



FOR INTERNAL USE

European Network of Public Employment Services

PES Capacity Questionnaire
Country Factsheet

Luxembourg
Agence pour le Développement de l'Emploi (ADEM)
2019



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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>.

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¹ DECISION No 573/2014/EU

About Agence pour le Développement de l'Emploi (ADEM)

Name of PES	ADEM – Agence pour le développement de l'emploi
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1. Background

1.1. Status of the national PES

The *Agence pour le développement de l'emploi* (ADEM) is the public employment service (PES) in Luxembourg and is located under the authority of the Ministry of Labour, Employment and the Social and Solidarity Economy. It is led by a Board of Directors (a Director-General and two deputies) and appointed by government for a period of seven years.

The main objectives of PES are as follows:

- To match offers and demands on the national labour market by helping jobseekers to get employed as quickly as possible, and to assist employers in their recruitment.
- To promote employment by improving the governance of employment policies in coordination with economic and social policies.

1.2. Geographical organisation

The PES is organised according to the following structure:

Level	Description
National	<i>Head office</i> – managed by a Director and two Deputy Directors and organised into three departments: Internal services; services directly attached to the Director; and Employment and training (which includes the Employers' services, personalised assistance for jobseekers, vocational guidance, Youth Guarantee, support to disabled workers, etc.).
Regional	<i>Regional agencies</i> (9) – comprising 7 agencies and 2 sites dedicated to job orientation/apprenticeships and vocational guidance.
Local	See above

1.3. Relationships and cooperation with other organisations

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

- An advisory board (the *Commission de Suivi*) has representatives from other government departments and the social partners and gives advice to the minister on issues related to the reform of the PES.
- The PES vocational guidance services are located at the Luxembourg Guidance Centre (*Maison de l'Orientation*). Other national services aimed to educational or vocational guidance are also located at the same place, thus facilitating access to information and tailor-made support.
- For the provision of training, the PES closely collaborates with public and private providers on content, selection, etc.

- The PES has signed a partnership agreement with the Luxembourg employers' association (*Union des Entreprises Luxembourgeoises – UEL*) in order to foster the labour market integration of jobseekers and to refine the selection of candidates.

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 (Active Labour Market Policies) 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.)	Fully 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:	Partly responsible – for people in professional redeployment; and for disabled people with reduced labour capacity but who are considered able to work on the regular labour market.
Approval of layoffs by employers Please specify if this concerns specific conditions or situation only:	Partly responsible – for the reimbursement of any compensation payments from the State. The Economic Committee is responsible for the approval of layoffs.
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 – PES vocational guidance services are located at the guidance centre (<i>Maison de l'Orientation</i>), among services provided by other agencies.
Acting as Managing Authority for the ESF	Not responsible

Activity/Task	PES Responsibility
Managing training centre for jobseekers (that are an integral part of the PES)	Partly responsible – while the PES does not manage a training centre, it closely collaborates with public and private providers on content, selection of candidates, etc.
Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.)	Partly responsible - if a vacant position cannot be filled with a jobseeker registered with the PES, the PES may grant a certificate allowing an employer to hire a third country national. The work permit is issued by the Immigration Directorate (Ministry of Foreign Affairs)
Other – please specify:	None

1.5. PES good practice

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

EN		Promising PES Practice - Training initiatives in digital competences	2018
EN		PES Practice: Bilateral cooperation agreements with employers	2018
EN		PES Practice: 'Jobelo'	2017
EN		PES Practice: Work Support Contract (CAE scheme)	2015

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 84.1 million or 13% between 2013 and 2018, reaching EUR 731.5 million by the end of the period. Within this total, expenditure on all types of benefit fell by 16% and expenditure on ALMPs increased by 58%.

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.

