

Trends in PES: Assessment report on PES capacity 2025

European Network of Public Employment Services

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Glossary and abbreviations

ALMPs	Active labour market policies are labour market interventions aimed at helping jobseekers to find employment and to improve the balance between the supply and demand for labour. The classification of ALMPs from the European Union (EU) labour market policy (LMP) database is as follows: 2: Training, 4: Employment incentives, 5: Sheltered and supported employment and rehabilitation, 6: Direct job creation, 7: Start-up incentives (the former category 3: Job rotation and job sharing' has been integrated in category 4). More information can be found at: Labour market policies (LMP) databasehttps://op.europa.eu/en/publication-detail/-/publication/75893f87-9abf-11e8-a408-01aa75ed71a1/language-en.
Apprenticeship	A form of work-based learning that formally combines and alternates company-based training with school-based education and leads to a nationally recognised qualification upon successful completion. Most often there is a contractual relationship between the employer and the apprentice, with the apprentice being paid for their work: https://employment-social-affairs.ec.europa.eu/policies-and-activities/skills-and-qualifications/working-together/european-alliance-apprenticeships_en.
Artificial intelligence (AI)	AI is a machine-based system designed to operate with varying levels of autonomy, that may exhibit adaptiveness after deployment, and that, for explicit or implicit objectives, infers from the input it receives how to generate outputs such as predictions, content, recommendations, or decisions that can influence physical or virtual environments. More information can be found here: https://eur-lex.europa.eu/eli/reg/2024/1689/oj.

Data management	The process of collecting, organising, managing, and storing data.
FTE	Full-time equivalent.
Interoperability	The ability of administrations and public bodies to cooperate, exchange information, and seamlessly deliver public services across borders, sectors and organisational boundaries (Interoperable Europe Act , 2024).
Jobseeker	An individual who does not currently hold a job and is actively looking for an employment opportunity.
LM	Labour market.
LMP measures	Labour market policy measures (see ALMPs).
LMP services	All services and activities undertaken by the Public Employment Service (PES) together with services provided by other public agencies or any other bodies contracted under public finance, which facilitate the integration of unemployed and other jobseekers in the labour market or which assist employers in recruiting and selecting staff. The relevant categories from the classification of LMP services from the EU LMP database are: 1.1. Client services, including 1.1.1. Information services, 1.1.2. Individual case management (Labour market policies (LMP) database).
LTU	Long-term unemployed (people) or long-term unemployment (situation). Refers to people unemployed for 12 months or more.
N/A	Information/data not available.
NEETs	Young people neither in employment nor in education and training. Glossary: Young people neither in employment nor in education and training (NEET) - Statistics Explained - Eurostat .
NGO	Non-governmental organisation.

Outreach	Outreach work is understood as reaching out to and encouraging registration of potential customers to benefit from timely support.
PES-BL	PES Benchlearning refers to the process of creating a systematic and integrated link between benchmarking and mutual learning activities, that consists of identifying good performances through indicator-based benchmarking systems and using findings for tangible and evidence-informed mutual learning activities. For further information see: Decision No 573/2014/EU of the European Parliament and of the Council of 15 May 2014 on enhanced cooperation between Public Employment Services (PES).
Reskilling	The acquisition of entirely new skills with the aim of enhancing the jobseekers' chances of a different job/career.
Skills-based approach	A skills-based approach involves focusing on skills (e.g. in matching, recruitment) without emphasising how they were acquired. The skills-based approach has the potential to provide economic opportunities to a broader population than traditional methods.
Staff	Staff of the PES, i.e. the institution that is a member of the European Network of PES (PES Network). Total staff refers to all staff working in that organisation. This includes front office and back office staff, and staff engaged in all PES tasks, including employment services and services related to the administration of benefits (if administered by PES). It comprises staff employed by the PES at national, regional and local levels.
Staff turnover	The proportion of total staff leaving the organisation over a set period for all reasons (including retirement, voluntary quits, redundancy, etc.). It is calculated as follows: <i>Total number of staff leaving during the period</i> $\frac{\text{Total number of staff leaving during the period}}{\text{Total number of staff at the start of the period}}$

	100 <i>Average number of employees during the period.</i>
Traineeship	Traineeships are limited periods of work practice with a significant learning and training component. The definition of traineeships is used in the context of the Youth Guarantee and in compliance with the requirements defined in the Council Recommendation on a Quality Framework for Traineeships.
The reinforced Youth Guarantee scheme	The reinforced Youth Guarantee (YG) aims to tackle youth unemployment by providing all young people under the age of 30 with 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, in line with Principle 4 of the European Pillar of Social Rights. Find out more at: The reinforced Youth Guarantee - Employment, Social Affairs and Inclusion.
Third-country national	Any person who is not a citizen of the EU within the meaning of Article 20(1) of the Treaty on the Functioning of the European Union (TFEU) and who is not a person enjoying the right to free movement, as defined in Article 2(5) of Regulation (EU) 2016/399 (Schengen Borders Code).
Upskilling	The acquisition of new skills or enhancing existing skills with the aim of staying in the current role/career while enhancing future career prospects.
Validation of skills	Validation is a process of confirmation by an authorised body that an individual has acquired learning outcomes measured against a relevant standard. It consists of four phases: identification, documentation, assessment, and certification (Council Recommendation (2012) on the validation of non-formal and informal learning). These phases are combined and balanced to reflect the particular purpose of each validation arrangement: Cedefop, 2019.
VET	Vocational education and training.

PES Network members and their abbreviations

AT	Austria
BEA	Belgium – ACTIRIS
BEAD	Belgium – ADG
BEF	Belgium – FOREM
BEV	Belgium – VDAB
BG	Bulgaria
CY	Cyprus
HR	Croatia
CZ	Czechia
DK	Denmark
EE	Estonia
FI	Finland
FR	France
DE	Germany
EL	Greece
HU	Hungary
IS	Iceland
IE	Ireland
IT	Italy
LV	Latvia
LI	Liechtenstein
LT	Lithuania
LU	Luxembourg
MT	Malta
NL	Netherlands
NO	Norway
PL	Poland
PT	Portugal
RO	Romania
SK	Slovakia
SI	Slovenia
ES	Spain
SE	Sweden

10 key takeaways

1

PES' client base is diversifying

The composition of the PES client base has seen significant change over the last years, with clients getting progressively older (the share of those aged 55+ rose from 13.3% in 2010 to 22.2% in 2024), more highly educated (the share of those with a tertiary education increased from 13.4% in 2010 to 21.0% in 2024) and more likely to be women (the share of women rose from 46.8% in 2010 to 50.2% in 2024).

2

Slight rise in numbers of registered unemployed jobseekers as long-term decline comes to an end

In 2024, the total number of unemployed jobseekers registered with PES rose slightly compared to the previous year (+0.7%), bringing to an end a long-term decline in the size of the PES client base. However, the picture across PES was mixed, with just over one third of PES experiencing a decrease in numbers of unemployed clients.

3

Most PES undergo moderate institutional and internal reforms

Five PES changed legal status between March 2023 and March 2025 and a majority of PES, 56% (18 out of 32), implemented institutional or organisational reforms (such as internal restructuring of services, setting up a one-stop-shop service and/or increasing efficiency of processes).

4

Digitalisation, including the use of AI, remains a key trend for PES

60% of PES (19 out of 32) use AI to improve the effectiveness and efficiency of their services. Different services, such as jobseeker registration and profiling, vacancy matching, and satisfaction monitoring are increasingly digitalised.

5

PES adjust services as they adapt to the green transition

PES are increasingly responding to the green transition, through strategies, partnerships, and service adjustments. Many PES have taken steps to identify skills needs and support upskilling, and a majority are actively identifying skills needed for the green transition, often linking these insights to training provision.

6	PES apply a skills-based approach to profiling Elements of the skills-based approach are being adopted, especially in profiling (88%, 28 out of 32), though many PES only have a partially developed matching process based on skills (66%, 21 out of 32 PES).
7	PES increase services for employers to respond to labour and skills shortages 66% of PES (21 out of 32) offer more and different types of services to employers with the aim to address labour and skills shortages in comparison to the 2023 findings. New types of services vary from additional training schemes for jobseekers to vacancy-specific training and candidate matching for employers.
8	Mismatch between education/skills and labour market needs, and lack of experience are the main challenges for young people and NEETs 87% of PES (27 out of 31) are involved in the management and coordination of the reinforced Youth Guarantee in their country. A majority of PES respondents (90%, 28 out of 31) consider the mismatch between education/skills and the labour market needs an obstacle for young people and according to 84% of PES (26 out of 31) the lack of experience at entry level is one of the main obstacles for young people and NEETs when entering the labour market.
9	Human resources and changes to caseloads as key challenges 75% of PES (24 out of 32) experience limited resources as their main current challenge, closely followed by larger caseloads, which is considered to be a challenge by 72% of PES (23 out of 32).
10	Most PES work with fewer staff numbers PES staff numbers did not increase significantly over the last two years. While 38% of PES (12 out of 32) reported an increase in their staff between 2023 and 2025, 62% of PES (20 out of 32) reported a decrease over the same period.

Executive summary

This report forms an integral part of the Work Programme of the European Network of Public Employment Services (PES) ⁽¹⁾. It provides an overview and analysis of the main trends in the development of PES in the European Union (EU) as well as Iceland, Liechtenstein and Norway. The PES Capacity Report provides a unique and comparable biennial insight into the set-up, activities, trends and challenges of PES. It examines how PES respond to labour market changes and organisational obstacles, as well as their strategic goals, innovative digitalisation approaches, and changes in their internal resources. This year, a specific emphasis was also placed on PES involvement in the delivery of the reinforced Youth Guarantee (YG) as an input to the Employment Committee multilateral surveillance review on this topic.

The primary source of information for this report is the gathered evidence from the PES Capacity Questionnaire and PES reinforced YG Questionnaire, collected between April and June 2025. These questionnaires collected data provided by PES covering the period between 1 March 2023 and 28 February 2025. Data from previous PES Capacity Reports have furthermore been consulted to identify longitudinal trends. In addition, Benchlearning data from the 2025 data collection exercise (covering the year 2024) has been used for the sections on the labour market dynamics affecting PES and PES expenditure.

PES caseloads of jobseekers and job vacancies

Gross domestic product (GDP) for the EU rose by 1.1% in real terms in 2024, up slightly compared to the previous year (from 0.4%) but still a significant slowdown in the growth experienced during 2021 and 2022. Despite this, key labour market indicators improved (i.e. the participation rate, the employment rate, and the unemployment rate) and the number of unemployed reached a historic low. Only the job vacancy rate, which reduced slightly, shows signs of a slowdown.

Demand for PES services, measured by numbers of registered jobseekers, increased slightly in 2024 (+0.7%). Numbers of long-term registered

(¹) The [European Network of Public Employment Services](#) gathers PES organisations from all 27 Member States as well as Iceland, Liechtenstein and Norway and the European Commission. It was created in 2014 to formalise the long-standing co-operation between PES in Europe, following a decision of the European Council and the European Parliament, amended in 2020: Decision No 573/2014/EU of the European Parliament and of the Council of 15 May 2014 on enhanced cooperation between Public Employment Services (PES). Its objective is to reinforce PES capacity, effectiveness and efficiency.

unemployed rose slightly more (+1.0%) and the associated PES caseload remains higher than anticipated by the long-term unemployment rate as measured by the EU Labour Force Survey, which is the key policy indicator in this area.

The PES client base has seen significant change over the last decade, as registered jobseekers have, on average, become progressively older, more highly educated, and more likely to be women.

The number of job vacancies notified to PES each month fell by 11.1% in 2024, consistent with the slowdown in growth, and there is evidence of a long-term decrease in the PES share of the overall job market.

The evolving landscape of PES: status updates, reforms, responsibilities, and processes in focus

Changes in PES

12% of PES (4 out of 32, FI, HU, IT, SK) changed legal status. These changes had opposite objectives: either for the PES to get more autonomy, or functions of the central PES being integrated directly under the relevant ministry (e.g. IT) or responsibility being transferred from the central level to the municipalities (e.g. FI). A majority of PES (56%, 18 out of 32) ⁽²⁾ have implemented substantial reforms relating to (a) fundamental changes such as institutional reforms; (b) internal restructuring of services and increasing efficiency of processes; (c) setting-up of a one-stop-shop; (d) digitalisation; (e) improving the labour market information system or (f) new tools for specific target groups.

PES current trends and challenges

Digitalisation

PES demonstrate a clear trend towards the digitalisation of core services, with varying degrees of implementation depending on service type and national context. Digital tools are often used for jobseeker registration, vacancy matching, and satisfaction monitoring, while more personalised services – such as career guidance and individual action plans – often still rely on in-person interaction.

Artificial intelligence assisted profiling and skill-based matching algorithms are under development or already in use in several PES (e.g. FI, DE). 60% of PES (19 out of 32) ⁽³⁾ use AI to improve the effectiveness and efficiency of their services.

⁽²⁾ AT, BEA, BG, BEF, BEV, DE, EE, EL, FR, HR, IS, LT, MT, NO, PT, RO, SE, SI

⁽³⁾ AT, BEA, BEF, BEV, CZ, DE, EE, EL, ES, FI, FR, IT, LT, LU, MT, NL, NO, PT, SE

The green transition

Although the green transition reshapes labour market demands across Europe, not many PES have specific green strategies in place yet. Some PES are starting to adapt their strategies, partnerships and services. 81% of PES (26 out of 32) ⁽⁴⁾ are actively identifying skills needed for the green transition, often linking these insights to training provision. Training programmes for green up- and reskilling have been deployed by a majority of PES (72%, 23 out of 32) ⁽⁵⁾, reflecting growing momentum in workforce adaptation.

Current challenges

75% of PES (24 out of 32) ⁽⁶⁾ indicate experiencing limited human resources as a challenge. Other challenges PES report experiencing are mostly in the field of caseloads, rising costs and budget cuts.

Skills

Skills assessment (including soft skills) remains a key task for the majority of PES. Most PES are actively involved in skills assessment (84%, 27 out of 32) ⁽⁷⁾ or provision of training to the unemployed (91%, 29 out of 32) ⁽⁸⁾, but have more limited responsibilities in areas of validation (34%, 11 out of 32) ⁽⁹⁾ and recognition of skills (34%, 11 out of 32) ⁽¹⁰⁾. A divergence from matching based on occupations towards an increased focus on transversal and technical skills is thereby observed. Elements of the skills-based approach are starting to be adopted, especially when it comes to profiling (88%, 28 out of 32) ⁽¹¹⁾. Many PES, however, have partially developed matching process based on skills (66%, 21 out of 32 PES) ⁽¹²⁾.

⁽⁴⁾ AT, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, MT, NL, NO, PL, RO, SE, SI, SK

⁽⁵⁾ AT, BEF, BEV, BG, CY, CZ, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, PL, PT, RO, SI, SK

⁽⁶⁾ AT, BEA, BEF, BEV, BG, CY, CZ, EL, ES, FI, HR, HU, IE, IS, IT, LT, LU, LV, MT, NO, PT, RO, SI, SK

⁽⁷⁾ AT, BEA, BEF, BEV, BG, CY, HR, CZ, DK, EE, FI, FR, DE, HU, IS, IE, IT, LV, LT, LU, MT, PL, PT, SK, SI, ES, SE

⁽⁸⁾ AT, BEF, BEV, BG, HR, CZ, DK, EE, FI, FR, DE, EL, HU, IS, IE, IT, LV, LT, LU, MT, NL, NO, PL, PT, RO, SK, SI, ES, SE

⁽⁹⁾ BEF, BEV, FI, FR, EL, IT, LT, MT, PT, RO, SE

⁽¹⁰⁾ BEF, BEV, CZ, FI, FR, DE, IT, MT, PT, RO, ES

⁽¹¹⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DK, DE, EE, EL, FI, FR, HR, IE, IT, LV, LI, LT, LU, MT, NO, PL, PT, SK, SI, ES, SE

⁽¹²⁾ AT, BEA, BEF, BEV, CZ, DK, EE, FI, FR, EL, IE, IT, LV, LI, MT, PL, PT, RO, SK, SI, SE

PES activities to cope with labour shortages

PES have adapted their engagement strategies with both employers and jobseekers because of persistent labour and skills shortages. More than half of PES (66%, 21 out of 32) ⁽¹³⁾ offer more and different types of services to employers with the aim to address labour and skills shortages in comparison to 2023. With the sole exception of Liechtenstein, every PES reported implementing at least one of nine identified measures to address these challenges (which consist mostly of increasing outreach to and working together with employers), and 19% of PES (6 out of 32) ⁽¹⁴⁾ implemented the full suite of nine identified measures, reflecting a comprehensive response to workforce challenges and employer needs.

PES involvement in the reinforced Youth Guarantee

Most PES (87%, 27 out of 31) ⁽¹⁵⁾ are involved in the management and coordination of the reinforced Youth Guarantee in their country. PES involvement in the delivery of the reinforced YG has increased since 2023 ⁽¹⁶⁾ in several areas, such as tracking and early warning systems, in the various outreach areas and in some of the preparation stages. PES are furthermore increasingly involved in the use of profiling tools to tailor individual action plans (97% of PES, 30 out of 31 are involved in 2025). In 2023, 17 out of 28 PES were involved. When reaching out to young people in vulnerable situations, PES tends to be increasingly involved (up by 12% since 2023).

The Report also includes an overview of main obstacles young people encounter when entering the labour market. A majority of PES respondents (90%, 28 out of 31) ⁽¹⁷⁾ consider the mismatch between education/skills and labour market needs as an obstacle for young people and according to 84% of PES (26 out of 31) ⁽¹⁸⁾ the lack of experience at entry level is one of the main obstacles for young people and NEETs when entering the labour market.

⁽¹³⁾ BEA, BEF, BEV, BG, CZ, DE, EE, ES, FI, HR, IE, IT, LT, LU, LV, MT, PT, RO, SE, SI, SK

⁽¹⁴⁾ BEA, CZ, LT, LU, SK, ES

⁽¹⁵⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, MT, NO, PL, PT, RO, SE, SI, SK

⁽¹⁶⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, Jakubowska, K., Duell, N., Muñoz Rojo, A., Duchemin, C. et al., Trends in PES – Assessment report on PES capacity – 2023, Publications Office of the European Union, 2024, <https://data.europa.eu/doi/10.2767/342841>

⁽¹⁷⁾ AT, BEA, BEV, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IS, IT, LT, LU, LV, MT, NO, PL, PT, RO, SE, SI, SK

⁽¹⁸⁾ AT, BEA, BEF, BEV, BG, CY, CZ, EE, EL, ES, FR, HU, IE, IS, IT, LT, LU, LV, MT, NO, PL, PT, RO, SE, SI, SK

PES spending

In 2024, members of the PES network spent 0.8% of the combined gross domestic product (GDP) of their parent countries. Expenditure was 6.2% higher than in 2023, primarily as a result of increased spending on social benefits. In constant price terms, however, PES expenditures have been in more or less constant decline since 2010 and reached a new low in 2023.

Human resources

All PES apart from Sweden (the Swedish PES outsources part of their human resources) manage their human resources internally. While 38% of PES (12 out of 32) ⁽¹⁹⁾ reported an increase in their staff between 2023 and 2025, the remaining 20 PES reported a decrease in their staff over the same period. Meanwhile, 50% of PES (16) ⁽²⁰⁾ reported changes or shifts in staff allocations with the remaining half reporting no such changes. Most PES (75%, 24 out of 32) ⁽²¹⁾ experience limited resources as their main current challenge

⁽¹⁹⁾ BEF, BG, CY, DE, HR, HU, IE, IT, LI, LU, NO, SI

⁽²⁰⁾ AT, BEA, BEV, BG, CZ, DK, ES, LT, LV, MT, NL, PT, RO, SE, SI, SK

⁽²¹⁾ AT, BEA, BEF, BEV, BG, CY, CZ, EL, ES, FI, HR, HU, IE, IS, IT, LT, LU, LV, MT, NO, PT, RO, SI, SK

1. Introduction

This report is a biennial report published on PES capacity. It provides a comprehensive overview and analysis of the main trends in the development of Public Employment Services (PES), and it is an integral part of the Work Programme of the European Network of Public Employment Services. The report covers various aspects of PES capacity, including their ability to serve customers effectively and the challenges they face. This information is crucial for policymakers, stakeholders and researchers to better the services PES offer, as well as their strategic objectives, targets, and internal resources.

Part of the data has been collected over time, as some of the questions have been repeated over the years, for example on registered unemployed people (section 2) and the main responsibilities of PES (section 3). Longitudinal data enables the identification of long-term developments and emerging trends, patterns, and changes. Other findings are more topical and linked to current trends and challenges PES are confronted with, such as digitalisation and the greening of the economy (section 4) and labour shortages (section 6).

This year's PES Capacity Report explores the extent to which AI and the green transition motivate PES activities, their training programmes and PES' partners. These topics are frequently explored by the PES Network, for example through the paper on 'PES support to greening of the labour market' ⁽²²⁾ and more recently, the '[PES Toolkit on Green Skills and Jobs: From commitment to practical steps and strategies](https://ec.europa.eu/social/BlobServlet?docId=28034&langId=en)' ⁽²³⁾. The report on 'Opportunities of AI within PES processes and services' ⁽²⁴⁾, explains in detail how PES practitioners can approach the potential benefits and challenges when adopting AI.

PES involvement in skills is another focal point of this report (section 5), building mostly longitudinal comparisons, as similar data was gathered for the 'Trends in PES: Assessment Report on PES Capacity 2023' ⁽²⁵⁾ (2023 PES Capacity

⁽²²⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, ÖSB Consulting and Duell, N., PES support to greening of the labour market – Thematic paper, Publications Office of the European Union, 2023, <https://data.europa.eu/doi/10.2767/87619>.

⁽²³⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, PES support to green skills and jobs: From commitment to practical steps and strategies – Toolkit, <https://ec.europa.eu/social/BlobServlet?docId=28034&langId=en>.

⁽²⁴⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, ICF and Pieterse, W., Opportunities of AI within PES processes and services – Exploring PES experiences, best practices and emerging business value, Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/84293>.

⁽²⁵⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, Jakubowska, K., Duell, N., Muñoz Rojo, A., Duchemin, C. et al., Trends in PES – Assessment report on PES capacity – 2023, Publications Office of the European Union, 2024, <https://data.europa.eu/doi/10.2767/342841>.

Report) and the PES Thematic Report 2024: 'PES support of career guidance, skills assessment and Individual Learning Accounts' ⁽²⁶⁾. In addition, the report reflects on findings around potential innovative activities focused on upskilling (enhancing jobseekers' existing skills with the aim of improving jobseekers' current job or future career prospects) and/or reskilling (new cross-functional skills to transition into a different job role or widen the scope of the current role) of jobseekers. It furthermore assesses PES role in the 'skills-based' approach (an approach whereby skills complement qualifications, job histories and job efforts). As the PES Thematic Paper on 'Skills and market intelligence' ⁽²⁷⁾ (2025) highlights, the focus is shifting from occupational dynamics to skills-based analysis, aiming to develop tools for better matching and integrating skills for effective skills forecasting. The emphasis on upskilling and reskilling reflects the Political Guidelines of the European Commission 2024-2029, which call for the establishment of a Union of Skills ⁽²⁸⁾.

The Union of Skills also addresses EU-wide labour market shortages, which is amongst others caused by long-term factors (e.g. triple transitions - digital, green and demographic). The PES paper 'Jointly addressing labour and skills shortages, preparing for Europe's Future Labour Market' (2022) ⁽²⁹⁾ shows how PES are at the cutting edge of these challenges, including developing tailored sector-specific pathways for jobseekers. This report will analyse in particular PES' potential changes to relationships with employers and jobseekers as a consequence of these labour shortages.

In addition, the report focuses on a specific theme in 2025: the reinforced Youth Guarantee, as an input to the related Employment Committee (EMCO) multilateral surveillance Review. PES offer support services in the different phases of the delivery of the Reinforced YG, especially in the preparatory phase, as also confirmed in the YG Council Recommendation (reinforced in

⁽²⁶⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, ICF, Sung, J., Jalvingh, H. and Munoz Rojo, A., *PES thematic report 2024 – PES support of career guidance, skills assessment and Individual Learning Accounts (ILAs)*, Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/1311976>.

⁽²⁷⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, ICF and Kriechel, B., *European Network of Public Employment Services – Skills and labour market intelligence – Thematic paper*, Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/9945134>.

⁽²⁸⁾ Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions on the Union of Skills, COM (2025) 90 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52025DC0090>.

⁽²⁹⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, Fondazione Giacomo Brodolini, Davern, E. and McGrath, J., *Jointly addressing labour and skills shortages, preparing for Europe's future labour market – 7-8 April 2022 – Synthesis paper*, Publications Office of the European Union, 2022, <https://data.europa.eu/doi/10.2767/591555>.

2020) ⁽³⁰⁾. Section 7 aims to capture the features of PES activities to support the delivery of the reinforced YG in 2025 and potential changes since the 2023 Capacity Report. It furthermore assesses current obstacles for young people and young people not in education, employment or training (NEETs) when entering the labour market.

Data sources and survey respondents

The main sources of information for this report include:

- (1) Evidence collected from PES between April and June 2025 through the **PES Capacity Questionnaire**. This covers the period from 1 March 2023 to 28 February 2025.
- (2) Quantitative data from the **2025 PES Network Benchlearning data collection** covering the period from 2010 to 2024.

Both sets of data are collected within the PES Network and not available elsewhere.

The PES Capacity Questionnaire consisted of two parts:

Part I examined general aspects of PES operations, staffing, reforms, and current challenges. A total of 32 PES responded, representing all members of the PES Network except Belgium ADG, which did not participate ⁽³¹⁾.

