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European Network of Public Employment Services

PES Capacity Questionnaire
Country Factsheet

Portugal
Employment and Vocational Training Institute
2019



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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>.

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¹ DECISION No 573/2014/EU

About the Employment and Vocational Training Institute

Name of PES	IEFP – Instituto do Emprego e Formação Profissional
PES Website address	www.iefp.pt
PES contact person and email address	Beatriz Antunes beatriz.antunes@iefp.pt Adélia Costa adelia.costa@iefp.pt

1. Background

1.1 Status of the national PES

The *Instituto do Emprego e Formação Profissional* (IEFP) or the Employment and Vocational Training Institute (the Portuguese PES) provides employment services and training, the latter through its own managed network of training centres. The PES is managed by a Board of Directors, a Governing Board and Regional Advisory Councils. The Board of Directors is made up of:

- Representatives of the Public Administration (8);
- Representatives of trade union confederations (4);
- Representatives of business confederations (4).

The Governing Board is composed of a chair, a deputy chair and two members. The Regional Advisory Councils consist of a regional delegate and representatives of coordinating and regional development committees, trade unions and business associations.

The PES aims to promote job creation and quality employment and reduce unemployment through active employment policies.

1.2 Geographical organisation

The PES is organised on the following structure:

Level	Description
National	<i>Central services</i> - provides technical, administrative and financial support to the Regional Offices, defines guidelines to frame the activity of local units (Jobcentres and Job and Vocational Training Centres), and establishes mechanisms for monitoring and follow-up activities, as well as ensuring the flow of information throughout the organisation.
Regional	<i>Regional offices (5)</i> – managed by a Regional Deputy Head.
Local	<i>Jobcentres (53) of which 30 are combined with a Vocational Training Centre</i> – the PES also a vocational rehabilitation centre and 8 business creation centres.

1.3 Relationships and cooperation with other organisations

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

- Some ALMP (Active Labour Market Policies) measures are managed outside the PES (mainly measures related to entrepreneurship) and others are managed by the PES with the cooperation of other organisations (e.g. rehabilitation).

- The PES holds joint responsibility for managing a network of 23 Jointly-Managed Vocational Training Centres established under protocol agreements concluded between the PES and the Social Partners.

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 co-funding	Fully or Partly responsible depending on the ALMP – some measures are managed outside the PES (mainly measures related to entrepreneurship) and others are managed by the PES with the cooperation of other organisations (e.g. rehabilitation).
Administration of national unemployment benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.)	Partly responsible – the PES is not responsible for administering UB but submits claims from registered unemployed to the social security agency. The PES monitors eligibility for UB for its clients
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	Fully responsible - the PES is the licensing authority for temporary work agencies and for monitoring compliance. It also maintains and publishes the list of approved agencies. PrES should inform the PES that they are ready to start operations (prior to starting up).
Notification of apprenticeship places and placement of apprenticeship candidates	Partly responsible - only regarding apprenticeship courses managed by the PES as an ALMP.
Career advice and guidance for young people still in education	Not responsible – this is under the remit of the Ministry of Education.

Activity/Task	PES Responsibility
Acting as Managing Authority for the European Social Fund (ESF)	Partly responsible – the PES only acts as the Managing Authority in deciding whether disabled people qualify. For other measures (employment and training) the PES is an ESF Beneficiary.
Managing training centre for jobseekers (that are an integral part of the PES)	Fully responsible - the PES has a network of 30 Vocational Training Centres and 1 Vocational Training and Rehabilitation Centre. It also holds joint responsibility for managing a network of 23 Vocational Training Centres established under protocol agreements concluded between the PES and the Social Partners
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:	None

1.5 PES good practice

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

EN		PES Practice: Employment Stimulus	2016
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Source: EC DG EMPL, PES Practices: <http://ec.europa.eu/social/main.jsp?catId=1206&langId=en>.

2. Annual expenditure

Total PES expenditure decreased by EUR 238.2 million or 27% between 2013 and 2018, reaching EUR 646.1 million by the end of the period. Within this total, expenditure on ALMPs fell by EUR 227.1 million or 31%. Other types of expenditure remain stable as can be seen in Table 1.

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	884.3	944.3	930.6	824.3	703.9	646.1
All types of benefits	0.0	0.0	0.0	0.0	0.0	0.0
ALMPs	724.5	790.7	778.5	635.4	558.2	497.4
Staff costs	93.6	97.7	97.1	137.2	103.6	104.0
Staff training costs	0.3	0.2	0.2	0.2	0.2	0.2
Budget intended for other institutions	12.3	14.4	13.8	15.5	14.0	14.5
Other expenditure	53.6	41.4	40.8	36.1	27.9	30.0

Source: Annual PES Benchmarking Data Collection.

3. Human resources

The total number of PES staff has remained stable over the period 2016-2018, however, the figure increased by 212 FTE (Full Time Equivalent) or 7% in 2019, standing at 3 445 FTE at the end of April 2019. The increase is explained by the reassignment of public administration temporary workers (i.e. those on fixed-term and open-ended employment contracts) to permanent contracts. The surge in staff numbers is expected to continue in 2019. The proportion of staff directly in contact and dealing with clients (front office staff) decreased slightly between 2018 and 2019, ending the period at 34%, although the total numbers increased by 54 FTE.