Table 1. Annual expenditure summary (EUR million)

Expenditure category	2013	2014	2015	2016	2017	2018
Total PES	647.4	639.3	647.5	707.1	719.6	731.5
All types of benefits	394.0	369.5	355.9	333.2	334.0	331.5
ALMPs	233.1	247.1	264.8	347.1	355.7	367.8
Staff costs	16.5	18.5	20.2	20.7	22.9	24.9
Staff training costs	0.01	0.06	0.05	0.04	0.07	0.08
Budget intended for other institutions	0	0	0	0	0	0
Other expenditure	3.8	4.2	6.5	6.0	7.0	7.2

Source: Annual PES Benchmarking Data Collection.

3. Human resources

The total number of PES staff increased by 108 people or 26% over the period 2016-2019, reaching a total of 520 FTE (Full Time Equivalent). Staff numbers increased by 23 or by around 5% between 2018 and 2019 largely due to implementation of personalised counselling across all PES agencies, and further training activities for jobseekers coupled with reinforcement of the service offered to employers. At the end of April 2019, the proportion of total staff directly and exclusively servicing all clients (i.e. jobseekers and employers) was 67%, an increase on the previous two years. The proportion of staff directly and exclusively servicing jobseekers was 35%, and while 13% were directly and exclusively servicing employers.

Change is expected to continue in 2019 (as in the previous year) with the re-engineering of internal procedures (i.e. pre-inscription and restructuring the PES registration process) and an increased level of personalised assistance, specially targeting asylum seekers, long-term unemployed and disabled workers. In addition, the PES will foster the development of new digital tools and services (known as 'e-ADEM').

Overall staff turnover in 2019 was around 13%.

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

Staff category	2016	2017	2018	2019
Total PES staff	412	473	497	520
Of which (absolute and in % of total PES staff):				
Front office staff	277	303	307	349
% front office staff	64%	63%	62%	67%
Exclusively servicing jobseekers	165	152	172	180
% exclusively servicing jobseekers	38%	32%	35%	35%
Exclusively servicing employers	28	56	62	67
% exclusively servicing employers	6%	12%	12%	13%
Staff turnover (for all reasons – figure for calendar year)	7%	11%	N/A	13%

Source: Responses to PES Capacity Questionnaire.

4. Registered unemployed

The number of registered unemployed jobseekers fell by 1 862 or 11% between 2013 and 2018 ending the period at 15 352. Over the same period, the number of participants in ALMPs fell by 61 or 2%, with 3 514 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*	17 214	18 324	17 852	17 029	16 274	15 352
Participants in ALMPs**	3 575	3 766	4 094	3 898	3 724	3 514

*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); and 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 1 433 or 63% between 2013 and 2018, reaching 3 372 in 2018. The share of the job finders who found their present job through PES involvement at some point** decreased slightly between 2013 and 2018, ending the period at 13.7%.

Table 4. PES Job vacancies

Vacancy measure	2013	2014	2015	2016	2017	2018
Vacancies notified to the PES (monthly average inflow) *	1 939	2 264	2 588	2 797	2 965	3 372
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 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>) **	15.9%	18.2%	14.2%	12.9%	14.8%	13.7%

Source:

* Annual PES Benchmarking Data Collection.

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

6. Active labour market policies (ALMPs)

Two new employment measures were 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
<i>Création ou reprise d'entreprise - indemnisation pendant la création ou la reprise d'une entreprise</i> <i>Receiving unemployment benefits during the creation or takeover of a business</i>	Jobseekers receiving unemployment benefits who create or take over a business in Luxembourg. They get an exemption from the obligation to be available for the labour market and continue to receive unemployment benefits.	7
<i>Création de nouveaux emplois d'insertion (sous forme d'un contrat de travail à durée indéterminée - CDI) pour des demandeurs d'emploi de longue durée.</i> <i>Job creation (permanent employment) for long-term unemployed</i>	Long-term unemployed older than 30 years	6

* 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 were 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	✓	✓	✓	✓	✓

