experts who reported financial implications indicated that the existing budget has been reallocated or overall budgets have been increased. Only in the UK a reduction of the budget was reported.

Table 39 - Financial implications of the new measures

	Planned	Implemented
1 Coverage of registration		
There was a reallocation of existing budgets	CY, EL, FR, LT, PL, PT, RO (7)	CY, EE, EL, FR, IT, LT, PL, PT, RO (9)
Overall budgets were increased	BG, CY, EL, FR, SI (5)	BG, CY, EE, EL, ES, FR, HR, HU, LV, SI (10)
Overall budgets were reduced, due to the use of synergies	RO (1)	
Overall budgets were reduced, for unrelated reasons		RO, UK (2)
2 Individual assessments		
There was a reallocation of existing budgets	EL, FI, FR, IT, PL, PT, RO (7)	AT, DE, EE, EL, FI, FR, HR, IT, LT, PL, PT, RO (12)
Overall budgets were increased	BG, CY, DE, EL, FI, FR, IT, SI (8)	BG, CY, EE, EL, ES, FI, FR, HU, LV, NL, RO, SI (12)
Overall budgets were reduced, due to		

the use of synergies		
Overall budgets were reduced, for unrelated reasons	RO (1)	RO, UK (2)
3 Job Integration Agreements		
There was a reallocation of existing budgets	CY, FR, PL, PT (4)	CY, FI, FR, HR, IT, LT, PL, PT (8)
Overall budgets were increased	BG, CY, FR, PT, RO, SI (6)	BG, CY, ES, FR, HU, LV, PT, RO, SI (9)
Overall budgets were reduced, due to the use of synergies		
Overall budgets were reduced, for unrelated reasons		UK (1)
4 Interinstitutional coordination and single points of contact		
There was a reallocation of existing budgets	CY, FI, FR, PL, PT (5)	CY, FR, HR, LT, PL, PT (6)
Overall budgets were increased	BG, CY, EL, FR, PT, RO (6)	BG, CY, EL, ES, FR, HU, LV, PT (8)
Overall budgets were reduced, due to the use of synergies		
Overall budgets were reduced, for unrelated reasons		UK (1)
5 Measures to establish closer links with employers		
There was a reallocation of existing budgets	CY, EL, FR, NL, PL, PT (6)	AT, CY, EL, FI, FR, LT, PL, PT (8)
Overall budgets were increased	BG, CY, DE, EL, FR, PT, RO, SI (8)	BG, CY, DE, EE, EL, ES, FR, HR, HU, LV, NL, PT, RO, SI (14)
Overall budgets were reduced, due to the use of synergies		
Overall budgets were reduced, for unrelated reasons		

Note: Corresponding questions are Q1.4.2, Q2.4.2, Q3.5.2, Q4.4.2, and Q5.4.2.

Source: Based on information provided by national experts.

Monitoring systems and evaluation of measures

Finally, results are reported on whether monitoring systems or evaluation of measures are implemented. Table 40 reports the results for monitoring systems. Generally, only a few countries which had no monitoring system in place introduced one (though patterns differ across areas of action), whereas those countries which had already monitoring systems in place planned or implemented changes. The existence of monitoring systems differs across the individual areas of action: 13 countries had monitoring systems in place in H1 2015 with regard to individual assessments and closer links with employers. In the other areas monitoring was less common: with regard to coverage of registration monitoring was in place in 9 countries, for the job integration agreements in 11 countries and for interinstitutional cooperation and SPOC in 10 countries.

Table 40 - Monitoring systems

		Changes in measures in place from H2 2015		
Measures in place in H1 2015		No	Planned	Implemented
1 Coverage of registration				
Yes	BE, BG, FR, HR, IE, LT, NL, PT, RO (9)	BE, NL (2)	BG, FR, IE, PT, RO (5)	BG, FR, HR, IE, LT, RO (6)
No	AT, CZ, CY, DE, DK, EE, EL, ES, FI, HU, IT, LU, LV, MT, PL, SE, SI, SK, UK (19)	AT, CY, DE, DK, EL, FI, LU, MT, PL, SE, SI, UK (12)	CZ, EE, SK (3)	CZ, ES, HU, IT, LV, SK (6)
2 Individual assessments				
Yes	BG, CZ, DE, DK, ES, FR, IE, IT, LV, PT, RO, SE, SI (13)	DE, DK, SE (3)	BG, CZ, FR, IE, PT, RO, SI (7)	BG, CZ, ES, FR, IE, IT, LV, PT, RO, SI (10)
No	AT, BE, CY, EE, EL, FI, HR, HU, LT, LU, MT, NL, PL, SK, UK (15)	AT, BE, CY, EE, EL, LT, LU, MT, NL, PL, SK, UK (12)	HR (1)	FI, HU (2)
3 Job integration agreements				
Yes	BE, BG, CZ, DK, FI, FR, IE, LV, PT, SE, UK (11)	DK, FI, SE, UK (4)	BG, CZ, FR, IE, PT (5)	BE, BG, CZ, FR, IE, LV, PT (7)
No	AT, CY, DE, EE, EL, ES, HR, HU, IT, LT, LU, MT, NL, PL, RO, SI, SK (17)	AT, CY, DE, EE, EL, MT, PL, SI, SK (9)	RO (1)	ES, HR, HU, IT, LT, LU, NL, RO (8)
4 Interinstitutional coordination and single point of contact				
Yes	BE, CY, DK, FR, IE, LV, NL, PT, RO, SE (10)	BE, DK, PT, SE (4)	CY, FR, IE, NL, RO (5)	CY, FR, IE, LV, NL, RO (6)
No	AT, BG, CZ, DE, EE, EL, ES, FI, HR, HU, IT, LT, LU, MT, PL, SI, SK, UK (18)	AT, CZ, DE, EE, EL, ES, FI, HR, LU, MT, PL, SI, SK, UK (14)	BG, LT (2)	HU, IT (2)
5 Measures to establish closer links with employers				
Yes	CZ, DE, DK, FR, IE, LT, LV, NL, PT, RO, SE, SI, UK (13)	LT, SE, UK (3)	CZ, FR, IE, NL, PT, RO (6)	CZ, DE, DK, FR, IE, LV, NL, PT, RO, SI (10)
No	AT, BE, BG, CY, EE, EL, ES, FI, HR, HU, IT, LU, MT, PL, SK (15)	AT, BE, CY, EE, FI, IT, LU, MT, PL, SK (10)	BG, EL, HR (3)	ES, HU (2)

Note: Corresponding questions are Q1.5.1, Q2.5.1, Q3.6.1, Q4.5.1 and Q5.5.1.
Source: Based on information provided by national experts.

