



**FOR INTERNAL USE**

# **European Network of Public Employment Services**

PES Capacity Questionnaire  
Country Factsheet

Belgium Actiris  
L'Office Régional Bruxellois de l'Emploi

2019



Written by ICON INSTITUT Public Sector GmbH  
October 2019

**ICON**  
INSTITUT

*Social Europe*

## **EUROPEAN COMMISSION**

Directorate-General for Employment, Social Affairs and Inclusion  
Directorate B — Employment  
Unit B1 — Employment Strategy

*Contact: Hilde Olsen*

*E-mail: [EMPL-PES-SECRETARIAT@ec.europa.eu](mailto:EMPL-PES-SECRETARIAT@ec.europa.eu)*

*European Commission  
B-1049 Brussels*

The European Network of Public Employment Services was created following a Decision of the European Parliament and Council in June 2014<sup>1</sup>. Its objective is to reinforce PES capacity, effectiveness and efficiency. This activity has been developed within the work programme of the European PES Network. For further information: <http://ec.europa.eu/social/PESNetwork>.

This activity has received financial support from the European Union Programme for Employment and Social Innovation 'EaSI' (2014-2020). For further information please consult: <http://ec.europa.eu/social/easi>.

## **LEGAL NOTICE**

Neither the European Commission nor any person acting on behalf of the European Commission is responsible for the use that might be made of the following information. More information on the European Union is available on the Internet (<http://www.europa.eu>).

---

<sup>1</sup> DECISION No 573/2014/EU

## About ACTIRIS in the Brussels-Capital Region

<b>Name of PES</b>	Actiris – PES for the Brussels Capital Region
<b>PES website address</b>	www.actiris.be
<b>PES contact person and email address</b>	Jenna GAILLY (acting) jgailly@actiris.be

## 1. Background

### 1.1 Status of the national PES

Employment policy in Belgium is the responsibility of the four Regions and Actiris is the PES of the Brussels Capital Region. It cooperates with the other three PES operating in Belgium (VDAB in Flanders), Le FOREM (in Wallonia) and ADG (in the German-speaking Community) within the inter-regional platform SYNERJOB.

Actiris is a self-managed 'public-interest organisation.' As such it is not under the direct control of the regional government, although its administrative committee is under the patronage of the Ministry of Employment for the Brussels Capital Region.

### 1.2 Geographical organisation

The PES is organised according to the following structure:

Level	Description
<b>Regional</b>	<i>Head office</i> - providing general management and the Jobseekers' Directorate, the Employers' Directorate, the Partnerships and Labour Market Policies Services Directorate, Facilities Directorate, Human Resources service, Accounting service, International Relations Department.
<b>Local</b>	<i>Local offices (18)</i> - responsible for registration, job information, first-line jobseeker support, etc.
<b>Other</b>	<i>'Maison de l'Emploi' (9)</i> – one-stop-shops close to, or located in, the local offices, where other stakeholders also active in labour market integration (such as municipalities, social services and training providers) are brought together to provide information and specific services.

### 1.3 Relationships and cooperation with other organisations

The PES operates and cooperates with a range of organisations, and with different types of relationships the principal ones being as follows:

- The PES administrative committee is under the patronage of the Ministry of Employment for the Brussels Capital Region.
- The social partners are involved with the PES in a strategic role.
- The PES cooperates (for example in the *Maison de l'Emploi*) with other stakeholders active in the labour market such as municipalities, social services and training providers.

