



**FOR INTERNAL USE**

# **European Network of Public Employment Services**

PES Capacity Questionnaire  
Country Factsheet

Denmark

Danish Agency for Labour Market and Recruitment  
Styrelsen for Arbejdsmarked og Rekruttering

2019



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## **EUROPEAN COMMISSION**

Directorate-General for Employment, Social Affairs and Inclusion  
Directorate B — Employment  
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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>.

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

## About the Danish Agency for Labour Market and Recruitment (STAR)

<b>Name of PES</b>	Danish Agency for Labour Market and Recruitment (STAR)
<b>PES Website address</b>	Star.dk
<b>PES contact person and email address</b>	Kristian Bak kba@star.dk

### 1. Background

#### 1.1. Status of the national PES

The Danish Agency for Labour Market and Recruitment (the national level PES known as STAR) was established on 1 January 2014, following the merger of The National Labour Market Authority and The Danish Agency for Labour Retention and International Recruitment. As part of the Ministry of Employment, the agency is subject to government control from the Ministry of Employment. The Danish system of employment services is based on three tiers, national, regional and local, all operating under the model of 'flexicurity' - a combination of flexible labour markets, income security and Active Labour Market Policies (ALMPs).

At the national level, the agency develops strategic policy and employment initiatives to be implemented at the local level, and it assists the Ministry in policy development, legislative work, developing reform proposals and following up on employment policy in Denmark.

Denmark's PES model is decentralised, meaning that the local authorities are directly responsible for implementing and delivering employment services to the unemployed and to business. Although regulated by national law and partly nationally funded, the 94 municipal jobcentres are agencies or departments of the self-governing local authorities.

#### 1.2. Geographical organisation

The PES is organised as follows:

Level	Description
<b>National</b>	<i>The Danish Agency for Labour Market and Recruitment (STAR)</i> - operates at national level setting policy for local agencies to implement. <i>National Employment Councils</i> - representation from the social partners etc. with an advisory role.
<b>Regional</b>	<i>STAR has 3 divisions, located regionally in Roskilde, Odense and Aalborg.</i> <i>There are 8 Regional Labour Market Councils</i> – each comprising representation from the social partners, the regions, the local authorities, and the Danish disabled people's organisation. Though the Regional Labour Market Councils have no direct control over the local operations, they do have an advisory role.
<b>Local</b>	<i>Local jobcentres (94)</i> - run by the 98 local authorities at the local level. Jobcentres perform the task of employment services to all citizens and businesses.

### 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 agency is part of the Ministry of Employment and is subject to the control of government.
- Social Partners are involved in the management, supervision and the monitoring of the labour market policy by law. They are members of the national employment council and are also represented in the eight regional Labour Market Councils.
- At the local level, the local authorities have the responsibility for delivering employment services in collaboration with local providers, etc.

### 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.
Implementation of ALMP measures (any measures within Eurostat LMP database Cats. 2-7) financed by national funds or ESF (the European Social Fund) co-funding.	Fully responsible.
Administration of national Unemployment Benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.)	Not responsible There are 24 separate unemployment insurance funds for the payment of unemployment benefit. STAR is responsible for legislative issues and implementation of benefit rules.
Administration of social types of allowances (e.g. child allowances for UB recipients), please specify each allowance separately: <ul style="list-style-type: none"> <li>- Child allowance</li> <li>- Housing benefits</li> <li>- Disability pension</li> <li>- Public old-age pension</li> <li>- Social assistance</li> <li>- Social assistance for people under the age of 30 without education</li> <li>- Resource rehabilitation allowance</li> <li>- Unemployment allowance</li> <li>- Flexible job wage subsidies</li> </ul>	Not responsible <i>Udbetaling Danmark</i> and the local authorities are responsible for the administration of the social allowances. STAR is responsible for legislative issues for social allowances, etc.

