

EVALUATION AND FITNESS CHECK (FC) ROADMAP			
TITLE OF THE EVALUATION/FC	Evaluation of the long-term unemployed recommendation		
LEAD DG RESPONSIBLE UNIT	DG EMPL - B1	DATE OF THIS ROADMAP	06/2017
TYPE OF EVALUATION	Evaluation	PLANNED START DATE	05/2017
		PLANNED COMPLETION DATE	02/2019
		PLANNING CALENDAR	http://ec.europa.eu/smart-regulation/evaluation/index_en.htm
This indicative roadmap is provided for information purposes only and is subject to change.			

A. Purpose
(A.1) Purpose
<p>The purpose is to evaluate the action taken by the Members States in response to the Council Recommendation on the integration of the long term unemployed into the labour market of 15 February 2016 (2016/C 67/01), hereafter 'LTU Recommendation'). The evaluation should support the work of the Commission in the preparation of the report due by February 2019 to the Council, as well as shed light on future possible action.</p> <p>The evaluation will conclude on the Recommendation's effectiveness, efficiency, coherence, relevance and EU added value in four main areas: registration of long term unemployed to public employment services, coordination between employment and social services and establishment of a single point of contact, individualised support to registered long term unemployed, including the job-integration agreement, and cooperation with employers.</p>
(A.2) Justification
<p>This evaluation is required by paragraph 14 of the LTU Recommendation which states as follows: <i>The Council of the EU hereby recommends (...): Evaluate, in cooperation with the Member States and after consulting the stakeholders concerned, the action taken in response to this recommendation and report to the Council by 15 February 2019 on the results of that evaluation.</i></p>

B. Content and subject of the evaluation
(B.1) Subject area
<p>Long-term unemployment¹ increased sharply between 2007 and 2014 as a result of the economic crisis and accounts for 47% of total unemployment². According to the latest data³, today it affects 9.3 million people, i.e. 3.8 % of the active EU population, 63 % of whom have been out of work for at least two consecutive years.</p> <p>Long-term unemployment has implications for society as a whole, with dire social consequences for the people concerned as well as their families and a negative impact on social cohesion, growth and public</p>

¹ Unemployment lasting for more than 12 months

² Labour Force Survey Q3 2016.

³ Labour Force Survey Q4 2016

finances.

Barriers to getting a job accumulate during long periods of unemployment. Workers with low qualifications and third country nationals are twice as likely to experience long-term unemployment. Workers over 55 years are also at higher risk. Some 25% of long-term unemployed are not registered with employment services, thus reducing their access to support⁴. In some Member States, there is limited re-assessment of the prospects of jobseekers beyond 12 months of unemployment, and very limited coordination of individual support between employment and social services. This makes gaining access to active support and remaining on course more difficult for those most in need.

The Union and its Member States together pursue the European Employment Strategy, which sets out common objectives and targets for employment policy, aiming to create more and better jobs throughout the EU. Coordinating Member State action to assist unemployed persons in finding work is at the core of this strategy. The EU Guidelines for the employment policies of the Member States⁵ call for the improvement of labour-market matching and support for sustainable transitions.

President Juncker's Political Guidelines identify the toll of unemployment as a key political challenge of the Commission's jobs and growth strategy. In order to address this challenge, the Council adopted on 15 February 2016 the Commission's Proposal for a Recommendation on the integration of the long-term unemployed in the labour market. The LTU Recommendation supports the reform process started under the Europe 2020 objectives, notably the goals of increasing the employment rate and reducing poverty.

In its Resolution of 19 January 2017 on the European Pillar of Social Rights, the European Parliament draws attention to the need for adequate investment, both in the institutional capacity of public employment services and in assisting individualised job-search and upskilling at the earliest stage possible. The Commission Recommendation and proposal for an Inter-Institutional Proclamation for a European Pillar of Social Rights⁶ puts more focus on employment and social aspects with a view to make the European social model fit for the challenges of the 21st century. For the unemployed, the Pillar sets out the right to personalised, continuous and consistent support. For the long-term unemployed, the Pillar foresees the right to an in-depth individual assessment at the latest at 18 months of unemployment.

The Recommendation is to be put in context with other Commission initiatives that address long-term unemployment and particularly its social and educational aspects. Commission Recommendation 2008/867/EC of 3 October 2008 on the active inclusion of people excluded from the labour market sets out an integrated, comprehensive strategy for the active inclusion of those excluded from the labour market, combining adequate income support, inclusive labour markets and access to quality services. Council Recommendation of 22 April 2013 on establishing a Youth Guarantee calls for Member States to ensure that all young people under the age of 25 years receive a good-quality offer of employment, continued education, an apprenticeship or a traineeship within a period of four months of becoming unemployed or leaving formal education. Council Recommendation of 19 December 2016 on Upskilling Pathways recommends that Member States offer adults support for acquiring a minimum level of literacy, numeracy and digital competence and for progressing towards a secondary qualification.

(B.2) Original objectives of the intervention

The LTU Recommendation aims to support Member States to take action in securing a rapid return to work of those who are long-term unemployed so to increase the rate of transition from long term unemployment to employment.