## 1.4 Key PES responsibilities


The key activities and tasks and the PES responsibilities within them are set out in the table below:

Activity/Task	PES Responsibility
Implementation of services of individualised assistance (e.g. intensive counselling and guidance, job-search assistance) and follow-up for unemployed people provided as part of a planned path towards durable (re-) employment (cf. services as in Eurostat LMP database Category. 1.1.2).	Fully responsible - with help from external public and private partners, to whom Actiris has outsourced, for example via a call for projects, a part of its missions. This may include, for instance: the intensive counselling for specific targets groups such as NEETs (Not in Employment, Education or Training), inmates and former inmates; people suffering from psycho-medico-social problems; severe poverty; disabled people and people who are illiterate.
Implementation of ALMP measures (any measures within Eurostat LMP database Cats. 2-7) financed by national funds or ESF (European Social Fund) co-funding.	Partly responsible - Fully responsible for ALMP measures 3-7, but training (ALMP measure 2) is the responsibility of BRUXELLES-FORMATION and VDAB Brussel.
Administration of national unemployment benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.)	Not responsible
Administration of social types of allowances (e.g. child allowances for UB recipients), please specify each allowance separately:	Not responsible
Administration of benefits for people with disabilities or handicapped people, please specify which exact group(s) are covered:	Not responsible
Approval of layoffs by employers. Please specify if this concerns specific conditions or situation only:	Not responsible
Licensing and supervising private employment agencies (PrES), please specify whether this covers PrES, temporary work agencies, or another type of service provision by private companies:	Not responsible
Notification of apprenticeship places and placement of apprenticeship candidates	Fully responsible
Career advice and guidance for young people still in education	Partly responsible – the PES subsidises the 'JEEP' (Jeunes, Ecole, Emploi... tout un Programme) and the 'JUMP' (Flemish) initiatives in schools on information and awareness programmes on the reality of the labour market, the students' obligations once they finish their studies, and the service offered by the PES for young people, all aimed at better career decisions. The PES participates in the newly opened Cité des Métiers (March 2018), that gives

Activity/Task	PES Responsibility
	career advice to people of all ages and during all life transitions.
Acting as Managing Authority for the ESF	Fully responsible
Managing training centre for jobseekers (that are an integral part of the PES).	Not responsible
Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.)	Not responsible
Other	None

### 1.5 PES good practices

Examples of good practice in the Brussels Capital Region PES identified by the European Network of PES are listed below:

EN		PES Practice: Belgium - Cité des Métiers	2018
----	---	--	------

Source: EC DG EMPL, PES Practices: <http://ec.europa.eu/social/main.jsp?catId=1206&langId=en>

## 2. Annual expenditure

Total PES expenditure increased by EUR 361 million or 119% between 2013 and 2018, reaching EUR 665 million by the end of the period. Although the figure remains stable in the period mentioned, it is slightly down on the figure for 2017 (2%). Within this total, the expenditure on ALMPs (Active Labour Market Policies) increased by 130% or EUR 309 million.

The principal source of funding for PES activities is the Government Budget, with a small contribution from the ESF.

**Table 1. Annual expenditure summary (EUR million)**

Expenditure category	2013	2014	2015	2016	2017	2018
Total PES	304	333	628	660	678	665
All types of benefits	N/A	N/A	N/A	N/A	N/A	N/A
ALMPs	238	257	552	558	567	547
Staff costs	N/A	N/A	N/A	N/A	N/A	N/A
Staff training costs	N/A	N/A	N/A	N/A	N/A	N/A
Other expenditure	N/A	N/A	N/A	N/A	N/A	N/A

Source: Annual PES Benchmarking Data Collection.

## 3. Human resources

The total number of PES staff number increased between 2016 and 2019, with an overall increase of 15%. The current total is 1 323 FTE (Full Time Equivalent) which represents a small change on the previous year (+6%). Between 2018 and 2019 the proportion of staff dealing directly and exclusively with jobseekers fell slightly from 41% to 40%. In 2019 there were 215, or 16%, of all staff directly servicing employers, which is a significant increase on the 2016 figure of 10% of staff. It is expected that there will be an increase in PES staff numbers in 2019, mostly due to the fulfilling a backlog of

recruitment from the previous year and the implementation of a new personnel plan. There are no expected changes in allocation and deployment of staff in 2019.

Overall staff turnover in 2019 was around 9%.