Part II focused on PES support for implementing the reinforced YG. Responses were received from 31 PES across 27 EU Member States, including three PES from Belgium (excluding Belgium ADG), as well as PES from Norway and Liechtenstein. Iceland did not respond, as it is not involved in the YG.

Quantitative data from the 2025 PES Network Benchlearning data collection, complemented and contextualised where relevant with data published by Eurostat, are used as the basis for sections focusing on PES caseloads (section 2) and PES expenditure (section 8). The dataset includes a time-series from 2010 to 2024 and covering 31 PES from the EU Member States (all except Belgium ADG), Iceland, and Norway. It is intended to support calculation of the mandatory indicators and comparative assessment of PES performance ⁽³²⁾.

⁽³⁰⁾ Council Recommendation of 30 October 2020 on A Bridge to Jobs – Reinforcing the Youth Guarantee and replacing the Council Recommendation of 22 April 2013 on establishing a Youth Guarantee 2020/C 372/01, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.C_.2020.372.01.0001.01.ENG.

⁽³¹⁾ In case of Finland, due to the TE Services reform which entered into force on 1 January 2025 (more information on the TE Services reform can be found here: <https://audiovisual.ec.europa.eu/en/media/podcast/C-000021/S-009300>) the data in the PES Capacity Report for 2025 are not comparable with previous years when PES offices were still under state administration. In addition, several data points for 2025 are missing (for example, information on staff numbers).

⁽³²⁾ These indicators are set out in Annex I of the [PES Decision](#).

2. PES caseloads of jobseekers and job vacancies

This section presents the broad labour market context for PES and consequent short-term and long-term trends in PES caseloads of jobseeker clients and the supply of job vacancies.

Data on jobseekers and job vacancies are derived from the annual PES Benchlearning (PES.BL) data collection, which covers 2010-2024 and 31 of the 33 members of the PES Network (unless stated otherwise) ⁽³³⁾. Data on the economic and labour market context for PES operations are sourced from Eurostat (specific sources provided in footnotes).

Note on data jobseekers: Changes to the methodological specifications for reporting on registered unemployed jobseekers were introduced for the collection of data for 2024, in order to align more closely with the Labour Market Policy Database and data published nationally. Six PES (CZ, ES, HU, IE, NL, PL) provided data for 2024 without also adjusting historical data, thus creating a break in the time series. Following assessment of the impact of these breaks on changes at aggregate level (i.e. for all PES), estimates have been used to adjust historical data for Spain and Hungary and provide a more consistent time-series for assessing changes over time. Nevertheless, all PES Network aggregates for 2024 are flagged as a break in series.

2.1. Subdued economic growth in the EU in 2024 but a largely buoyant labour market

Economic growth at EU level remained limited in 2024, with real GDP rising by just 1.1%. This represents slightly stronger growth than in 2023 (0.4%) but still reflects a significant slowdown in the growth seen in 2021 and 2022 as the EU recovered from the COVID-19 crisis (see Figure 2.2). All but three Member States (AT, DE, EE) experienced a rise in real GDP in 2024, with 11 experiencing rises in excess of 2% ⁽³⁴⁾.

Despite subdued growth, key labour market indicators improved. The participation rate (share of the working-age population either working or actively seeking work) rose to 75.3%, the employment rate (share of the working-age population in employment) reached a new high of 70.8%, and the unemployment rate (share of the active population that is unemployed) reached

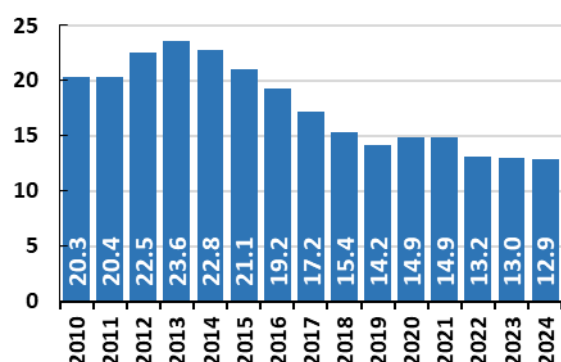
⁽³³⁾ Covered: AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IS, IT, LT, LU, LV, MT, NL, NO, PL, PT, RO, SE, SI, SK; Not covered: BEAD, LI

⁽³⁴⁾ BG, CY, DK, EL, ES, HR, IE, LT, MT, PL, PT

a new low of 6.0% ⁽³⁵⁾. The number of people unemployed across the EU fell to a historic low of 12.9 million (see Figure 2.1).

The situation at national level was also positive, with employment rates and labour market participation rates at their highest since 2010 in at least two-thirds of Member States (18 ⁽³⁶⁾ and 20 ⁽³⁷⁾, respectively), and unemployment rates at their lowest in two-fifths of Member States (11) ⁽³⁸⁾. Limited economic growth was reflected in the job vacancy rate (number of vacant positions as a share of the total number of jobs in the market), which fell compared to the previous year at EU level (from 2.8% to 2.4%) and in just under two-thirds of Member States (17) ⁽³⁹⁾.

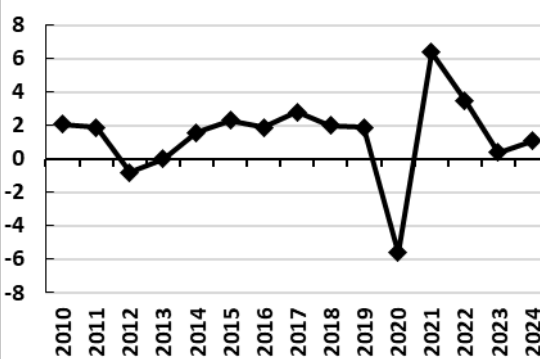
Figure 2.1 – Number of unemployed aged 15-64, EU-27, 2010-2024 (millions)



Source: Eurostat, EU-LFS ([lfsa_uhan](#)).

Note: Break in time series in 2021.

Figure 2.2 – Change in real GDP, EU-27, 2010-2024 (%)



Source: Eurostat, National Accounts ([nama_10_gdp](#)).

Note: GDP data refer to chain linked volumes.

2.2. Long-term decline in numbers of registered unemployed has stalled

In the context of a small contraction in the number of unemployed people (-1.1%) ⁽⁴⁰⁾, the total number of unemployed jobseekers registered with PES in

⁽³⁵⁾ Indicators refer to the working age population aged 15-64 (Eurostat, EU-LFS, [lfsa_argan](#), [lfsa_ergan](#), [lfsa_uhan](#)).

⁽³⁶⁾ AT, BE, BG, CY, DE, DK, EL, ES, FR, HR, HU, IE, IT, MT, PL, PT, SI, SK

⁽³⁷⁾ AT, BE, BG, CZ, DE, DK, EE, EL, ES, FR, HR, HU, IE, LT, LU, MT, NL, PL, PT, SK

⁽³⁸⁾ BG, CY, EL, ES, HR, IE, IT, MT, PL, SI, SK

⁽³⁹⁾ AT, BE, CZ, DE, EE, FI, FR, HU, IE, IT, LU, LV, NL, PT, RO, SE, SI. Eurostat, JVS ([jvs_a_rate_r2](#)). Data exclude agriculture, forestry, fishing (NACE A).

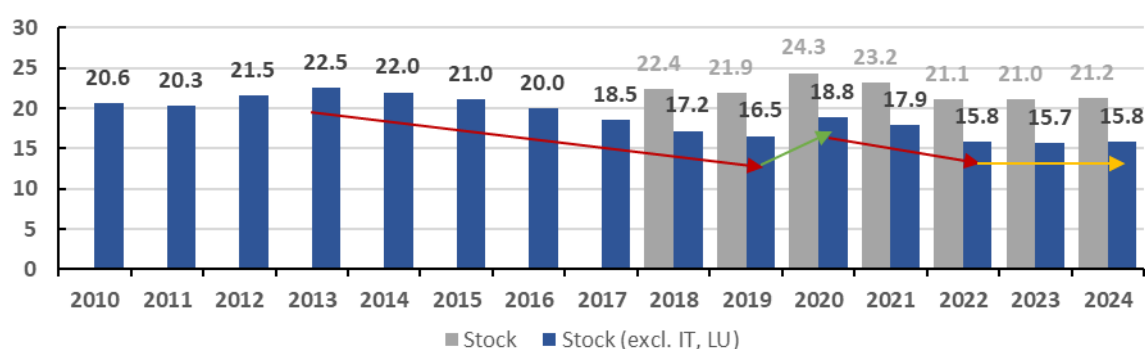
⁽⁴⁰⁾ Eurostat, EU-LFS, [lfsa_uhan](#)

2024 rose slightly (+0.7%) ⁽⁴¹⁾. The picture across PES was more mixed, with just over one third of PES experiencing a decrease in numbers compared to 2023.

The total number of unemployed jobseekers registered with PES was in a slow and almost continuous downward trend from 2013 to 2022, notwithstanding a rise in 2020 due to the COVID-19 crisis ⁽⁴²⁾. Over this period, the PES unemployed client base reduced by just under 30% overall. Since 2022, however, the rate of decline has noticeably stalled (see Figure 2.3). The long-term decline coincided with a similar trend in numbers of unemployed people and improving labour market conditions but the lack of further progress since 2022 and the slight rise in 2024 could be an early warning of worsening conditions and even signal the start of a reversal of the long-term trend.

People registered as unemployed are only part of the PES client base, albeit usually the large majority. PES may also support jobseekers who do not fulfil the criteria to be registered unemployed (e.g. not immediately available for work, or in work but wanting to work more). PES also report increasing efforts to provide services oriented towards employed clients, particularly those at risk of losing their job ⁽⁴³⁾.

Figure 2.3 – Numbers of registered unemployed jobseekers (stocks, millions), PES Network, 2010-2024



Source: PES-BL data collection.

Note: Data refer to aggregate stocks across PES Network members; data include estimates; data not available for IT for 2010-2017; data not available for LU for 2010-2014; break in time series in 2024.

⁽⁴¹⁾ PES-BL data collection defines 'registered unemployed jobseekers' as persons who (1) are registered as jobseekers with the PES and at the same time (2) fulfil the national criteria for consideration as registered unemployed, regardless of whether or not they receive unemployment-related benefits. The data used are annual average stock. As there is a break in time series in 2024 for a number of PES, changes for 2023-2024 may not be reliable.

⁽⁴²⁾ Data for the long-term trend exclude IT and LU, for which the time series are incomplete.

⁽⁴³⁾ European Commission: Directorate-General for Employment, Early intervention and job-to-job transitions: the evolving role of PES – Thematic Paper, Publications Office of the European Union, Luxembourg, 2025, <https://ec.europa.eu/social/BlobServlet?docId=27937&langId=en>.

2.3. PES caseloads of long-term unemployed rose

The number of long-term registered unemployed (more than 12 months registered) rose 1.0% in 2024, slightly more than the total number of registered unemployed (+0.7%). Across the PES Network, the number of registered long-term unemployed was virtually the same in 2024 as before the pandemic in 2019 (10.3 million in both cases, see Figure 2.4). However, the proportion of registered unemployed people that have been registered for 12 months or more was higher (49.2% of registered unemployed were long-term unemployed in 2024 vs 48.1% in 2019). This figure was heavily weighted by Italy, which accounted for 42% of all long-term registered unemployed people across the PES Network. Indeed, long-term unemployed people accounted for 80.4% of all registered unemployed in Italy in 2024, increasing since the COVID-19 pandemic (77.0% in 2019). In more than half of PES (18) ⁽⁴⁴⁾, the share of long-term unemployed people in 2024 was below pre-pandemic levels, suggesting a potential need to rebalance remediation with prevention efforts of long-term unemployment.

A key metric used by policymakers is the long-term unemployment (LTU) rate. Using data from the EU-LFS ⁽⁴⁵⁾, the LTU rate measures the share of the labour force that has been unemployed for more than 12 months. Among those aged 15-64, the LTU rate associated with PES Network members has reduced by over two-thirds, from 3.4% in 2018 to 1.9% in 2024, implying a significant reduction in long-term unemployment.

However, the LTU rate is not necessarily fully indicative of PES LTU caseloads ⁽⁴⁶⁾. A more representative indicator is the registered LTU ratio, i.e. the share of the population aged 15-64 that has been registered unemployed for 12 months or more ⁽⁴⁷⁾. This indicator was higher across PES in 2024, at 3.8% for the registered LTU ratio vs 1.9% for the LTU rate ⁽⁴⁸⁾. It has reduced far less than the LTU rate since 2018 (by less than one-twentieth compared to just over two-fifths, see Figure 2.5). Although the PES caseload of long-term unemployed

⁽⁴⁴⁾ AT, BEA, BEV, BG, CY, DK, EL, FR, HR, LT, LU, LV, MT, NL, PL, PT, SI, SE

⁽⁴⁵⁾ EU-LFS, <https://ec.europa.eu/eurostat/web/lfs>.

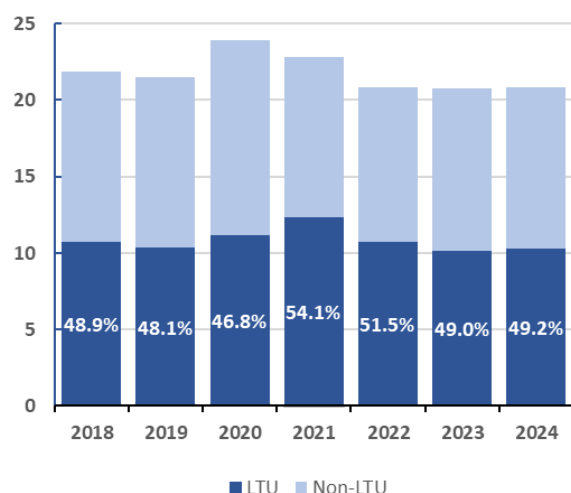
⁽⁴⁶⁾ EU-LFS data use the International Labour Organization (ILO) definition of unemployment (fully out of work, available for work, and actively seeking work), while the criteria used to define registered unemployed vary across PES, recognising the different circumstances in which people need support. For example, PES rules may allow people with a small part-time job to register as unemployed, while such people would be considered employed in the EU-LFS.

⁽⁴⁷⁾ Adopted by the EMCO Indicators Group as part of the set of indicators for monitoring the LTU Recommendation, [https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32016H0220\(01\)](https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32016H0220(01)).

⁽⁴⁸⁾ LTU ratio is higher than the LTU rate despite having a larger denominator (total population aged 15-64 rather than only the active proportion). This emphasises the significantly larger population of registered LTU compared to LTU measured using the ILO definition of unemployment.

people is falling, it remains much higher and is falling more slowly than suggested by the key policy indicator ⁽⁴⁹⁾.

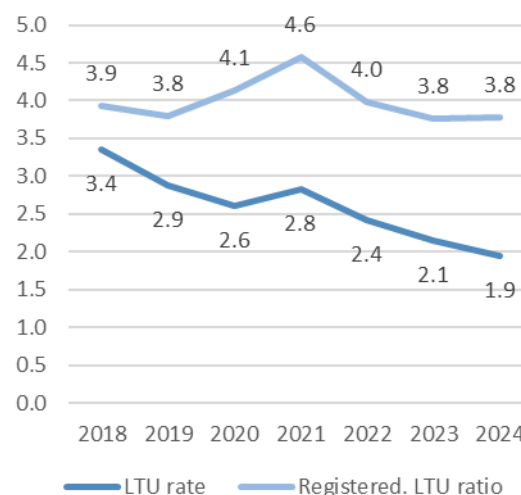
Figure 2.4 – Numbers of registered unemployed jobseekers (stocks), by duration of unemployment (millions), PES Network, 2018-2024



Source: PES-BL data collection.

Note: Data refer to aggregate stocks across the PES Network members excluding RO and NO; data include estimates; data by duration of unemployment not available for RO and only available from 2020 onwards for NO; break in time series in 2024.

Figure 2.5 – LTU rate (% labour force) and registered LTU ratio (% population), PES Network, 15-64 age-group, 2018-2024



Source: Eurostat, EU-LFS (LTU rate calculated using data on unemployed by duration [ifsa_uqad](#) and active population [ifsa_pganws](#)); PES-BL data collection.

Note: Break in time series for LTU rate in 2021 and registered LTU ratio in 2024; data for registered LTU ratio include estimates; data cover all members of PES Network except RO and NO. Registered LTU data cover all ages, but numbers aged <15 and 65+ are likely to be insignificant because of national rules on minimum age to register and cut-off at retirement age.

2.4. Greater risk of prolonged unemployment for some groups

In line with the numbers of long-term unemployed people being lower than before the COVID-19 pandemic, PES data indicate that finding work takes increasingly less time over the past decade. Of people leaving the PES unemployment register because they found work, the proportion that did so after 12 months or more reduced from 22.0% in 2013 to 17.0% in 2024 ⁽⁵⁰⁾.

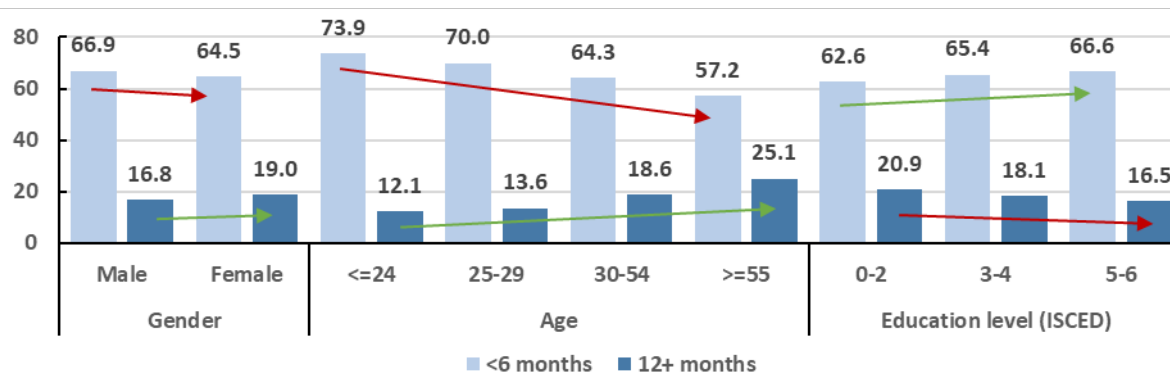
⁽⁴⁹⁾ Numbers of unemployed people registered with PES are consistently higher than numbers fulfilling the ILO definition of unemployment used by the EU-LFS (see footnote 39). This difference can be even greater for LTU, as national rules may allow a period of registered unemployment to continue despite interruptions that would cause a break in the duration of unemployment in the EU-LFS (e.g. short period of employment, participating in ALMP).

⁽⁵⁰⁾ Average across the PES Network excluding CY, IT, LU, NO, PL. Break in time series in 2024.

This improvement is likely to have been facilitated by improved labour market conditions.

The time taken to find work varies considerably across different cohorts of the PES client base (see Figure 2.6) and is higher among older, less educated, and (to a lesser extent) female clients, indicating that these groups are at greater risk of becoming long-term unemployed before finding work. With some exceptions, the patterns observed for PES collectively also apply to individual PES, suggesting that actions to prevent LTU should be prioritised for these groups.

Figure 2.6 – Time taken to find work, by level of education, age, and gender, (% total exits to employment), PES Network average, 2024



Source: PES-BL data collection.

Note: Excludes CY, NO, PL; data by age exclude RO; data by education level exclude IE.

2.5. Structure of PES client base is changing

Three main shifts are evident in the PES client base between 2010 and 2024 (see Figure 2.7):

Progressive feminisation of the client base, with the share of women rising from 46.8% to 50.2%, driven by rising participation rates ⁽⁵¹⁾.

PES clients are getting older. Jobseekers aged 55 and over accounted for 22.2% of PES clients in 2024, up from 13.3% in 2010, while the share of jobseekers aged under 30 fell from 27.6% to 22.2%. While there may be some impact from ageing populations, this change largely reflects increased activity among persons aged over 55 ⁽⁵²⁾. However, comparison with the EU-LFS data

⁽⁵¹⁾ Average participation rates of women (across PES) increased twice as fast as those of men between 2010 and 2024 (+8.2 percentage points (pp) vs +4.1 pp) (Eurostat, EU-LFS, [lfsa_araed](#)).

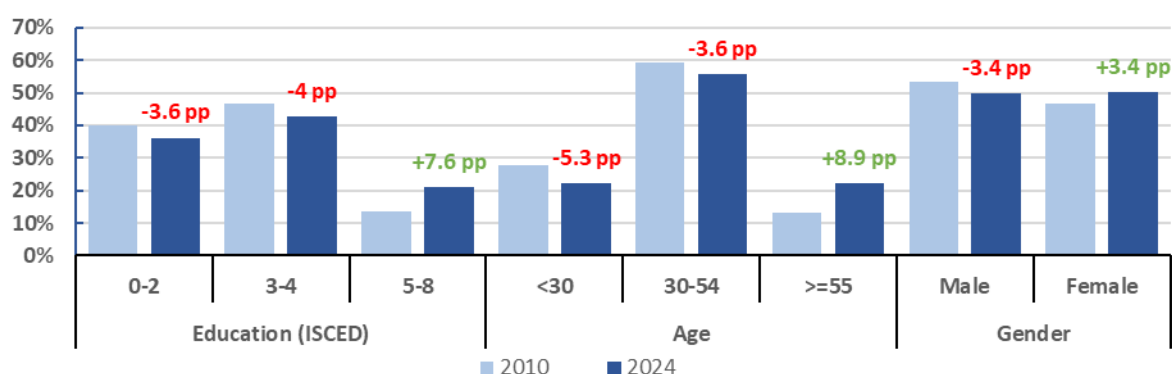
⁽⁵²⁾ Average participation rates for those aged 55-64 (across PES) rose from 51.0% in 2010 to 69.2% in 2024 (Eurostat, EU-LFS, [lfsa_araed](#)).

on the composition of unemployed people suggests increasing underrepresentation of young unemployed people among PES clients ⁽⁵³⁾.

PES clients are progressively more highly educated, with the share of tertiary educated (ISCED 5-8) clients increasing from 13.4% to 21.0%, driven by rising numbers of people pursuing higher levels of education ⁽⁵⁴⁾.

These trends imply changing demands on PES in terms of the services needed and the types of jobs to which clients will need access.

Figure 2.7 – Share of registered unemployed jobseekers, by education, age, and gender (% total stock), PES Network average, 2010 and 2024



Source: PES-BL data collection.

Note: coverage of PES Network members differs depending on availability of breakdowns by education, age, and gender; break in time series in 2024.

2.6. Fewer job vacancies notified to PES in 2024

Slowing economic growth is reflected in the job market. In 2024, an average of 1.1 million vacancies were notified to PES each month ⁽⁵⁵⁾, 11.1% fewer than in 2023 (see Figure 2.8). All but nine PES ⁽⁵⁶⁾ saw notifications fall. The fact that the number of vacancies fell while the number of registered unemployed increased slightly (+0.7%) implies heightened competition among jobseekers.

An indication of the extent to which employers report their vacancies to PES can be obtained by comparing the number of vacancies notified to PES each month with the average number of open vacancies in the market (as indicated by the EU job vacancy statistics (JVS)) ⁽⁵⁷⁾. Monthly notifications to PES accounted for 82.2% of the stock of open vacancies in 2014 but only 49.3% in

⁽⁵³⁾ Between 2010 and 2024, the youth (<30) share of registered unemployed reduced much more than that of unemployed, as measured by the EU-LFS (-5.3 pp vs -2.2 pp).

⁽⁵⁴⁾ Share of the labour force with tertiary-level education (ISCED 5-8) rose from 26.6% in 2010 to 37.8% in 2024 (Eurostat, EU-LFS, [edat_lfs_9902](https://ec.europa.eu/eurostat/cache/metadata/en/edat_lfs_9902)).

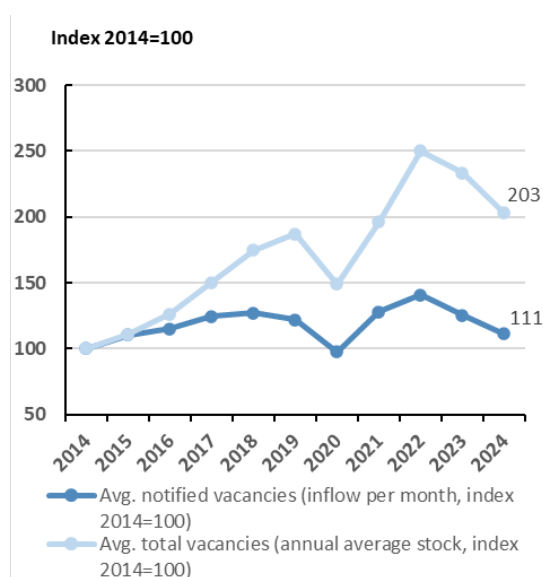
⁽⁵⁵⁾ Data exclude IT (data not available).

⁽⁵⁶⁾ BG, CY, EL, HU, LT, LV, MT, NO, SK

⁽⁵⁷⁾ Eurostat, JVS, https://ec.europa.eu/eurostat/cache/metadata/en/jvs_esms.htm.