Activity/Task	PES Responsibility
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 In general, there are few restrictions on employers who wish to adjust their workforces (flexicurity model).
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:	Fully responsible The Act on active employment services permits the local authorities to outsource tasks and decision-making relating to employment services to external providers. Such external providers are to observe the same rules as apply to the local authorities. Responsibility for the employment service rests with the municipal council.
Notification of apprenticeship places and placement of apprenticeship candidates	Partly responsible Jobcentres administer an adult apprenticeship scheme open to unemployed jobseekers. Apprenticeships in general fall within the remit of the Ministry of Education.
Career advice and guidance for young people still in education	Not responsible
Acting as the Managing Authority for the ESF	Not responsible
Managing training centre for jobseekers (that are an integral part of the PES)	Partly responsible Jobcentres can refer unemployed jobseekers to centres of employment training ( <i>Beskæftigelsescentre</i> ) in the local authority. The jobcentre is responsible for this whereas STAR is responsible for the legislation and monitoring of them.
Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.)	Not responsible This activity is administered by The Danish Agency for International Recruitment and Integration (SIRI), an agency under the Ministry of Integration.
Other – please specify:	None

## 1.5. PES good practices

Examples of good practice in the Danish PES identified by the European Network of PES are listed below:

EN		PES Practice: 'United for Better Integration' programme (updated)	2019
EN		PES Practice: Handbook on Employer Relations and Services	2018
EN		PES Practice: Economic incentives for municipalities	2018
EN		PES Practice: Jobservice Denmark	2018
EN		PES Practice: Early and intensified counselling	2017
EN		PES Practice: Jobindsats.dk	2017
EN		PES Practice: Evidence-based design of services using RCT	2016
EN		PES Practice: Getting the long-term unemployed back to work	2015

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

## 2. Annual expenditure

Total PES expenditure fell by EUR 742 million or 8% between 2013 and 2018, reaching EUR 8 095 million by the end of the period. Within this total, expenditure on all types of benefit fell by 26% and expenditure on ALMPs increased by 10%.

Other types of expenditure developed in a similar fashion as can be seen in Table 1.

The principal source of funding for PES activities is the Government Budget at state and local levels.

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

Expenditure category	2013	2014	2015	2016	2017	2018
Total PES	8 838	8 726	8 494	8 110	8 199	8 095
All types of benefits	3 581	3 122	2 946	2 708	2 807	2 667
ALMPs	4 010	4 340	4 364	4 259	4 313	4 414
Staff costs	599	641	626	660	680	722
Staff training costs	N/A	0.1	0.3	0.1	0.2	0.2
Budget intended for other institutions	628	605	538	466	382	276
Other expenditure	19	18	20	16	17	17

\*The PES is not responsible for the payment of benefits (see above). Funds for all types of benefit come from national and local government sources.

Source: Annual PES Benchmarking Data Collection.

### 3. Human resources

Information is only available on those staff deployed by the PES (i.e. STAR) at a national level. Between 2016 and 2019 staff numbers increased by 2% or less than 1%, reaching 407 FTE (Full Time Equivalent) posts at the end of April 2019. In general terms, staff numbers have been stable over the past four years and there are no plans for significant change in 2019.

STAR is responsible for *Workindenmark*, a recruitment service for highly qualified international professionals looking for a job in Denmark and for Danish companies searching for talented foreign job applicants. The three *Workindenmark* centres are located in Copenhagen, Odense and Aarhus and they offer a range of recruitment services to employers. They also offer information and guidance on job search and other practical matters to foreign jobseekers interested in living and working in Denmark. There are 28 staff employed by the three centres, and some of the staff are directly in contact and dealing with clients.

No data is available on the number of staff servicing clients or employers as this is decided autonomously by individual jobcentres in the local authorities. It is at this local level that staff numbers and how they are deployed is decided and some jobcentres may have staff dealing with specific target groups such as youth or the long-term unemployed (LTU). There are no validated data on the total of staff deployed locally, though an estimate made in 2014 put the total in the range 8 600-8 900.

Overall staff turnover in the national PES was 15% in 2019.

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

Staff category	2016	2017	2018	2019
Total PES staff	409	413	419	407
Of which (absolute and in % of total PES staff):				
Exclusively servicing jobseekers	N/A	N/A	N/A	N/A
% exclusively servicing jobseekers	N/A	N/A	N/A	N/A
Exclusively servicing employers	N/A	N/A	N/A	N/A
% exclusively servicing employers	N/A	N/A	N/A	N/A
Staff turnover (for all reasons – figures for calendar year) *	14%	18%	N/A	15%

\*Note: Applies to staff at the national-level PES (i.e. STAR) only.