It is not possible to provide current figures on the proportion of total staff directly and exclusively servicing specific client groups since staff are deployed across groups according to need.

The overall staff turnover in 2019 was above 4%.

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

Staff category	2016	2017	2018	2019
Total PES staff	3 258	3 258	3 233	3 445
Of which (absolute and in % of total PES staff):				
Front office staff*	N/A	N/A	1 121	1 174
% front office staff	N/A	N/A	35%	34%
Staff turnover (for all reasons – figure for calendar year)	5%	1%	N/A	4%

*Staff are not allocated exclusively to a particular client group but work across client groups according to need.

Source: Responses to PES Capacity Questionnaire.

4. Registered unemployed

The number of registered unemployed jobseekers fell by 344 678 or 51% between 2013 and 2018, ending the period at 336 578. Over the same period, participants in ALMPs fell by 21 507 or 20%, with 83 535 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*	681 256	612 575	532 564	496 547	411 374	336 578
Participants in ALMPs**	105 042	154 130	139 426	93 918	89 585	83 535

* The number of people registered with the PES, who are available for the labour market and who are, or who 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 decreased by 567 or 4% between 2013 and 2018, reaching 10 888 in 2018. The proportion of monthly average job vacancies notified to the PES that were filled stood at 69% in 2018, of which a 68% 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 fell notably between 2013 and 2018, ending the period at 6.8%.

Table 4. PES Job vacancies

Vacancy measure	2013	2014	2015	2016	2017	2018
Vacancies notified to the PES (monthly average inflow) *	11 455	13 516	14 832	12 220	11 965	10 888
Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) *	7 325	9 024	10 590	8 958	7 619	7 498
Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) *	7 274	8 995	10 564	8 946	7 585	7 456
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 (proxy for vacancies filled with PES assistance) **	10.1%	14.2%	13.1%	11.0%	8.1%	6.8%

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). Two amendments were made to existing measures last year (see Table 6).

Table 5. New ALMPs introduced in 2018

Intervention name	Target group(s)	Type
<i>Contrato-Geração</i> <i>Contract generation</i> This ALMP is intended to provide employers who hire unemployed young people, and also the long term unemployed LTU, registered with the PES, with some financial support, combined with exemptions from social security contributions. Financial support can be provided from 3 to 5 years.	Unemployed people registered with the PES: Young people, under age 30, looking for their first job Long-term unemployed age 45 or more;	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>Contrato-Emprego</i> <i>Employment Contract</i> This Active Labour Market Policy (ALMP) is intended to provide employers who hire unemployed people registered with the PES (in compliance with certain requirements) with financial support. Within the scope of this Contrato-Emprego, new employment contracts should not last less than 12 months, and employers must provide their new employees with function-related training.	Unemployed people registered with the PES	4	Enlargement of the target group, including unemployed former military personnel, with more special conditions (such as exemption from the minimum period of registration).
<i>Estágios Profissionais</i> <i>Professional Traineeships</i> This measure aims at providing registered unemployed with on-the-job training for a period of 9 months. Trainees are entitled to a training grant, a meal allowance and work insurance. Transport costs can also be paid if certain circumstances are met (disabled trainees, for example). Grants are paid by employers and partially reimbursed by the PES.	Unemployed people registered with the PES	2	Enlargement of the target group with more special conditions (as exemption of the minimum period of registration), including now former military personnel that are unemployed.

* 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
Placement in labour market	95 000
Number of vacancies (vacancies registered in 2018)	150 000
Satisfaction rate with the job offer (%)	60%
Number of unemployed people covered in Traineeships	32 000
Number of supported unemployed people	16 470
Number of young people covered in Apprenticeship courses	26 300
Number of people covered in Adult Education and Training Courses	44 220
Rate of certified trainees that attended long-term training measures (Apprenticeship courses and Adult Education and Training Courses)	50%
Number of people send for training or processes of recognition, validation and certification of skills by Centros - Qualifica	37 660
Number of unemployed people covered in modular training – active life	80 080
Rate of certified trainees that attended modular training measures (%)	50%
Number of people covered in another employment measures	38 936
Number of people covered in another training measures	55 806
Trainees (employment traineeships) integrated into the labour market within 6 months (%)	75%
Certified trainees (long-term training measures) integrated into the labour market within 6 months (%)	40%
Number of people covered in occupational rehabilitation measures	14 057

Source: Responses to PES Capacity Questionnaire.

Supporting Youth

Implementing the Youth Guarantee

Responsibilities for the Youth Guarantee

The main areas the PES is responsible for within the Youth Guarantee (YG) scheme are as follows:

- Managing and coordinating the national YG scheme;
- Registration of young people;
- Provision of PES services including YG services to young people;
- Coordination of partners;
- Outreach to NEETs;
- Follow-up of all young people who received YG services;
- Design and maintenance of the YG monitoring system (including indicators).