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
Profiling of jobseekers	All jobseekers newly registered with the PES in 2018 participate in a profiling 100% profiling
Reintegration contract	All registered jobseekers sign a reintegration (collaboration) contract with the PES 100% signatures
Regular personal meeting with the PES counsellor	All jobseekers have a personal meeting with their counsellor at least once in a month. 100% every month
Targets for long-term unemployed	
Action plan (according to the result of the profiling)	For all LTU (people who are long-term unemployed) an action plan is established and thoroughly monitored.
Placement in ALMPs and training measures	Intensify the participation of the LTU in appropriate ALMPs and training measures

Indicator. including target group and time frame where applicable	Target(s) set for 2018
Targets for older workers	
<p>Information seminars All jobseekers who are older than 45 years are invited to a compulsory seminar informing about the PES services and labour market measures facilitating the labour market reintegration.</p>	<p>All elderly jobseekers newly registered with the PES participate in the information sessions with the objective to increase the participation in labour market and PES training measures. 100% participation in information sessions</p>
<p>Placement in ALMPs</p>	<p>Intensify the participation of older workers in the new ALMPs (professional reintegration contract / professionalisation internship)</p>
Targets for disabled	
<p>Information seminars All jobseekers who are applying for the statute of a disabled worker or a worker with reduced work capability are invited to a seminar informing them about the PES services and labour market measures facilitating the labour market reintegration.</p>	<p>Raise the awareness and increase the participation in labour market measures and PES activities dedicated to disabled workers.</p>
<p>COSP HR: (Centre d'orientation socio-professionnelle – 'socio-professional' guidance centre) During a 2 month period, disabled jobseekers participate in different vocational workshops to determine their remaining capabilities allowing for labour market reintegration. During this time, the participants are closely supervised by doctors, psychologists and vocational guidance experts. They also have the possibility of meeting employers and participating in recruitment workshops</p>	<p>Intensify the profiling in order to provide a better guidance; foster the possibilities to meet employers.</p>
<p>Placement in ALMPs</p>	<p>Intensify the participation of disabled workers in the new ALMPs (professional reintegration contract/professionalisation internship) as well as community service.</p>
Targets for employers	
<p>Fostering the recruitment of registered jobseekers</p>	<p>Increase the number of vacant positions that employers declare to the PES</p>
<p>Satisfaction survey in 2018</p>	<p>Measuring the overall satisfaction rate in order to enhance PES services at least every two years >= every two years measured</p>
<p>Personal contact at PES</p>	<p>All employers working with the PES have a contact partner at the PES.</p>
<p>Identify professions that offer excellent job opportunities for jobseekers</p>	<p>Establish and update a list of professions facing bottleneck vacancies (collaboration between employers' associations and the PES)</p>

Indicator. including target group and time frame where applicable	Target(s) set for 2018
Targets for others	
Individual collaboration agreements	The PES establishes collaboration agreements with individual companies or sectorial associations who are important recruiters.
Profiling of capabilities and vocational skills in collaboration with enterprises and professional organisations	All asylum seekers registered with the PES undergo a thorough profiling of their practical vocational skills and personal capabilities in order to facilitate their labour market integration or placement in ALMPs. 100% profiling

Source: Responses to PES Capacity Questionnaire.

Supporting Youth

Implementing the Youth Guarantee

Responsibilities for the Youth Guarantee

The Youth Guarantee (YG) is jointly coordinated by institutions under the responsibility of the Ministry of Labour, Employment and the Social and Solidarity Economy (e.g. Public Employment Service -ADEM) and the Ministry of Education, Children and Youth (e.g. National Youth Service). All actors involved in the YG are located at the *Maison de l'Orientation* in Luxembourg, thus facilitating cooperation among institutions.

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

- Registration of young people who want to integrate into the labour market;
- Provision of PES services including YG services to young people looking for a job;
- Outreach to NEETs;
- Follow-up of all young people who received YG services;
- Design and maintenance of the YG monitoring system (including indicators);
- Other: Re-organisation of the YG services to extend the scheme to young people aged under 30; Conception of targeted training and coaching programmes for young jobseekers.