2024 (see Figure 2.9) ⁽⁵⁸⁾, during which time the average number of open vacancies doubled (+103%). This implies a progressive decrease in the PES share of an expanding vacancies market. Potential explanatory factors include digitisation of the job vacancy market facilitating the posting of vacancies, as well as the changing nature of the vacancies posted and employer preferences. Labour shortages in particular occupations may prompt employers to exploit private sector recruitment channels focused on seeking candidates already in work or with specific skillsets

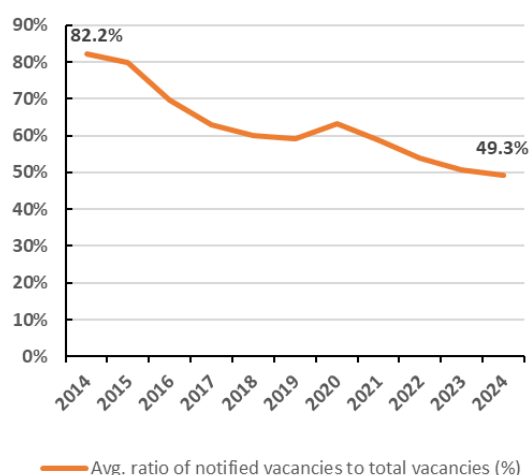
Figure 2.8 – Number of vacancies notified to PES per month and total number of vacancies in the market (index 2014=100), PES Network, 2014-2024



Source: PES-BL data collection; Eurostat, JVS, [jvs q_nace2](#).

Note: Avg. is average across PES; excludes IS, IT, MT, as data not available; data on total vacancies cover NACE sectors A-S with some exceptions: NACE B-S for AT, BE, CY, EL, ES, FI, FR, IE, MT; NACE B-N for DK

Figure 2.9 – Ratio of number of vacancies notified to PES per month to total number of vacancies in the market (%), PES Network, 2014-2024



Source: PES-BL data collection; Eurostat, JVS, [jvs q_nace2](#).

Note: Avg. is average across PES; excludes IS, IT, MT, as data not available; data on total vacancies cover NACE sectors A-S with some exceptions: NACE B-S for AT, BE, CY, EL, ES, FI, FR, IE, MT; NACE B-N for DK

⁽⁵⁸⁾ Average across PES network, excluding IS, IT, MT (data not available).

Key findings

- **Small increase in the size of the PES client base:** Numbers of persons registered as unemployed with PES rose slightly in 2024 (+0.7%). The number of long-term registered unemployed rose 1.0% and PES LTU caseloads remain higher than anticipated by the LTU rate (as measured by the EU-LFS), the key policy indicator in this area.
- **Change in client base composition:** The composition of the PES client base has seen significant change over the last decade, with clients progressively older, more highly educated, and more likely to be women. Between 2010 and 2024, the share of persons aged 55 or over, highly educated (ISCED 5-8), and women rose by 8.9 pp, 7.6 pp, and 3.4 pp, respectively. These trends have important implications for PES in terms of the types of service needed and the types of jobs to which these clients will need access.
- **Fewer job vacancies:** The number of job vacancies notified to PES each month fell by 11.1% in 2024, consistent with subdued economic growth, and there is evidence of a long-term decrease in the PES share of the overall job market.

3. The evolving landscape of PES: status updates, reforms, responsibilities, and processes in focus

This section explores how PES are structured and operate. It starts by giving a description of the main changes in the legal status or organisation of the PES, followed by an overview of recent reforms aimed at improving PES performance to cope with major challenges. The following sub-section focuses on status of and potential changes to PES' main tasks and key activities. The last sub-section sets out the strategic objectives and targets for 2025 to guide the operation and design of employment services and ALMPs.

3.1. PES structure and their legal status

PES have different legal statuses depending on how they are organised, the laws that regulate them, the level of independence from their government and the distribution of tasks among different levels of administration. Some PES are part of a Ministry, while others have their own legal status, such as public agencies. The legal status of PES determines their governance, operational autonomy, accountability and funding sources or human resource capacity.

In 2025, 84% of PES (27 out of 32) did not report any significant changes in their organisational structures or legal statuses between 1 March 2023 and 28 February 2025. However, 12%, four out of 32 PES (FI, HU, IT and SK) reported changes in legal status and changes in responsibility of ministries. The most fundamental reforms seem to have taken place in the Finnish and Italian PES (see Box 3.1).

Box 3.1 Examples of PES legal changes introduced since March 2023

Transferring employment offices to municipalities in Finland

The employment services run by the State were transferred to 45 employment areas formed by municipalities on 1 January 2025. The Act on the Organisation of Employment Services (380/2023) lays down provisions for public employment services and related tasks that municipalities will deliver. The transfer aims to allow services to better meet local labour market needs, improving regional vitality and addressing mismatches in employment. Municipalities, the Wellbeing Services Counties⁽⁵⁹⁾ and the Social Insurance Institution of Finland (Kela)⁽⁶⁰⁾ will work together for those customers who need multi-sectoral support in finding employment.

A new incentive funding model is one of the main elements of the reform and provides municipalities with economic autonomy when shortening the unemployment periods of jobseekers.

⁽⁵⁹⁾ More information can be found here: <https://stm.fi/en/wellbeing-services-counties>.

⁽⁶⁰⁾ More information can be found here: <https://www.kela.fi/main-page>.

The Ministry of Economic Affairs and Employment is responsible for the overall steering, development and supervision of PES. During each government term, the government will confirm the national targets for promoting employment, the implementation of which will be monitored and evaluated annually by the Advisory Board for the Promotion of Employment. The Board supports the Ministry of Economic Affairs and Employment in steering promotion of employment and monitors and anticipates the functioning of the labour market service system.

Transferring responsibility of employment services coordination to the Ministry of Labour and Social Policies in Italy

The National Agency for Active Labour Policies (ANPAL) was formally abolished on 22 November 2023 and all its responsibilities were absorbed by the Ministry of Labour and Social Policies. According to changes in the law, the Ministry fulfils the functions of coordination, guidance, and monitoring of active labour market policies, as well as the ownership of all legal relationships—both assets and liabilities—and the transfer of human and financial resources.

The Ministry of Labour is now responsible for the coordination with the regions, the management of the Unified Labour Information System (SIU) ⁽⁶¹⁾; the coordination of the EURES network, participation in the PES Network and in relations with the European Commission; planning, monitoring, and evaluation of programmes such as GOL (the action plan implementing Italy's National Recovery and Resilience Plan) ⁽⁶²⁾.

The operational management of PES offices remains the responsibility of the regions and local PES offices fall under the administrative responsibility of the regions and are organised according to each region's own governance model. There are currently around 550 local PES offices operating nationwide, all managed by regional or provincial authorities, and not directly by the national Ministry.

Source: PES Capacity Questionnaire 2025, Part I. Question 4.1 Please provide details on any major reforms that have been implemented at your PES between 1 March 2023 and 28 February 2025, if applicable.

Other changes related to shifts in ministries being responsible for PES:

- From 1 January 2024, the Head office of the Hungarian PES remains part of the State Secretariat for Employment Policy under the Ministry for National Economy. However, the local and regional PES offices fall now under the responsibility of the Ministry for Public Administration and Territorial Development.

⁽⁶¹⁾ More information can be found here: https://www.ess.gov.si/fileadmin/user_upload/Partnerji/Dokumenti_Partnerji/Dokumenti_Projekti/Dobre_prakse_NEETs/Italija_NEETs_2.pdf.

⁽⁶²⁾ More information can be found here: <https://www.lavoro.gov.it/temi-e-priorita/occupazione/focus/pagine/programma-gol>.

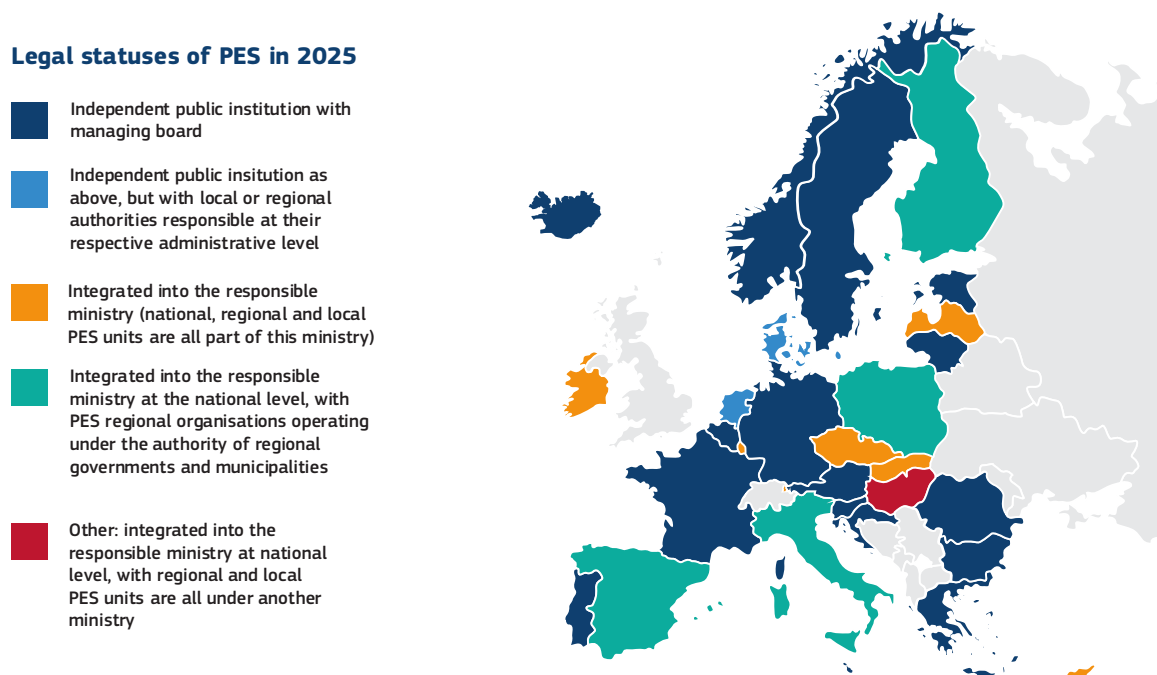
- In Slovakia, the Central Office of Labour, Social Affairs and Family is the budgetary body of the Ministry of Labour, Social Affairs and Family and runs the PES through a network of regional labour offices. Previously it was an independent public institution with a Managing Board (PES Capacity Report 2023).
- As of March 2024, the Maltese PES moved under the responsibility of the Ministry for Home Affairs, Security, and Employment. Previously, it was under the responsibility of the Ministry for Finance and Employment.

As shown in Map 3.1 (Figure 3.1), the legal statuses of PES in 2025 can be grouped as follows:

- **Independent public institutions** (possibly with members in the managing board appointed by, or with, representatives of social partners and/or government): most PES (56%, 18 out of 32,) ⁽⁶³⁾ belong to this category. PES are independent public institutions, which means they may be overseen by a ministry but are not formally part of it. Other important aspects of this status include the PES having its own director or governing board and not being a department or directorate-general of a ministry.
- **Independent public institutions, but with local or regional authorities** being responsible at their respective administrative level: this category includes two PES (DK and NL). They are independent institutions, but local or regional authorities manage PES at their level in these countries.
- **Integrated into the responsible ministry** (national, regional, and local PES units are all part of this ministry): 22% of PES (7 out of 32: CZ, CY, IE, LI, LV, LU and SK) fall into this category. In these cases, the PES is fully integrated into the ministry responsible for employment policies at various levels.
- **Integrated into the responsible ministry, but with PES regional organisations** operating under the authority of regional governments: three PES (ES, IT, PL) fall into this category and a fourth country, where all PES offices are run by municipalities (FI).
- **‘Other’**: integrated into the responsible ministry at the national level, but regional and local PES units are all under another ministry: this unique category applies to HU, where the national PES is part of the ministry responsible for labour policy, but regional and local PES units operate under the Ministry of Finance ⁽⁶⁴⁾.

⁽⁶³⁾ AT, BEA, BG, BEF, BEV, DE, EE, EL, FR, HR, IS, LT, MT, NO, PT, RO, SE, SI

⁽⁶⁴⁾ The National PES of Hungary (NFSZ) is governed by the Minister responsible for employment policy. However, the local and regional PES units are under the responsibility of the Ministry of Finance. More details about the PES governance structure in Hungary can be found at https://www.cpessec.org/info_hu.php.

Figure 3.1 – Map of legal statuses of PES in 2025

Source: PES Capacity Questionnaire 2025 Part I Q 1.2 In the 'Trends in PES: Assessment Report on PES Capacity 2023', you have provided information on the legal status of the PES.... If anything has changed, please indicate current status of your PES. Changes in PES legal status between 1 March 2023 and 28 February 2025

3.2. Recent reforms to respond to current challenges

PES have continued to implement reforms in recent years with the intention to further increase their efficiency and performance. Since March 2023, 59%, 19 out of 32 PES ⁽⁶⁵⁾ have implemented substantial reforms. These can be grouped into the following categories:

- (i) fundamental changes such as institutional reforms;
- (ii) internal restructuring of services and increasing efficiency of processes, including in some cases a centralisation of functions and/or the elaboration of common guidelines;
- (iii) setting-up of a one-stop-shop;
- (iv) digitalisation;
- (v) improving the labour market information system;
- (vi) new tools for specific target groups;
- (vii) new ALMPs; improved performance management;
- (viii) project and performance management
- (ix) changes related to unemployment benefits and minimum income schemes.

⁽⁶⁵⁾ BEA, BEF, BEV, CZ, DE, DK, EL, ES, FI, FR, HR, IE, IS, IT, LT, LV, MT, NL, SE. SE responded they had not decided a major reform but new government policy priorities and a new management at the PES has resulted in new objectives and a new long-term vision for Arbetsförmedlingen that has begun to be implemented.

Table 3.1 provides a summary of recent reforms to respond to challenges related to the performance and efficiency of PES services in these categories.

Table 3.1 – Overview of reforms in PES services

Reform category	Description
Fundamental changes linked to institutional reforms	• FI: Implementing the transfer of staff and services from government to municipalities in line with the legal changes. • IT: The Ministry is taking on new tasks and responsibilities as a result to the legal changes made.
Organisational / internal restructuring of services and increasing efficiency of processes	• BEF: Defining a new corporate social responsibility plan. • BG: New Rules of Procedure of the Employment Agency. Internal restructuring to avoid duplication of placement services and closure of the nine regional employment offices. • DE: New processes to implement shared responsibilities between job centres in charge of minimum income recipients and employment agencies (Agentur für Arbeit) serving unemployment benefit recipients and other jobseekers for the organisation of training for job centre clients. • ES: Implementing the new common employment service catalogue. • FR: Transformation of the PES to France Travail based on new governance principles: co-construction between partners, cooperation and innovation through fieldwork. • IS: Internal restructuring. The PES established a centralised Project Office tasked with supporting organisation-wide project management and strengthening interdepartmental cooperation. Additional changes to the organisational structure include the transfer of the EURES coordination function to the Department of General Services, the merger of the Department of Human Resources into the Director General's office and the renaming of the Department of Counselling and Employment to the Department of Counselling. • LT: Established two new departments: the Service Organisation Department (including the Career Planning Division, a newly established High-Qualification Selection Division and Services for Foreigners Division) and the Measure Organisation Department.

Reform category	Description
	• LV: Implementation of centralised functions aimed at improving the operational efficiency and optimize the division of functions.
Setting-up of a one-stop-shop	• IS: The Department of Multicultural Affairs now functions as a one-stop shop for third-country nationals seeking information on employment with an increased mandate in relation to refugee reception and support. • NL: The PES is in the process of developing one-stop-shops, 'Work Centres.' These centres will offer comprehensive support, including job search assistance, career advice, training, practical learning opportunities, and help with debt management.
Digitalisation	• BEV: Acceleration of digital contact strategy, with strengthened early intervention. • BG: New positions created: Network and Information Security Officer and a Personal Data Protection Officer. • CZ: Digitalisation of the registration at the labour office and of the whole process of the administrative proceedings. From January 2025, PES clients may register as jobseekers and apply for unemployment benefits through the 'Jenda' online portal ⁽⁶⁶⁾, using their electronic citizen identity (bank ID). • DK: Expanding follow-up video counselling for jobseekers in vulnerable situations. • IE: Training of staff and expansion of video counselling. • IS: Creation of the Department of IT and Development, which consolidated the functions of the former Department of IT and Research, and introduction of a new analysis division. • MT: Deployment of new digital service tools, including the Jobsplus Virtual Agent (Nora) and related system modernisation steps (incl. interoperability/BI developments) to support service delivery and data use.
Improving labour market information system	• IT: Introduction of the Information System for Social and Labour Inclusion (SIISL), which has been operational since 2023. This digital platform is used for matching

⁽⁶⁶⁾ More information can be found here: https://metropolevsech.eu/en/news/registrujte-se-na-urad-prace-online/?utm_source=chatgpt.com.

Reform category	Description
	labour supply and demand, facilitating access to training and employment pathways.
New tools for specific groups/Service delivery for disadvantaged groups	• BEA: Introduction of an assessment of digital and language skills and new initiatives for people with disabilities and ‘back-to-work plans’ for individuals on long-term sick leave. • BEV: Introduction of ‘learning jobs’ (‘Leerjobs’), a supervised work experience for unqualified young people who have left secondary education for at least two years or are at least 21 years old. Introduction of a voucher system for job guidance, targeting jobseekers needing intensive guidance. • DE: Introduction of new tools, services and processes with the reform of the minimum income scheme. • IE: Launch of new Early Engagement Initiatives, whereby those in receipt of a disability payment are proactively engaged with the Irish PES, on a voluntary basis, and are offered employment support. The Irish PES also introduced the Employment and Youth Engagement Charter (EYEC) for the employment of people distant from the labour market.
Changes in ALMPs	• BEA: The ‘Stage First’ monthly subsidy granted to companies taking on a young person with no experience for a period of three to six months will be increased from EUR 200 to EUR 500. In addition, the ‘activa bonuses’ have increased. This bonus targets jobseekers who do not have a secondary school diploma. • DK: Introduction of the ‘Youth Commitment’ targeted for NEETs. • IE: Start of piloting participation of young people most distant from the labour market to participate in the community work placement initiative ‘Tús’ ⁽⁶⁷⁾.
Project and performance management	• HR: Improvement of their performance management system. • IE: Introduction of the Customer 360 Reporting Tool, which measures the frequency of engagement with jobseekers and helps deliver quality service to support their progression into employment.

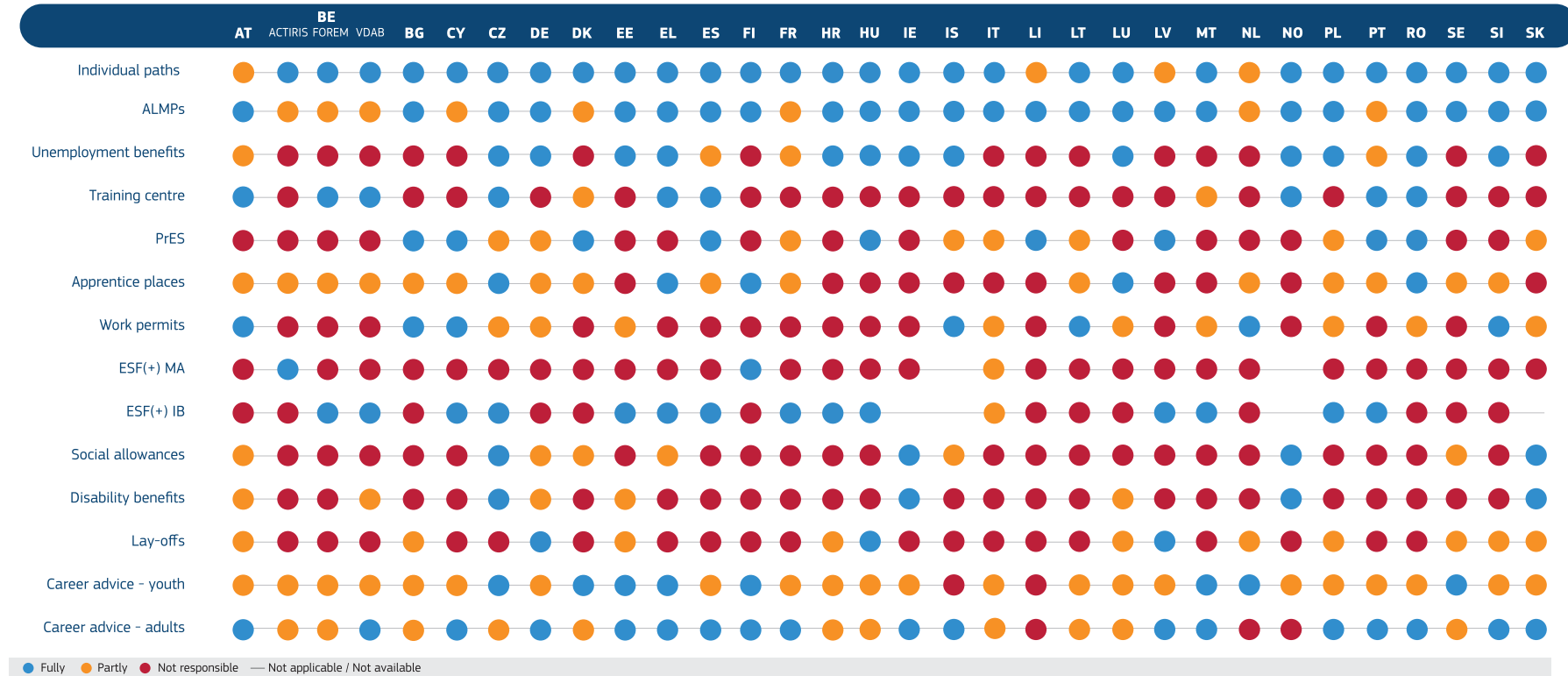
⁽⁶⁷⁾ See also section 7 regarding the implementation of the reinforced YG.

Reform category	Description
Changes to unemployment benefit and minimum income	• EL: Changes in the unemployment benefit system. • IT: The Inclusion Allowance targeted at low-income families replaces the Citizenship income.

Source: PES Capacity Questionnaire 2025, Part I, Q4.1. Please provide details on any major reforms that have been implemented at your PES between 1 March 2023 and 28 February 2025, if applicable

Figure 3.2 gives an overview of the current services offered by PES and whether these services are the sole responsibility of PES or whether these services are offered together with other partners.

Figure 3.2 – PES responsibility ⁽⁶⁸⁾ by tasks and activities in 2025 ⁽⁶⁹⁾



Source: PES Capacity Questionnaire 2025, Part I, Q4.1. Please provide details on any major reforms that have been implemented at your PES between 1 March 2023 and 28 February 2025, if applicable

⁽⁶⁸⁾ For some PES the distinction responsibilities depend on the administration level. For example, Italy has a decentralised PES, whereby the competences are split between the Ministry of Labour, the Directorate-General represented in the PES Network and individual local PES. This figure applies to the national competences of PES. At local level the competences may vary.

⁽⁶⁹⁾ A comparison between the 2023 and 2025 figure can be found in Annex 1.

3.3. Changes in PES specific activities and tasks

Around a third of PES (34%, 11 out of 32) ⁽⁷⁰⁾ reported changes or updates in relation to key tasks and activities ⁽⁷¹⁾ made between 1 March 2023 and 28 February 2025. In most cases, these were upgrades to services provided by the PES, and a reinforced partnership approach in designing and delivering them. In some cases, these changes were linked to the legal, institutional and organisational reforms shown above (IT, FI, FR).

Table 3.2 – Changes in activities and tasks reported by PES

Activities	Reported changes
Services that offer tailored and individualised assistance and follow-up of unemployed towards a planned path towards sustainable (re-) employment (individual paths)	• DE, FI, FR.
Implementation of national and ESF+ co-funded ALMPs	• DE (PES no longer responsible for ESF-funded programmes). • ES (support, advice through new career guidance, entrepreneurship and innovation network (CEO), see Box 3.2). • IE (Work and Access scheme for vocational rehabilitation, easier access to community work placement for young people in vulnerable situations). • FR (delivering in ALMP together with stakeholders (see Box 3.2)). • IT (in the context of legal status reform: streamlining the national governance of active labour policies, coordination and planning, monitoring, and evaluation of programmes such as GOL and the

⁽⁷⁰⁾ BG, CZ, DE, ES, IT, FI, FR, IE, MT, NL, RO

⁽⁷¹⁾ The activities are pre-set categories used to make longitudinal comparisons.

Activities	Reported changes
	Support for Training and Work measure). - NL (termination of STAP (stimulation of the labour market position) and Regional Transition Teams) ⁽⁷²⁾. - RO (domestic work vouchers).
Licensing and supervising Private Employment Services	ES (new partnership for guidance, see Box 3.2 for details).
Intermediation of apprenticeship places	DE (additional support and guidance).
Issuing work permits for third-country nationals	- RO (displaced people from Ukraine). - FI: Work permits have been handled entirely by the Finnish Immigration Service (Migri) since 1 January 2025.
Acting as the managing authority for ESF or ESF+	DE (removed, as the PES is no longer involved).
Career advice to adults	- ES (new CEO network). - IE (reaching out to skilled adults in receipt of jobseekers' payment).

Source: PES Capacity Questionnaire 2025 Part I Q1.1 Changes in PES specific activities and tasks as presented in your country factsheet, section 1.4.

Box 3.3 Examples of new activities and tasks

Germany

A training guarantee has been in place since 1 April 2024 to enable all young people without a vocational qualification to gain access to a full qualification, preferably through in-company training. This includes various counselling and support services, from career guidance and counselling to help with starting and successfully completing VET: the subsidised vocational orientation internship (*Berufsorientierungspraktikum*) ⁽⁷³⁾, the mobility grant

⁽⁷²⁾ These were set up as a response to the COVID-19 pandemic.

⁽⁷³⁾ More information can be found here: <https://www.arbeitsagentur.de/bildung/ausbildung/berufsorientierungspraktikum>.

(*Mobilitätzuschuss*) ⁽⁷⁴⁾ and the changes to introductory training (*Einstiegsqualifizierung*) ⁽⁷⁵⁾.