**Table 2. Staffing summary (FTE, as at 30 April each year)**

Staff category	2016	2017	2018	2019
Total PES staff	1 154	1 241	1 251	1 323
Of which (absolute and in % of total PES staff):				
Exclusively servicing jobseekers	491	521	518	535
% exclusively servicing jobseekers	43%	42%	41%	40%
Exclusively servicing employers	120	206	204	215
% exclusively servicing employers	10%	17%	16%	16%
Staff turnover (for all reasons – figures for calendar year)	6%	8%	N/A	9%

Source: Responses to PES Capacity Questionnaire.

#### 4. Registered unemployed

The number of registered unemployed jobseekers fell by 19 225 or 18% between 2013 and 2018, ending the period at 90 206. Over the same period, there is no reliable data available on the number of participants in ALMPs.

**Table 3. Jobseekers and participants in ALMPs (average monthly stock each year)**

Client Group	2013	2014	2015	2016	2017	2018
Registered unemployed jobseekers*	109 431	110 337	103 210	97 819	93 395	90 206
Participants in ALMPs**	N/A	N/A	N/A	N/A	N/A	N/A

\* The number of people registered with the PES, who are available for the labour market and who are, or should be, looking for a job, excluding those on any active labour market policy (ALMP) measure.

\*\* The number of people participating in ALMP measures in the following categories (according to the LMP database): Training (Category 2); Job rotation and job sharing (Category 4.3); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6).

Source: Annual PES Benchmarking Data Collection.

#### 5. Job Vacancies

The monthly average of job vacancies notified to the PES increased by 1 093 or 54% between 2013 and 2018, reaching 3 116 in 2018. The proportion of monthly average job vacancies notified to the PES that were filled stands on 55% in 2018, from which a 36% were filled within 60 days of notification in the same year.

The share of the job finders who found their present job through PES involvement at any point slightly decreased between 2013 and 2018, ending the period at 6.2%.

**Table 4. PES Job vacancies**

Vacancy measure	2013	2014	2015	2016	2017	2018
Vacancies notified to the PES (monthly average inflow) *	2 023	2 175	2 349	2 411	2 901	3 116
Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) *	1 393	1 552	1 608	1 572	1 826	1 717
Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) *	1 105	1 149	1 186	1 086	1 250	1 112
Share of the unemployed who stated in Eurostat's Labour Force Survey that the PES was involved at any moment in finding the present job ( <i>proxy for vacancies filled with PES assistance</i> ) **	7.4%	6.2%	10.2%	6.8%	8.4%	6.2%

Sources:

\* Annual PES Benchmarking Data Collection.

\*\* European Union Labour Force Survey (EU LFS).

## 6. Active labour market policies (ALMPs)

Three new employment measures were introduced in 2018 (see Table 5). No amendments were reported to existing measures last year.

**Table 5. New ALMPs introduced in 2018**

Intervention name	Target group(s)	Type*
<i>Prime indépendante</i> Bonus for the self-employed	Jobseekers	7, 4
<i>Prime Tuteur</i> Tutor bonus	Employers who designate tutors to young (<25) apprentices (training and work experience)	2
<i>Prime jeunes en alternance</i> Young people's 'alternating' bonus	Young jobseekers (up to age 25) receiving alternating professional training and work experience	2

\*Classification of ALMPs according to the EU LMP database: Training (Category 2); Employment incentives (including job rotation and job sharing) (Category 4); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6); and Start-up incentives (Category 7).

Source: Responses to PES Capacity Questionnaire.

**Table 6. ALMPs modified in 2018**

Intervention name	Target groups	Type	Main modifications
No amendments on ALMPs were reported in 2018	N/A	N/A	N/A

Source: Responses to PES Capacity Questionnaire.

The following table shows the types of ALMPs that are *available*\* for each of the client sub-groups listed in the table.

**Table 7. Types of ALMP for specific client groups**

Type of ALMPs \ Target group	Young people (aged under 25)	Long-term unemployed	Older workers	Disabled	Refugees**
2: Training	✓	✓	✓	✓	✓
4: Employment incentives	✓	✓	✓	✓	✓
5: Supported employment and rehabilitation					
6: Direct job creation	✓	✓	✓	✓	✓
7: Start-up incentives	✓	✓	✓	✓	✓

\* Types of ALMPs primarily used were not available at the requested time.