Involving young people and youth organisations

The PES did not involve young people in designing/re-designing/improving the YG services. Involvement of youth organisations is ensured, for example, through the cooperation with related organisations, i.e. the Portuguese Institute of Sports and Youth (IPDJ). The Institute is a YG partner that has measures to integrate young people into the labour market, such as the 'Empreende Já Programme' that aims to support the creation and development of enterprises and organisations of social economy by young people, as well as job creation for youngsters. This programme started at the beginning of 2017 and its second stage is ongoing.

Partnerships in place and main developments

The PES works with the following types of partnerships:

- Partnerships to ensure that young people have full information and support available – the YG cooperates with a variety of partners (including educational institutions, organisations for the protection of children and youth, 'vocational integration' offices, youth 'shops', municipalities and NGOs). There were no new developments between April 2017 and April 2019.
- Partnerships aimed at increasing employment, apprenticeship and traineeship opportunities – within the past 24 months, the Portuguese PES has established cooperation agreements with Chambers of Commerce and Industry and leading training organisations that, among other objectives, aim firstly to support the development of apprenticeship courses (which are addressed to young people up to age 24) and secondly to get the young people who complete these courses into the labour market. Examples of these agreements include one with the Portuguese-German Chamber of Commerce and Industry, and another with the ATEC Training Academy (ATEC Academia de Formação). More recently, and within the framework of an Apprenticeship Courses Evaluation Strategy, the PES signed a cooperation agreement with the Portuguese Association of Hospitality, Catering and Tourism (APHORT) and eight Five Star hotels in the northern region of the country. This agreement aims to develop apprenticeship courses whose ultimate goal is to help young people get qualifications and become employable, responding to the needs of skilled labour in the tourism sector.
- Partnerships aimed at supporting transitions from unemployment, inactivity or education into work – covered by the above types of partners. There were no changes/developments in the past 24 months.

New projects focusing on young people

Between April 2017 and April 2019, the following new projects targeting youth were developed:

- The 'Make the future...today!' project was developed between January 2017 and June 2018 (largely developed after April 2017). It aimed to extend and increase the efficiency of the way that local partners work on the Youth Guarantee and to reinforce communication to young people about the Youth Guarantee. Another goal was to challenge, raise awareness and motivate these youngsters to have a more interventional attitude towards their future. The project ended with a conference to promote reflection on the challenges faced by young people in their transition to the labour market and the impact of the YG. As a result of the project, a guide entitled 'working practices to support young people looking for a job, education and training' was published. It was distributed among YG partners and local PES offices to support their approach to youngsters.
- The beginning of the development of a project on social innovation in cooperation with a Belgian partner (ArtLab), which has developed a technological tool for emotional recognition based on the arts and emotions. Finance has already been approved and the project is at an early stage. The tool will be used to support young Portuguese NEETs registered with the Public Employment Services (three pilot regions have already been chosen) in their transition to the labour market.

Resources for implementing the Youth Guarantee

Human resources

The YG is delivered as part of other activities and, apart from an Executive Director for the YG at central level and a technician assigned as a YG interlocutor in each PES, there are no dedicated PES staff members.

Between April 2017 and April 2018 there was no staff training related to implementation of the YG.

Funding for youth programmes (planned)

Most of the ALMPs are covered by the EU's Youth Employment Initiative (YEI) funds (the main source of funding). Additional funding comes from the government and ESF.

Reaching out to young people, including NEETs

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

- *Cooperation with NGOs and youth organisations* – local network partnerships with NGOs, community centres, youth organisations and social services;
- *Providing new points of YG entry* – local network partnerships using the YG digital platform;
- *Awareness-raising events or campaigns* – in cooperation with transport and fast food companies within the scope of their social responsibility projects; within the 'Make the future...today' project.

Other outreaching tools are not directly used by PES, but it cooperates with different partners that implement the specific activities, such as:

- *Proactive work with schools* – done in cooperation with the Ministry of Education and individual schools;
- *Employing or working with designated youth outreach workers;*
- *Single point services / one-stop shops;*
- *Mobile PES services;*
- *Follow-up on young people who drop out from activation schemes/no longer access benefits.*

Information management

To support the implementation of the YG, the PES has access to a database of job vacancies. A new platform was launched in 2018, 'IEFP online', which has more information available than before and creates a better link between labour demand and supply. Although there are no formal apprenticeship or traineeship databases, the PES has access to the related information when planning the apprenticeship and internships measures.

Timing in the provision of PES services

- Registration in the YG is carried out at the first meeting (which may coincide with the jobseeker's registration at the PES or with the first meeting after online registration with the PES); usually the first meeting takes place within the first 2 weeks after registration;
- In January-April 2019, the average time for making an offer to a young jobseeker after registration was as follows:
 - Employment - 106.9 days
 - Education or training – 184.9 days
 - Traineeships – 74.4 days
 - Apprenticeships – 69.9 days

Monitoring and evaluation

Numerical targets

- Number in support of entrepreneurship (2014-2020) – 41 160;
- Number in support for mobility (2014-2020) – 4 800.

Monitoring and evaluation activities

- Monitoring how many young people receive an offer within 4 months;
- Follow-up of young people once they have entered employment or training;

Mutual learning activities

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