France

As a consequence of reforming the organisational structure of the French PES, some core tasks have remained unchanged (jobseeker's reception; information and guiding; helping and accompanying companies; grant deposit and other types of support on behalf of the State's insurance employment service). Other tasks and responsibilities have been extended (registration also of minimum income recipients, reinforcement of preparation actions for persons with disabilities willing to work). In addition, new tasks and responsibilities have been introduced for all stakeholders involved in the PES, for example when establishing a common orientation, the design and the provision of common digital tools and services.

Spain

In 2024, arrangements for the Network of Centres for Guidance, Entrepreneurship, Support and Innovation for Employment (Red COE) ⁽⁷⁶⁾ were completed. The PES is part of the network and provides orientation and support to improve access to and stable integration of persons in the workplace through guidance, advice to entrepreneurs, legal services to companies and support with self-employment, innovative steps (webinars, virtual fairs) and pilot projects for job orientation. The network consists of 20 qualified centres, one per region and autonomous city in Spain and one national state centre.

Ireland

In July 2024, the Department of Social Protection introduced the Work and Access Scheme ⁽⁷⁷⁾ which provides employment support for disabled people and their employers. It provides a set of supports to help people with a disability get a job or stay in work. The scheme aims to reduce and remove barriers in the workplace that restrict employment choices for disabled people. Funding is available to job applicants, employees, self-employed people and employers. Work and Access funds workplace needs assessments, communication supports, work equipment, workplace adaptation, in-work support, personal readers. It also funds disability equality and inclusion training

Source: PES Capacity Questionnaire 2025 Part I, Q1.1 Changes in PES specific activities and tasks as presented in your country factsheet, section 1.4.

⁽⁷⁴⁾ More information can be found here: <https://www.arbeitsagentur.de/bildung/ausbildung/mobilitaetszuschuss>.

⁽⁷⁵⁾ More information can be found here: <https://www.arbeitsagentur.de/unternehmen/ausbilden/einstiegsqualifizierung-arbeitgeber>.

⁽⁷⁶⁾ More information can be found here: <https://redcoe.sistemanacionalempleo.es/red-coe/en>.

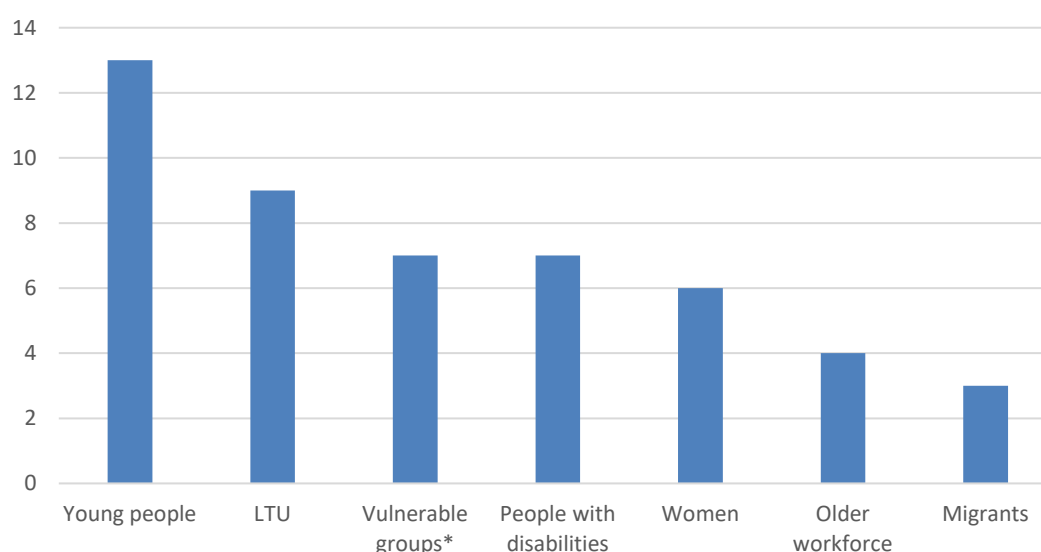
⁽⁷⁷⁾ More information can be found here: <https://www.gov.ie/en/department-of-social-protection/services/work-and-access/>.

3.4. Strategic objectives and targets for 2025

PES formulated a variety of strategic objectives. PES responses to the question “Please provide details of the main strategic objectives and targets set in your PES (e.g. in an annual PES action plan) for 2025 for all clients and for sub-groups (as appropriate)” indicate that 35%, 11 out of 32 PES ⁽⁷⁸⁾, have named reducing and/or avoiding long-term unemployment, 26% (8 out of 31: AT, BG, DE, EE, FR, HR, NL and SE) named outflow from registry into employment, 4 PES (BG, EE, HU, NO) referred to decrease in unemployment and 4 PES (EE, FR, IE, LT) transition into sustainable employment. Five PES (BG, EE, HU, PL, SI) named activation of inactive people or potential workforce among their objectives.

Another set relates to specifying objectives by target groups: groups in vulnerable situations, long-term unemployed, and young people remain in focus, while PES rarely name the older workforce (despite demographic change), and migrants. Only few PES (AT, CY, ES, IT, SE) have explicitly mentioned access of women to the labour market and quality jobs and increasing gender equality in the focus of their strategies; others name them at least among monitoring indicators (DE).

Figure 3.3 – Number of PES with objectives for specific target groups



Source: PES Capacity Questionnaire 2025 Part I Q1.1 Changes in PES specific activities and tasks as presented in your country factsheet, section 1.4.

Note: (*) groups in vulnerable situations include among others minimum income recipients and Roma population; LTU stands for long-term unemployed

All PES have set objectives and targets related to the implementation of employment services for jobseekers and employers and ALMPs. Related to employment services PES mostly support employers with filling vacancies.

⁽⁷⁸⁾ AT, BEA, BEV, CY, FI, HR, HU, IS, PL, SI, SK

Among ALMPs, most targets relate to training (34%, 11 out of 32 PES) ⁽⁷⁹⁾. Only two PES (BG, ES) explicitly named entrepreneurship programmes.

The organisational and procedural objectives include improving the efficiency of job placement, increasing the quality of services, digitalisation, modernising systems, increasing market penetration of vacancy collection and placement and working in partnerships. Five PES (BEF, FR, HR, IE, SI) mentioned the satisfaction of jobseekers and employers as well as PES staff.

Key findings:

- **Institutional changes of PES:** 16% (5 out of 32 PES) changed their legal status or changed responsibility of their supervising ministry between March 2023 and February 2025. Two major changes (FI, IT) concern the removal of centralised PES as an institution and transferring the functions to be integrated directly under the relevant ministry (e.g. IT, SK) or the integration of local PES in the municipalities (e.g. FI).
- **New tasks and activities for many PES:** 35% of PES (11 out of 32) have implemented changes to their tasks and activities, such as reinforced partnerships or changes to training activities.
- **Most PES have gone through some level of reform:** The majority of PES (18 out of 32) implemented reforms relating to either/or (i) fundamental changes such as institutional reforms; (ii) organisational reforms such as internal restructuring of services and increasing efficiency of processes; (iii) setting-up of a one-stop-shop; (iv) digitalisation; (v) improving the labour market information system; (v) new tools for specific target groups; (vi) new ALMPs; (vii) performance management; (viii) unemployment and minimum income schemes.

⁽⁷⁹⁾ AT, BG, CY, EE, EL, ES, HR, IT, LU, PL, PT

4. PES involvement in digitalisation and green transition, including main current challenges

This section covers current trends and challenges for PES in the digitalisation of core processes and services provided to their client groups, namely jobseekers and employers.

For PES, the digitalisation of processes and services seeks to increase efficiency and effectiveness, free up human resources and contribute to the collection of valuable data to enable data-driven service design. It also covers the steps undertaken by PES to define ‘green jobs’ and identify skills needed for the green transition. Thus, the digital transformation and greening of work processes and employment services continue to be a key area of the PES Capacity Questionnaire in 2025, as with the previous edition of 2023 and 2024.

Lastly, this section looks at the challenges faced by PES over the last two years, covering a range of internal (such as human resources, caseload, and budgets) and external aspects (including cybersecurity risks and geopolitical situations).

4.1. Trends in the digitalisation of core processes and services

4.1.1. Services to jobseekers

The PES Capacity Questionnaire covered the extent to which services to jobseekers are becoming digitalised. The services include jobseeker registration, profiling and segmentation (e.g. for vacancy matching or counselling services), orientation and career guidance, the matching of jobseekers to vacancies, the preparation or update of individual action plans, and satisfaction surveys targeting jobseekers.

Jobseeker registration

Jobseeker registration is reported to be fully digital in 16% of PES (5 out of 32: EL, FR, IS, NL, NO). In Norway, clients may be assisted by the local PES office premises to register digitally if needed. In the Netherlands, non-digital registration is still possible but is rarely used. Conversely, registration was reported to be entirely in-person only in the Romanian PES.

In 63% of PES (20 out of 32) ⁽⁸⁰⁾, jobseeker registration is reported to involve a mix of digital and in-person processes. Some PES provided further details as to how this mixed registration process works. In Germany, registration in the minimum income system (SGB II) is mostly done in person. In Croatia,

⁽⁸⁰⁾ AT, BEA, BEF, BG, CZ, DE, EE, ES, HR, HU, IE, IT, LI, LT, LU, LV, MT, PT, SI, SK

jobseekers can register either in person or online. In Italy, registration is partially digital in many regions but often requires in-person validation at the local PES. In Estonia, jobseekers can register online, but in-person registration is available for those lacking the appropriate digital skills. In Luxembourg, registration can be done digitally or by telephone.

Lastly, jobseeker registration is reported to be mostly digital (e.g., online or via mobile app) in 19% of PES (6 out of 32: BEV, CY, DK, FI, PL, SE).

Profiling and segmentation (e.g. for vacancy matching or counselling services)

In 56% of PES (18 out of 32) ⁽⁸¹⁾, profiling and segmentation are reported to involve a mix of digital and in-person processes. For instance, in Norway, profiling is computer-assisted to assign jobseekers to preset categories. However, no automatic decision-making is made; it must be approved and confirmed by a counsellor after assessing the computer-generated suggestion.

The profiling and segmentation of jobseekers (e.g. for vacancy matching or counselling services) is reported to be entirely digital in the Estonian PES. It is reported to be a mostly digital process (e.g. online or via mobile app) in three PES (AT, NL, SE). In the Netherlands, profiling and segmentation are done digitally; however, during conversations between the counsellor and client, the profile and segmentation may be adjusted.

The profiling process is reported to take place entirely in-person in four PES (CZ, FI, HU, RO) and mostly in person in six PES (BG, CY, HR, IT, LI, SI). However, the Romanian PES noted a nuance in this regard: while jobseekers may use online services as part of the profiling process, a face-to-face meeting is required to complete it. The Finnish PES mentioned forthcoming changes to their processes, as an AI-based service to assess the support needs of jobseekers is under development, expected to be introduced in 2027. In Croatia, final profiling and segmentation are done by the counsellor with the support of statistically assisted profiling. In Italy, profiling tools are used within GOL, but the level of automation and data integration varies by region.

Orientation/career guidance

Orientation and career guidance services for jobseekers are reported to take place entirely in person in 19% of PES (6 out of 32: BEA, CZ, FI, HU, LI, LU). Meanwhile, these services are reported to be provided mostly in person in 28% of PES (9 out of 32: AT, BG, CY, HR, IS, IT, LT, SI, SK).

Involving a mix of in-person and digital processes is reported by 44% of PES (14 out of 32) ⁽⁸²⁾. In Romania, online counselling will soon be available to jobseekers who can already answer orientation and career guidance

⁽⁸¹⁾ BEA, BEF, BEV, DE, DK, EL, ES, FR, IE, IS, LT, LU, LV, MT, NO, PL, PT, SK

⁽⁸²⁾ BEF, BEV, DE, DK, EE, EL, ES, FR, LV, MT, NO, PL, PT, RO

questionnaires online. In Estonia, the approach is chosen based on the digital skills of the client.

Orientation and career guidance services are reported to be mostly digital (e.g., online or via mobile app) in the Swedish PES.

Matching of jobseekers to vacancies

The matching of jobseekers to vacancies is reported to involve a mix of in-person and digital processes in 50% of PES (16 out of 32) ⁽⁸³⁾. This service is reported to take place entirely in person in three PES (BEA, CZ, HU) and mostly in-person service in the Slovak PES.

The matching of jobseekers to vacancies is reported to be mostly digital (either online or via a mobile app) in 28% of PES (9 out of 32: AT, BEF, BEV, DE, FI, IS, LV, NL, SE) and entirely digital in the Estonian PES. In Austria, the standard practice for job matching is digital, supplemented by individual search and matching efforts. In Germany, digital search assistants are used alongside manual search methods. In Finland, a skills-based, AI-powered algorithm matches jobseekers with open positions on the digital service platform Job Market Finland ⁽⁸⁴⁾. In the Netherlands, the vast majority of job matching is done via self-service on an online portal.

The matching of jobseekers to vacancies is reported as not provided by the Norwegian PES.

⁽⁸³⁾ BG, CY, DK, EL, ES, FR, IE, IT, LI, LT, LU, MT, PL, PT, RO, SE

⁽⁸⁴⁾ More information can be found here: <https://tyomarkkinatori.fi/en/personal-customers>.

Box 4.1 Examples of matching services for jobseekers involving a mix of in-person and digital processes

Greece

Job matching is conducted by employment counsellors using the PES' Integrated Information System (IIS) ⁽⁸⁵⁾, and the ESCO classification system; moreover, the JOBmatch app was launched in 2024 to facilitate direct matching in tourism and hospitality sectors.

Italy

Regional digital systems support job matching, but caseworker mediation is often required for final decisions.

Luxembourg

Jobseekers can access PES job boards, and counsellors may propose job vacancies.

Romania

Job matching can mostly be done online, but registered unemployed individuals must be physically present periodically.

Source: PES Capacity Questionnaire 2025 Part I Question 1.3: Digitalisation of the core processes and services can contribute to quality of service, bring gains in terms of efficiency and effectiveness, free up human resources and contribute to collection of valuable data to enable data-driven service design. Please indicate how these services are currently being delivered to PES clients (Services to jobseekers)

Individual action plan (preparation or update)

The preparation, or update, of individual action plans for jobseekers is reported to involve a mix of in-person and digital processes in 44% of PES (14 out of 32) ⁽⁸⁶⁾. In Estonia, the approach varies depending on whether the client is an independent jobseeker who operates fully through e-channels, or a jobseeker who interacts with their counsellor either face-to-face or through online channels.

This service is reported to be a fully in-person process in 25% of PES (8 out of 32: BEV, CZ, DE, FI, HR, HU, LU, SK). In Germany, for instance, the individual action plan, whether it is being prepared or updated, is developed collaboratively by the counselling and placement officer together with the customer. In Finland, the employment plan is manually entered into the customer information system. Meanwhile, it is reported to be delivered mostly in person in five PES (BEF, BG, IT, LI, PT). In Italy, for instance, the creation and updating of individual action plans are required under the GOL programme (*Garanzia Occupabilità Lavoratori*) but are mostly performed in person.

⁽⁸⁵⁾ More information can be found here: <https://www.dypa.gov.gr/en/odighos-hlektronikwn-ypiresiwn-oaed>.

⁽⁸⁶⁾ AT, BEA, DK, EE, EL, ES, FR, IE, IS, LT, MT, NL, PL, SI

The preparation or update of jobseekers' individual action plan is reported to be an entirely digital process in three PES (CY, LV, RO) and mostly digital (online or via mobile app) in the Swedish PES with communication typically handled by phone or, in some cases, through appointments with a case manager.

This service is reported by the Norwegian PES as not available. Instead, all persons who register receive a digitally generated activity that is customised to their needs and includes a chat function. The preparation and updates of this plan are primarily managed digitally. Both the jobseeker and the counsellor can access and update the activity plan.

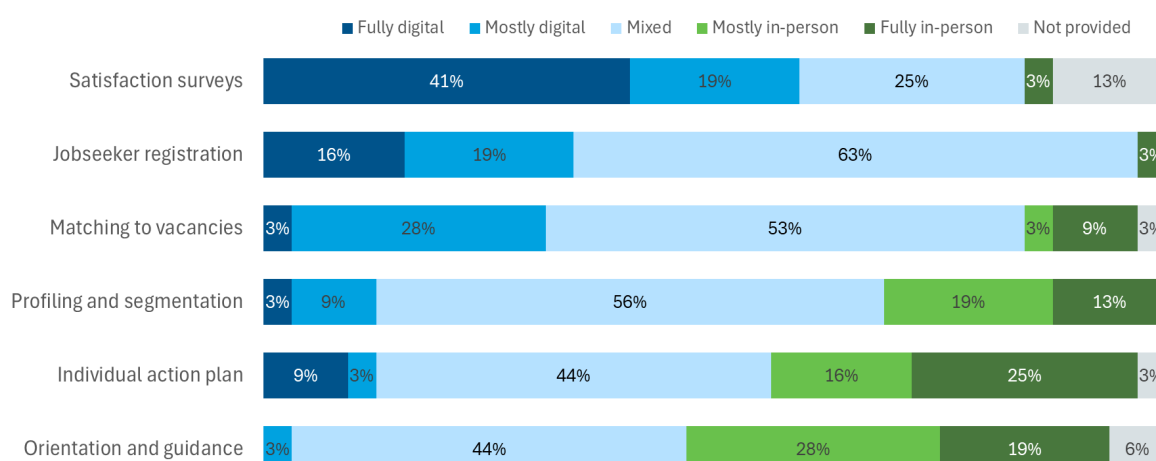
Satisfaction surveys

Satisfaction surveys for PES services targeting jobseekers are reported to be entirely digital in 41% of PES (13 out of 32) ⁽⁸⁷⁾. These satisfaction surveys are reported to be mostly in digital form (e.g., online or via mobile app) in 19% of PES (6 out of 32: AT, EL, ES, IE, LI, LU). In Austria, customer satisfaction surveys for jobseekers are conducted via Computer-Assisted Telephone Interviewing (CATI), while satisfaction with ALMP measures is assessed online.

PES satisfaction surveys targeting jobseekers are reported to be conducted both in person and digitally in 25% of PES (eight out of 32: BEA, BG, EE, HU, IS, IT, SE, SK). In Estonia, if a client lacks sufficient digital skills, it is possible for them to complete a paper version. In Italy, some regions use digital satisfaction tools, while others rely on paper forms or have no system in place. Only the Romanian PES reports that satisfaction surveys targeting jobseekers are conducted entirely in person.

Satisfaction surveys targeting jobseekers are reported to be currently not conducted in four PES (CZ, HR, MT, PL). In Poland, there are plans to launch such surveys later in 2025 in digital form to examine jobseekers' satisfaction with electronic support services.

⁽⁸⁷⁾ BEF, BEV, CY, DE, DK, FI, FR, LT, LV, NL, NO, PT, SI

Figure 4.1 – Extent to which services to jobseekers are digitalised across the 32 PES

Source: PES Capacity Questionnaire 2025 Part I Question 1.3: Digitalisation of the core processes and services can contribute to quality of service, bring gains in terms of efficiency and effectiveness, free up human resources and contribute to collection of valuable data to enable data-driven service design. Please indicate how these services are currently being delivered to PES clients (Services to jobseekers).

4.1.2. Services to employers

The PES Capacity Questionnaire covered the extent to which services to employers are becoming digitalised, including vacancy registrations, advisory services, the matching of vacancies to jobseekers, and satisfaction surveys targeting employers.

Vacancy registration by employers

The vacancy registration process is reported as being entirely digital in 28% of PES (9 out of 32: BEF, CY, CZ, EE, FR, HR, IS, MT, NO). In Malta, vacancy registration is fully digitalised; however, PES still processes vacancy registrations from employers who opt to submit vacancies on a face-to-face basis. In Norway, vacancies from employers may still be notified directly by telephone, but they are registered digitally by PES counsellors.

This process is reported as being mostly digital (online or via mobile app) in 44% of PES (14 out of 32) ⁽⁸⁸⁾.

Vacancy registration by employers is reported to involve a mix of in-person and digital processes in 28% of PES (9 out of 32: BEA, BG, HU, ES, IE, IT, LI, PL, SK). In Italy, vacancies may be posted online by employers in some regions, while in others, this task is handled directly by local PES staff.

⁽⁸⁸⁾ AT, BEV, DE, DK, EL, FI, LT, LU, LV, NL, PT, RO, SE, SI

Box 4.2 Examples of mostly digital vacancy registration services

Finland

The Job Market Finland platform provides import and export interfaces for job postings, enabling the retrieval of job advertisements from third-party platforms and allowing third parties to fetch job postings to their own platforms. Job postings from Job Market Finland are also forwarded to the EURES portal.

Luxembourg

The PES accepts vacancies via email (interactive PDF) or the *My Guichet* portal, with automatic import.

Source: PES Capacity Questionnaire 2025 Part I Question 1.3: Digitalisation of the core processes and services can contribute to quality of service, bring gains in terms of efficiency and effectiveness, free up human resources and contribute to collection of valuable data to enable data-driven service design. Please indicate how these services are currently being delivered to PES clients (Services to employers)

Employer advisory services

Employer advisory services provided by PES cover, among other things, training and other subsidies, support to employ persons with disabilities, work-life balance support.

These advisory services are reported to involve a mix of in-person and digital processes in 75% of PES (24 out of 32) ⁽⁸⁹⁾. In Estonia, thorough information to support employers is available on the website, and employers' counsellors also provide one-on-one counselling. In Luxembourg, applications and payments for short-term working allowances are fully digital. In Norway, all services to employers are available digitally, but many employers prefer in-person services or directly contact labour market experts at the local or regional level.

Advisory services to employers are reported to be mostly digital (online or via mobile app) in the Romanian PES.

These services are reported to be mostly in-person in 19% of PES (6 out of 32: DE, DK, IT, LT, SI, SK). In Italy, advisory services for employers are typically managed by local PES staff during direct contact. In Slovenia, support to employers is offered through a combination of channels, including information on the PES website and newsletters, support from the PES Contact Centre, and personal assistance from specialised PES units (Offices for Employers), with SMEs in particular benefiting from personal support.

⁽⁸⁹⁾ AT, BEA, BEF, BEV, BG, CY, CZ, EL, ES, FI, FR, HR, HU, IE, IS, LT, LU, LV, MT, NL, NO, PL, PT, SE

Matching of vacancies to jobseekers

The matching of employers' vacancies to jobseekers is reported to involve a mix of in-person and digital process in 59% of PES (19 out of 32) ⁽⁹⁰⁾.

The matching of vacancies to jobseekers as a service for employers is reported to be mostly digital (e.g., online or via mobile app) in 22% of PES (7 out of 32: AT, BG, FI, LI, LV, NL, SE). In the Netherlands, the PES reports that the vast majority of matching is done via self-service in online portal.

The matching of vacancies of jobseekers as a service for employers is reported to be entirely digital in four PES (BEF, BEV, EE, MT). Conversely, this service is reported to be provided in person in the Czech PES.

Box 4.3 Examples of vacancy matching services for employers involving in-person and digital processes

Luxembourg

Employers have access to PES job boards, and employer counsellors propose suitable candidates.

Slovenia

Job matching is a two-step process that combines an IT-driven job matching engine with finalisation done personally by a trained PES advisor.

Source: PES Capacity Questionnaire 2025 Part I Question 1.3: Digitalisation of the core processes and services can contribute to quality of service, bring gains in terms of efficiency and effectiveness, free up human resources and contribute to collection of valuable data to enable data-driven service design. Please indicate how these services are currently being delivered to PES clients (Services to employers)

Satisfaction surveys

Satisfaction surveys targeting employers are reported to be entirely digital in 38% of PES (12 out of 32) ⁽⁹¹⁾. Conversely, satisfaction surveys are reported to be conducted entirely in-person by the Romanian PES.

These are conducted mostly digitally (e.g., online or via mobile app) in 31% of PES (10 out of 32) ⁽⁹²⁾. In Luxembourg, satisfaction surveys are conducted after job fairs organised by PES. In Malta, two employer satisfaction surveys were conducted in 2024 to assess programme effectiveness and impact; these surveys were done via email with links to a survey platform and followed by telephone surveys if the sample was not reached. In Slovenia, satisfaction surveys are mostly conducted digitally through the Portal for Employers.

