



FOR INTERNAL USE

European Network of Public Employment Services

PES Capacity Questionnaire
Country Factsheet

Spain

Servicio Público de Empleo Estatal (SEPE)
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

*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 2014¹. 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>).

¹ DECISION No 573/2014/EU

About the Servicio Público de Empleo Estatal (SEPE)

Name of PES	Servicio Público de Empleo Estatal (SEPE)
PES Website address	www.sepe.es
PES contact person and email address	Maria Antonia Agudo Riaza maria-antonia.agudo@sepe.es

1. Background

1.1. Status of the national PES

In Spain the National Employment System (NES) is made up of the State Public Employment Service (SEPE) and the public employment services of the 17 autonomous communities. The SEPE (the PES) is an independent body within Central Government attached to the Ministry of Labour, Migration and Social Security through the Secretary of State for Employment. It is a separate legal entity and it is independent from the central government. The main objectives of the PES are:

- To achieve worker integration and retention in the labour market, and to improve human capital through training and other measures in cooperation with Regional Public Employment Services and other employment-related agencies.
- The core aim of the National Employment System is to reinforce coordination between all agents involved in, or with an interest in, labour market issues.

1.2. Geographical organisation

The PES/NES is organised according to the following decentralised structure:

Level	Description
National	<i>SEPE (State Public Employment Service)</i> - Responsible for granting unemployment benefits and developing labour market policies, and for coordinating the network of regional PES. These tasks are developed at three different levels: <ol style="list-style-type: none">1. <i>Central headquarters.</i>2. <i>Provincial Directorates (52)</i> - covering the 50 provinces and the two autonomous cities of Ceuta and Melilla.3. <i>Employment Offices (711)</i> distributed throughout the provinces at local level, who manage the processing of unemployment benefits. They share premises with the regional offices, working in partnership.
Regional	<i>Regional Employment Services (SPEA)</i> , located in each Autonomous Community (17) with responsibility for the management of labour market intermediation and the implementation of active labour market policies, at three different levels: <ol style="list-style-type: none">1. <i>Central headquarters.</i>2. <i>Provincial (only in multiprovincial regions)</i>3. <i>Employment Offices (711)</i> distributed throughout the provinces at the local level, who perform the labour market intermediation and implement the active labour market policies (ALMPs). They share premises with the <i>State Public Employment Service (SEPE)</i> working in partnership.

1.3. Relationships and cooperation with other organisations

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

- Cooperation between all two tiers of operation within this decentralised PES structure.
- The establishment of public-private partnerships in the delivery of some PES services and programmes.
- At a national level the 'Sector Conference on Employment and Labour Matters' and the 'General Council of the National Employment System' bring together central government and the autonomous communities to determine employment policy.

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 The National Employment System is made of the State Public Employment Service and the public employment services of the autonomous communities, the latter being responsible for providing the services locally
Implementation of ALMP measures (any measures within Eurostat LMP database cat. 2-7) financed by national funds or ESF co-funding	Fully responsible The public employment services of the autonomous communities oversee implementing the services and programmes for employment activation policies.
Administration of national unemployment benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.)	Partly responsible - the Social Institute of the Navy is responsible for unemployment among workers in the Special Regime for Sea Workers. The mutual occupational insurance companies that are collaborators with the Spanish Social Security are chiefly responsible for managing the benefits from termination of activity for self-employed workers.
Administration of social types of allowances (e.g. child allowances for UB recipients), please specify each allowance separately:	Not responsible Social types of allowances are administered outside the National Employment System, via the Social Services of the autonomous communities.
Administration of benefits for people with disabilities or handicapped people, please specify which exact group(s) are covered:	Fully responsible The Active Insertion Income protects the collective of people with disabilities who can accredit a disability or handicap of 33% or greater, or who have a recognised disability that supposes a 33% or greater reduction in their work capability.