Within the YG, the PES focuses on 'job-related' interventions. This includes dealing with job offers; work placements; apprenticeship placements; ALMP-measures; training offers and contact with employers. The YG is fully integrated into the service offer provided by the PES.

Involving young people and youth organisations

Both young people and youth organisations have been involved in the design of the YG in the past. Recent involvement of young people in designing, re-designing or improving the specific interventions was done through a satisfaction survey amongst PES clients, conducted in 2018.

Partnerships in place and main developments

The PES works with the following types of partnership:

- Partnerships to ensure that young people have full information and support available - during the period April 2017-April 2019, the existing partnerships with the main actors implementing the YG in Luxembourg (Local Youth Antennae – ALJ and the National Youth Service -SNJ) has been fostered. The ALJ informs young people (i.e. school dropouts) about possibilities to continue school education. The SNJ supports young people by offering activation measures (i.e. voluntary services). The career guidance department of the PES is member of the National Guidance Centre (*Maison de l'Orientation*) which regroups all public institutions offering guidance services for young people.
- Partnerships aimed at increasing employment, apprenticeship and traineeship opportunities – in the past 24 months, the PES continued to organise, in collaboration with the national broadcasting station RTL and other main stakeholders (professional chambers, ministries, youth organisations) the 'RTL apprenticeship day'. 4 events were organised during the reporting period. Other developments related to partnerships of this type include:
 - In collaboration with the training institute of the construction sector (Institut de Formation Sectoriel du Bâtiment – IFSB), the PES elaborated the training

measure 'Fit4 Green&Build Jobs' which targets young jobseekers aged 18 to 29 without any specific pre-qualification motivated for an employment in the building sector.

- In collaboration with the Luxembourg Chamber of Commerce and its 'House of Training', the PES put in place the training measure 'Fit4 Jobstart'. This training targets young jobseekers under 30 years who hold at least a high school diploma but have difficulties in their integration on the labour market. During the training measure an in-depth analysis of the participant's personality and motivation is made and a professional coach is available to support the jobseeker during the job search.
- Partnerships aimed at supporting transitions from unemployment, inactivity or education into work - in 2018, the PES signed a cooperation agreement with the 'Luxembourg Federation of Recruitment, Search&Seclection' (FR2S). In April 2019, the PES organised a 'job day' in collaboration with FR2S gathering more than 600 jobseekers who had been pre-selected by the PES according to the profiles sought by the members of FR2S.

New projects focusing on young people

Within the last 24 months (April 2017-April 2019) the PES has developed, in collaboration with public and private training providers, a special support measure for young jobseekers (16-29 years) who want to integrate the labour market but who don't have a clear idea about the professional career. The young participants in this measure (#YouthYourFuture) receive an individualised support allowing them to develop their personal and digital skills. The project started on 1 January 2019 with a duration of 24 months and is co-financed by the ESF.

Resources for implementing the Youth Guarantee

Human resources

Due to the reorganisation of the PES, all young jobseekers (16 - 29 years) are covered by the YG scheme. At the end of April 2019, there were 32 FTE PES staff members exclusively dedicated to implementing the YG, of which 26 were client – facing staff.

Between April 2017-April 2019 between 26-50% of YG staff received some training, mostly in the topics of: counselling, career guidance, how to work with youth, activation of youth, communication, working with marginalised youth, case management, specific services for ALMP (Active Labour Market Policy) measures for youth, interviewing techniques and drafting individual action plans.

Funding for youth programmes (planned)

The implementation of the YG is fully integrated into the service portfolio of the PES and so no special budget is dedicated to its implementation. However, several projects/training measures implemented under the YG receive co-funding from the ESF.