Satisfaction surveys targeting employers are reported to involve a mix of in-person and digital processes in 19% of PES (6 out of 32: AT, DE, EL, HU, IT, SK). In Austria, customer satisfaction surveys for employers are conducted via

⁽⁹⁰⁾ BEA, CY, DE, DK, EL, ES, FR, HR, HU, IE, IS, IT, LT, LU, PL, PT, RO, SI, SK

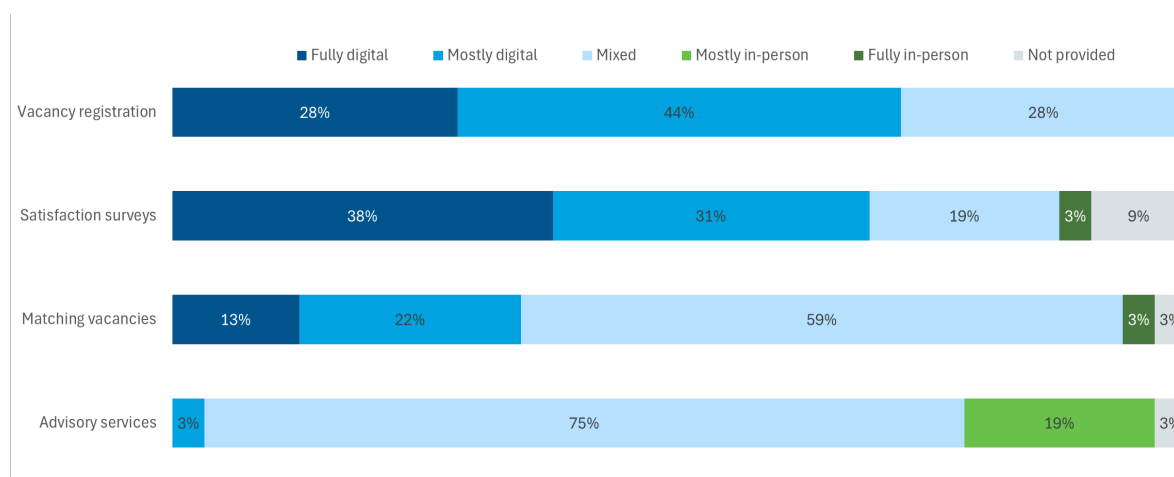
⁽⁹¹⁾ BEF, BEV, DK, EE, ES, FI, FR, IS, LT, NL, NO, PT

⁽⁹²⁾ BEA, BG, HR, IE, LI, LT, LU, MT, SE, SI

computer-assisted telephone interviewing (CATI). In Italy, some regions use digital satisfaction tools, while others rely on paper forms or have no system in place. These surveys are not carried out regularly or with consistent methodologies.

Satisfaction surveys targeting jobseekers are reported to be currently not conducted in three PES (CY, CZ, PL). In Poland, as with the jobseeker surveys, there are plans to launch employer surveys later in 2025 on the PES platform to examine satisfaction after using electronic services and after handling a case.

Figure 4.2 – Extent to which services to employers are digitalised across the 32 PES



Source: PES Capacity Questionnaire 2025 Part I Question 1.3: Digitalisation of the core processes and services can contribute to quality of service, bring gains in terms of efficiency and effectiveness, free up human resources and contribute to collection of valuable data to enable data-driven service design. Please indicate how these services are currently being delivered to PES clients (Services to employers)

4.2. Trends in digital innovation tools

The PES Capacity Questionnaire 2025 aimed to capture trends in the development and use of various digital innovation tools. These tools can be used to create new services or to improve the effectiveness and efficiency of existing PES services in profiling, job offer descriptions, matching job offer and demand and monitoring performance services. PES were asked to describe what type of new digital tools they have developed/ implemented in the last two years since the previous edition of the PES Capacity Questionnaire, i.e. between 2023 and 2025.

Use of artificial intelligence (AI)

A total of 60% of PES (19 out of 32) ⁽⁹³⁾ reported using AI as an innovative tool to improve the effectiveness and efficiency of their services. Several PES

⁽⁹³⁾ AT, BEA, BEF, BEV, CZ, DE, EE, EL, ES, FI, FR, IT, LT, LU, MT, NL, NO, PT, SE

provided further insights into how they use AI and the services for which it is employed to enhance their effectiveness and efficiency.

Box 4.4 Examples of AI use in PES

Austria

The Austrian PES has a *Berufsinfomat* ⁽⁹⁴⁾ chatbot, which provides career guidance.

Luxembourg

The Luxembourg PES uses algorithms to extract skills from vacancies.

Belgium/Flanders

The Flemish PES uses AI tools for job orientation, skill identification, and employment prediction.

Finland

Finland employs AI for job matching and is developing a similar tool to assess the support needs of jobseekers.

Germany

The German PES is testing AI for document recognition and internal knowledge management.

Italy

The SIISL (*Sistema Informativo Integrato dei Servizi per il Lavoro*) platform and Appli app provide AI-based personalised support.

Portugal

The PES uses AI tools, translation apps, profiling, and recommendation systems.

Spain

In Spain, AI-powered virtual reality applications help users practice interviews and develop soft skills, while the SENDA tool ⁽⁹⁵⁾ provides career counsellors with intelligent guidance and up-to-date labour market information.

Sweden

The Swedish PES uses tools like Broaden Matching ⁽⁹⁶⁾, generative chatbots, predictive job outcomes, and discrimination detection in job ads, with rollout from 2024–2025.

Source: PES Capacity Questionnaire 2025 Part I Question 1.4: Could you please describe what type of new digital tools your PES has been developed/ implemented in the last 2 years? (using artificial intelligence)

⁽⁹⁴⁾ More information can be found here: <https://www.ams.at/arbeitsuchende/aus-und-weiterbildung/berufsinformationen/berufsinformation/berufsinfomat>.

⁽⁹⁵⁾ More information can be found here: <https://aslan.es/send-a-perfilado-automatiko/>.

⁽⁹⁶⁾ More information can be found here: <https://arbetsformedlingen.se/for-arbetssokande/yrken-och-framtid/upptack-andra-yrken/>.

Digital innovation tools related to document management system

Digital innovation related to document management systems cover the development and implementation of tools such as software solutions used to collect, organise, store, manage, and track electronic versions of documents. A total of 69% of PES (22 out of 32) ⁽⁹⁷⁾ reported using digital innovation tools in their document management systems. Several PES provided further insights into the digital tools they have implemented and use as part of their respective document management systems.

Some PES have adopted cloud-based tools to facilitate document exchange and storage, including BEV, IE, LT, MT. Other PES (DE, DK, EL, IT, LU, LV, NO, SI) have developed their own integrated platforms and specialised tools for document management. PES in Ireland and Romania have focused on improving customer accessibility and service delivery through their digital systems. In Ireland this is an internal system only. Portugal applies robotic process automation (RPA) to enhance efficiency and reduce administrative burdens. Poland and Slovakia rely on national-level digital systems to support employment-related functions, while Liechtenstein and Estonia make use of e-dossiers or core administrative systems.

Digital innovation tools related to data processing

Digital innovation related to data processing relates to the development and implementation of digital tools for collecting raw data and converting it into meaningful information. A total of 78% of PES (25 out of 32) ⁽⁹⁸⁾ reported using digital innovation tools for data processing. Several PES provided further insights into the digital tools they have implemented for data processing.

Four PES (AT, BEV, EE, PT) use automation or new tools for better data processing. Other PES (EL, HR, IE, LU, RO, SI) apply business intelligence (BI) tools and dashboards to improve reporting and service delivery. Belgium Forem and Denmark focus on data quality and infrastructure modernisation. PES in Italy, Lithuania, and Poland use integrated platforms or data warehouses to streamline service eligibility and labour market analysis. Malta's 'Outcomes Star' tool collates data on jobseekers' employability prospects to tailor services. Norway has a large in-house data collection and processing environment, with continuous incremental developments.

⁽⁹⁷⁾ BEF, BEV, BG, CY, CZ, DE, DK, EL, ES, FI, FR, IE, IT, LT, LU, MT, NL, NO, PL, PT, RO, SI

⁽⁹⁸⁾ AT, BEF, BEV, BG, CY, CZ, DK, EE, EL, FI, FR, HR, IE, IS, IT, LI, LT, LU, MT, NO, PL, PT, RO, SI, SK

Use of chat bots

A total of 53% of PES (17 out of 32) ⁽⁹⁹⁾ reported using AI chatbots as part of their services. Greece, Italy, Portugal, and the Netherlands use AI-powered chatbots offering personalised or machine-learning-based support, including counselling and job guidance. Austria, Estonia, Germany, Slovakia, and Malta use chatbots for general queries, with Malta combining AI and human support. Belgium Wallonia and Lithuania focus on internal chatbot solutions. These tools improve accessibility, speed, and quality of information and services for both internal staff and jobseekers.

Conversely, 15 PES ⁽¹⁰⁰⁾ report that they have not introduced an AI chatbot in their services.

Digital tools ensuring IT systems interoperability

81% of the PES (26 out of 32) ⁽¹⁰¹⁾ have developed digital tools ensuring the interoperability of their IT systems. Several PES provided further insights into the digital tools they have developed and implemented to ensure the interoperability of IT systems. Belgium Forem and Croatia focus on centralised systems; the latter aligned with the European Interoperability Framework. Denmark, and Portugal are modernising their client-facing IT platforms, while Estonia, Greece, and Ireland are aligning their digital tools with national strategies - Ireland aims for 90% online service delivery by 2030. Italy's SIISL enables real-time data exchange; Latvia, Lithuania, and Slovakia use application programming interfaces (APIs) and system links for cross-institutional integration. Both Luxembourg and Malta are undertaking major digitalisation projects to ensure IT system interoperability, and Norway plans a rebuild by 2026. Slovenia is optimising portals for employers, jobseekers, and counsellors, with continued improvements to interoperability and EURES integration.

Other digital innovation tools

Four PES (AT, EL, PL, PT) indicated that they have implemented other digital innovation tools to improve the effectiveness and efficiency of their services.

Austria's 'Mein AMS' app now offers job placement and skill matching tools. The Greek PES launched a tech-driven matching tool aligning jobseekers with vacancies. In Poland, the ePraca app enhances labour market access and employer-jobseeker communication. The Portuguese PES is developing a data

⁽⁹⁹⁾ AT, BEF, CZ, DE, EE, EL, FI, FR, IT, LT, MT, NL, NO, PT, SE, SI, SK

⁽¹⁰⁰⁾ BEA, BEV, BG, CY, DK, ES, HR, HU, IE, IS, LI, LU, LV, PL, RO

⁽¹⁰¹⁾ AT, BEF, BEV, BG, CY, CZ, DK, EE, EL, FI, FR, HR, HU, IE, IT, LI, LT, LU, LV, MT, NO, PL, PT, RO, SI, SK

analysis solution to support open data and strengthen labour market information.

4.3. The greening of the economy and PES activities

The transition to a greener economy is expected impact workers at all skill levels. This is likely to involve skills adaptations within existing occupations, and the emergence of new occupations with increased demand for new specific skills. The recent '[PES Toolkit on Green Skills and Jobs: From commitment to practical steps and strategies](https://ec.europa.eu/social/BlobServlet?docId=28034&langId=en)' ⁽¹⁰²⁾ further highlights examples how PES are addressing the green transition.

Developing a PES strategy for the greening of the labour market

Only 16% of PES (5 out of 32: CZ, FR, HR, IE, SI) reported having developed a strategy in response to the greening of the economy and the labour market. Although not all PES have a strategy on the greening of the labour market, several PES reported on specific related measures they are implementing. The Estonian PES, for example, focuses on reducing and preventing unemployment by encouraging skills development, including green skills. In Lithuania, PES staff have received training on green jobs under the Euroguidance Network's Intercept project ⁽¹⁰³⁾. Slovakia promotes green jobs through project-based approaches, without a dedicated national strategy.

⁽¹⁰²⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, PES support to green skills and jobs: From commitment to practical steps and strategies – Toolkit, <https://ec.europa.eu/social/BlobServlet?docId=28034&langId=en>.

⁽¹⁰³⁾ More information can be found here: <https://euroguidance.eu/intercept-project>.

Box 4.5 Examples of PES strategies for the greening of the labour market

Croatia

The PES supports the green transition through collaboration with the Ministry of Labour and the European Commission to prepare the workforce for future demands.

Czechia

The PES uses EU-funded projects to deliver reskilling, upskilling, and retraining initiatives aligned with green economy needs.

Ireland

The national employment strategy, *Pathways to Work* ⁽¹⁰⁴⁾ includes commitments to the implementation of the EU reinforced YG, which focuses on intensive engagement with young jobseekers and integrates green and digital transitions. The Green Skills 2030 Strategy ⁽¹⁰⁵⁾ further supports climate goals through targeted education.

Slovenia

The PES actively promotes sustainable employment and green job creation, functioning both as a service provider and strategic actor in facilitating the green transition.

Source: PES Capacity Questionnaire 2025 Part I Question 1.5: What strategies, measures, and activities are in place at your PES specifically to support the greening of the economy and support jobseekers in the potential impact this could have on their career/job search? (Developing a PES strategy for the greening of the labour market)

Developing plan to meet the relevant UN sustainability goals

Around one third of PES (31%, 10 out of 32: AT, BEF, BEV, BG, CZ, DE, EE, IE, NL, SI) reported having developed plans to meet relevant UN sustainability goals related to the greening of the economy and the labour market.

The Austrian PES is implementing 'AMS goes green' ⁽¹⁰⁶⁾ to support the green transition. The Flemish PES links strategic planning to the Sustainable Development Goals (SDGs), while Belgium Forem follows a roadmap with the regional public service. The German PES has adopted an environmental programme aligned with the Eco Management and Audit Scheme (EMAS), targeting climate neutrality by 2030. Ireland takes a whole-of-government SDG approach, and the Netherlands enforces a social responsibility plan with regular audits and clear objectives.

⁽¹⁰⁴⁾ More information can be found here: <https://www.gov.ie/en/department-of-social-protection/publications/pathways-to-work-strategy-2021-2025/>.

⁽¹⁰⁵⁾ More information can be found here: <https://transition-pathways.europa.eu/policy/green-skills-2030-irelands-first-national-education-and-training-strategy>.

⁽¹⁰⁶⁾ More information can be found here: <https://www.ams.at/unternehmen/service-zur-personalsuche/greenjobs>.

Conversely, the remaining 69% of PES (22 out of 32) ⁽¹⁰⁷⁾ indicated not having developed plans to meet relevant UN sustainability goals related to the greening of the economy and the labour market. The Greek PES aligns its services with national SDG priorities. Italy lacks a specific PES plan but emphasises investing in active labour market policies through its sustainability strategy. The Maltese PES contributed to a PES Network Working Group on green skills and jobs. The Swedish PES, while without a dedicated plan, supports national sustainability goals as part of its public agency mandate ⁽¹⁰⁸⁾.

Defining ‘green jobs’

Half of the surveyed PES (16 out of 32) ⁽¹⁰⁹⁾ reported having a definition for ‘green jobs’.

In the Brussels Capital Region, the impact of the green economic transition was analysed in a report published by Belgium Actiris in 2024 ⁽¹¹⁰⁾. In Flanders, Belgium VDAB uses an algorithm and proprietary data for the classification of green jobs and actively participates in the PES Working Group on Taxonomies focus in 2023-2025 to refine the classification of green jobs and skills. Although it has not adopted an official definition, Ireland has adopted the International Labour Organization’s (ILO) definition of green jobs ⁽¹¹¹⁾ as part of its Green Skills Strategy 2030. Croatia’s recently published Green and Digital Jobs Handbook which provides a definition of green jobs. PES in Lithuania and Spain adopt international definitions, while others such as Finland, Romania and Sweden have launched national projects or methodologies for defining ‘green jobs’. In Germany, green skills are labelled in the PES’ BerufeNet ⁽¹¹²⁾ in cooperation with the IAB (Institute for Employment Research), but there is no direct description of ‘green jobs’. PES in Czechia and Slovenia align classifications with employer input, and the Slovenian PES links ‘green jobs’ to targeted subsidies. The PES in Poland has defined nearly 200 occupations related to the green economy within the Classification of Occupations and Specialties (KZiS), covering sectors such as environmental protection, renewable energy, and green construction.

The remaining half of PES surveyed (16 out of 32) ⁽¹¹³⁾ do not have a definition for ‘green jobs’. Some of these PES provide further explanations in this regard.

⁽¹⁰⁷⁾ BEA, CY, DK, EE, EL, FI, FR, HR, HU, IS, IT, LI, LT, LU, LV, MT, NO, PL, PT, RO, SE, SK

⁽¹⁰⁸⁾ More information can be found here: <https://www.regeringen.se/rattsliga-dokument/skrivelse/2024/12/skr.-20242566>.

⁽¹⁰⁹⁾ AT, BEA, BEV, BG, CY, CZ, DE, ES, FI, FR, HR, IE, LT, RO, SE, SI

⁽¹¹⁰⁾ More information can be found here: https://www.actiris.brussels/media/kubb1m2k/2024-07-view-brussels_rapport_emplois-verts_compressed-h-1AC28253.pdf.

⁽¹¹¹⁾ More information can be found here: <https://www.ilo.org/topics-and-sectors/just-transition-towards-environmentally-sustainable-economies-and-societies/what-green-job>.

⁽¹¹²⁾ More information can be found here: <https://web.arbeitsagentur.de/berufenet/>.

⁽¹¹³⁾ BEF, DK, EE, EL, HU, IS, IT, LI, LU, LV, MT, NL, NO, PL, PT, SK

Indeed, the Greek PES does not use a formal definition, but in its ALMPs, green jobs are described as roles in businesses contributing to environmental sustainability. The Italian PES lacks a specific green transition plan but prioritises investment in Active Labour Market Policies under its National Strategy for Sustainable Development. Malta has not established a universal definition, though PES participates in PES Network activities to develop one.

Mitigating impact of (large-scale) job losses

56% of PES (18 out of 32) ⁽¹¹⁴⁾ indicated having implemented measures to mitigate impacts relating to large-scale job losses such as downsizes resulting from the green and digital transitions, among other things.

The PES in Belgium / Wallonia (Forem) requires employers making collective redundancies to set up re-employment or retraining units (*Cellule pour l'emploi*) while the PES in Belgium / Flanders (VDAB) provides customised support ranging from guidance to job fairs. Some PES (BG, EE, EL, ES, SI) have developed specific responses to major layoffs in sectors like coal mining, often supported by Just Transition Mechanisms (JTM) ⁽¹¹⁵⁾. The German PES coordinates 'labour market hubs' to facilitate smooth transitions through counselling and training. The Czech PES prepares reskilling programmes in collaboration with employers via the 'Outplacement' ESF+ project. The Danish PES operates a redundancy fund to respond quickly to major layoffs, regardless of the sector. The Irish PES provides integrated support for workers affected by redundancies, including training and job placement, while its skills architecture ensures alignment with future green opportunities. The Norwegian PES mandates early notification of large job losses, triggering rapid response measures.

Conversely, 44% of PES (14 out of 32) ⁽¹¹⁶⁾ reported not having implemented measures to mitigate the impact of large-scale job losses. Some of the PES provided further explanations in this regard. The Lithuanian PES applies standard measures in the case of large-scale layoffs. The Maltese PES offers reskilling for green and digital job creation.

⁽¹¹⁴⁾ AT, BEF, BEV, BG, CZ, DE, DK, EE, EL, ES, FR, IE, NL, NO, PL, SE, SI, SK

⁽¹¹⁵⁾ More information can be found here: https://commission.europa.eu/strategy-and-policy/priorities-2019-2024/european-green-deal/finance-and-green-deal/just-transition-mechanism_en.

⁽¹¹⁶⁾ BEA, CY, FI, HR, HU, IS, IT, LI, LT, LU, LV, MT, PT, RO

Identification of skills needed for the green transition

A total of 81% of PES (26 out of 32) ⁽¹¹⁷⁾ reported having implemented measures relating to the identification of skills needed for the green transition. Several PES provide further details in this regard.

The PES in Belgium / Flanders and Ireland conduct regular skills forecasting to align training with labour market demands, particularly for the green transition. Belgium Forem and Spain use sectoral analyses and targeted projects to identify future training needs. The Slovenian PES also established regional councils tasked with identifying skills needs in their respective regions. PES in Greece and Malta focus on updating vocational training and offering accessible sustainability-related programmes. In Italy, the Ministry of Labour collaborates with national and EU institutions to map green skills needs, supported by the National Recovery and Resilience Plan (NRRP) and ESF+.

Conversely, 31% of PES (10 out of 32: BEA, DK, EE, HU, IS, LI, LT, LV, PT, SE) reported not having implemented measures relating to the identification of skills needed for the green transition. Some of these PES provide explanations as to why. Indeed, the Lithuanian PES considers using the green European Skills, Competences, Qualifications and Occupations (ESCO) Skills Taxonomy ⁽¹¹⁸⁾ for their Employment Service in the near future, which would contribute to the identification of skills required for green course development. In Sweden, the PES began identifying green jobs and skills in 2022 based on its own taxonomy and the ESCO classification system.

Supporting the greening of the economy through orientation/career guidance services

A total of 50% of PES (16 out of 32) ⁽¹¹⁹⁾ indicated supporting the greening of the economy through orientation and career guidance services. Several PES provide further information in this regard.

Five PES (EL, ES, HR, IE, LV) provide career guidance services that inform jobseekers about green skills and their effects on labour market trends and changes. Spain offers a comprehensive national system combining personalised guidance, entrepreneurship support, and the Network of Centres for Guidance, Entrepreneurship, Support and Innovation for Employment (Red COE). Germany and Denmark integrate green transition topics into upskilling schemes and guidance events targeting labour shortages. Malta's reinforced YG combines technical training with tailored advisory support. In Ireland greening is supported through the green skills strategy and jobseekers are supported to participate in training or to apply for green jobs.

⁽¹¹⁷⁾ AT, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, MT, NL, NO, PL, RO, SE, SI, SK

⁽¹¹⁸⁾ More information can be found here: https://esco.ec.europa.eu/en/classification/skill_main.

⁽¹¹⁹⁾ AT, BG, CY, CZ, DE, DK, EL, ES, FI, FR, HR, IE, LU, LV, MT, RO

However, the remaining 50% of PES (16 out of 32) ⁽¹²⁰⁾ indicated that the greening of the economy is not supported through their orientation and career guidance services. Belgium Forem gave explanations. Belgium Forem personalises career guidance services, supporting jobseekers based on their individual aspirations and profiles. In Belgium Forem, orientation services such as *Carrefours* and *Cités des Métiers* ⁽¹²¹⁾ offer tailored advice that may include sustainable jobs when aligned with client interests. These services are accessible to anyone and are fully anonymised. In Ireland, the PES adopts an employment-first approach, with advisors developing individual action plans and facilitating access to employers, while referring individuals to specialised guidance services when needed.

Training programmes to support up- and reskilling of the labour force relating to the greening of the economy

Most PES (72%, 23 out of 32) ⁽¹²²⁾ indicated having implemented training programmes to support the upskilling and reskilling of the labour force in relation to the greening of the economy. Several PES provided further insights in this regard.

28% of PES (9 out of 32: BEF, BEV, ES, IE, IT, LT, LU, MT, PT) have implemented extensive training offers to upskill or reskill individuals in green sectors. These include accredited programmes, sector-specific courses (e.g. construction, renewable energy), and financial support schemes. Other PES (EE, EL, HR) focus on voucher-based or government-funded programmes supporting green and digital skills, including for young people and the unemployed. Denmark targets labour shortages in the green sector through upskilling, while Ireland integrates green skills into broader VET systems.

25% of PES (8 out of 32: BEA, DE, HU, IS, LI, NL, NO, SE) reported not having implemented training programmes to support the upskilling and reskilling of the labour force in relation to the greening of the economy. Instead, in Germany, the promotion of vocational training and employee skills development is aligned with the future prospects of various occupations and industries. While there is no specific training programme dedicated to greening the labour market, this significant trend is considered during individual counselling on skills development.

⁽¹²⁰⁾ BEA, BEF, BEV, EE, HU, IS, IT, LI, LT, NL, NO, PL, PT, SE, SI, SK

⁽¹²¹⁾ More information can be found here: <https://www.leforem.be/a-propos/carrefours-et-cites-des-metiers.html>.

⁽¹²²⁾ AT, BEF, BEV, BG, CY, CZ, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, PL, PT, RO, SI, SK

Co-operation with employers on green jobs

The cooperation between PES and employers regarding green jobs includes support for recruiting staff into green jobs, developing green jobs further, and identifying skills needs. A total of 63% of PES (20 out of 32) ⁽¹²³⁾ indicate cooperating as such with employers on green jobs.

In this regard, several PES (BEV, IE, LU, LV, MT, PT) actively engage employers through customised training, initiatives, and events promoting green jobs. Others support green employment via job fairs and employer partnerships (BG, CZ, HR). PES in Slovenia and Spain implement broader programmes supporting green employment and training. In Italy, the involvement of regional PES in cooperation with employers on green jobs varies across regions.

The remaining 37% of PES (12 out of 32) ⁽¹²⁴⁾ indicated that they do not cooperate with employers in terms of supporting them for recruiting staff into green jobs, developing green jobs further, and identifying skills needs. A nuance in Slovakia is that the PES works closely with employers, but this cooperation is not limited to green jobs; rather, it takes place within the framework of implemented projects, which may include the promotion of green jobs.

Cooperation with local / regional stakeholders relating to the greening of the economy

A total of 63% of PES (20 out of 32) ⁽¹²⁵⁾ indicated cooperating with local and regional stakeholders relating to the greening of the economy. Several PES provide further insights into how this cooperation takes place in practice.

Some PES (BEV, DE, DK, IE, SI) maintain strong and regular cooperation between PES and stakeholders through formal agreements, recruitment events, or tools to identify green skill needs. Others (EL, ES, HU) support green transition or recovery through targeted programmes, subsidies, or employment initiatives. PES in Malta and Italy focus on localised responses: Malta tailors training to employer needs, while Italy relies on regional and local stakeholders for green employment services due to limited national coordination.

Cooperation with private job portals to serve as labour intermediate in 'green jobs'

Only four PES (ES, FR, IT, SE) reported cooperating with private job portals to serve as labour intermediates regarding green jobs. Two PES (ES, IT) provide further information in this regard.