Activity/Task	PES Responsibility
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:	Fully responsible The public employment services are responsible for authorising and following up on the placement agencies in Spain. Placement agencies are understood as being any public or private organisation, for profit or not-for-profit, in coordination and, if applicable, in collaboration with the corresponding public employment service to perform employment intermediation activities aimed at providing workers with a job suited to their characteristics and to provide employers with the most suitable workers for their requirements and needs.
Notification of apprenticeship places and placement of apprenticeship candidates	Fully responsible The public employment services are responsible for approving and following up on training and apprenticeship contracts.
Career advice and guidance for young people still in education	Partly responsible Responsible if they are registered as job seekers, otherwise the educational authorities have the remit
Acting as Managing Authority for the ESF	Not responsible. In Spain, the managing authority for the ESF is the Management Bureau of the ESF Administrative Unit affiliated to the Directorate General for Self-Employment, Social Economy and Corporate Social Responsibility.
Managing training centre for jobseekers (that are an integral part of the PES)	Fully responsible – if they have their own training centres
Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.)	Not responsible.
Other – please specify: Vocational training for employment in the labour field. Incentives for contracting (reductions in payments to Social Security)	Partly responsible SEPE is partially responsible in vocational training for employment. SEPE is totally responsible in incentives for hiring,

1.5. PES good practices

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

EN		PES Practice: Spain - Professional Certificates	2019
EN		PES Practice: Spain - SOIB Woman	2019
EN		PES Practice: Integrating young people in foster care into the labour market	2015
EN		PES Practice: Job matching	2015
EN		PES Practice: Labour market re-insertion of ex-offenders	2015
EN		PES Practice: Skills-for-work schools and Job-learning centres	2015
EN		PES Practice: Special Employment Centres (SEC)	2015
EN		PES Practice: Training support and guidance actions	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 16 517.4 million or 49% between 2013 and 2018, reaching EUR 17 262.3 million by the end of the period. Within this total, expenditure on all types of benefits fell by 12 710.7 million or 42% and expenditure on ALMPs increased by 11% between 2013 and 2017.

The principal sources of funding for PES activities are Social Security Contributions and the Government Budget.

Table 1. Annual expenditure summary (EUR million)

Expenditure category	2013	2014	2015	2016	2017	2018*
Total PES	33 779.7	28 495.3	24 524.9	22 464.5	21 517.8	17 262.3
All types of benefits	29 973.0	24 776.6	20 658.5	18 593.4	17 343.7	17 262.3
ALMPs	3 306.0	3 252.1	3 345.8	3 358.7	3 655.4	N/A
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
Budget intended for other institutions	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

* Information obtained from the LMP Statistics, which was not available for 2018.

Source: Annual PES Benchmarking Data Collection.

3. Human resources

The total staff working in the State Public Employment Service (SEPE) fell by 320 FTE (Full Time Equivalent) or 4% between 2016 and 2019, ending the period at 8 518. Over the same period the number of front office staff also fell by 491 or 9%. The staff decrease is mostly due to retirements and contractual recruitment changes.

There are plans to increase staff numbers in 2018 with the authorisation for the recruitment of more temporary staff and the consolidation of ongoing PES processes.

Overall staff turnover in 2019 was 3%.

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

Staff category	2016	2017	2018	2019
Total PES staff	8 838	8 540	8 194	8 518
Of which (absolute and in % of total PES staff):				
Front office staff	5 767	5 566	5 360	5 276
% front office staff	65%	65%	65%	62%
Staff turnover (for all reasons – figure for calendar year)	2%	3%	N/A	3%

Source: Responses to PES Capacity Questionnaire.

4. Registered unemployed

The number of registered unemployed jobseekers fell by 1 590 195 or 30% between 2013 and 2018, ending the period at 3 628 145. Over the same period, participants in ALMPs fell by 5 264 or 4%, with 113 355 in ALMP measures in 2018. Although the number of participants in ALMPs surged slightly by 2 456 from 2017 to 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*	5 218 340	4 948 266	4 602 744	4 247 936	3 869 254	3 628 145
Participants in ALMPs**	118 619	128 522	125 845	102 480	110 899	113 355

*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 16 038 or 47.7% between 2013 and 2018, reaching 49 644 in 2018. The proportion of monthly average job vacancies notified to the PES stood at 77% in 2018, of which 65% were filled within 60 days of notification in the same year.