The LTU Recommendation⁷ defined as specific objectives for the Member States :

- to increase coverage with higher registration and active support for the long term unemployed

⁴ Labour Force Survey, 2015

⁵ Council Decision (EU) 2015/1848 of 5 October 2015.

⁶ https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights_en

⁷ Explanatory memorandum of the Recommendation of 15 February 2016.

- to ensure continuity and coordination between relevant services, including by identifying a single point of contact in charge of coordinating support
- to increase the effectiveness of interventions towards both long term unemployed and employers

(B.3) How the objectives were to be achieved

The LTU Recommendation identified doing the following actions in order to achieve the objectives:

- (1) Encouraging registration with an employment service, in particular through improved provision of information on the support available.
- (2) Assessing employability prospects, barriers to employment and previous job-search efforts of the registered long-term unemployed and providing guidance before reaching 18 months of unemployment;
- (3) Offering a job integration agreement at the very latest when a long-term unemployed person has reached 18 months of unemployment. A job integration agreement is understood as a written agreement between a registered long-term unemployed person and a single point of contact, having the objective of facilitating that person's transition into employment.
- (4) Encouraging and developing partnerships between employers and public employment services and developing services for employers.

C. Scope of the evaluation

(C.1) Topics covered

The evaluation will cover actions undertaken in Members States and by the Commission in response to the LTU Recommendation. The evaluation will assess to which extent the general and specific objectives have been achieved, i.e. to which extent the transitions from unemployment to employment improved, how the support for the long-term unemployed has evolved and to which extent transitions to employment are sustainable.

The evaluation will assess the extent to which the guidelines provided in the Recommendation have translated into new policies and planned changes, as well as the way they influenced the use of structural funds in the Members States. As part of this, the evaluation will assess the strong points and the weaknesses as well as highlight best practices or innovative measures. In addition, the Commission's contribution to the implementation effort will be evaluated.

Due to the early stage in the intervention's lifecycle, the assessment of the impact will be subject to data availability and it may be needed to focus more strongly on the extent to which the Members States plan and have implemented the provisions of the Recommendation. This will be examined in the context of how the evolutions within the target group with a breakdown by age, gender, skills level and origin where possible/available were influenced by these implementation efforts.

The geographical scope of the evaluation is the European Union in its present composition of 28 Member States. The time span to be covered is the period starting from the adoption of Recommendation, i.e. 15 February 2016. Building upon the EMCO indicators framework and quality standards, an evaluation methodology and detailed evaluation questions will be further refined with input from an external contractor.

(C.2) Issues to be examined

The evaluation will assess the relevance, effectiveness, efficiency, coherence and EU added value of the LTU Recommendation. More precisely, the following questions will be addressed:

For the effectiveness:

- Has the coverage of registration of job seekers to employment services increased thanks to the adopted Recommendation? -What measures have been taken to increase registration of long-term unemployed including specific/targeted measures to improve outreach to long-term unemployed furthest away from the labour market? -Are there any good practices?

-To what extent are the different groups in need (by age, gender, origin, skills) reached by the measures at Member State level? - Do the employment services conduct an individual assessment of the job seeker within 18 months? - Have job integration agreements (JIAs) mechanisms been set up within 18 months and how were they used? -Has the mutual obligation principle been implemented and which type of measures outlined in the JIA aiming to enhance the integration and employability of the LTU in the labour market have proven more effective so far? - Are the implementation and follow-up regularly monitored?

- Which arrangements have been put in place to set up the single point of contact and what effects are visible? - Which formats are most promising in terms of good practice? - Has the coordination between employment and social services but also other providers (healthcare, childcare, housing, financial etc.) improved following the adoption of the Recommendation and if yes, how? - Are there good practices in such cooperation?

- To what extent are the employers, and social partners involved in support to the long-term unemployed? Have specific measures been taken to support employers' engagement? -Are there any good practices?

For the efficiency:

- What are the costs and benefits generated by the implementation of the Recommendation for the Member States, the PES, the local administrations and stakeholders? -Are the costs proportionate to the benefits achieved?

- What were the estimated costs and benefits of improving coordination of support to the long-term unemployed and notably the cost of improving the personalised assessment and that of setting up job integration agreements?

For the coherence:

- To what extent is the LTU recommendation coherent with other EU instruments supporting bringing people back to employment, such as the Youth Guarantee⁸, the active inclusion recommendation,⁹ the Skills Pathways Recommendation and the country specific recommendations under the European Semester?

- Have the EU structural and investment funds (the European Social Fund the European Agricultural Fund for Rural Development and the European Regional Development Fund) as well as the Employment and Social Innovation programme (EaSI) been used or are planned to be used to implement the requirements of the Recommendation and how? -Did the Recommendation prompt a shift in terms of LTU policy prioritisation and funding? -What are the issues, lessons learnt and good practices?

For the relevance:

- How do the measures proposed in the Recommendation correspond to the goal of integration of job seekers in the labour market?

- Are the provisions of the Recommendation still relevant in the current state of labour markets and social situation in the EU? -Would a revision of the Recommendation be necessary (e.g. extended to other groups of jobseekers or delivery organisations, setting other timeframes for intervention)?