Source: Responses to PES Capacity Questionnaire.

### 4. Registered unemployed

The number of registered unemployed jobseekers fell by 29 596 or 20% between 2013 and 2018, ending the period at 119 373. Over the same period, participants in ALMPs increased by 9 594 or 25%, with 47 755 in ALMP measures in 2018.

**Table 3. Registered unemployed jobseekers and participants in ALMPs (average monthly stock each year)**

Client Group	2013	2014	2015	2016	2017	2018
Registered unemployed jobseekers*	148 969	137 018	134 109	125 626	122 740	119 373
Participants in ALMPs**	38 161	38 456	40 126	43 367	48 757	47 755

\* 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 Benchlearning Data Collection.

## 5. Job Vacancies

The monthly average of job vacancies notified to the PES increased by 19 245 or 82% between 2013 and 2018, reaching 40 857 in 2018. Information is not available on the monthly average job vacancies notified to the PES that were filled.

The share of the job finders who found their present job through PES involvement at any point remained relatively stable 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) *	21 612	23 446	27 675	29 417	34 611	40 857
Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) *	N/A	N/A	N/A	N/A	N/A	N/A
Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) *	N/A	N/A	N/A	N/A	N/A	N/A
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 (proxy for vacancies filled with PES assistance) **	5.8%	5.9%	4.7%	8.4%	7.0%	6.2%

Source:

\* Annual PES Benchlearning Data Collection.

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



## 6. Active labour market policies (ALMPs)

Three new employment measures were introduced (see Table 5) and one amendment was made to existing measures (see Table 6) last year.

Note: Employment policy in Denmark is characterised by a personalised service offer based on the jobseeker's needs and job targeting. An important tool in this process is an intensive interview process at the jobcentres and at the unemployment insurance funds (as well as joint interviews in which representatives from both institutions take part) which serves to assess strengths and individual needs.

Similarly, ALMPs have a strong focus on preventing long-term unemployment and getting the existing stock of long-term unemployed (LTU) back into employment. On the one hand, early intervention can help prevent LTU, while on the other, jobseekers who have been unemployed for 16 months benefit from intensive and personalised support during their remaining unemployment benefit period (e.g. a personal job counsellor and extra support in their job search).

ALMPs are closely aligned to the needs of the labour market. The PES is investing in improved dialogue between jobcentres and local enterprises. Similarly, training and education programmes are designed to be more closely attuned to the skills needs of employers. Low skilled unemployed and those with outdated training are entitled to get up to six weeks training, calculated from their first day of employment. The training must be relevant to the labour market and the aim is that the training strengthens labour supply and prevents long term unemployment (LTU).

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

Intervention name	Target group(s)	Type
<i>Fronrunner</i>	Vulnerable recipients of cash benefits	4, 5
<i>Udvikling i fleksjob 2</i> <i>Progression in flexible jobs 2</i>	People who are in a flexible job for a maximum of 10 hours per week or have been screened to be able to work in a flexible job for a maximum of 10 hours per week.	4, 5
<i>Pilotprojekt om kollegial og ledelsesmæssig sparring - Flere skal med</i> <i>Pilot project on peer review and relationships between managers and caseworkers via the project 'Flere skal med'</i>	Managers and caseworkers in the local authorities.	4

\* 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
<i>Forsøg med en forenklet voksenlærlingeordning.</i> <i>Simplified adult apprenticeship scheme (trial period)</i>	<ol style="list-style-type: none"> <li>1. Insured unemployed</li> <li>2. Unemployed receiving cash benefits (including subgroups)</li> </ol> <p>Both target groups have either no vocational training, outdated vocational training or vocational training with an employment spell of more than 6 months.</p>	4	<p>The following conditions have been simplified in the trial period:</p> <ol style="list-style-type: none"> <li>1. Less restrictions on the minimum duration of the unemployment spell</li> <li>2. The scheme is for a larger group of unemployed no longer restricted to a list of professions with labour shortage</li> </ol> <p>Enterprises are to a larger degree eligible for a subsidy in the full training period</p>

\* 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.

The following table shows the types of ALMPs that are primarily used for each of the client sub-groups listed in the table.