Table 41 - Evaluation of measures

	Planned	Implemented
1 Coverage of registration		
Evaluations of new measures	BE, BG, EE, FR, IE, IT, LT, LV, NL (9)	BE, BG, ES, FR, HU, IE, IT, LU, NL (9)
Counterfactual impact evaluations introduced		BG, RO (2)
2 Individual assessments		
Evaluations of new measures		AT, BG, DE, ES, FI, FR, HU, IE, IT, NL, RO (11)
Counterfactual impact evaluations introduced		BG (1)
3 Job integration agreements		
Evaluations of new measures		BG, ES, FR, HU, IE, IT, NL (7)
Counterfactual impact evaluations introduced		NL (1)
4 interinstitutional coordination and single point of contact		
Evaluations of new measures		BG, CY, FR, HU, IE, NL (6)
Counterfactual impact evaluations introduced		BG, IE (2)
5 Measures to establish closer links with employers		
Evaluations of new measures		AT, BG, DE, ES, FR, HU, IE, NL, SI (9)
Counterfactual impact evaluations introduced		DE (1)

Note: Corresponding questions are Q1.5.2, Q2.5.2, Q3.6.2, Q4.5.2, and Q5.5.2.
Source: Based on information provided by national experts.

Examples of measures

National experts mostly considered good examples from the perspective of the impact on the labour market situation in their own countries and the achievements the measures represented for their own countries. The element of transferability to other countries was considered to a lesser extent. However, experts documented examples for specific groups that are far from the labour market (e.g. Roma, persons with mental handicaps, etc.) that may be considered quite innovative and possibly relevant for other countries. The following tables summarise examples by clustering them according to their main features.

Table 42 - Examples of Policies to Increase Registration

Main feature	Specific features	Country
Conditionality	Connecting benefits to requirement of registration	DK, FI, SE, UK
Online registration	Introduction of online registration to facilitated access for people who are long-term unemployed	FR, PT
General incentives to increase registration	Organisation of events (e.g. free concerts and information on activation measures).	BG
	Independent Counselling Centres for the Unemployed (in some states such as NRW and Brandenburg) where unregistered long-term unemployed people can get low-threshold help from counsellors on issues relating to PES or social services.	DE
	Initiative of 'Lancaderosdeempleo': coaching and motivational activities for people who are long-term unemployed to get them 'off the ground' again (i.e. 'launching initiative' for people who are long-term unemployed). This is available to registered and non-registered long-term unemployed people, but the activation measures increase registration.	ES
Incentives for groups far from the labour market	Facilitation of registration of Roma: proof of a permanent residential address as a registration requirement has been waived and replaced by a certificate of residence by the local authority.	EL

Source: Based on information provided by national experts.

National experts listed examples for 11 countries; of those, 4 countries followed a solution of making the receipt of benefits conditional on registration; 2 countries opted for a technical solution and 5 countries offered specific incentives to increase registration.

Table 43 - Examples of Policies to increase Individual Assessment

Main feature	Specific features	Country
Data-based profiling	Helps to identify risk of becoming long-term unemployed	DK, HR, RO
Regular updates of assessments	During early and intensive contact scheme; re-assessment after 16 months.	DK
	Once every third month.	FI
Online registration	Online registration and benefits procedures freed up personnel resources for individual assessment	FR
Special assessment institution	Conducted by the Competence Assessment and Career Psychology Service (BPS) of the German National Employment Agency.	DE
Combined activities	Individual assessments in combination with job-training at PES or municipalities	ES
Specialised assessment services	Mentoring by Roma for Roma communities; Roma form a mobile team to go into the communities rather than the long-term	BG

for persons far from the labour market	unemployed Roma individuals coming to the PES office. The Roma mentors enjoy more trust than PES officials; therefore their assessment is more accurate. On this basis they provide coaching and mentoring services.	
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Source: Based on information provided by national experts.

National experts listed 9 countries with 10 examples; 3 relied on a technical solution (profiling); 2 on procedural techniques (regular updates); 2 introduced organisational changes and 2 offered specific activation measures.

Table 44 - Examples for JIAs

Main feature	Specific features	Country
Coverage	All people who are long-term unemployed are covered by JIA	DE, DK
Organisational changes	Collaboration between PES and NGOs to carry out personalised services for people who are long-term unemployed with a JIA	ES
	Shift of responsibility from PES to municipalities; multi-professional teams provide services specifically tailored to people who are long-term unemployed on the basis of a JIA. Project on an experimental basis.	FI
Training activities	Professional internships on the basis of a JIA.	PT
Specific measures for persons far from the labour market	'Werk en Zorg' (work and health) programmes for jobseekers with medical or mental health issues. A temporary (maximum 18 months) work-care plan, where people who are long-term unemployed do an internship while receiving care counselling at a welfare institution, psychiatric hospital or public social welfare centre; all on the basis of a JIA.	BE
	Cooperation with NGOs to engage difficult-to-reach groups with a systematic approach: first conducting an assessment and then concluding a JIA that specifies the individual measures.	ES
	Mentoring support for people who are long-term unemployed with intellectual development disorders on the basis of a JIA.	LV

Source: Based on information provided by national experts.

National experts list 2 countries with a full coverage with JIAs; 2 with organisational changes; one with training activities for all long-term unemployed people on the basis of a JIA and 3 countries with activities for people with health issues and disabilities.

Table 45 - Examples for institutional coordination and single points of contact

Main feature	Specific features	Country
Combination of information services	Cité des Métiers offers access to comprehensive information via guidance and counselling on all forms of training, employment, self-employment etc. Combines offers from different institutions. Initiative is still rather new.	BE
Cross-border cooperation	Project to stimulate the regional integration of the labour market of Latvia and Estonia with an INTERREG programme.	EE, LV
Networking of institutions dealing with people who are long-term unemployed	'Netzwerke ABC' offers the possibility for all institutions dealing with people who are long-term unemployed in one region to network, exchange ideas and best practices; and provides a platform for knowledge transfer.	DE

Source: Based on information provided by national experts.