In Spain, various portals exist in the different autonomous communities such as *Fundación Hazlo posible*, *Xtalento*, *Gastroempleo*, *Gestionandote*, *Mercadis*,

⁽¹²³⁾ AT, BEF, BEV, BG, CZ, ES, FI, FR, HR, IE, IT, LU, LV, MT, NL, NO, PT, RO, SE, SI

⁽¹²⁴⁾ BEA, DE, CY, DK, EE, EL, HU, IS, LI, LT, PL, SK

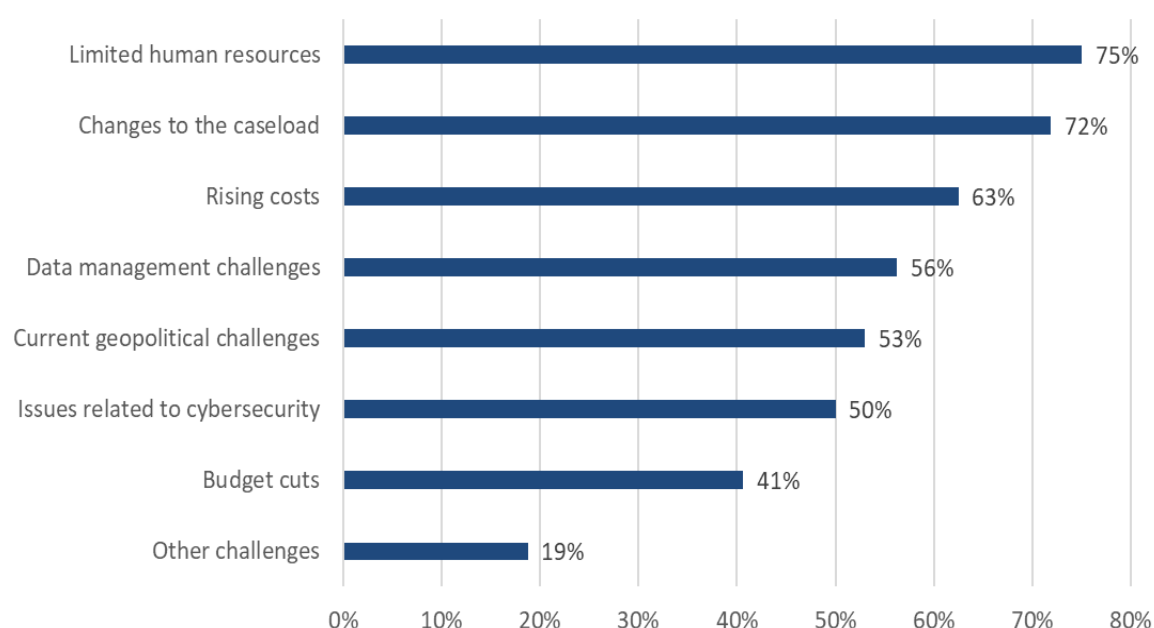
⁽¹²⁵⁾ AT, BEF, BEV, BG, CY, CZ, DE, DK, EL, ES, FI, FR, HU, IE, IT, LU, MT, RO, SE, SI

and *Insertia*, and although not solely focused on green jobs, they provide relevant information and opportunities. In Italy, there is no national coordination on green employment services. Many green initiatives are managed by private training providers or other local-level private stakeholders and remain outside the formal PES structure. However, certain PES regional offices are involved in these initiatives.

4.4. Current and recent challenges

This section covers the challenges reportedly experienced by PES since 1 March 2023, based on survey questions regarding the following specific aspects: human resource management, caseload management, budget allocations, rising costs, data management, cybersecurity and geopolitics (¹²⁶). PES reported on a mixture of challenges, including more internal and some external challenges (see also Figure 4.3).

Figure 4.3 – Overview of PES main challenges in 2025



Source: Q4.5 Current challenges. Has your PES experienced any of the following current challenges since 01 March 2023 and if so, please provide details in the table below

(¹²⁶) PES Capacity Questionnaire 2025 Part I Questions 4.5: 'Current challenges. Has your PES experienced any of the following current challenges since 01 March 2023: limited human resources; changes to the caseload; budget cuts; rising costs; data management; issues related to cybersecurity; the current geopolitical challenges; other.'

Limited human resources

A total of 75% of PES (24 out of 32) ⁽¹²⁷⁾ indicated experiencing limited human resources as a challenge since 1 March 2023.

Eight PES (AT, EL, HR, IS, LT, LU, MT, PT) report difficulties in filling vacancies in the PES itself due to retirement or market shortages. Among them, PES in Iceland, Malta, and Luxembourg struggle to recruit specialised staff amid high employment rates or rising demand. Three Belgian PES (BEA, BEF, BEV) report facing staff reductions or hiring freezes due to budgetary constraints as key challenges. Latvia reports recruitment challenges linked to uncompetitive pay, while Italy points to significant regional disparities in staffing levels that constrain the implementation of PES measures. Overall, limited staffing hinders timely PES responses to rapidly evolving labour market needs.

Changes to the caseload

Altogether, 72% of PES (23 out of 32) ⁽¹²⁸⁾ agree that changes to their respective caseloads have been a challenge since 1 March 2023. A notable trend is a growing number of clients with significant support needs, leading to an increase in complex caseloads for PES. Eight PES (BEA, BEV, DE, IE, IS, LV, MT, SE) report growing numbers of jobseekers with significant support needs. Croatia and Slovakia highlight reduced overall unemployment but increased difficulty in placing low-qualified jobseekers. Portugal reports rising numbers of third-country jobseekers.

Budget cuts

A total of 41% of PES (13 out of 32) ⁽¹²⁹⁾ indicate that budget cuts have caused them challenges since 2023. Among them, five PES (BEA, BEF, BEV, DK, NO) report that the consolidation of public finances and other cost-saving measures by central government have led to reductions in their budget allocations.

Conversely, 53% of PES (16 out of 32) ⁽¹³⁰⁾ indicated either no budget cuts or no challenges posed by budget cuts, if they took place, since 1 March 2023 ⁽¹³¹⁾. Four PES (AT, IT, LT, SI) provide further explanations on this point.

In Austria, the budget for ALMP has increased since 2023. In Italy, despite some cost pressures, national funding and National Recovery and Resilience Plan (NRRP) funding have so far prevented generalised budget cuts. In Latvia,

⁽¹²⁷⁾ AT, BEA, BEF, BEV, BG, CY, CZ, EL, ES, FI, HR, HU, IE, IS, IT, LT, LU, LV, MT, NO, PT, RO, SI, SK

⁽¹²⁸⁾ AT, BEA, BEF, BEV, BG, CZ, DE, FR, HR, HU, IE, IS, IT, LU, LV, MT, NO, PL, PT, RO, SE, SI, SK

⁽¹²⁹⁾ BEA, BEF, BEV, CZ, DK, EE, FI, FR, IS, NL, NO, SE, SK

⁽¹³⁰⁾ AT, BG, CY, DE, EL, HR, IE, IT, LI, LU, LV, MT, PL, PT, RO, SI

⁽¹³¹⁾ Two PES did not answer this question (ES, LT).

budget cuts are currently not an issue, but some may be planned in the second half of 2025. In Slovenia, budgets have been increasing each year since 2023.

Rising costs

Issues around rising costs since 2023 are described as being linked to inflation, among other things. In total, 63% of PES (20 out of 32) ⁽¹³²⁾ indicate facing issues around rising costs. Among them, seven PES (BEA, BEV, DE, DK, HR, IS, SI) specifically face growing financial pressures driven by inflation, wage adjustments, and increased demand for digital infrastructure or public services.

Challenges relating to data management

PES reported whether they have faced challenges relating to data management, including processes around the collection, management and storage of data.

A total of 56% of PES (18 out of 32) ⁽¹³³⁾ indicated experiencing such challenges. Among them, six PES (BEA, BEV, IT, LU, LV, PT) reported that they are addressing these challenges through better data integration, accuracy, and system modernisation with the aim of improving the responsiveness of their services.

Issues related to cybersecurity

A total of 50% (16 out of 32 PES) ⁽¹³⁴⁾ reported issues related to cybersecurity. Several PES provide further details on the issues they face as well as insights into how they are addressing them.

Belgium VDAB and Slovakia have established internal standards and specialised teams to manage cybersecurity. Belgium Forem, France, and Croatia report cyber threats or breaches, with ongoing improvements. Denmark and Slovenia face complex challenges due to evolving technologies, resource gaps, and regulatory demands. Greece has enhanced resilience via national cooperation and a dedicated cybersecurity project. Italy highlights risks linked to digitalisation. Slovenia is aligning with the EU NIS2 Directive ⁽¹³⁵⁾ to strengthen cybersecurity.

Current geopolitical challenges

The survey asked PES to indicate if they face any geopolitical challenges that are affecting their operations and service delivery. Such challenges may

⁽¹³²⁾ AT, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, FR, HR, IS, IT, LV, NO, PT, SE, SI, SK

⁽¹³³⁾ BEA, BEF, BEV, BG, CZ, DK, FI, FR, HU, IE, IT, LU, LV, MT, NL, NO, PT, SK

⁽¹³⁴⁾ BEF, BEV, CZ, DK, EE, EL, FR, HU, IT, LV, NL, NO, PT, SE, SI, SK

⁽¹³⁵⁾ More information can be found here: <https://eur-lex.europa.eu/eli/dir/2022/2555/oj/eng>.

influence the extent to which PES work on updating potential emergency plans, conducting risk analysis, and changing strategies. A total of 53% of PES (17 out of 32) ⁽¹³⁶⁾ indicated planning for potential geopolitical challenges since 1 March 2023. Several PES provide further explanations in this regard.

Croatia and Iceland face rising inflows of third-country workers, challenging PES capacity. Italy and Greece are adapting strategies to strengthen inclusion and labour market resilience in response to geopolitical instability. Denmark is reviewing risk management approaches due to evolving geopolitical challenges, highlighting the need for updated preparedness across systems.

Other challenges

19% of PES (6 out of 32: BEA, BEF, BEV, IE, HU, MT) indicated having faced other types of challenges since 1 March 2023, providing insights into how they are addressing them.

Malta faces difficulties when engaging disengaged youth in the reinforced YG and faces dropouts in EU-funded projects under the Simplified Cost Option (SCO).

Key findings:

- **Digitalisation across PES services is progressing overall:** Many PES have adopted hybrid models that combine digital and in-person delivery to meet varying client needs and skills. Levels of digitalisation differ by service, from AI-powered job matching and online profiling to largely digital vacancy registration and satisfaction surveys. Employer advisory and vacancy matching remain predominantly hybrid, with technology enhancing but not replacing the role of caseworkers.
- **Innovations target both internal processes and client-facing services:** PES increasingly combine automation and human mediation to improve accessibility and tailor services to specific client needs. Examples include AI-driven chatbots for personalised support available in 20 of the 32 PES, as well as cloud-based document sharing, and business intelligence (BI) dashboards for service monitoring.
- **Main challenges reported by PES since 2023:** Most PES report facing operational challenges, primarily due to limited human resources (75%) and changing caseloads (72%), with many reporting difficulties in recruiting specialised staff or managing increasingly complex jobseeker profiles. While 63% of PES struggle with rising costs linked to inflation and digital infrastructure demands, 41% cite budget cuts as an operational challenge. Over half of PES report challenges in data management (56%) and cybersecurity (50%). Additionally, 53% are affected by geopolitical developments such as migration pressures and labour market instability.

⁽¹³⁶⁾ BG, CZ, CY, DK, EE, EL, FI, HR, IE, IS, IT, LU, NL, NO, SE, SI, SK

5. PES involvement in skills

In the context of Europe's rapidly evolving labour markets and the green, digital, and demographic transitions, PES play a key role in skills assessment, supporting upskilling, informing both jobseekers and employers about existing and emerging skill gaps, and anticipating future skills needs.

The adoption of the 'Union of Skills' in 2025 by the European Commission ⁽¹³⁷⁾ underscores the importance of strengthening skills systems across Europe, with PES expected to play a vital role in improving the identification of skills needs, providing timely career guidance, and helping individuals access suitable training opportunities. These tasks are central to addressing shortages and ensuring fair labour market transitions.

This section presents findings on the role of PES in relation to skills. It covers the overall mandate of PES in the area of skills, the measures taken to support upskilling and reskilling of jobseekers, the use of a 'skills-based' approach in service delivery, and the main partners involved in delivering skills-related support.

These findings also complement the insights presented in the PES Thematic Report 2024 on career guidance, skills assessment and Individual Learning Accounts (ILAs) ⁽¹³⁸⁾.

5.1. PES responsibilities in relation to skills

Skills assessment is a key task for most PES, with 84% (27 out of 32) ⁽¹³⁹⁾ of PES having either full or partial responsibility. Similarly, a majority of PES (91%, 29 out of 32,) ⁽¹⁴⁰⁾ are fully or partly in charge of providing training to the unemployed. By contrast, skills recognition and validation are areas where PES have more limited roles. For skills validation, just over one third of PES (34%, 11 out of 32) ⁽¹⁴¹⁾ reported being partly responsible, as well as for skills recognition ⁽¹⁴²⁾.

⁽¹³⁷⁾ More information can be found here: https://commission.europa.eu/topics/eu-competitiveness/union-skills_en.

⁽¹³⁸⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, ICF, Sung, J., Jalvingh, H. and Munoz Rojo, A., PES thematic report 2024 – PES support of career guidance, skills assessment and Individual Learning Accounts (ILAs), Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/1311976>.

⁽¹³⁹⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, ES, FI, FR, HR, HU, IS, IE, IT, LT, LU, LV, MT, PL, PT, SE, SK, SI

⁽¹⁴⁰⁾ AT, BEF, BEV, BG, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IS, IT, LT, LU, LV, MT, NL, NO, PL, PT, RO, SE, SI, SK

⁽¹⁴¹⁾ BEF, BEV, EL, FI, FR, IT, LT, MT, PT, RO, SE

⁽¹⁴²⁾ BEF, BEV, CZ, DE, ES, FI, FR, IT, MT, PT, RO

PES contribute to skills intelligence, although their level of involvement varies across specific activities. 72% of PES (23 out of 32) ⁽¹⁴³⁾, are fully or partly responsible for producing descriptive statistics or stock-taking on jobs and skills, often in cooperation with other institutions. Over half of PES (56%, 18 out of 32) ⁽¹⁴⁴⁾ also engage in skills needs surveys, usually by supporting employer consultations or contributing data to broader research efforts. By contrast, participation in graduate tracking is more limited, with only 16% (5 out of 32, EL, IT, LT, NL, RO) reporting any responsibility. In forecasting activities, however, involvement is more widespread, with 63% of PES (20 out of 32) ⁽¹⁴⁵⁾ involved in quantitative forecasting and 59% of PES (19 out of 32) ⁽¹⁴⁶⁾ in qualitative foresight.

These efforts are part of a wider shift toward strengthening labour market and skills intelligence (LMSI) across the EU. Most PES now use some form of skills anticipation or LMSI tool to support the delivery of more relevant career guidance and activation services. The ‘Union of Skills’ Communication further underscores the importance of skills intelligence by proposing the creation of a Skills Intelligence Observatory. The PES Network Thematic Paper on ‘Skills and Labour Market Intelligence’ ⁽¹⁴⁷⁾ also illustrates how PES are developing internal capabilities and partnerships to translate skills intelligence into practical service improvements.

Figure 5.1 shows the distribution of PES responsibilities in relation to skills. Additional information with examples from individual PES is detailed in Box 5.1.

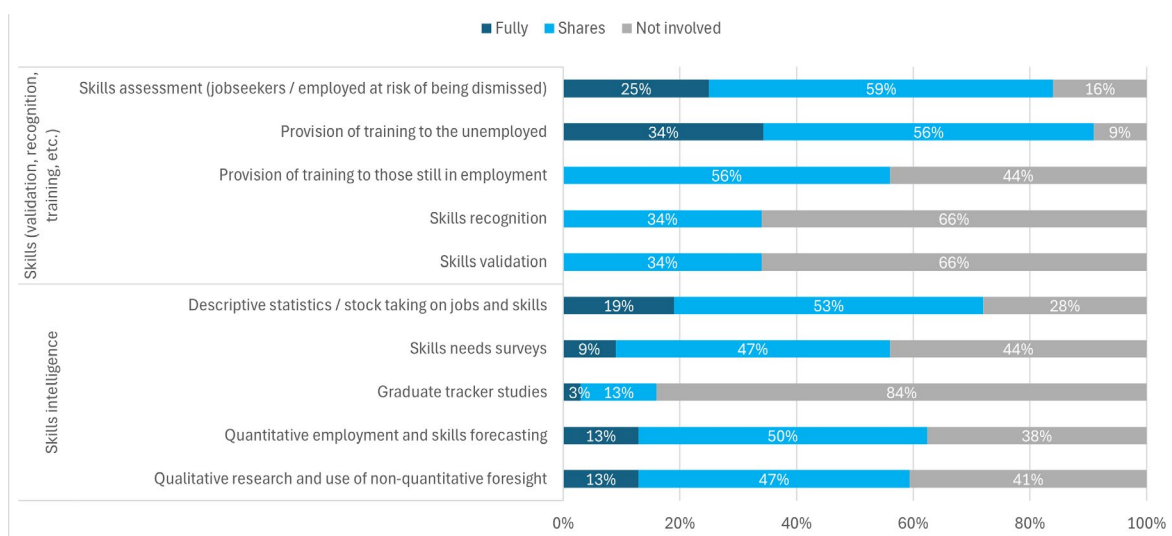
⁽¹⁴³⁾ AT, BEF, BEV, BG, CZ, DK, EE, EL, ES, FI, FR, HR, HU, IS, IT, LT, LU, MT, NL, NO, PL, PT, SE

⁽¹⁴⁴⁾ AT, BEA, BEF, BG, CZ, EL, ES, FI, FR, IT, LT, LU, NL, NO, PT, RO, SE, SI

⁽¹⁴⁵⁾ AT, BEA, BEV, CZ, EL, ES, FI, FR, HU, IS, IT, LT, LU, NL, NO, PT, RO, SE, SI, SK

⁽¹⁴⁶⁾ AT, BEA, BEF, BEV, BG, EL, ES, FI, FR, IS, IT, LU, MT, NL, NO, PL, SE, SI, SK

⁽¹⁴⁷⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, ICF and Kriechel, B., European Network of Public Employment Services – Skills and labour market intelligence – Thematic paper, Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/9945134>.

Figure 5.1 – Overview of PES responsibilities in relation to skills, 2025

Source: PES Capacity Questionnaire, Part I, Q3.1a What are the responsibilities of your PES in relation to skills?

Box 5.1 Examples of PES responsibilities in relation to skills assessment and skills intelligence

Skills assessment

Belgium Actiris (Brussels region)

Since September 2023, Actiris and Bruxelles Formation have jointly introduced digital and language skills assessments for new jobseekers under the age of 30. From March 2024, this was extended to all benefit recipients.

Belgium Forem (Wallonia)

In Wallonia, PES supports skills recognition through the 'Skills Validation Consortium', which issues skills certificates for a wide range of IT occupations.

Estonia

PES provides skills assessments via counselling services, supported by information systems that assist career counsellors in profiling based on education, language, and employment barriers.

Malta

The Maltese PES conducts skills assessments through its 'Trade Testing and Validation' process, which evaluates competences acquired through work experience. Individuals who successfully pass all assessment components receive a formal certificate.

Spain

The Spanish PES developed '*ComPersonal*', a self-diagnosis questionnaire based on the ESCO framework to assess personal and soft skills for employment.

Skills intelligence*Denmark*

The Danish PES conducts a quarterly survey of employers to assess whether they are able to hire for the vacancies they advertise.

Greece

The Greek PES collaborates with the Ministry of Labour and Social Security in the operation of the 'Mechanism of Labour Market Diagnosis (MDAAE)', which serves as a key analytical structure for identifying emerging skill needs.

Italy

In Italy, skills intelligence is supported by a multi-actor system, including PES, INAPP ⁽¹⁴⁸⁾, *Sviluppo Lavoro Italia* ⁽¹⁴⁹⁾, regional labour market observatories and national tools such as the Unioncamere–Ministry of Labour Excelsior system for skills and labour demand forecasting. SIISL may also contribute through data generated by matching and activation processes.

Slovenia

The Slovenian PES conducts employer consultations twice a year to identify which skills will be needed over the next six years.

Source: PES Capacity Questionnaire 2025, Part I, Q3.1a What are the responsibilities of your PES in relation to skills?

5.2. PES activities in upskilling and reskilling of jobseekers

88% of PES (28 out of 32) ⁽¹⁵⁰⁾ confirmed that they implement upskilling and reskilling measures for jobseekers. Only four reported that they are not directly involved in such activities (BEA, HU, LI, SE). The analysis of PES responses reveals a wide diversity of practices, with many countries integrating traditional vocational training with more targeted or innovative measures aimed at enhancing individual employability and supporting labour market transitions. Further details about the types of actions were given by some PES:

- Expanding flexible training formats through voucher-based systems, modular learning, and short-cycle programmes to adapt to diverse learner needs and changing labour markets (DK, EE, HR, LV). Several PES also support autonomous learning via online platforms and micro-credentials (CY, EE, ES, LV).

⁽¹⁴⁸⁾ More information can be found here: <https://www.inapp.gov.it/en/institute>.

⁽¹⁴⁹⁾ More information can be found here: Sviluppo Lavoro Italia S.p.A. - Società.

⁽¹⁵⁰⁾ AT, BEF, BEW, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, NO, PL, PT, RO, SE, SI, SK

- Tailoring upskilling to individual profiles by strengthening profiling tools, developing personalised training plans, and improving career counselling services (EE, ES, IE, IT, LU, SI).
- Supporting groups in vulnerable situations through dedicated measures for women, persons with disabilities, the long-term unemployed and third-country nationals (DE, EL, HR, IS, LV, PT).
- Building partnerships with employers to design and deliver training tailored to job-specific vacancies, including internships, traineeships, and work-based learning opportunities (DK, IE, MT, PL, PT).
- Aligning training offers with strategic priorities such as the green and digital transitions. Several PES embedded these efforts in national skills strategies or programmes funded under the Recovery and Resilience Facility (EL, ES, HR, IT, PT).
- Supporting requalification and outplacement, with PES designing programmes for workers affected by structural change or collective redundancies (BEF, CZ, SI).

These upskilling and reskilling measures illustrate how PES are evolving to meet diverse jobseeker needs and labour market demands. Additional information on individual PES is detailed in Box 5.2.

Box 5.2 Examples of upskilling and reskilling practices

Croatia

The Croatian PES implemented a voucher-based system to finance adult education, prioritising green and digital skills and support for groups in vulnerable situations. Since 2024, the scheme has expanded to include non-formal training and Croatian language courses for third-country nationals.

Denmark

The Danish PES offers the 'Right to Educational Upgrade scheme', which allows low-qualified unemployment benefit recipients over 30 to pursue vocational training in occupations facing shortages, while receiving 110% of their unemployment benefits.

Ireland

The Irish PES coordinates programmes such as the 'Work Placement Experience Programme', which combines accredited training with company mentoring, and the 'Community Employment Scheme', offering part-time work and training for disadvantaged groups.

Portugal

The Portuguese PES implements the 'PRO_MOV programme', a large-scale requalification initiative in which leading companies (e.g. Sonae, SAP and Nestlé) co-design training content, mentor candidates, and offer job placements.

Source: PES Capacity Questionnaire 2025, Part I, Q3.1b Beyond the activities mentioned in the Q3.1a, does your PES undertake any specific/innovative activities focused on upskilling (enhancing jobseekers' existing skills or teaching new skills with the aim of improving jobseekers' current job or future career

prospects) or reskilling (new cross-functional skills to transition into a different job role or widen the scope of the current role) of jobseekers?

Beyond supporting the unemployed, many PES are increasingly active in preventing unemployment and enabling job-to-job transitions. These developments reflect the broader trend highlighted in the 2025 PES Network Thematic Paper on ‘Early intervention and job-to-job transitions: the evolving role of PES’ ⁽¹⁵¹⁾, where growing numbers of PES are taking steps to develop effective solutions to prevent unemployment driven by the triple transition.

5.3. The ‘skills-based’ approach

The PES Capacity Questionnaire 2025 also explored how PES are integrating a skills-based approach, whereby skills are used to complement qualifications, work histories, and job offers. Figure 5.2 shows the distribution of PES’ role in relation to the ‘skills-based’ approach.

72% of PES (23 out of 32) ⁽¹⁵²⁾ reported that they use or partly use a skills taxonomy to categorise and assess competencies. As highlighted in the PES Thematic Paper on ‘Skills and market intelligence’ ⁽¹⁵³⁾ (2025), several PES are aligning their national taxonomies with the ESCO framework (BEV, CY, ES, LU, NL, PL). A few PES reported relying directly on the ESCO framework ⁽¹⁵⁴⁾ (EL, LV, PT, SI), while other PES continue to rely on national classification systems, such as ROME in France ⁽¹⁵⁵⁾ or the Atlas of Work and Qualifications ⁽¹⁵⁶⁾ in Italy. Denmark, for example, uses its own classification model, ESCOSTAR ⁽¹⁵⁷⁾, which is based on ESCO. Some PES are still developing or piloting their taxonomy systems (EE, ES, IE).

⁽¹⁵¹⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion and Csillag, M., Early intervention and job-to-job transitions – The evolving role of PES – Thematic paper, Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/6765689>.

⁽¹⁵²⁾ AT, BEA, BEF, BEV, CZ, DE, EE, EL, ES, FR, HR, IE, IT, LT, LU, LV, MT, NL, PT, RO, SE, SI, SK

⁽¹⁵³⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, ICF and Kriechel, B., European Network of Public Employment Services – Skills and labour market intelligence – Thematic paper, Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/9945134>.

⁽¹⁵⁴⁾ More information can be found here: <https://esco.ec.europa.eu/en>.

⁽¹⁵⁵⁾ More information can be found here: <https://www.francetravail.fr/employeur/vos-recrutements/le-rome-et-les-fiches-metiers.html>.

⁽¹⁵⁶⁾ More information can be found here: <https://atlantelavoro.inapp.org/index.php>.