The share of the job finders who found their present job with PES involvement at any point has remained stable between 2013 and 2018 at 2.8% to 3.6%.

Table 4. PES Job vacancies

Vacancy measure	2013	2014	2015	2016	2017	2018
Vacancies notified to the PES (monthly average inflow) *	33 606	39 112	48 437	42 927	48 349	49 644
Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) *	26 356	31 387	34 963	33 640	38 536	38 204
Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) *	23 814	28 217	30 626	29 098	32 892	32 238
Share of the formerly unemployed who stated in Eurostat's Labour Force Survey that the PES was involved at any moment in finding their present job (<i>proxy for vacancies filled with PES assistance</i>) **	3.1%	3.6%	2.9%	2.8%	3.3%	3.0%

Source:

* Annual PES Benchmarking Data Collection.

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

6. Active labour market policies (ALMPs)

One new employment measure was introduced in 2018 (see Table 5). No amendments were made to existing measures last year.

Table 5. New ALMPs introduced in 2018

Intervention name	Target group(s)	Type
Action Plan for Youth Employment 2019-2021	Young people The Plan includes fifty measures, divided into six 'axes', designed from an integral and systemic perspective. The measures can be combined and adjusted to suit each profile and to the existing needs in terms of integration. The axes define, in line with the established objectives, the areas of action considered to be priorities for the next three years: (i) restore the quality of employment, (ii) fight the gender gap in employment, and (iii) reduce youth unemployment.	2, 4, 5, 6, 7

* 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 ALMPs amendments made in 2018	N/A	N/A	N/A

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 2018

Indicator, including target group and time frame where applicable	Target(s) set for 2018
<i>Not Applicable - the strategic objectives are established annually by the National Government, according to the priorities of each moment and based on the references regulated by the Spanish Strategy for Employment Activation 2017-2020 (RD1032 / 2017, of December 15)</i>	

Source: Responses to PES Capacity Questionnaire.

Supporting Youth

Note:

Up to 2017, the Youth Guarantee was the joint responsibility of the Ministry of Employment and Social Security, and the Directorate General for Self-Employment, Social Economy and Corporate Social Responsibility. Instruments: National Plan for the Implementation of the Youth Guarantee in Spain and the Entrepreneurship and Youth Employment Strategy 2013-2016.

Since the approval of order ESS\668\2017, of 13th July 2017, the National Public Employment Service was designated as the competent agency for management of the National Youth Guarantee System. (Instrument: Action Plan for Youth Employment 2019-2021).

Responsibilities for the Youth Guarantee

The PES is just one of the implementers of the national YG scheme. The responsibilities of the PES in the context of the YG are listed below:

- Management and coordination of the national YG scheme
- Registration of young people
- Provision of PES services including YG services for young people
- Coordination of partners
- Outreach to NEETs (young people Not in Employment, Education or Training)
- Follow-up of all young people who received YG services
- Design and maintenance of the YG monitoring system (incl. indicators)

Involving young people and youth organisations

Young people have not been involved in designing/re-designing or improving the YG services. However, the new *Action Plan for Youth Employment* has been designed with contributions from various organisations, including the 'Youth Institute' which aims to provide 110 youth mediators.

Partnerships in place and main developments

There are no partnerships in place between the PES and other bodies or stakeholders in employment, education or training in the context of the YG.

However, in order to ensure that young people have full information and support available, the youth employment action plan approved by the government in December 2018 foresees, among other measures, the recruitment of 3000 more counsellors throughout the country.