Only 4 countries listed examples for institutional coordination: BE, EE, LV, DE.

Table 46 - Examples for closer links with employers

Main feature	Specific features	Country
Specialised services for employers	One contact point for enterprises in Wallonia	BE
	Special employers' consultants (with special training).	EE
	Regional business advisors.	SE
	Dedicated office for larger employers with centralised hiring spanning different regional or PES offices.	SI
Cooperation agreements	Agreements are concluded with employers with whom there is a long-term relationship	EE, LU
Social enterprises that employ people who are long-term unemployed	Project 'territoires zéro chômeurs'.	FR
	Employment in social enterprises for disadvantaged / marginalised groups.	LV
Wage subsidies	For unskilled long-term unemployed individuals (with unemployment of more than 24 months) wage subsidies are offered to compensate for lack of skills and provide training	DE
In-work support	People who are long-term unemployed are coached up to 6 months after taking up job	DE

Source: Based on information provided by national experts.

Overall national experts listed 9 examples; 5 of those were specialised services for employers; some with slightly different focus (e.g. on a regional basis or for large companies). They list cooperation agreement with companies for 2 countries and social enterprises that hire people who are long-term unemployed for another 2 countries.

Conclusions

The mapping was designed to document changes in policy measures aimed at supporting the integration of long-term unemployed into the labour market from the second half of 2015 to September 2018, the period related to the introduction of the Recommendation. The first half of 2015 was taken as a starting point.

A number of countries had already measures in place in H1 2015: Policies related to 'individual assessment and guidance' (25) and those related to 'closer links with employers' (24) were represented most widely, followed by policies related to 'coordination mechanisms' (23), 'registration coverage' (22) and 'job integration agreements' (22). Only 'Single Points of Contact' were less common.

Even though many countries already had measures in place in H1 2015, national experts reported the implementation of additional policies in those countries, or at least the existence of concrete plans. For instance, with respect to 'closer links with employers', 19 out of 24 countries implemented additional measures; 17 out of 23 introduced measures to set up a 'coordination mechanism', 15 out of 25 implemented measures to improve 'individual assessments', 16 out of 22 implemented measures to increase the 'coverage of registration for people who are long-term unemployed', while only 6 out of 14 introduced further measures to set up a 'Single Point of Contact'.

Changes were also reported for almost all countries which had no measures in place in H1 2015. The only notable exception are 'single points of contact', for which 6 out of 14 countries did not report any changes at all.

Table 47 - Overview of measures in place and changes therein by area of action

		Measures in place in H1 2015	No changes	Planned	Implemented
1 Increase coverage of registration					
	Yes	22	6	10	16
	No	6	1	3	5
2 Individual assessment and personalised guidance					
	Yes	25	9	11	15
	No	3	0	1	3
3 Job integration agreements					
	Yes	22	8	7	14
	No	6	1	4	4
4a Coordination mechanisms					
	Yes	23	5	12	17
	No	5	1	4	3

4b Single points of contact					
	Yes	14	8	3	6
	No	14	6	7	4
5 Closer links with employers					
	Yes	24	5	12	19
	No	4	0	4	4

Source: Based on information provided by national experts.

As for the **target groups**, in H1 2015, in accordance with the Recommendation, already 25 countries (except for FR, HU and LU) had addressed people who are long-term unemployed upon their reaching 18 months of unemployment. The three most important specific target groups were people aged 54-65, people with low skills and people with disabilities. These were also the most important target groups in countries with no measures in place in H1 2015.

National experts reported (numerous) changes in the **institutional set-up** both 'how the registration of people who are long-term unemployed is carried out' and 'how the policies are implemented' with regard to individual assessments. With respect to the registration of people who are long-term unemployed countries which had measures in place prior to the Recommendation implemented or planned concrete measures. In those countries which did not have measures in place in H1 2015 only in a few cases additional measures have been introduced. There are slightly more changes in measures with respect to individual assessments, both for those with or without measures in place in H1 2015.

The four most important **barriers** to the implementation of the institutional set-up reported by national experts are the lack of human resources, financial or funding constraints, and in some cases fragmented administration, or IT problems. In two countries (namely EL, PT), the lack of budget was one important reason for the limited progress in this regard.

The **funding structure** is very similar across the different policy measures and a number of countries planned or implemented changes in the funding in place. In most countries there is no single source of funding, but rather a combination of various sources. National experts reported that, apart from national/regional budgets and the insurance system, measures were and are (co-)funded by the ESF. For instance, 'coverage of registration' was financed by the ESF in 11 countries in H1 2015; this figure increased to 15 countries in 2018. A similar pattern can be found for other measures.

As regards **financial implications** of the new measures, national experts reported that about half of all countries increased overall budgets, whereas the other half reallocated funds. Only in the UK a reduction of the budget was reported.

A number of countries also improved **monitoring systems**, particularly in areas such as 'coverage of registration' (7 countries), 'individual assessments' (10 countries), 'job integration agreements' (7 countries), 'coordination and SPOC' (6 countries) and measures to 'establish closer links with employers' (10 countries). For countries which had no monitoring in place in H1 2015, national experts reported that such systems were planned or implemented in 8 out of 17 countries for 'job integration agreements' and, in 7 out of 19 countries, for 'coverage of registration'. Furthermore, experts reported that evaluations of new measures were implemented in all policy areas: 'coverage of registration' (in 12 countries), 'individual assessments' (in 11 countries), 'job integration agreements' (in 7 countries), 'coordination and SPOC' (in 6 countries) and 'closer links with employers' (in 9 countries).

Experts were also asked to provide **qualitative assessments** of policies. These assessments did not only reflect the number of measures in place but expressed an expert judgement of the quality of policies in place. These quality assessments showed improvements in some countries in all policy areas. The policy areas of 'coverage of registration' and 'establishing closer links with employers' showed improvements in the highest number of countries (15 countries each); followed by policies for 'interinstitutional coordination (14 countries) and 'individual assessments' and 'SPOCS' (12 countries each). JIAs showed the lowest number of countries with improved scores (10). The improvements were strongest in those countries that did not have any measures in place in H1 2015.