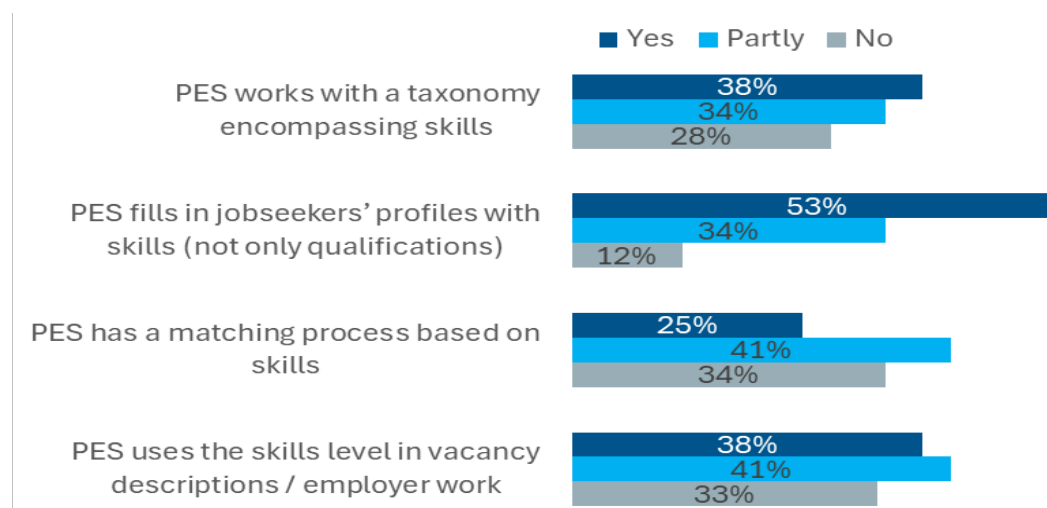
⁽¹⁵⁷⁾ More information can be found here: <https://esco.ec.europa.eu/system/files/2024-05/Esben%20Ostrup%20-%20ESCOSTAR%20presentation%20-%20240521.pdf>.

88% of PES (28 out of 32) ⁽¹⁵⁸⁾ reported that they at least partly fill in jobseekers' profiles with information on skills, and not only qualifications. However, in several PES (CY, DK, EE, HR, IE, IT, LI, LU, PL, SE), skills-based profiling still relies on counselling interviews, manual entries, or free-text descriptions, rather than being supported by structured taxonomies integrated in digital tools. For example, France uses a digital tool called the 'skills profile', which is systematically completed during jobseeker registration and supports both guidance and vacancy matching services. In parallel, the ROME classification system is being transformed to incorporate 508 macro-skills, structured across 6 areas, 33 challenges and 80 objectives. This upgrade aims to provide a comprehensive taxonomy covering all known skills in the framework.

Around two-thirds of PES (66%, 21 out of 32) ⁽¹⁵⁹⁾ reported that they have at least partially implemented a skills-based matching process. Several PES are in the process of developing or upgrading their systems (CY, ES, HR, LT, LU, NL, PL). Estonia, for instance, is developing a project called 'OSVALD', which aims to extract and match skills from the free text of CVs and vacancies, enhancing the current occupation-based matching system.

A majority of PES (78%, 25 out of 32) ⁽¹⁶⁰⁾ reported that they at least partly use skill levels when working with employers or describing job vacancies. In most cases, the use of skill levels takes the form of optional fields in vacancy forms, informal advice to employers, or unstructured references to required competences (CY, DE, IE, LU).

Figure 5.2 – Overview of PES' role in the 'Skills-based' Approach



Source: PES Capacity Questionnaire, Part I, Q3.2a What is your PES' role in the 'Skills-based' Approach?

⁽¹⁵⁸⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LI, LT, LU, LV, MT, NO, PL, PT, SE, SI, SK

⁽¹⁵⁹⁾ AT, BEA, BEF, BEV, CZ, DK, EE, EL, FI, FR, IE, IT, LI, LV, MT, PL, PT, RO, SE, SI, SK

⁽¹⁶⁰⁾ BEA, BEF, BEV, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LI, LU, LV, NO, PL, PT, RO, SI, SK

5.4. PES partners in skills

PES are rarely the sole providers of skills-related services and typically operate in cooperation with a range of partners. The answers submitted to the 2025 PES Capacity Questionnaire confirm that most PES work with a wide range of institutional partners across the skills ecosystem. Figure 5.3 shows the distribution of PES partners in relation to skills.

Employers are key partners, with 91% of PES (29 out of 32) ⁽¹⁶¹⁾ reporting active cooperation on skills. This typically involves exchanging information on labour market needs, adapting training provision, or supporting work-based learning opportunities.

Vocational education and training (VET) providers are also key partners, with 78% of PES (25 out of 32) ⁽¹⁶²⁾ reporting cooperation. In some cases, VET providers contribute to curriculum adaptation based on labour market needs (BEA, EL), and support validation or certification processes (BEA, SI).

Government ministries and other public institutions are formal partners for 75% of PES (24 out of 32) ⁽¹⁶³⁾, often playing a strategic role in shaping national employment and skills policies and/or supporting cross-ministerial coordination platforms (IE, IT, LU).

Schools and universities are reported as partners by 69% of PES (22 out of 32) ⁽¹⁶⁴⁾. These partnerships frequently focus on career guidance and supporting students in the transition from education to employment (BEF, MT, SI). In some cases, PES collaborate with higher education institutions to align training offers with labour market needs (DE, FR).

Social partners and statistical or research institutes play a more limited role. Social partners, including trade unions and employer organisations, are engaged by 66% of PES (21 out of 32) ⁽¹⁶⁵⁾, while 63% of PES (20 out of 32) ⁽¹⁶⁶⁾ reported collaboration with statistical or research institutes, typically for labour market forecasting or skills-related studies (BEA, EL, IT). Collaboration with local and regional authorities is less frequent, reported by 56% of PES (18 out of 32) ⁽¹⁶⁷⁾.

⁽¹⁶¹⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, NO, PT, RO, SE, SI, SK

⁽¹⁶²⁾ BEA, BEF, BEV, BG, DE, DK, EE, EL, ES, FI, FR, HR, IE, IS, IT, LT, LU, LV, MT, NL, NO, PT, RO, SE, SI

⁽¹⁶³⁾ AT, BEV, BG, CY, CZ, DE, DK, EE, EL, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, NO, RO, SE, SI

⁽¹⁶⁴⁾ BEF, BEV, BG, CZ, DE, DK, EE, EL, ES, FI, FR, IE, IT, LT, LU, LV, MT, NL, NO, PT, SE, SI

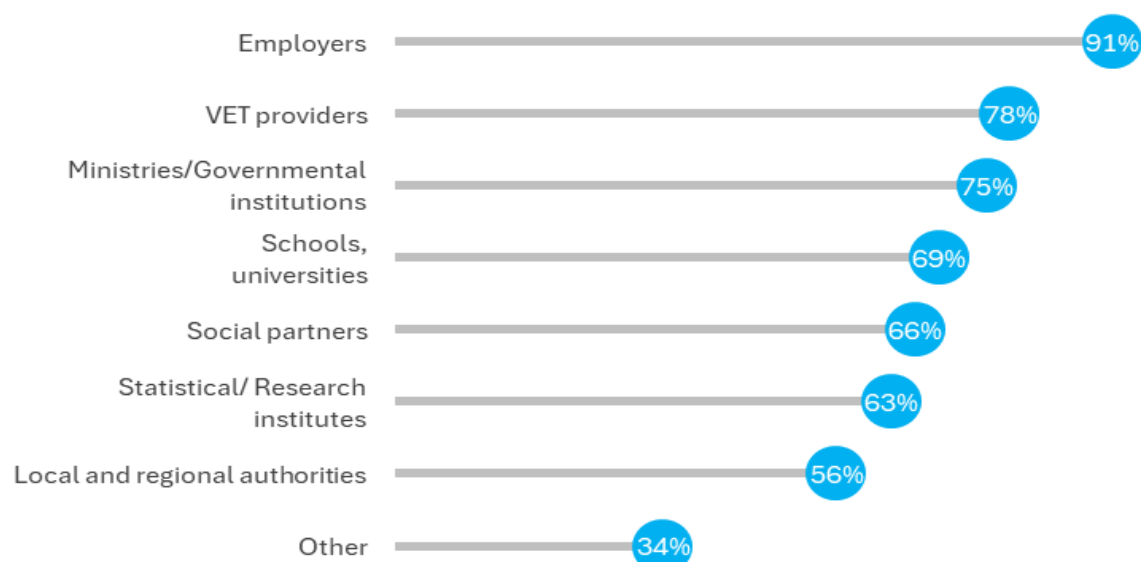
⁽¹⁶⁵⁾ AT, BEF, BEV, BG, CZ, DK, EE, EL, ES, FI, FR, HU, IT, LU, MT, NL, NO, PT, RO, SE, SI

⁽¹⁶⁶⁾ AT, BEA, BEV, BG, CZ, DE, DK, EE, EL, ES, FI, FR, IT, LT, LU, NL, NO, RO, SE, SK

⁽¹⁶⁷⁾ BEF, BEV, BG, CZ, DE, DK, EL, ES, FI, FR, HU, IT, LT, MT, NL, NO, SE, SI

These results confirm that most PES operate within broad multi-stakeholder ecosystems, and that effective delivery of skills-related services depends on strong institutional partnerships across sectors and governance levels.

Figure 5.3 – PES partners in skills



Source: PES Capacity Questionnaire, Part I, Q3.2b Who are the partners in your work on skills?

Key findings:

- Skills assessment:** Most PES remain actively involved in skills assessment (84%, 27 out of 32) and training to the unemployed (91%, 29 out of 32), while their roles in skills recognition (34%, 11 out of 32) and validation (34%, 11 out of 32) are more limited. Most PES (88%, 28 out of 32) implement upskilling and reskilling measures, combining traditional training with more targeted and flexible approaches to support diverse jobseeker needs, labour market transitions, and strategic priorities such as the green and digital transition.
- The development of a skills-based approach:** A majority of PES have started integrating a skills-based approach into profiling, vacancy descriptions and matching. However, many systems still rely on manual data entry or are at early stages of taxonomy development.
- Institutional partnerships:** Most PES operate within broad multi-stakeholder ecosystems, working closely with employers (91%, 29 out of 32), VET providers (78%, 25 out of 32), government bodies (75%, 24 out of 32) and schools and universities (69%, 22 out of 32) to design and deliver skills-related services. Cooperation with social partners (66%, 21 out of 32), research institutes (63%, 20 out of 32) and local and regional authorities (56%, 18 out of 32) is more limited.

6. PES activities to cope with labour shortages

This section explores how PES responds to labour shortages. It starts by discussing the extent to which employer services have been adapted or outreach to employers has increased as a response to labour shortages. It continues by exploring how PES systems with labour market information and intelligence are used for the identification of labour market shortages. The final sub-sections sets out how PES have developed services for jobseekers aimed at better aligning with labour market skills needs and PES dialogue with social partners and with private job portals and private employment services.

Engagement strategies with employers

In response to persistent labour and skills shortages, PES have adapted their engagement strategies with employers and jobseekers. With the sole exception of Liechtenstein, every PES reported implementing at least one of nine identified measures (see Figure 6.1 for details on the measures) to address these challenges. Six PES (BEA, CZ, ES, LT, LU, SK), have adopted all nine strategies. Between 2023 and 2025, PES across Europe made several strategic adjustments in how they support employers and jobseekers, reflecting evolving responses to a tightening labour market.

By 2025, 81% of PES (26 out of 32) ⁽¹⁶⁸⁾ reported increased outreach to employers with the aim of placing disadvantaged groups, up from 68% (21 out of 31) in 2023. This highlights a growing commitment to inclusive recruitment and tapping into underrepresented pools of talent to fill vacancies. 69% (22 out of 32) ⁽¹⁶⁹⁾ of PES in 2025 collaborated with employers to refine the content of job vacancies (for example, revising job requirements or language in postings).

Employer services

Two-thirds of PES (66%, 21 out of 32) ⁽¹⁷⁰⁾ offered enhanced or additional services to employers in 2025 (such as on-the-job training programmes or upskilling initiatives to help employers develop workers' skills in-house), which is a drop from 81% (25 out of 31) in 2023. This decline may indicate that after initial expansion in 2023, fewer PES needed to further increase these services, or they are shifting focus from bespoke employer training support to broader, systemic interventions.

⁽¹⁶⁸⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DK, ES, FI, FR, HR, IE, IS, IT, LT, LU, LV, MT, NL, NO, PL, PT, SE, SI, SK

⁽¹⁶⁹⁾ AT, BEA, BEF, BEV, BG, CY, CZ, EE, EL, ES, FR, HR, HU, IT, LT, LU, LV, NL, PT, RO, SI, SK

⁽¹⁷⁰⁾ BEA, BEF, BEV, BG, CZ, DE, EE, ES, FI, HR, IE, IT, LT, LU, LV, MT, PT, RO, SE, SI, SK

Jobseeker services

Around two-thirds of PES (69%, 22 out of 32) ⁽¹⁷¹⁾ in 2025 developed new or improved services for jobseekers aimed at aligning their skills with labour market needs, up from 61% (19 out of 31) in 2023. This modest rise includes efforts like targeted training courses, career guidance, skills profiling, and qualification recognition programs. It shows an increasing emphasis on closing skill gaps – ensuring that jobseekers acquire the competencies that are in high demand by employers (e.g. digital skills, green skills, sector-specific qualifications).

Labour market information systems

Improvements were also noted in labour market information systems, with 63% of PES (20 out of 32) ⁽¹⁷²⁾ reporting enhancements in 2025. Many PES have invested in digital platforms, AI-driven analytics and employer surveys to gather real-time labour market insights. Improved information systems help PES and employers identify skill shortages and emerging trends more quickly, enabling more responsive services (such as forecasting future labour demand or guiding education and training provision).

Cooperation with private job portals and employment services

Cooperation with private job portals and employment services has expanded (see also the recent publication from the PES Network ‘PES partnership with private employment services – State of play and trends’ ⁽¹⁷³⁾). In 2025, 53% of PES (17 out of 32) ⁽¹⁷⁴⁾ reported new forms of collaboration with private employment services. These public–private partnerships include measures like sharing job vacancies or outsourcing certain services. The increase indicates that PES are leveraging private sector job platforms to collect more vacancies and for matching, access niche markets or hard-to-reach candidates and complement their own services with private sector expertise.

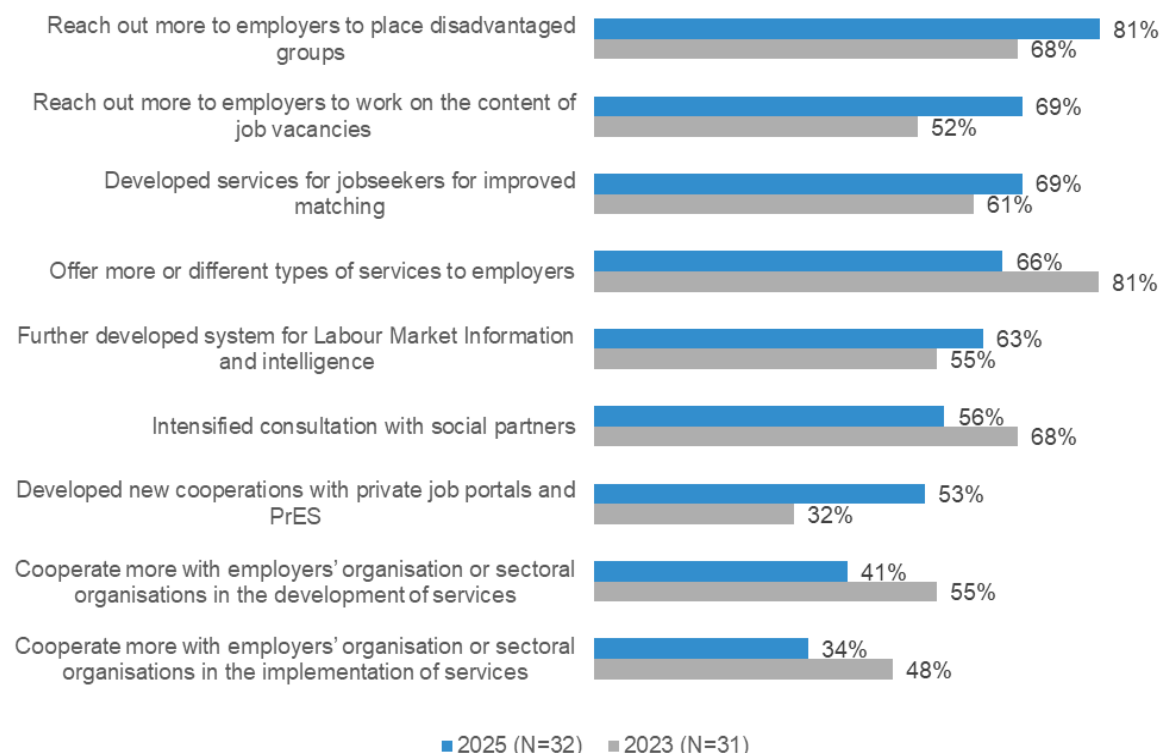
⁽¹⁷¹⁾ AT, BEA, BEF, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, PL, PT, SI, SK

⁽¹⁷²⁾ BEA, BEF, BEV, BG, CZ, DK, EE, EL, ES, FI, FR, HU, IE, IT, LT, LU, MT, RO, SI, SK

⁽¹⁷³⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion and Peromingo, M., PES partnership with private employment services – State of play and trends – Survey report, Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/4205785>.

⁽¹⁷⁴⁾ BEA, BEF, BEV, BG, CZ, DK, EE, ES, FI, FR, HU, IE, IT, LT, LU, PL, SK

Figure 6.1 – Overview of employer-oriented services developed by PES in response to labour and skills shortages



Source: PES Capacity Questionnaire 2023 and 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area

Note: The percentages for this figure add up to more than 100% because PES activities can fall to more than one category

6.1. Enhanced employer outreach and service offer

In 2025, 78% (25 out of 32) ⁽¹⁷⁵⁾ of responding PES reported intensified outreach to employers with the specific aim of placing disadvantaged groups in sectors experiencing labour shortages.

Employer outreach strategies include face-to-face vacancy management for employers open to inclusive recruitment (BEF), and efforts by counsellors to encourage employers to lower initial skill requirements (BEV, DE). Structured employer engagement is also evident through planned employer visits and job fairs (ES, SI, SK). Other approaches include agreements that reward companies for hiring disadvantaged jobseekers with social responsibility labels (LU) and showing that jobseekers are an asset to a company and there are supports and incentives in place to employ them which is a benefit to employers (IE).

⁽¹⁷⁵⁾ AT, BEA, BEF, BEV, CY, CZ, DK, ES, FI, FR, HR, IE, IS, IT, LT, LU, LV, MT, NL, NO, PL, PT, SE, SI and SK

Beyond long-term unemployed, there is growing attention to NEETs, people with disabilities, and third-country nationals. Few PES focus on specific sectors experiencing labour shortages, for example, tourism (IS), food industry, services, construction and agricultural sectors (LT).

Box 6.1 Examples of employer outreach to support people in vulnerable situation

Luxembourg

In Luxembourg, PES signs bilateral partnership agreements with companies that commit to hiring a specified percentage of jobseekers in disadvantaged situations. In return, these companies are awarded a label that recognises their social responsibility.

Ireland

The Employment and Youth Engagement Charter in Ireland ⁽¹⁷⁶⁾ offers employers a meaningful opportunity to positively impact the lives of young jobseekers and NEETs by supporting their journey towards employment. To assist individuals who are more distanced from the labour market, employers are encouraged to provide opportunities that help jobseekers explore the world of work, develop new skills, and gain practical experience. The Charter leverages the commitment and capacity of employers to act as champions for change.

Spain

Intermediation, placement, and business advisory services are part of the National Employment System. Activities aim to identify job opportunities, especially in high-growth sectors, using tools like labour market analysis, employment forecasts, and administrative data. PES use this information to target companies, particularly for roles suited to people in vulnerable situations. Activities are planned and tailored – whether in-person or online – to understand employer needs, define job profiles, and support job matching. Follow-ups are encouraged if initial outreach does not yield job offers.

Source: PES Capacity Questionnaire 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area. If yes, please describe in more detail.

A majority of PES (69%, 22 out of 32) ⁽¹⁷⁷⁾ reported that they are increasingly engaging with employers to improve the content of job vacancies. Several have introduced new tools (BEV, BEF), are updating existing forms and tools (DK, SI), and are supporting employers in drafting more effective and inclusive job postings (BEA, ES, EE, IT, LT).

⁽¹⁷⁶⁾ More information can be found here: <https://www.neh.gov.ie/business-supports/employment-and-youth-engagement-charter>

⁽¹⁷⁷⁾ AT, BEA, BEF, BEV, BG, CY, CZ, EE, EL, ES, FR, HR, HU, IT, LT, LU, LV, NL, PT, RO, SI, SK

Box 6.2 Examples of engagement with employers to shape job vacancy content

Belgium Actiris

Actiris integrated a new recruitment management tool into 'My Actiris' ⁽¹⁷⁸⁾, which is also accessible to employers. The tool centralises pre-selection and application management in one platform. New features include: a unified space for matching profiles to vacancies, candidate monitoring, appointment scheduling with candidate employees, automatic interview recording, and forwarding shortlisted candidate applications with interview reports to employers. Enhancements to the 'My Actiris' job offer encoding tool have improved offer quality and alignment with candidate employees files by reducing optional fields and encouraging completeness.

Denmark

Denmark is modernising all PES user-facing platforms. JobAG (job site for employers) site has been redesigned to encourage greater employer use, by making it easier for companies to conduct CV searches, create job ads and more.

Slovenia

The Slovenian PES is promoting richer job vacancy content. In 2025 PES will start collecting more detailed vacancy information, including job offer specifics, required skills, and green job indicators with the aim to support employers in attracting the right employees.

Source: PES Capacity Questionnaire 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area. If yes, please describe in more detail.

Two-thirds (66%, 21 out of 32) ⁽¹⁷⁹⁾ of responding PES reported offering more or different types of services to employers to address labour and skills shortages.

For example, PES have introduced or expanded on-the-job training schemes to bridge skills gaps and support recruitment into shortage occupations. These include structured placements, apprenticeships, and vocational training contracts. Also, PES provide workplace-based learning or apprenticeships, often co-funded or incentivised (FI, IE, HR, LT, MT, RO). The German PES supports in-employment upskilling through certified training for sectors undergoing transformation.

⁽¹⁷⁸⁾ More information can be found here: https://identity.actiris.brussels/login?ReturnUrl=%2Fconnect%2Fauthorize%2Fcallback%3Frequest_uri%3Durn%253Aietf%253Aparams%253Aoauth%253Arequest_uri%253A615937A4DCF4DC237B9D3FCDF7B51E6CB188131ED89A3F2D32393ED6F4F2E723%26client_id%3Dmy-actiris-citizen.

⁽¹⁷⁹⁾ BEA, BEF, BEV, BG, CZ, DE, EE, ES, FI, HR, IE, IT, LT, LU, LV, MT, PT, RO, SE, SI, SK

Several PES have strengthened their employer engagement by offering bespoke services, including vacancy-specific training, candidate matching, and advisory support (BEF, BEV, ES, SI, SK).

Some PES have developed partnerships with training providers, sectoral bodies, or foundations to co-design training and support inclusive employment. The Maltese PES collaborates with a foundation to implement job carving for persons with disabilities ⁽¹⁸⁰⁾. The Portuguese PES partners with countries of origin, employers and government bodies to support recruitment of third-country nationals. PES Luxembourg facilitates training for groups of small companies in the same sector.

Box 6.3 Example of types of services to employers

Belgium Actiris (Brussels region)

Belgium Actiris supports jobseekers not only in finding employment but also in developing the skills employers need. This is achieved through: Training partnerships: Courses are offered in collaboration with Bruxelles Formation ⁽¹⁸¹⁾, guided by annual labour market analysis to align with in-demand skills.

- A Stage First programme: Aimed at jobseekers under 30, this provides 3 to 6 months full-time work placements to gain initial experience and practical skills.
- Together with Belgium VDAB: In-company training and individual educational training (IBO) ⁽¹⁸²⁾: Includes vocational training schemes and the IBO to prepare candidates for specific roles.
- First Employment Agreements (CPE) ⁽¹⁸³⁾: A 12-month employment plan combining work and training to help young workers gain experience in high-demand roles.
- Vouchers: For Dutch, French, or English language improvement, for acquiring essential computer skills and for new Brussels-based employees or self-employed individuals to receive role-specific training within their first six months.

Source: PES Capacity Questionnaire 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area. If yes, please describe in more detail.

⁽¹⁸⁰⁾ More information on job carving can be found here: European Commission: Directorate-General for Employment, Social Affairs and Inclusion, Job carving and job crafting – A review of practices, Publications Office, 2019, <https://data.europa.eu/doi/10.2767/95966>.

⁽¹⁸¹⁾ More information can be found here: <https://www.bruxellesformation.brussels/>.

⁽¹⁸²⁾ More information can be found here: <https://www.vdab.be/ibo>.

⁽¹⁸³⁾ More information can be found here: https://emploi.belgique.be/fr/themes/emploi-et-marche-du-travail/mesures-demploi/regime-des-premiers-emplois-plan-ro-setta/la#toc_heading_2.