To increase employment, apprenticeship and traineeship opportunities, the action plan includes measures to promote 'Escuelas Taller' (Workshop Schools), 'Casas de Oficio' (where students learn a trade) and 'Talleres de Empleo' 4.0 (Employment Workshops 4.0) as well as other training programmes that include training and work experience.

To support transitions from unemployment, inactivity or education into work, the plan mentioned above foresees the creation of a network through the offices of the 'Youth Information Services and the 'Youth Institute' (INJUVE). Among the direct beneficiaries of the European Social Fund Administrative Unit in the call for proposals of 10th December 2018 there is a new tertiary sector partner, 'Fundación Acción Contra el Hambre' (Action Against Hunger Foundation).

Also, the Action Plan for Youth Employment 2019-2021 includes the promotion of cooperation with social services, education bodies and town councils.

New projects focusing on young people

Over the past 24 months, the Autonomous Regions have strengthened and increased some of their programmes aimed at young people. During 2018, the government approved grants for low-skilled young people enrolled in the NYGS who signed training and apprenticeship contracts. On the other hand, in December 2018 the Government, in collaboration with the Autonomous Regions, trade unions and employers' organisations approved the Action Plan for Youth Employment 2019-2021 which includes 50 measures, some of them new, such as start-ups or business incubators and the promotion of cooperation with social services, education bodies and town councils.

Resources for implementing the Youth Guarantee

Human resources

At the end of April 2019, there is a management commission in the PES, with 23 people dedicated exclusively to collaboration on managing the NYGS database and coordination and monitoring the implementation of the Youth Guarantee programme.

Each Employment Service under the Autonomous Regions has staff directly responsible for advising young people.

Information is not available on organised PES staff training, as management of the staff comes under the responsibility of the Autonomous Regions.

Funding for youth programmes

Specific YG measures are principally funded from the ESF (the European Social Fund), with additional funds from government and the Youth Employment Initiative (the YEI).

Reaching out to young people, including NEETs (see Note above)

The PES does not contact young people not registered as job seekers. However, in the YG Operations Programme, in addition to the PES in the Autonomous Regions, other tertiary sector organisations and bodies have been designated as Intermediate Organisations aimed at all young NEETs, whether they are registered as job seekers.

Information management

No information (at national level) is available on whether the PES uses databases on apprenticeship and traineeship vacancies or other databases to support implementation of the YG. The Public Employment Services of the Autonomous Regions are responsible for active employment policies and can access these databases. The National Public Employment Service is responsible for managing the database and coordinating the programmes.

Timing in the provision of PES services

No information is available on the average time between jobseekers' registration in the YG scheme and their first meeting or the average time for making an offer to a jobseeker after registration.

Monitoring and evaluation

Numerical targets

The PES aims to work with partners to:

- Reduce the youth unemployment rate to 23.5% for men and women over the three years of the Plan's duration. It stood at 33% in the third quarter of 2018.
- Increase the activity rate to 73.5% for young people aged 20 to 29.
- Reduce the unemployment gender gap (men/women) with 20%.
- Increase the number of permanent employment contracts for young people, by 15% each year – in the three years of the Plan.
- Train 100,000 young people in programmes for learning key skills in Spanish and Mathematics. This would apply to the young people who are registered as unemployed with no Compulsory Secondary Education qualifications – the aim is to reach 43% of the target group.
- Train at least 30% (80,000) of young people in Spanish language skills.
- Ensure that at least 225,000 young people are trained in digital skills, 75% in basic skills and 25% in higher skills.
- Train 25% of young people with Higher Education and Vocational Training in strategic sector skills (this would include 40,000 people).

Monitoring and evaluation activities

Only annual evaluation/ Data Collection which is prepared for the European Commission.

Mutual learning activities

Between April 2017 and April 2019, the PES staff took part in the following mutual learning or technical assistance activities focused on youth:

Name of event or activity	Location and Host	Date
Peer Support	Madrid, SEPE	May 2018
Peer Support	Finland,	Oct 2018
Peer Support	Germany	Dec 2018
Peer Support	Madrid, SEPE	Apr 2019