Appendix A

Specific measures for target groups

Coverage of registration

Table A 1 - Specific target groups addressed

Q1.2.1 All unemployed for more than 18 months?

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, ES, FI, HR, IE, IT, LT, MT, NL, PL, PT, SE, SI, SK, UK (22)	AT, DE, DK, FI, HR, LT, MT, NL, PT, SE (10)	BE, BG, CZ, CY, IE, IT, PL, SK (8)	BE, BG, CZ, CY, EE, ES, IE, IT, PL, SI, SK, UK (12)
No	EL, FR, HU, LU, LV, RO (6)	FR, RO (2)		EL, HU, LU, LV (4)

Source: Based on information provided by national experts.

Table A 2 – Measures for specific target groups

Q1.2.2 Are there measures for specific target groups

Measures in place in H1 2015		Changes in measures in place from H2 2015			
		No	Planned	Implemented	
General	Yes	AT, BG, CY, FR, LT, NL, RO, SI (8)	AT, CY (2)	BG, FR, NL, RO, SI (5)	BG, FR, LT, NL, RO, SI (6)
	No	BE, CZ, DE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LU, LV, MT, PL, PT, SE, SK, UK (20)	CZ, DE, DK, ES, FI, HR, IE, IT, PL, PT, SE, UK (12)	SK (1)	BE, EE, EL, HU, LU, LV, MT, SK (8)
People aged 54-65	Yes	AT, BG, CZ, CY, ES, FR, NL, RO, SI, SK (10)	AT, CY (2)	BG, CZ, FR, NL, RO, SI, SK (7)	BG, CZ, ES, FR, NL, RO, SI, SK (8)
	No	BE, DE, DK, EE, EL, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SE, UK (18)	BE, DE, DK, EE, FI, HR, IE, IT, LU, MT, PL, PT, SE, UK (14)		EL, HU, LT, LV (4)
Non-EU nationals	Yes	BG, CZ, CY, SI (4)	SI (1)	BG, CZ, CY (3)	BG, CZ, CY (3)
	No	AT, BE, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SK, UK (24)	AT, BE, DE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LU, MT, PL, PT, SE, UK (18)	FR, NL, RO, SK (4)	FR, LT, LV, RO (4)
People with low skills or qualifications	Yes	BG, CZ, CY, ES, FR, LT, PT, SI, SK (9)	CY (1)	BG, CZ, FR, PT, SK (5)	BG, CZ, ES, FR, LT, PT, SI, SK (8)
	No	AT, BE, DE, DK, EE, EL, FI, HR, HU, IE, IT, LU, LV, MT, NL, PL, RO, SE, SK, UK (19)	AT, BE, DE, DK, EE, EL, FI, HR, IE, IT, LU, MT, NL, PL, SE, UK (16)	RO (1)	HU, LV, RO (3)

People with physical or sensory disabilities	Yes	AT, BG, CZ, CY, FR, LT, NL, PT, RO, SI, SK (11)	AT, PT, SI (3)	BG, CZ, CY, FR, NL, RO, SK (7)	BG, CZ, CY, FR, LT, NL, RO, SK (8)
	No	BE, DE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LU, LV, MT, PL, SE, UK (17)	BE, DE, DK, FI, HR, IE, IT, MT, PL, SE, UK (11)		EE, EL, ES, HU, LU, LV (6)
People with mental (including mental health problems) or intellectual disabilities	Yes	AT, BG, CZ, CY, FR, LT, NL, RO, SI, SK (10)	AT, SI (2)	BG, CZ, CY, FR, NL, RO, SK (7)	BG, CZ, CY, FR, LT, NL, RO, SK (8)
	No	BE, DE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LU, LV, MT, PL, PT, SE, UK (18)	BE, DE, DK, FI, HR, IE, IT, MT, PL, PT, SE, UK (12)		EE, EL, ES, HU, LU, LV (6)
Specific ethnic groups, such as Roma	Yes	BG, CY, LT, PT, RO, SI (6)		BG, CY, PT, RO (4)	BG, CY, LT, RO, SI (5)
	No	AT, BE, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LU, LV, MT, NL, PL, SE, SK, UK (22)	AT, BE, CZ, DE, DK, EE, FI, FR, HR, HU, IE, IT, LU, LV, MT, PL, SE, SK, UK (19)	ES (1)	EL, NL (2)

Source: Based on information provided by national experts.

Measures to establish closer links with employers

Table A 3 - Specific target groups addressed

Q5.2.1 All unemployed for more than 18 months?

Measures in place in H1 2015		Changes in measures in place from H2 2015		
		No	Planned	Implemented
Yes	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, HR, IE, IT, LT, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (25)	AT, DE, DK, EE, EL, FI, MT, SE (8)	BG, CZ, CY, IE, IT, LT, NL, PL, PT, RO, SK (11)	BE, BG, CZ, CY, ES, HR, IE, LT, LV, NL, PL, PT, RO, SI, SK, UK (16)
No	FR, HU, LU (3)		FR (1)	FR, HU, LU (3)

Source: Based on information provided by national experts.

Table A 4 – Measures for specific target groups

Q5.2.2 Are there measures for specific target groups?

Measures in place in H1 2015		Changes in measures in place from H2 2015			
		No	Planned	Implemented	
General	Yes	AT, BE, BG, CZ, DE, EL, FI, FR, LT, LV, SI (11)	EL, FI (2)	BE, BG, CZ, DE, FR, SI (6)	AT, BE, BG, CZ, DE, FR, LT, LV, SI (9)
	No	CY, DK, EE, ES, HR, HU, IE, IT, LU, MT, NL, PL, PT, RO, SE, SK, UK (17)	CY, DK, ES, HR, IE, IT, MT, NL, PL, PT, SE, SK, UK (13)	RO (1)	EE, HU, LU, RO (4)
People aged 54-65	Yes	AT, BG, CZ, CY, DE, EL, ES, FI, FR, LV, PT, RO, SI,	DE, EL (2)	BG, CZ, CY, FR, PT, RO, SI, SK (8)	AT, BG, CZ, CY, ES, FI, FR, LV, PT, RO, SI,