- What are the stakeholders and citizens expectations for the role of the EU in reinforcing support to the long-term unemployed?

For the EU added value :

- Has the Recommendation influenced the national level in prioritising the LTU measures in the programming and delivery of active labour market policies and in the overall resource allocation towards employment or social services?

- What is the added value of the Recommendation as compared to the initiatives that Member States would have taken in the absence of it? -What would be the likely consequence if the Recommendation would be repealed?

(C.3) Other tasks

N/A.

⁸ <http://ec.europa.eu/social/main.jsp?catId=1079&langId=en>

⁹ <http://ec.europa.eu/social/main.jsp?catId=1059&langId=en>

D. Evidence base

(D.1) Evidence from monitoring

The Recommendation assigns an active role to both Employment Committee (EMCO) and the Public Employment Services network in monitoring its implementation, including in the framework of the Semester. Namely, it recommends that Member States and Commission monitor " *within the Employment Committee, in close cooperation with the Social Protection Committee with regard to the social services and income provision, the implementation of this recommendation through the multilateral surveillance within the framework of the European Semester and through the Joint Assessment Framework of indicators.* "

In October 2016 EPSCO endorsed the monitoring framework from 8 September 2016 developed by the EMCO Indicators Group with the support of the Commission. It comprises indicators at three levels of monitoring (aggregate, direct and follow-up levels) with a methodological manual. On this basis, starting from 2017, the Commission will conduct yearly data collection that will feed into the evaluation. In the first two rounds the 2016 and 2017 data will be covered.

The implementation of the Recommendation is monitored within the context of the European Semester, including through multilateral surveillance by the EMCO. The PES Network has delivered quality criteria for Single Points of Contact and Job Integration Agreements through a dedicated working group on long-term unemployment. Additionally, the benchlearning process of the PES Network covers aspects related to the capacity of the public employment services to deliver services to the long-term unemployed. The monitoring will feed into the evaluation as the main source of quantitative data.

(D.2) Previous evaluations and other reports

- Employment and social developments in Europe reports from 2013 and 2015 (specific chapters on LTU)
- Consultation report of the public consultation conducted from February 2015 until May 2015 in preparation of the LTU Recommendation
- Commission staff working document from September 2015, proposal for a Council Recommendation on the integration of long term unemployed into the labour market
- 2015 - 2017 Commission country reports within the European Semester
- 2015 - 2017 The Joint employment reports
- PES Network LTU Stakeholder Conference held on 2 June 2016
- 1st EMCO multilateral surveillance review on long-term unemployment [not publicly available] on 15 December 2016
- Reports from stakeholders on long-term unemployment, including Eurocities¹⁰, Bertelsmann Stiftung¹¹, Eurodiaconia¹² (2016)
- Implementation report of the Decision Network of European Public Employment Services (forthcoming 2017)
- SWD on the implementation of the active inclusion recommendation
- Monitoring data report (forthcoming 2017 and 2018).
- Forthcoming project of the Labour Market Observatory of the European Economic and Social Committee (EESC) (2017)
- PES benchlearning results [not publicly available]
- Various statistics (Eurostat, OECD, ILO KILM 2017, European Central Bank).

(D.3) Evidence from assessing the implementation and application of legislation (complaints, infringement

¹⁰ <http://www.eurocities.eu/eurocities/issues/employment-issue>

¹¹ <https://www.bertelsmann-stiftung.de/en/topics/aktuelle-meldungen/2016/juni/long-term-unemployment-is-becoming-a-structural-problem-for-the-eu/>

¹² <https://www.eurodiaconia.org/2016/05/eurodiaconia-debate-on-long-term-unemployment-report-out-now/>

procedures)
N/A
(D.4) Consultation
<p>The general goal is to collect data, concrete experiences and views about the Recommendation's effectiveness, efficiency, coherence, relevance and EU added value. Depending on the stakeholder group identified, different tools and methods will be used in order to conduct the consultation.</p> <p>The consultation activities are mostly foreseen during the first two quarters of 2018 and include:</p> <ul style="list-style-type: none"> - open public consultation for all citizens and interested stakeholders in all official languages via an online questionnaire - targeted consultations with stakeholders from local/regional, national and EU level such as Ministries, employment and social services, social partners and civil society organisations, long term unemployed etc. The methods used will be a targeted online questionnaire, interviews/focus groups, seminars and meetings (language regime will depend on the stakeholders). <p>All information will be available on Commission website for public consultations, including a synopsis report summarising all input, as well as on a dedicated page on DG EMPL's website.</p>
(D.5) Further evidence to be gathered
<p>The evaluation will be supported by an external study that will map what has been done in each Member State since the adoption of the Recommendation, conduct in-depth case studies and organise seminars with policy makers.</p> <p>In addition, the qualitative data from the second EMCO multilateral surveillance review on long term unemployment to take place in 2018 and gathering all Members States will feed into the evaluation.</p> <p>Finally, the EMCO monitoring data reports for 2016 and 2017 will feed into the evaluation as the main source of quantitative data.</p>

E. Other relevant information/ remarks

[e.g. comments on scope, further detail on communication activities or validation exercises]