\*\* Applies only to those with a temporary or permanent resident permit (status).

Source: Responses to PES Capacity Questionnaire.

## 7. Main strategic targets for 2018

Table 8 lists the main strategic targets set by the PES in 2018 for all clients and for sub-groups. The first column describes the indicators used, while the second column contains the actual targets set.

**Table 8. Targets for all clients in 2018**

Indicator, including target group and time frame where applicable	Target(s) set for 2018
<i>Note: Actiris has approved two dashboards of indicators, 'operational indicators' and 'strategic indicators'. These allow quantitative monitoring of the implementation. The strategic indicators will monitor Actiris's impact on the prospects of jobseekers, employers and the labour market in the region. This summary dashboard is currently in production and it will be soon automated.</i>	



## Supporting Youth

### Implementing the Youth Guarantee

#### Responsibilities for the Youth Guarantee

The Youth Guarantee (YG) was introduced in Belgium in August 2010. The Belgian Youth Guarantee Implementation Plan (YGIP) in line with Council Recommendations of April 2013 was presented in December 2013 and updated in April 2014 and April 2017.<sup>2</sup> At the Brussels-Capital Region level, the Youth Guarantee Implementation Plan involves four parts (employment, education, training and youth services) and twelve institutional actors, including Actiris. The institutional bodies are represented within a steering committee to ensure the coordination of the actions and measures implemented and are under the umbrella of the Brussels Regional Public Service.

Actiris ensures that within six months, young people receive a good quality offer of employment (a job or position that could lead to sustainable employment, taking into account the young person's career plan and skills), a traineeship (with an added-value learning element that does not replace regular employment), an apprenticeship or continued education.

The regional YG scheme is managed and coordinated by the Minister-President of the Government of the Brussels-Capital Region, supported by the Minister of the Government of the Brussels-Capital Region, responsible for Employment. A steering committee is also in place and is composed of relevant actors responsible for employment (such as Actiris), vocational training, education, youth care institutions/providers as well as social partners and local authorities (through representatives of municipalities and of the centres for social welfare).

The main areas that Actiris is responsible for within the YG are as follows:

- Implementation - the PES is one of the implementers of the national YG and is involved at two levels:
  - *Regional level* - the Brussels-Capital implementation plan mentions 55 measures implemented at the regional level, with 12 institutional actors concerned. The measures are divided into seven thematic axes (Information and Orientation, Education, Informal Education, Training, Professional internships, Employment and Transversality). Actiris leads the Employment axis, co-pilots some measures within the Training axis and contributes to the implementation of three other axes (information and orientation, informal education and Vocational Education and Training - VET), mainly by providing information and giving a lead to the jobseekers.
  - *PES level* - the action plan of Actiris includes 20 measures, half of which are fully implemented by Actiris (conductor role) and the 10 other measures are dependent on partnerships.
- Registration of young people;
- Provision of PES services including YG services for young people;
- Coordination of partners;
- Outreach for NEETs;
- Follow-up of all young people who received YG services.

---

<sup>2</sup> <https://ec.europa.eu/social/main.jsp?catId=1161&langId=en>; DG EMPL monitoring data: Main features of the YG schemes, 2018

## Involving young people and youth organisations

Some young people were consulted when the YG measures were designed, such as *Stage First* and *Convention Premier Emploi*. The aim was to simplify the administrative part of the measures.

In order to gather feedback and input on the project design and specifications, a round of consultations was organised with youth organisations and other actors (i.e. in designing the *Outreach and Guidance to NEETs* call for projects).