		SK (14)			SK (12)
	No	BE, DK, EE, HR, HU, IE, IT, LT, LU, MT, NL, PL, SE, UK (14)	DK, EE, HR, IT, LU, MT, PL, SE, UK (9)		BE, HU, IE, LT, NL (5)
Non-EU nationals	Yes	CZ, CY, FI, RO, SE, SI (6)	SE (1)	CZ, CY, RO (3)	CZ, CY, FI, RO, SI (5)
	No	AT, BE, BG, DE, DK, EE, EL, ES, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SK, UK (22)	AT, BE, DE, DK, EE, EL, ES, HR, HU, IE, IT, LT, LU, MT, NL, PL, PT, UK (18)	BG, FR, SK (3)	BG, FR, LV (3)
People with low skills or qualifications	Yes	BE, BG, CZ, CY, DE, EL, ES, FI, FR, LT, LV, RO, SI, SK (14)	EL (1)	BG, CZ, CY, FR, RO, SK (6)	BE, BG, CZ, CY, DE, ES, FI, FR, LT, LV, RO, SI, SK (13)
	No	AT, DK, EE, HR, HU, IE, IT, LU, MT, NL, PL, PT, SE, UK (14)	AT, DK, EE, HR, IE, IT, LU, MT, NL, PL, PT, SE, UK (13)		HU (1)
People with physical or sensory disabilities	Yes	AT, BG, CZ, CY, DE, EL, FI, FR, IT, LT, LV, NL, PT, RO, SE, SI, SK (17)	AT, DE, EL, IT, SE (5)	BG, CZ, CY, FR, NL, PT, RO, SK (8)	BG, CZ, CY, FI, FR, LT, LV, PT, RO, SI, SK (11)
	No	BE, DK, EE, ES, HR, HU, IE, LU, MT, PL, UK (11)	BE, DK, HR, MT, PL, UK (6)		EE, ES, HU, IE, LU (5)
People with mental (including mental health problems) or intellectual disabilities	Yes	AT, BG, CZ, CY, DE, EL, FI, FR, IT, LT, NL, SI, SK (13)	AT, DE, EL, IT (4)	BG, CZ, CY, FR, NL, SK (6)	BG, CZ, CY, FI, FR, LT, SI, SK (8)
	No	BE, DK, EE, ES, HR, HU, IE, LU, LV, MT, PL, PT, RO, SE, UK (15)	DK, HR, IE, MT, PL, PT, RO, SE, UK (9)		BE, EE, ES, HU, LU, LV (6)
Specific ethnic groups, such as Roma	Yes	CY, PT, RO, SI (4)		CY, PT, RO (3)	CY, RO, SI (3)
	No	AT, BE, BG, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, SE, SK, UK (24)	AT, BE, CZ, DE, DK, EE, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, SE, SK, UK (21)	BG, EL, ES (3)	BG (1)
Other	Yes	AT, BE, DE, ES, FR, IT, LT, RO, SI (9)	AT, IT, LT (3)	DE, FR, RO (3)	BE, DE, ES, FR, RO, SI (6)
	No	BG, CZ, CY, DK, EE, EL, FI, HR, HU, IE, LU, LV, MT, NL, PL, PT, SE, SK, UK (19)	BG, CZ, CY, DK, EE, EL, FI, HR, LV, MT, NL, PL, PT, SE, SK, UK (16)		HU, IE, LU (3)

Source: Based on information provided by national experts.

Appendix B

Funding

Table B 1 - Funding for individual assessments

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
National budgets (tax funded)	Yes	AT, BE, BG, CZ, CY, DE, EL, ES, FI, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, SE, SI, SK, UK (23)	AT, BE, DE, EL, FR, LT, MT, NL, SE, SI, UK (11)	BG, CZ, CY, FI, IE, PL, PT, SK (8)	BG, CZ, CY, ES, FI, HR, IE, IT, LV, PL, PT, SK (12)
	No	DK, EE, HU, LU, RO (5)	DK, EE (2)		HU, LU, RO (3)
Regional/local budgets (tax funded)	Yes	BE, CY, DE, DK, ES, IT, NL, PL (8)	BE, DE, DK, NL (4)	CY, PL (2)	CY, ES, IT, PL (4)
	No	AT, BG, CZ, EE, EL, FI, FR, HR, HU, IE, LT, LU, LV, MT, PT, RO, SE, SI, SK, UK (20)	AT, BG, CZ, EE, EL, FI, FR, HR, HU, IE, LT, LU, LV, MT, PT, SE, SI, SK, UK (19)		RO (1)
Insurance system	Yes	AT, BE, DE, EE, EL, FR, NL, RO, SI (9)	AT, BE, DE, EL, FR, NL, SI (7)	RO (1)	EE, RO (2)
	No	BG, CZ, CY, DK, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SE, SK, UK (19)	BG, CZ, CY, DK, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SE, SK, UK (19)		
ESF	Yes	BE, BG, EL, ES, IE, IT, LT, LV, MT, PT, SK (11)	BE, EL, LT, MT (4)	BG, IE, PT, SK (4)	BG, ES, IE, IT, LV, PT, SK (7)
	No	AT, CZ, CY, DE, DK, EE, FI, FR, HR, HU, LU, NL, PL, RO, SE, SI, UK (17)	AT, CZ, CY, DE, DK, EE, FI, FR, HR, HU, LU, NL, SE, UK (14)	PL, SI (2)	PL, RO, SI (3)
ERDF	Yes	BG (1)		BG (1)	BG (1)
	No	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO,	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL,		

		SE, SI, SK, UK (27)	PT, RO, SE, SI, SK, UK (27)		
Other EU funds	Yes	EL, HR (2)	EL, HR (2)		
	No	AT, BE, BG, CZ, CY, DE, DK, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (26)	AT, BE, BG, CZ, DE, DK, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SK, UK (24)	CY, SI (2)	CY, SI (2)

Note: Question Q2.4.1.

Source: Based on information provided by national experts.