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

Target group Type of ALMPs	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					

\*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
More people must be in employment or education instead of being on public support*	There is no nationwide target for this particular measure. The active labour market policy is to a large degree decentralised to the local authorities. They are benchmarked continuously on a monthly basis on a number of indicators reflecting national political intentions and evidence regarding effective employment policies. In this way, the local authorities themselves decide what targets and indicators they wish to use for their employment plans.
Businesses must be ensured sufficient and qualified labour. *	See explanation above.
More refugees and family reunified must be self-sufficient. *	See explanation above.
More people that are ready for a job but are receiving cash benefits must become employed and more people must become ready for a job. *	See explanation above.
The fight against social fraud and mistaken payments must be strengthened. *	See explanation above.
Minimum share of marginalised unemployed during a quarter in internships / wage subsidies / ordinary hours for each of the top-third performing jobcentres nationwide (in the given quarter). **	30%
Share of citizens with 3-6 months of unemployment either receiving unemployment benefits, sickness benefits or cash benefits have participated in a minimum of two interviews in the job centre over the past 3 months of their unemployment spell. **	90%
Share of self-booked interviews for the unemployed receiving cash benefits (sub-group 'ready for employment') and recipients of sickness benefits at the end of 2018. **	50%
A version 1.0 of dashboards has been developed and released for separate target groups: citizens, caseworker (mirroring the dashboard for citizens) and businesses. Dashboards must provide a better and more easily accessible overview of relevant IT tools and data for the individual user. **	N/A

Note:

\*: Minister for Employment's annual national objectives

\*\*: Key ALMP targets in the Danish Agency for Employment and Recruitment

Source: Responses to PES Capacity Questionnaire.

## Supporting Youth

### Implementing the Youth Guarantee

#### Responsibilities for the Youth Guarantee

The main areas of the Danish PES responsibility for the Youth Guarantee (YG) are:

- Implementation – the PES is just one of the agencies involved
- Managing and coordinating the national YG scheme
- Registration of young people
- Provision of PES services including YG services to young people
- Coordination of partners
- Follow-up of all young people who received YG services
- Design and maintenance of the YG monitoring system (including indicators)

The PES is responsible for ensuring that the following service parameters are met:

- Unemployed people under age 30 (who receive cash or education benefits or who do not have an ordinary education) have a first interview within one week of contacting the jobcentre.
- Ensuring that NEETs (people Not in Education, Employment or Training) receive an active offer within one month of a first interview to support progression into ordinary education or employment.
- Provide young people (with an ordinary education) an active offer towards employment within 13 weeks.
- Young people who receive unemployment benefits (through an unemployment insurance fund) are entitled to a first interview in the jobcentre within one month after contacting the jobcentre. In all cases the jobcentre should provide an active offer, which is individually designed for the young person.

#### Involving young people and youth organisations

Young people and youth organisations have not been involved in re-designing or improving the YG services (involved in initial design of measures). But the local authorities have direct contact with the young people and youth organisations and can choose to involve them in designing or improving the youth services.

#### Partnerships in place and main developments

The PES has three types of partnerships in place:

- *Partnerships to ensure that young people have full information and support available*, e.g. careers guidance providers, education and training institutions or youth support services – cooperation with: Youth Guarantee Centres; the Danish Vocational Education and Training System; Production Schools, and educational institutions in general. The main developments in the past 24 months (April 2017-April 2019) are:
  - As a part of the general simplification agreement and de-bureaucratisation of the Active Labour Market Policy legislation, it was agreed that a separate analysis is to be conducted with the purpose of exploring the possibilities of simplifying the related legislation concerning youth under the age of 30 and without an education in the unemployment system. The analysis is underway.

- *Partnerships aimed at increasing employment, apprenticeship and traineeship opportunities* (e.g. with employers that have led to increased job, apprentice or training opportunities) – cooperation with employers and the social partners. In the past 24 months there have been no new developments regarding partnerships of this type. A Randomised Controlled Trial '*Job-bro til Uddannelse*' is currently underway. The trial runs until March 2020 and is aimed at enhancing the prospects of vulnerable young people in the labour market (including mentor support, practical work training, etc.)
- *Partnerships aimed at supporting transitions from unemployment, inactivity or education into work* (e.g. with private employment services, third sector organisations or youth associations) - as a result of the Cash Benefit reform, the PES is obliged to support young people in the transition from unemployment to education to ensure that they complete their studies. For example, this is implemented by strengthening the cooperation between the jobcentres and educational institutions. Furthermore, the PES has the opportunity to offer a young person mentor support after an ordinary education has started or employment has been achieved. No changes in the existing partnerships in the past 24 months.