## Partnerships in place and main developments

The PES has three types of partnerships in place for implementation of the YG:

- *To ensure that young people have full information and support available* - ongoing partnerships and new ones in the past 24 months (April 2017-April 2019):
  - Since 2015, the *JEEP* and *JUMP* initiatives have been information and awareness programmes in schools about the reality of the labour market, the students' obligations once they finish their studies and the service offered by the PES for young people, all aimed at better career decisions. Actiris provides this programme with the support of the French-speaking and the Flemish-speaking Communities in charge of education policy;
  - *Cité des Métiers*, a one-stop-shop including education, vocational training and employment partners, has provided new services, especially career guidance, for young people (and other groups), since March 2018.
- *To increase employment, apprenticeship and traineeship opportunities* - in the past 24 months (April 2017-April 2019) partnerships have been enhanced especially in specific projects/measures:
  - Transitional internships in companies and in the public-sector (*Stage FIRST*) is strengthened and diversified for young people with a secondary education level through a partnership with 'Brussels-Formation' and VDAB-Brussels;
  - The *Contrat d'insertion* (Integration Contract), implemented since July 2016, is a one-year contract with an employer selected by Actiris (through a call for projects) which can be offered to young jobseekers aged under 25 who are registered for at least 18 months and who have not worked for more than 90 consecutive days;
  - *Convention Premier Emploi* – launched in 2014, to support newly registered unemployed young people (with less than six months of unemployment), especially the low qualified ones, to find a job exclusively in public institutions;
  - *Stages européens* - since 2014, Actiris International has supported young jobseekers (under 30) to find employment all over Europe (30 countries) by offering grants for traineeships lasting from two to six months.
- *Supporting transitions from unemployment, inactivity or education into work* – the main developments in the past 24 months (April 2017-April 2019) are:
  - Actiris enhanced its partnerships, especially in implementing specific measures/ initiatives such as the *Tu Veux Test* (which brings together a broad platform of local actors) or *Cité des Métiers* (a one-stop-shop including education, vocational, training and employment partners). Other partners in this area include 'Missions locale et locale werkwinkels' and the 'Guidance Recherche Active d'Emploi' service.
  - *Tu Veux Test* developed in 2016 brings together a wide range of local actors such as employment organisations (Actiris and Bruxelles Formation), the local Maison de l'emploi of the municipality, the Centres Publiques d'Action Sociale (CPAS), YouthStart, as well as several associations, companies and private

donors. It provides young people individual and intensive support formulating specific and sustainable options for gaining employment;

- *Touch'N'Go*, a new outreach project is under development. The programme is divided into 2 different parts/projects: X'Plore, and HOP! X'Plore aims to help the young NEETs to explore their skills and the various sectors and professions accessible to their experience profile. The HOP! part is a 'learning-by-doing' project helping the NEETs to understand the labour market and their competences by developing their own 'mini-enterprise'.

### **New projects focusing on young people**

Starting with January 2019, the call for YEI (Youth Employment Initiative) projects has been extended (through a new call for projects) so as to include more partners and in this way to improve and extend the outreach and guidance services.

## **Resources for implementing the Youth Guarantee**

### **Human resources**

At the end of April 2019, the YG service of the PES had 54 staff (FTE) dedicated exclusively to servicing those on the programme and 38 (70%) are in client-facing roles (Job coaches). In addition, the NEETs programme of the 'Cité des Métiers' exclusively working with the NEETs has three staff, one programme coordinator and two animators.

All staff of the YG service of the PES were trained during the period April 2017 to April 2019. Training included topics such as counselling, outreach to NEETs, communication, case management, interviewing techniques and updated methodology. More targeted training concerning young clients' specific needs (18-30 years) have been implemented for the staff of the 'Cité des Métiers'.

### **Funding for youth programmes (planned)**

The funding for youth programmes comes from the ESF operational programme, complemented by the Youth Employment Initiative envelope, as well as the Flanders Region.

## **Reaching out to young people, including NEETs**

The PES reaches out to young people through the following activities:

- *Proactive work with schools- JEEP/JUMP* projects (since 2015) - two non-profit organisations which provide information and raise awareness among young people (JEEP is French speaking, and JUMP is Dutch speaking) at the end of their secondary education to facilitate their transition from school to higher education and/or to professional life.
- *Cooperation with NGOs, youth organisations* etc. – specifically working with non-registered young people;
- *Employing or working with designated youth outreach workers* – in not-for-profit organisations and non-registered young people;
- *Providing new points of YG entry* – development of specific website for young people ('Be Youth') and on the social media;
- *Single point services* – self-service with individual access to personal computers and employment online tools; 'Cité des Métiers', launched in March 2018, is a one-stop-shop where multiple services are offered, in partnership with different stakeholder's organisations;
- *Awareness raising events or campaigns* - Actiris and VDAB Brussels launched in 2017 and 2018 a campaign to promote learning Dutch language and by this to improve the employability of young jobseekers. *Act4Work* campaign was

designed in cooperation with street artists to promote the PES services towards young people.