Table B 2 – Funding for Job Integration Agreements

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
National budgets (tax funded)	Yes	AT, BE, BG, CZ, CY, DE, DK, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (24)	AT, BE, DE, DK, FI, LT, MT, PT, SE, SI, UK (11)	BG, CZ, CY, FR, IE, NL, PL, SK (8)	BG, CZ, CY, ES, FR, HR, IE, IT, LU, LV, NL, PL, SK (13)
	No	EE, EL, HU, RO (4)	EE, EL (2)	RO (1)	HU, RO (2)
Regional/local budgets (tax funded)	Yes	BE, DE, ES, FR, IT, PL (6)	BE, DE (2)	FR, PL (2)	ES, FR, IT, PL (4)
	No	AT, BG, CZ, CY, DK, EE, EL, FI, HR, HU, IE, LT, LU, LV, MT, NL, PT, RO, SE, SI, SK, UK (22)	AT, BG, CZ, DK, EE, EL, FI, HR, HU, IE, LT, LU, MT, NL, PT, SE, SI, SK, UK (19)	CY, RO (2)	CY, LV, RO (3)
Insurance system	Yes	AT, BE, DE, EE, FR, SI (6)	AT, BE, DE, EE, FR, SI (6)		
	No	BG, CZ, CY, DK, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SK, UK (22)	CZ, CY, DK, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SK, UK (20)	BG, RO (2)	BG, RO (2)
ESF	Yes	BE, BG, CZ, ES, FR, IT, LT, LV, MT, PL, PT (11)	BE, LT, MT, PT (4)	BG, CZ, FR, PL (4)	BG, CZ, ES, FR, IT, LV, PL (7)
	No	AT, CY, DE, DK, EE, EL, FI, HR, HU, IE, LU, NL, RO, SE, SI, SK, UK (17)	AT, CY, DE, DK, EE, EL, FI, HR, IE, LU, NL, SE, SK, UK (14)	RO, SI (2)	HU, RO, SI (3)
ERDF	Yes	BG, FR (2)		BG, FR (2)	BG, FR (2)
	No	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (26)	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK,	RO (1)	RO (1)

			UK (25)		
Other EU funds	Yes				
	No	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (28)	AT, BE, BG, CZ, CY, DE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SK, UK (26)	FR, SI (2)	FR, SI (2)

Note: Question Q3.5.1; BG reports funding from international organisations.
Source: Based on information provided by national experts.

Table B 3 – Funding for interinstitutional coordination and single point of contact

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
National budgets (tax funded)	Yes	AT, BE, BG, CZ, CY, DE, DK, EL, ES, FI, FR, HR, IE, LT, LU, LV, MT, NL, PL, PT, RO, SE, UK (23)	AT, BE, DE, DK, FR, LT, MT, NL, SE, UK (10)	BG, CZ, CY, EL, FI, IE, PL, PT, RO (9)	BG, CZ, CY, EL, ES, HR, IE, LU, LV, PL, PT, RO (12)
	No	EE, HU, IT, SI, SK (5)	EE, IT, SI (3)	SK (1)	HU, SK (2)
Regional/local budgets (tax funded)	Yes	BE, CY, DE, ES, FI, NL, PL, RO (8)	BE, DE, FI, NL (4)	CY, PL, RO (3)	CY, ES, PL, RO (4)
	No	AT, BG, CZ, DK, EE, EL, FR, HR, HU, IE, IT, LT, LU, LV, MT, PT, SE, SI, SK, UK (20)	AT, BG, CZ, DK, EE, EL, FR, HR, HU, IE, IT, LT, LU, LV, MT, PT, SE, SI, SK, UK (20)		
Insurance system	Yes	AT, BE, BG, DE, EL, FR, NL, RO, SE (9)	AT, BE, DE, EL, FR, NL, SE (7)	BG, RO (2)	BG, RO (2)
	No	CZ, CY, DK, EE, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SI, SK, UK (19)	CZ, CY, DK, EE, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SI, SK, UK (19)		
ESF	Yes	BE, BG, EL, ES, HR, LV, MT, NL, PT, RO (10)	BE, MT, NL (3)	BG, EL, PT, RO (4)	BG, EL, ES, HR, LV, PT, RO (7)
	No	AT, CZ, CY, DE, DK, EE, FI, FR, HU, IE, IT, LT, LU, PL, SE, SI, SK, UK (18)	AT, CZ, CY, DE, DK, EE, FR, IE, IT, LU, SE, SI, SK, UK (14)		FI, HU, LT, PL (4)
ERDF	Yes	BG, RO (2)		BG, RO (2)	BG, RO (2)
	No	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (26)	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (26)		
Other EU funds	Yes	CY, EL (2)		CY, EL (2)	CY, EL (2)

	No	AT, BE, BG, CZ, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (26)	AT, BE, BG, CZ, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (26)		
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Note: Question Q4.4.1.

Source: Based on information provided by national experts.

Table B 4 – Funding for measures to establish closer links with employers

		Changes in measures in place from H2 2015			
	Measures in place in H1 2015	No	Planned	Implemented	
National budgets (tax funded)	Yes	AT, BG, CZ, CY, DE, EL, ES, FI, FR, HR, IE, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (22)	AT, FI, LT, MT, NL, SE, UK (7)	BG, CZ, CY, DE, EL, IE, PL, PT, SI, SK (10)	BG, CZ, CY, DE, EL, ES, FR, HR, IE, LU, LV, PL, PT, SI, SK (15)
	No	BE, DK, EE, HU, IT, RO (6)	BE, DK, EE (3)	RO (1)	HU, IT, RO (3)
Regional/local budgets (tax funded)	Yes	BE, CY, DE, DK, ES, FR, NL, PL (8)	DK, NL (2)	CY, PL (2)	BE, CY, DE, ES, FR, PL (6)
	No	AT, BG, CZ, EE, EL, FI, HR, HU, IE, IT, LT, LU, LV, MT, PT, RO, SE, SI, SK, UK (20)	AT, BG, CZ, EE, EL, FI, HR, HU, IE, LU, MT, PT, SE, SI, SK, UK (16)	RO (1)	IT, LT, LV, RO (4)
Insurance system	Yes	AT, BE, DE, EE, EL, FR, SE, SK (8)	AT, DE, SE (3)	EL, SK (2)	BE, EE, EL, FR, SK (5)
	No	BG, CZ, CY, DK, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SI, UK (20)	BG, CZ, CY, DK, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SI, UK (19)	RO (1)	RO (1)
ESF	Yes	BE, BG, CZ, DE, EL, ES, FR, HR, IE, LT, LV, NL, PT, SK (14)	IE, LT, NL (3)	BG, CZ, EL, PT, SK (5)	BE, BG, CZ, DE, EL, ES, FR, HR, LV, PT, SK (11)
	No	AT, CY, DK, EE, FI, HU, IT, LU, MT, PL, RO, SE, SI, UK (14)	AT, CY, DK, EE, FI, LU, MT, PL, SE, UK (10)	RO, SI (2)	HU, IT, RO, SI (4)
ERDF	Yes	BG (1)		BG (1)	BG (1)
	No	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (27)	AT, BE, CZ, CY, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (26)	RO (1)	RO (1)
Other EU funds	Yes	EL (1)		EL (1)	EL (1)
	No	AT, BE, BG, CZ, CY, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT,	AT, BE, BG, CZ, CY, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT,	RO (1)	RO (1)

		LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK (27)	LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK (26)		
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Note: Question Q5.4.1.

Source: Based on information provided by national experts.

Mapping exercise: Guidelines for country experts

1. General Background

These guidelines are designed for national experts working on the mapping exercise for the *Study supporting the evaluation of the 'Council Recommendation on the integration of the long-term unemployed into the labour market'* (to be called 'Recommendation' in this document)⁶² adopted in February 2016.

The Recommendation entails **four key areas of action**:

- Registration of the long-term unemployed
- Delivery of job integration agreements
- Coordination under a single point of contact
- Involvement of employers

The study serves as input into the Commission **Staff Working Document** for evaluation of the Recommendation and ultimately feeds into a **report of the Commission to the Council due by early 2019**.⁶³ The study will consist of several parts: (1) a mapping of actions taken by the Member States (MS) in response to the Recommendation, (2) case studies focusing on issues in more detail in eight MS, (3) seminars with Long-Term Unemployment National Contact Point, (4) a public consultation, (5) targeted consultations and (6) monitoring of quantitative data.

The output of Task 1 (mapping exercise) will consist of:

- **Country Fact Sheets** on the basis of the completed scoreboards, including one or a few summary pages with a brief description of the main findings
- **Cross country descriptive analysis** by each policy area. There will be a descriptive analysis and summaries in maps and graphs.
- **Country clustering** including an assessment on main commonalities and differences among countries in the various clusters concerning potential factors explaining the significance of changes

The scoreboard (attached) addresses the four areas of action (above) including sub-areas for each of the actions as described among others in the Recommendation. It is designed to **map policy changes** implemented in the member states as a result of the 'Recommendation'.

The structure of the scoreboard takes account of

- characteristics of the measures
- target groups
- institutional set-up
- funding
- monitoring
- good practices

⁶² Council Recommendation of 15th of February 2016 on the integration of long-term unemployed in the labour market <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32016H0220%2801%29>

⁶³ The study should comply with the requirements regarding evaluation as defined by the Better Regulation Guidelines and Toolbox (BR) (https://ec.europa.eu/info/better-regulation-guidelines-and-toolbox_en) in assessing effectiveness, efficiency, coherence, relevance and EU added value.

2. Your task

Your task will be to support the mapping of changes in relevant policy measures, service delivery as well as institutional changes to determine the degree to which the introduction of the 'Recommendation' has influenced the labour market policies of the MS.

Mapping should cover changes in policies, service delivery and institutions as compared to a baseline in the first half of 2015. This baseline was chosen since the preparatory work and negotiations may have influenced long-term unemployment policy prior to adoption of the Recommendation. People who are long-term unemployed should be considered in a broad sense, including discouraged workers.

Furthermore, mapping should focus on those policies/actions that are **directly linked to the 'Recommendation'**. It will **not** look at general policy measures towards the unemployed.⁶⁴ It will also not look at youth unemployment.

Since the evaluation comes relatively early in the implementation process, the mapping should also **include planned measures (draft laws or draft administrative guidelines)** and not just those completed.

Moreover, we will ask you for an update in October 2018.

How to proceed?

We kindly ask you to complete/fill in the attached questionnaire (Excel file) **on the basis of:**

- your expert knowledge and experience of the national context;
- information from official national sources (legislation, operational guidelines, manuals etc.);
- secondary sources listed in Appendix 1.

You will note that the questionnaire has been **partly pre-filled**, as far as information was available through desk-research, to help you proceed efficiently. **Should you not agree with the information provided, please change the information but make a note in the box "Sources" with an explanation for your changes.**

In order to help you familiarize yourself thoroughly with the 'Recommendation', we have included already some secondary information in **Appendix 1**. In addition, you should look into specific information available for your country (see list in Appendix 1 for examples).

Please take care to be as objective as possible in your answers and to assess the actions and the institutional set-up in relation to the objectives of the 'Recommendation'. **Therefore, you need to verify this secondary information and cross-check it with other sources.**

Once you have completed the questionnaire, please contact the National Contact Point (NCP) (see name and e-mail address in appendix 2) **to double-check your results/facts.** Assessments should be your own. Please remember that their role is to act as quality control and to promote ownership in the country. Only in exceptional and limited cases you can possibly ask for specific missing information. In other words, please, make sure that you use the time of NCPs with great care and do not expect them to fill in the questionnaire for you!

⁶⁴ For example general employment programmes.

3. Structure of the questionnaire

Columns

The purpose of the questionnaire is to provide a picture of 'Before' and 'After' the introduction of the 'Recommendation'.

Column 1 – Measures in place in H1 2015

The first half of 2015 serves as a baseline.

Please list only measures that were actually implemented at that time. Should you be aware of additional measures that are not yet in the Excel file provided, please add them.

Column 2 and column 3 – Changes in measures from H2 2015

The Recommendation was adopted in February 2016. However, there were discussions among Member States and the Commission before this date. Therefore the second half of 2015 was chosen as cut-off point for the evaluation. I.e. any measures introduced from that time onwards, until the time you fill out the questionnaire should be covered by the mapping.

For the '**planned**' measures please only list those measures that are in a concrete state of planning by the relevant institutions, e.g. a draft law or draft administrative guidance (and not, for example, ideas that just have been discussed).