Reaching out to young people, including NEETs

The PES reaches out to young people (including NEETs) through the following activities:

- *Proactive work with schools* - regular contact and close collaboration with the partner organisations of the National guidance centre;
- *Cooperation with NGOs, youth organisations* – common projects and regular contact with municipalities and youth organisations;
- *Employing or working with designated youth outreach workers* – common projects and signposting with municipalities and youth organisations;
- *Providing new points of YG entry* – internet and social media services. The PES has improved its registration procedure, so registration is now possible on the phone or online;

- *Single point services* (a one-stop shop) – regular contact and signposting including the National Guidance Centre (a one-stop shop combining the services of different stakeholders including the PES, ministries and youth organisations);
- *Mobile PES services*- an online 'Job board' for jobseekers;
- *Awareness-raising events of campaigns* – organisation of and participation in job and student fairs in Luxembourg and neighbouring countries and the PES guidance centre regularly organises orientation workshops and awareness-raising campaigns in schools; cooperation with Radio, media channels, private enterprises, professional associations, ministries;
- *Follow-up of young people who drop out of activation schemes or no longer access benefits* - close collaboration and signposting in order to guarantee a seamless guidance and follow-up of young people. In the framework of the 'Outreach' pilot project, the PES has started to collaborate closely with the youth services provided by the Luxembourg municipalities (*Maisons des jeunes*) offer in order to better organise the personal assistance and follow-up of young people who dropped out of the YG activation scheme provided by the PES.

Information management

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

- Database of apprenticeship vacancies
- Internal database – with profiles of jobseekers and job vacancies, etc. for the information management of the YG.

Timing in the provision of PES services

- The maximum time between a jobseeker registering in the YG scheme and having their first meeting is 2 weeks;
- The average time for making an employment or training offer to a young jobseeker following registration with the Youth Guarantee scheme is 3 months.

Monitoring and evaluation

Time-bound targets

- Registration to be completed within 14 days after first contact;
- First counselling interview to take place within 14 days of registration;
- To provide a good offer to young jobseekers within 4 months of registration.

Proportionate targets

- All jobseekers sign the collaborative agreement;
- All jobseekers who are in special assistance (*'encadrement intensif'*) receive a follow-up on the basis of an agreed action plan;
- All of the planned training activities take place with the full number of participants;
- All jobseekers have scheduled meetings with their personal PES counsellor.

Combined targets

- To prepare an IAP for all newly registered jobseekers within one month of registration;
- First counselling interview for all new entrants/new jobseekers within 14 days of registration.

Monitoring and evaluation activities

- Satisfaction surveys for young jobseekers - the PES carried out a satisfaction survey amongst all jobseekers in 2018;
- Satisfaction surveys of employers- the PES carried out a satisfaction survey for employers in 2017;
- Monitoring young people who leave the register of unemployed;
- Monitoring how many young people receive an offer within 4 months;
- Follow-up of young people once they have entered employment or training;
- Follow-up of young people referred to education or training providers;
- Other: The PES implemented specific dashboards to better visualise the monitoring results of the YG and the project 'Jobelo'.

Mutual learning activities

During the period April 2017 to April 2019, PES staff took part in the following mutual learning or technical assistance activities relating to youth:

Name of event or activity	Location and Host	Date
CEDEFOP policy learning forum 'From long-term unemployment to a matching job: The role of vocational training in sustainable return to work'	European Centre for the Development of Vocational Training (CEDEFOP), Thessaloniki, GR	15-16 June 2017
Participation in the PES seminar on Career Guidance and Lifelong Learning	Helsinki, FI, Finnish PES	28-29 June 2017
Organisation of and participation in Youth Guarantee Mutual Learning Seminar: Enhancing support to young people through integrated services	Luxembourg ministry of labour, employment and the social and solidarity economy, PES LU, Luxembourg	8-9 October 2018
ESCO conference 'Connecting people and jobs'	European Commission, Brussels	9-10 October 2017