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

No new projects aimed at youth have been introduced in the past 24 months (April 2017-April 2019).

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

### **Human resources**

There is no centralised national data on the number of staff dedicated to implementing the YG, and no information on the training programmes for the PES staff working for the implementation of the YG. All staff at the job centres are employed by the local authorities, which hold all responsibilities in relation to human resources management. However, supporting young jobseekers is a high priority for all PES staff, who are routinely offered courses to provide them with the necessary skills to provide optimal counselling and career guidance to young clients.

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

There is no centralised national data on the specific funding dedicated to the YG.

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

The outreach work for young people is carried out by Youth Guidance Centres under the Ministry of Education. While the PES works in partnership with the Youth Guidance Centres and other organisations, the only aspect of outreach the PES has direct responsibility for is as follows:

- *Follow-up of young people who drop out from activation schemes or no longer access benefits.* The PES cooperates with schools and employers, and mentor support is provided to young people in their transition back to education or to employment.

Also, some job centres do *proactive work with schools*, but this is up to the local authorities to decide.

As a part of the Preparatory Education System, a coherent and co-ordinated 'Community Youth Initiative', educational guidance is provided to youngsters.

## **Information management**

The PES has access to the following sources to support implementation of the YG:

- A database of apprenticeship vacancies;
- A database of traineeship vacancies.

### Timing in the provision of PES services

- According to law, all unemployed young people under 30 years old without an education, who registered at the jobcentre, will have their first interview in the jobcentre after 1 week of unemployment at the latest.
- People who received educational help (formerly cash benefits) and who therefore lack elements of their education will have a right to an educational offer no later than 1 month from the first interview.
- Young people with an education will receive an active offer within 12 weeks of unemployment if they are ready for a job and no later than 26 weeks if they are ready for activation.

### Monitoring and evaluation

#### Targets

The Minister for Employment publishes guidelines on employment policy objectives for local authorities' employment services on an annual basis. All jobcentres are required to incorporate the Ministry's annual objectives into their annual employment plans. The local authorities themselves decide which targets and indicators they wish to set up in their employment plans.

#### Monitoring and evaluation activities

- *The monitoring of young people that leave the unemployment register* - overall monitoring is in place up until 6 months after youngsters leave the unemployment system. After this point, there is no monitoring carried out by the PES. When young people leave the register of unemployed, if they start an education and if they receive state-sponsored grants, then this is monitored by the Ministry of Education and the Ministry of Higher Education and Science. If they start regular employment, then the Ministry of Taxation is responsible for the monitoring and registration of wages received.
- *The monitoring of how many young people receive an offer within 4 months.*
- *Follow up of young people once they have entered employment or training* - overall monitoring is in place up until 6 months after youngsters leave the unemployment system. After this point, there is no monitoring carried out by the PES. When young people leave the register of unemployed, if they start an education and if they receive state-sponsored grants, then this is monitored by the Ministry of Education and the Ministry of Higher Education and Science. If they start regular employment, then the Ministry of Taxation is responsible for the monitoring and registration of the wages they receive.
- *Follow-up of young people referred to education and training providers* - overall monitoring is in place up until 6 months after youngsters leave the unemployment system. After this point, there is no monitoring carried out by the PES. When young people leave the register of unemployed, if they start an education and if they receive state-sponsored grants, then this is monitored by the Ministry of Education and the Ministry of Higher Education and Science. If they start regular employment, then the Ministry of Taxation is responsible for the monitoring and registration of wages received.
- Benchmark system – the PES has developed a benchmark system, where all 98 local jobcentres can compare themselves on central performance indicators such

as the share of young people who receive mentor support or the share of young people who benefit from 'company-oriented measures'.

### **Mutual learning activities**

During the period April 2017-April 2019, PES staff did not take part in any mutual learning or technical assistance activities relating to youth.