- *Follow-up young people who drop out from activation measures and/or no longer access benefits* – known as the LINK service.

In addition, the 'Cité des Métiers' will launch, in September 2019, a mobile programme (*Mobile PES services*) - X'Plore organised in a 'FormTruck' (a small training truck, fitted with laptops and tablets, aimed at going where the most disadvantaged people live)

### **Information management**

In terms of data available to support the implementation of the YG, the PES has access to the following:

- Database of apprenticeship vacancies
- Database of traineeship vacancies.

### **Timing in the provision of PES services**

- Group information sessions - offered within 1 week;
- The average time between a jobseeker's registration and having their direct meeting with a counsellor is four weeks;
- The average time for receiving an offer varies between three and six months. A young person will receive an offer of training after three months and a job/work placement offer between three and six months.

### **Monitoring and evaluation**

Specific targets for youth-oriented services are used within the framework of the YG:

#### **Numerical targets**

- To provide 6 000 jobs or training places including 2 000 traineeships/internships (2019);
- To provide 1 000 jobs (2018-2019);
- Longer term targets to 2020 aim for 3 000 training places (of which 1 500 funded by Actiris);
- Outreach and guidance to NEETs project: 680 young people per year to be reached.

#### **Time-bound targets**

PES tries to guarantee that:

- Each registered young person receives group information sessions in one week and a first meeting with the personal job counsellor within four weeks of registration;
- The average time for receiving a job/traineeship/training offer is between three and six months depending on the level of skills/profile of the young people.

#### **Monitoring and evaluation activities**

- *Satisfaction survey of young jobseekers;*
- *Satisfaction surveys of employers* – done after each job offer filled and feedback after preselection interviews (where held);
- *Monitoring young people who leave registered unemployment;*
- *Monitoring how many young people receive an offer within four months;*

- *Follow-up of young people once they have entered employment or training* – a service called 'LINK' oversees the follow-up at the end of a vocational training course and the YG Service is responsible for following up young people at the end of their first job contract. Through 'View.Brussels' (the Brussels Observatory for Employment and Training), Actiris monitors the employment failures and/or positive outcomes over periods of six and twelve months after the end of a period of subsidised employment, traineeship or 'training measure'. In the 'Outreach and guidance to NEETS' project launched in January 2019, the partner organisations committed themselves to following up young people who entered a period of employment (lasting more than 28 consecutive days) or training (for a period of six months) so as to ensure the sustainability of their 'reintegration' on the labour market.
- *Follow-up of young people referred to education and training providers* - after the Sixth Belgian State Reform, the PES has not been responsible for education services. For all the traineeships ('stages') managed by the PES, statistical monitoring is systematically carried out at six and twelve months for the graduates of the *Stage First* programme. The monitoring of the apprenticeship offers is included in the monitoring, shared between Actiris, Bruxelles-Formation, VDAB-Brussel, SYNTRA and the SFPME (both training providers), in the framework of a 'Joint Monitoring' programme. Monitoring is implemented on a half-yearly and an annual basis to test the results of the various measures. In addition, positive outcomes of the apprenticeship interventions are also included in the Annual Data Collection on the Youth Guarantee by the European Parliament Employment Committee (EMCO).

### Mutual learning activities

During the period April 2017-April 2019 representatives of the PES were involved with the following mutual learning or technical assistance activities relating to youth:

Name of event or activity	Location and Host	Date
Youth Guarantee Peer Support project visit to Cyprus	Nicosia, Cyprus	2018-2019