For '**implemented**' measures please list all that have been implemented from H2 2015 until the time you fill out the questionnaire.

We will ask you for an update of the questionnaire in October 2018.

Factual questions

Most questions are simple, **factual question**, to be answered by **Yes or No**.

Cells that you have to fill-in are colour coded to make it easier for you.

There is a limited number of questions where you are asked to '**describe**' certain issues or best practices (e.g. questions 1.3.4; 1.6; 1.7 etc.). To answer these questions please draw upon your expert knowledge and experience of the national context as well as additional literature review.

Please ensure to cover all relevant issues while staying brief.

Qualitative assessments

For some important issues we ask you to provide a **qualitative assessment** of the change that took place as a result of the 'Recommendation'.

In order to do so, we ask you to provide **your assessment** of the quality of measures in place at the baseline and the quality of new measures in place. Your assessment should focus on the situation with respect to the elements of the Recommendation.

In our evaluation and analysis of the questionnaire, we will compare your assessments of the situation before and after the introduction of the 'Recommendation'. The differences of the scores will be an indication of the significance of change.

Ratings for specific areas (e.g. questions 1.1, 1.2 etc.) should be applied as follows:

Rating of the quality of implementation should be applied as follows:

Score	Level of implementation	Explanation
1	Low	No or basic implementation only, only on an ad hoc basis or not fully integrated into the overall services package; significant room for improvement.
2	Low-Medium	More than just a basic implementation but falls short of being routinely implemented at national level and integrated into the overall service package; significant room for improvement.
3	Medium	Routinely implemented and integrated into the overall service package but recognise that the service/function falls short of guiding elements of the Recommendation guidance.
4	Medium-High	Established and well-developed service/function that fulfils most guiding elements of the Recommendation but falls short of realising all of them.
5	High	Established and well-developed service/function that fulfils all the guiding elements of the Recommendation. This implies that mechanisms to constantly monitor performance and develop the service/function on the basis of what is or is not working well should be in place.

To provide your assessment, please fill in the appropriate rating.

Webinar with Country Experts



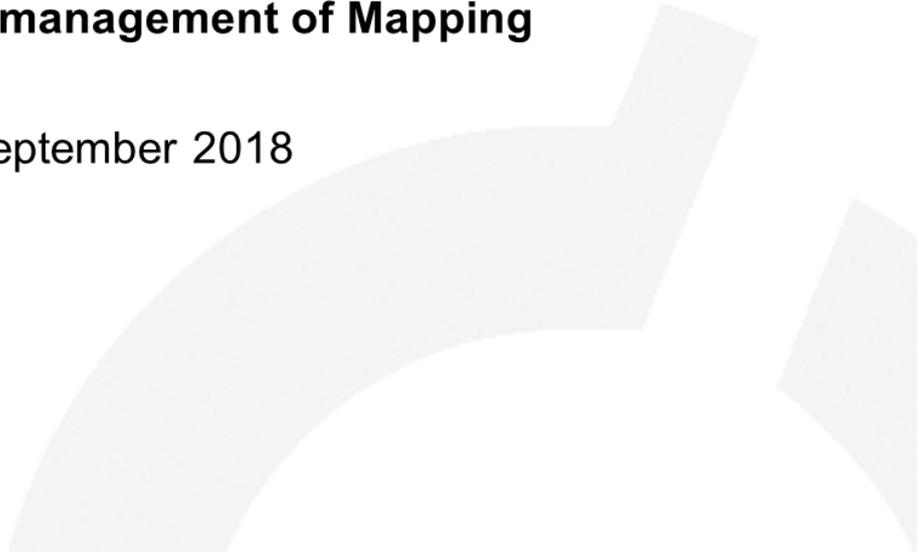
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Webinar with Country Experts Quality management of Mapping

26/27 September 2018



PURPOSE OF THE WEBINAR

- ⇒ Improvement of quality of mapping
- ⇒ Common understanding of definitions in the questionnaire
- ⇒ Clarification of inconsistencies
- ⇒ Information on further steps

Background

wiiw prepared a report for the European Commission/DG Employment based on the questionnaires filled in by the national experts (part of the interim report).

The European Commission/DG Employment asked us to clarify certain questions because of inconsistencies in the results of the questionnaires.

2

TOPICS TO BE DISCUSSED

- Definitions of certain categories
- Consistency checks
- Lacking information: e.g. Roma
- To Dos and deadline for returning questionnaires

3

DEFINITIONS (1)

- **Job integration agreements (JIAs) and Single point of contact (SPOC)**
- The EC wants a more detailed analysis.
- Please look again at the **Recommendation** and the **PES Quality Standards** (will be sent).
- Make sure that JIAs and SPOCs fulfil at least **minimal standards**.
- Please reflect the quality thresholds in your ranking.
- Please list in your e-mail **all measures** that indicate a **higher quality threshold** (intermediate, advanced), as defined in the PES Quality Standards.

4

DEFINITIONS (2)

- **Planned vs implemented measures**
- The categories are not mutually exclusive (there may be some measures implemented and others planned).
- You should use your expert judgement as to the scope of the measures (e.g. if only one tiny measure is implemented, an everything else is planned, you may indicate only 'planned').
- Consistency checks are necessary with rankings: if very few measures are implemented and everything else is planned, the ranking cannot be top.

5

CONSISTENCY CHECKS (1)

- **Consistency between rankings and measures**
- In some cases rankings between 2015 and now improved, although there were no changes in measures.
- In other cases there were only some measures planned but rankings increased considerably between 2015 and now.
- Or there were only additional planned measures but the ranking increased.
- Please check and revise if necessary.

6

CONSISTENCY CHECKS (2)

- **Centralized vs. decentralized institutional set-up**
 - Institutional set-ups are different in many countries and also different between PES and social service institutions
 - Some experts filled-in centralized and decentralized set-up; in our understanding, this can only be the case, if set-up for PES and Social Services is on different levels.
- Should this be the case or any other institutional set-up, please note this in your e-mail, accompanying the questionnaire.

7

LACKING INFORMATION

- **On Roma**

- EC expressed surprise that very little information was available on measures for Roma.
- Should you have overlooked this, please add.

- **On other issues**

- If there is new information available, please add.

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