6.2. Advancing PES systems with labour market information and intelligence

PES are increasingly using short-term and medium and longer-term labour market forecasting and labour market intelligence, through a variety of tools. This helps PES to identify, for example, what sectors experience labour shortages and they can then use this information to provide more informed guidance and support to jobseekers. Several PES (63%, 20 out of 32) ⁽¹⁸⁴⁾ have adopted innovative approaches to labour market information and intelligence systems, which can be grouped into the following clusters:

- **Digital platforms and AI-enhanced tools:** Several PES have invested in digital infrastructure to improve labour market data accessibility and forecasting. Belgium Actiris launched the Panorama ⁽¹⁸⁵⁾ and ViewStat ⁽¹⁸⁶⁾ platforms for interactive labour market statistics, while Spain's SEPE has developed the Hipatia platform as a meeting place for experts related to employment and training for employment while it begins to integrate AI into its PES information system ⁽¹⁸⁷⁾.
- **Structured employer engagement through surveys and consultations:** PES in Lithuania conduct annual employer surveys to inform training priorities, while Belgium Forem is piloting a large-scale employer needs survey alongside its regular consultations with sectoral training funds. Belgium VDAB is gradually expanding its network of employer organisation contacts to refine shortage occupation lists.
- **Collaborative and decentralised intelligence structures:** Slovenia's Labour Market Platform ⁽¹⁸⁸⁾ integrates forecasting of labour market needs into educational programmes and is supported by 12 regional and one central council of partners. PES Luxembourg complements this with regular sectoral workshops involving business federations and companies to gather real-time intelligence.

⁽¹⁸⁴⁾ BEA, BEF, BEV, BG, CZ, DK, EE, EL, ES, FI, FR, HU, IE, IT, LT, LU, MT, RO, SI, SK

⁽¹⁸⁵⁾ <https://panorama.actiris.brussels/fr/accueil/>

⁽¹⁸⁶⁾ <https://viewstat.actiris.brussels/>

⁽¹⁸⁷⁾ <https://www.sepe.es/HomeSepe/que-es-observatorio/Hipatia.html>

⁽¹⁸⁸⁾ More information can be found here: <https://www.ess.gov.si/en/partners/development-projects/labour-market-platform>

Box 6.4 Example of new labour market information and intelligence

Slovenia

The Labour Market Platform, launched by the Ministry of Labour, Family, Social Affairs and Equal Opportunities in Slovenia in partnership with the PES, aims to build a system for forecasting labour market needs, identifying supply-demand gaps, and integrating relevant competencies into education. The goal is to reduce mismatches and boost Slovenia's economic competitiveness.

As part of the initiative, PES created 12 regional and one central council of partners to interpret macro-level labour data and anticipate trends. Labour market information is now more accessible to PES staff, supporting its practical use in daily operations.

Source: PES Capacity Questionnaire 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area. If yes, please describe in more detail.

6.3. Tailored services for jobseekers

PES have increasingly been trying to offer tailored solutions to help jobseekers find the right employment. In 2025, 69% (22 out of 32) ⁽¹⁸⁹⁾ of responding PES reported having developed services for jobseekers aimed at better aligning with labour market skills needs. These services span digital innovation, personalised guidance, employer-driven training, and skills forecasting.

Several PES have invested in digital infrastructure to enhance job matching and skills profiling. The Cypriot PES has introduced an online platform that enables self-matching and provides remote counselling. The Austrian and Slovenian PES have upgraded their job-matching tools to incorporate skills-based criteria, improving the precision of candidate-employer alignment. Previously mentioned, the MyActiris platform centralises jobseeker data and automates the matching process with job offers in the Brussels Region in Belgium. The German PES has introduced MeinNow ⁽¹⁹⁰⁾, a national portal for vocational training that integrates access to funding and counselling services.

Forward-looking approaches to training provision are also gaining traction. The Estonian PES has implemented a model that combines employer-demand-based training, a training card system to support individual choice, and systematic use of skills forecasting. The Finnish and Slovakian PES focus their training efforts on sectors experiencing the highest labour demand. The German PES has embedded employer needs into training pathways and progression planning. Meanwhile, other PES (EE, EL and HR) offer

⁽¹⁸⁹⁾ AT, BEA, BEF, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, PL, PT, SI, SK

⁽¹⁹⁰⁾ More information can be found here: <https://mein-now.de/>.

programmes that specifically target green and digital competencies, reflecting evolving labour market priorities.

Personalised employment pathways have emerged as a recurring theme across several PES. The Spanish PES has institutionalised a comprehensive framework under a law adopted in 2024, which includes individualised diagnostics, pathway design, and progress tracking. The Irish PES combines digital and face-to-face support, with personal progression plans guiding jobseekers through tailored interventions. The Lithuanian PES differentiates its services based on employability assessments, referring highly qualified candidates to specialist recruiters for more targeted support.

Some PES have introduced targeted measures for specific groups. The Portuguese PES has developed the Integrar Programme ⁽¹⁹¹⁾ to support third-country nationals. The Romanian PES offers subsidies for apprenticeships and internships aimed at youth and students under 30 years old. The Maltese PES continues its outreach to tertiary institutions and actively uses social media platforms to attract jobseekers.

Box 6.5 Examples of developed services for jobseekers for improved labour market integration

Estonia

Targeted skills development services have been introduced to better align with labour market needs, including: labour market training based on employer demand and occupational forecasts; employer-specific training grants to support recruitment through customised training; a training card system allowing jobseekers and employees to select relevant courses from a curated list; digital and green skills programmes aligned with future trends; and systematic use of skills forecasting to prioritise training content.

Romania

In Romania, jobseekers can access on-the-job training via apprenticeship programmes. Higher education graduates may enhance their skills through six-month professional internships. Employers offering apprenticeships or internships receive subsidies for the programme duration. To promote student employment during school holidays, employers are also eligible for subsidies covering 50% of the social reference indicator, for up to 60 days per year.

Source: PES Capacity Questionnaire 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area. If yes, please describe in more detail

Many PES have adopted targeted or mainstreamed approaches to support people in vulnerable situations:

- **Persons with disabilities** ⁽¹⁹²⁾: training (IS, IT, LV, MT), employment incentives and integration subsidies (DE, IE, RO), counselling and

⁽¹⁹¹⁾ More information can be found here: <https://www.iefp.pt/programa-integrar>.

⁽¹⁹²⁾ BEA, CY, CZ, DE, EL, ES, FR, IE, IS, IT, LT, LV, MT, PL, RO

mentoring (CY, MT), cooperation with employers (ES, IT), job carving (MT), quota system in public sector to employ people with disabilities (LT), workplace adaptation (LV), dedicated support services for those in psychological distress (BEA), targeted support for people with mental health issues (IE).

- **Long-term unemployed** ⁽¹⁹³⁾: specialised teams or reorganised services to provide tailored support (BEA, ES, FI, IE), subsidised employment or financial incentives to employers hiring LTU (BEF, EL, MT, RO), training programmes (CZ, ES, FI, HR, IT), community employment and local area services (IE).
- **Older workers** ⁽¹⁹⁴⁾: financial incentives to encourage the hiring and retention of older workers (BEF, BEV, DE, EL, ES, RO), tailored counselling and integration services (BEA, DE, EE, IT), training programmes aimed at improving employability, particularly in digital and vocational skills (CZ, IT, PL).
- **Youth** ⁽¹⁹⁵⁾: counselling and low-threshold services (CY, DE, IE, IT, MT), employer incentive schemes and subsidised employment (BEF, CY, IE, MT, RO), training programmes tailored to youth, often with a focus on digital skills and labour market relevance (BEV, IT, PL), social integration and community-based work (IE, IS, MT), connection between education and employment, including early outreach and vocational orientation (DE, ES, MT).
- **Individuals with low (digital) skills** ⁽¹⁹⁶⁾: foundational digital skills training (AT, BEF, BEV, CY, EE, PL), more advanced or sector-specific digital training programmes, often in collaboration with industry (BEV, ES), certification schemes (BEV, BG), voucher schemes for digital skills (BG), raising awareness among trainees in the sectors of construction, industry, logistics and transport, mainly by showing the impact of digital technology on their occupations and developing their skills in this area in a practical way (BEV).
- **Ethnic minorities (Roma community)** ⁽¹⁹⁷⁾: customised programmes that combine training, guidance, and support, in addition to working with companies to facilitate job placement and combat discrimination.
- **Other target groups**: women (equality and diversity plan to tackle gender stereotypes (BEV), support for women survivors of gender-based violence (EL), support for lone parents, many of whom are women (IE), people with language barriers (AT, BEF, EE), people with low educational attainment - support for individuals with illiteracy (BEA),

⁽¹⁹³⁾ BEA, BEV, CZ, DK, EL, ES, FI, FR, HR, IE, IT, PL, RO, SE

⁽¹⁹⁴⁾ BEA, BEV, CZ, DE, EE, EL, ES, IT, PL, RO

⁽¹⁹⁵⁾ BEV, CY, DE, ES, IE, IS, IT, PL, RO, SI

⁽¹⁹⁶⁾ AT, BEF, BEV, BG, CY, EE, ES, LT, SI

⁽¹⁹⁷⁾ ES, IE, SI

targeted employment programmes for those with very low educational attainment (EL), ex-offenders (BEA, EL, IE), people experiencing homelessness (EL, IE), rehabilitated former drug users (EL), people in rural or disadvantaged areas (FR).

Box 6.6 Examples of targeted approaches to support people in vulnerable situation

Spain

PES promotes the inclusion of people with disabilities through targeted initiatives such as dedicated job boards. A recent example is the launch of over 300 permanent job offers for people with disabilities across the country, offering competitive salaries. PES has strengthened the subsidy for individuals over 52. It is now granted for an indefinite period – until the person finds employment or retires – and can also be received during the first six months of employment. For long-term unemployed, the Spanish PES has strengthened personalised job placement pathways, which include guidance, occupational and professional training, support, and job prospecting. These programmes, such as the Acceder programme for the Roma population ⁽¹⁹⁸⁾, have proven effective in increasing employability and sustainable job placement.

Belgium Forem

The Impulsion 55+ scheme ⁽¹⁹⁹⁾ enables private sector employers to benefit from reduced employer social security contributions when recruiting jobseekers aged 55 and over, and to support their continued employment. In 2025, the PES will adopt an Equality and Diversity Plan aimed at raising awareness among companies and encouraging the adoption of inclusive internal policies - particularly in addressing gender stereotypes in male-dominated sectors. A key initiative within the plan will involve the development of pilot projects to increase the representation of women across all STEAM (science, technology, engineering, arts, and mathematics) occupations.

Greece

The Targeted Employment Programme for Groups in Vulnerable Situations Facing Significant Barriers to Labour Market (Re-)Integration subsidises the creation of 10 000 new jobs in the private sector. It targets victims of abuse, unemployed mothers returning to work after childcare-related absences, the long-term unemployed (for more than 24 months), individuals aged 55 and over, former convicts, rehabilitated former drug users, persons with disabilities, and individuals with very low levels of educational attainment.

Source: PES Capacity Questionnaire 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area. If yes, please describe in more detail.

⁽¹⁹⁸⁾ More information can be found here: <https://www.cedefop.europa.eu/en/tools/neets/re-sources/acceder-programme-employment-roma>

⁽¹⁹⁹⁾ More information can be found here: <https://aide-sociale.be/aide-impulsion-55-wallonie/>

In response to persistent labour and skills shortages, PES across Europe have increasingly prioritised the integration of third-country nationals into national labour markets. The Bulgarian PES for example grants work permits to third-country nationals based on employer demand, ensuring equal labour rights. In Cyprus, employers must advertise vacancies and carry out a labour market test before hiring third-country nationals. The Slovak PES allows the employment of third-country nationals without a labour market test for roles identified as being in shortage. PES Estonia cooperates with the police and border guard to exchange information about the services related to work permit for the employment of a foreigner.

While approaches vary by country, common themes include:

- **Tailored integration pathways** (BEF, BEV, MT, SI): PES offer integration pathways that include profiling, job matching, tailored referrals to training and work exposure schemes, and intercultural mediation.
- **Language acquisition, vocational upskilling and qualification recognition** (CZ, FI, IT, PT): some PES offer sector-specific training that combines vocational and language components.
- **Employment matching (LU) and job placement** (DE, MT): JOB-Turbo programme in Germany ⁽²⁰⁰⁾ accelerates placement into relevant sectors while supporting professional recognition. Italy signed a bilateral agreement with Tunisia to provide vocational and language training before migration, ensuring better job matching.
- **Employer engagement and incentives** (FI, SI): The Slovenian PES provides employers with tailored information and support during the initial employment period.

Box 6.7 Examples of adopted approaches for candidates from third countries

Italy

In 2024, Italy signed a bilateral protocol with Tunisia to facilitate the regular entry of up to 12 000 workers over three years. The agreement includes pre-departure training in Tunisia and coordinated placement support in Italy, aligning migration with sectoral labour needs and enhancing integration outcomes.

Germany

In October 2023, Germany launched the JOB-Turbo programme ⁽²⁰¹⁾ to accelerate the labour market integration of third-country nationals, particularly

⁽²⁰⁰⁾ More information can be found here: <https://www.bmas.de/DE/Arbeit/Migration-und-Arbeit/Flucht-und-Aysl/Turbo-zur-Arbeitsmarktintegration-von-Gefluechteten/Informationen-Englisch/Informationen-fuer-Gefluechtete-EN/informationen-fuer-gefluechtete-en-art.html>

⁽²⁰¹⁾ More information can be found here: <https://www.bmas.de/DE/Arbeit/Migration-und-Arbeit/Flucht-und-Aysl/Turbo-zur-Arbeitsmarktintegration-von-Gefluechteten/Informationen-Englisch/Informationen-fuer-Gefluechtete-EN/informationen-fuer-gefluechtete-en-art.html>

refugees and individuals from priority countries, such as Ukraine. Administered by the Federal Employment Agency in collaboration with the Federal Government's Special Representative for Refugee Integration, the initiative identifies eligible candidates upon completion of their integration courses and swiftly connects them with employment opportunities in sectors aligned with their previous experience. The programme also provides continued support post-placement, including assistance with professional recognition and personal challenges, to ensure long-term integration as skilled workers.

Slovenia

PES provides a comprehensive and tailored integration framework for third-country nationals, particularly those with international protection status. This includes personalised counselling adapted to individual needs, with a strong emphasis on intercultural competencies and the role of social mediators. Language acquisition and system orientation are prioritised, alongside employer engagement to ensure awareness of integration considerations. The PES also offers a six-month on-the-job training programme with mentorship and workplace-specific glossaries. For those lacking work experience or Slovene language skills, group workshops focus on initial integration, labour market familiarisation, and job search techniques.

Lithuania

To promote return migration, the Lithuanian PES partners with organisations such as Global Lithuanian Leaders ⁽²⁰²⁾ and Lithuanian diaspora networks. These initiatives aim to connect highly qualified Lithuanians living abroad with employment opportunities in the local labour market, particularly in sectors experiencing talent shortages.

Source: PES Capacity Questionnaire 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area. If yes, please describe in more detail.

6.4. Dialogue with other partners

Social partners

Cooperation with social partners spans four key dimensions: consultation, service development, implementation, and other strategic partnerships. The intensity and structure of collaboration vary.

Over half of PES (56%, 18 out of 32) ⁽²⁰³⁾ reported intensified consultations with employers' organisations and trade unions. These consultations focus on identifying upskilling needs, digital skills development, and migration-related challenges. Structured platforms such as regional councils (SI), local labour

⁽²⁰²⁾ More information can be found here: <https://lithuanianleaders.org/>.

⁽²⁰³⁾ AT, BEA, BEV, BG, CY, CZ, EE, ES, FI, FR, IE, IT, LT, LU, PL, PT, SI, SK

market tripartite committees (CY), and advisory bodies (IE) facilitate ongoing dialogue.

41% (13 out of 32) ⁽²⁰⁴⁾ of PES indicated increased cooperation with employers organisations in service development. This includes joint planning of training programmes (LU) and sectoral action plans (BEV). PES such as Estonia and Spain anchor collaborative service design in legislation and sectoral intelligence, respectively. Malta's feedback-driven model tailors training to employer-identified gaps, such as bespoke language and environmental, social governance culture courses.

Around one third of PES (34%, 11 out of 32) ⁽²⁰⁵⁾ reported deeper cooperation with employer organisations in service delivery. Practices include co-hosted job fairs (BEA, LT), joint training delivery (LU), and employer-informed service frameworks (EE).

Private job portals and private employment services

Over half of the responding PES (53%, 17 out of 32) ⁽²⁰⁶⁾ reported developing new forms of cooperation with private job portals and private employment services. This corresponds to the recent PES Network publication on PES partnerships with private employment services (2025), which shows that PES are increasingly collaborating with partners, PrES and third-sector providers (private, non-profit organisations), to enhance the effectiveness and efficiency of employment services and provide more holistic services on the labour market ⁽²⁰⁷⁾.

Several PES have implemented or expanded technical solutions to facilitate large-scale vacancy sharing with private partners (BEF, BEV, BEA, DK, EE, ES). These include APIs, metasearch engines, and automated data flows.

Some PES have formalised cooperation through legal instruments (ES) or strategic agreements (LU, SI). A few countries have restructured their service delivery models to embed private actors (IE) or are exploring this option (IT).

Some PES are leveraging private partnerships for data insights or to target specific groups. For example, Danish Skills Tool is supported by historical data from private job portal. The Hungarian PES has focused its cooperation on services for third-country nationals.

⁽²⁰⁴⁾ BEA, BEF, CZ, DE, EE, EL, ES, FR, LT, LU, MT, SI, SK

⁽²⁰⁵⁾ BEA, BG, CZ, EE, ES, FR, LT, LU, PT, SI, SK

⁽²⁰⁶⁾ BEA, BEF, BEV, BG, CZ, DK, EE, ES, FI, FR, HU, IE, IT, LT, LU, PL, SK

⁽²⁰⁷⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, European Network of Public Employment Services – PES network stakeholder conference 'Rethinking support for those furthest from the labour market' – 5 November 2024 – Synthesis paper, Publications Office of the European Union, 2025, <https://data.europa.eu/doi/10.2767/6838031>.

Box 6.8 Examples of enhanced cooperation with private employment services

Ireland

Following a procurement process, a new National Employment Service (NES) ⁽²⁰⁸⁾ and a new Local Area Employment Service (LAES) ⁽²⁰⁹⁾ were formed in 2022. These new employment services were designed with the customer at the heart of the service design. A distinctive client journey has been embedded into the employment services process, whereby jobseekers, after engaging with Intreo in the first 12 months, are referred firstly to the Intreo Partner National Employment Service (NES) and after 24 months, to the Intreo Partner Local Area Employment Service (LAES). In this way, Intreo Partners will build on the supports provided to the jobseeker by Intreo and the jobseeker is referred to the most appropriate service at each point in time on their job seeking journey.

EmployAbility Services are a contracted service provider working on behalf of PES as an Intreo (PES) Partner. They provide a specialist employment service for people with disabilities. Intreo PES Employment Personal Advisors can refer individuals to the service if the person is job ready and they both agree the individual would benefit from the employability service, which includes job coaching support and in-employment support. EmployAbility Services also provide a recruitment and job matching service for employers. A procurement process was undertaken in 2023 for a new EmployAbility service. This process is now complete and all new EmployAbility contracts commenced on 1 April 2024.

Source: PES Capacity Questionnaire 2025, Part I, Labour and skills shortages have impacted the relationship with employers. Please indicate any specific services PES have developed vis-à-vis employers in this area. If yes, please describe in more detail.

⁽²⁰⁸⁾ More information can be found here: <https://seetec.ie/nas/>.

⁽²⁰⁹⁾ More information can be found here: <https://seetec.ie/laes/>.

Key findings:

- **New employer-focused services introduced:** all responding PES (except Liechtenstein) introduced at least one new employer-focused service to combat labour and skills shortages, and six PES implemented all nine identified strategies.
- **Increased outreach to employers:** PES have intensified outreach to employers and co-created job postings to widen talent pools, while traditional social partner engagement has diminished as PES pivot toward direct employer interaction.
- **Labour shortages priority for many PES:** overall, the trends between 2023 and 2025 show that PES have responded dynamically to labour shortages: intensifying efforts to engage employers, inactive jobseekers and those in vulnerable situations, innovating in service delivery and information use, and recalibrating partnerships, including cooperation with private employment services.

7. In the spotlight: Youth Guarantee

As a result of the Council Recommendation on the reinforced Youth Guarantee (YG) (2020) ⁽²¹⁰⁾ EU Member States are committed to creating national programmes aimed at supporting young people (under 30 years of age) to receive job, continued education, traineeship, or apprenticeship offers within four months of becoming unemployed or leaving education and training. The Council Recommendation has a specific focus on better supporting groups in vulnerable situations such as NEETs (not in employment, education or training), young women, and young people with disabilities.

The reinforced YG is implemented at national, regional and local level, around four distinct phases:

- **Mapping** - identifying target groups, available services, skills needs and young people at risk of becoming a NEET.
- **Outreach** - targeted information campaigns among young people and reaching out to NEETs.
- **Preparation** - better profiling to match needs and responses, counselling and guidance, and improving digital and other important skills.
- **Offer** - employment incentives, quality and equity, and post-placement support.

The role of PES in the delivery is explicitly referred to in the Council Recommendation, particularly in the field of the registration of young individuals as NEETs, provision of counselling services, follow-up and post-placement support, as well as the monitoring and evaluation of YG schemes. PES are furthermore expected to be involved in raising awareness and disseminating results and best practice examples among Member States.

This section summarises the insights collected in the second part of the PES Capacity 2025 Questionnaire, monitoring PES support of the reinforced YG. The findings are derived from responses provided by 31 PES ⁽²¹¹⁾. The findings

⁽²¹⁰⁾ Council Recommendation of 30 October 2020 on A Bridge to Jobs – Reinforcing the Youth Guarantee and replacing the Council Recommendation of 22 April 2013 on establishing a Youth Guarantee 2020/C 372/01, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.C_.2020.372.01.0001.01.ENG.

⁽²¹¹⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LI, LT, LU, LV, MT, NL, NO, PL, PT, RO, SE, SI, SK. Iceland did not submit this Questionnaire as it is not involved in the reinforced YG. Norway and Liechtenstein did respond to the survey, as, although not part of the reinforced YG, Norway does have an own version of the reinforced YG and Liechtenstein responded where it has own policies, which is why their responses have been included in the findings.

of this second part of the PES Capacity 2025 Questionnaire served as input into the related EMCO Multilateral Surveillance Review ⁽²¹²⁾.

The section sets out the PES mandate and main areas of responsibility in supporting the delivery of the reinforced YG, PES views on labour market challenges for youth, the types of support provided and involvement of PES in monitoring and evaluation of the reinforced YG services.

7.1. PES mandate and main areas of responsibility

Similar to the findings in the 2023 PES Capacity Report, 87% (27 out of 31) ⁽²¹³⁾ of PES are involved in the coordination and management of the reinforced YG (in 2023, 26 PES reported to be involved). In 2021, just over half of the PES (53%, 16 out of 30) had responsibilities for overall coordination and management of the YG scheme ⁽²¹⁴⁾.

An equal number of PES reported to be involved in coordination of institutional national policies impacting on the labour market integration on youth (27 out of 31, 87%) ⁽²¹⁵⁾, which is one up in comparison to 26 reported in the 2023 Report. In terms of the more specific aspects of implementation, a similar pattern as in 2023 can also be detected, with many PES having either sole responsibility and in some cases jointly with other partners, as set out in Table 7.1 and corresponding Figure 7.1.

⁽²¹²⁾ The previous EMCO Multilateral Surveillance Review on the reinforced Youth Guarantee was in 2023, when the 'Trends in PES: Assessment Report on PES Capacity' (2023) also included a section about the YG. This explains why, where comparable data is available, comparisons to the 2023 data included in this report, are made.

⁽²¹³⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, MT, NO, PL, PT, RO, SE, SI, SK

⁽²¹⁴⁾ ICON Institute (2021). European Network of Public Employment Services: 2021 PES Capacity Questionnaire Part II: Monitoring of PES support of the reinforced Youth Guarantee, European Commission. The Youth Guarantee was not covered in focus in the 2022 PES Capacity Report.

⁽²¹⁵⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, MT, NO, PL, PT, RO, SE, SI, SK

Table 7.1 – Main areas of PES responsibilities in the implementation of the reinforced YG

(a full table specifying which PES in 2025 are having responsibilities in each field can be found in Annex 2).

Implementation Phase	Mapping		Outreach		Preparation						Offer				
	Identifying target groups, available services and skills needs	Tracking and early warning system	Raising awareness and targeted communication on reinforced YG	Out-reach to groups in vulnerable situations	Register young people	Using profiling tools to tailor individual action plans	Performing, counselling, guidance, mentoring	Enhancing digital skills with preparatory training	Assessing, improving, and validating other important skills	Offering employment and start-up incentives	Aligning offer with existing standards to ensure quality and equity	Following-up with all young people who received YG support (post-placement support and implementation feedback)	Mobilisation and partnerships	Data collection and monitoring of YG schemes	Management of the EU funds
PES involvement 2025	90% (28 out of 31)	74% (23 out of 31)	87% (27 out of 31)	87% (27 out of 31)	87% (28 out of 31)	97% (30 out of 31)	97% (30 out of 31)	90% (28 out of 31)	87% (28 out of 31)	94% (29 out of 31)	94% (29 out of 31)	77% (24 out of 31)	81% (25 out of 31)	94% (29 out of 31)	77% (24 out of 31)
PES involvement 2023	89% (25 out of 28)	69% (19 out of 28)	75% (21 out of 28)	75% (21 out of 28)	76% (22 out of 28)	61% (17 out of 28)	96% (27 out of 28)	No comparative data available	No comparative data available	No comparative data available	No comparative data available	No comparative data available	No comparative data available	No comparative data available	No comparative data available

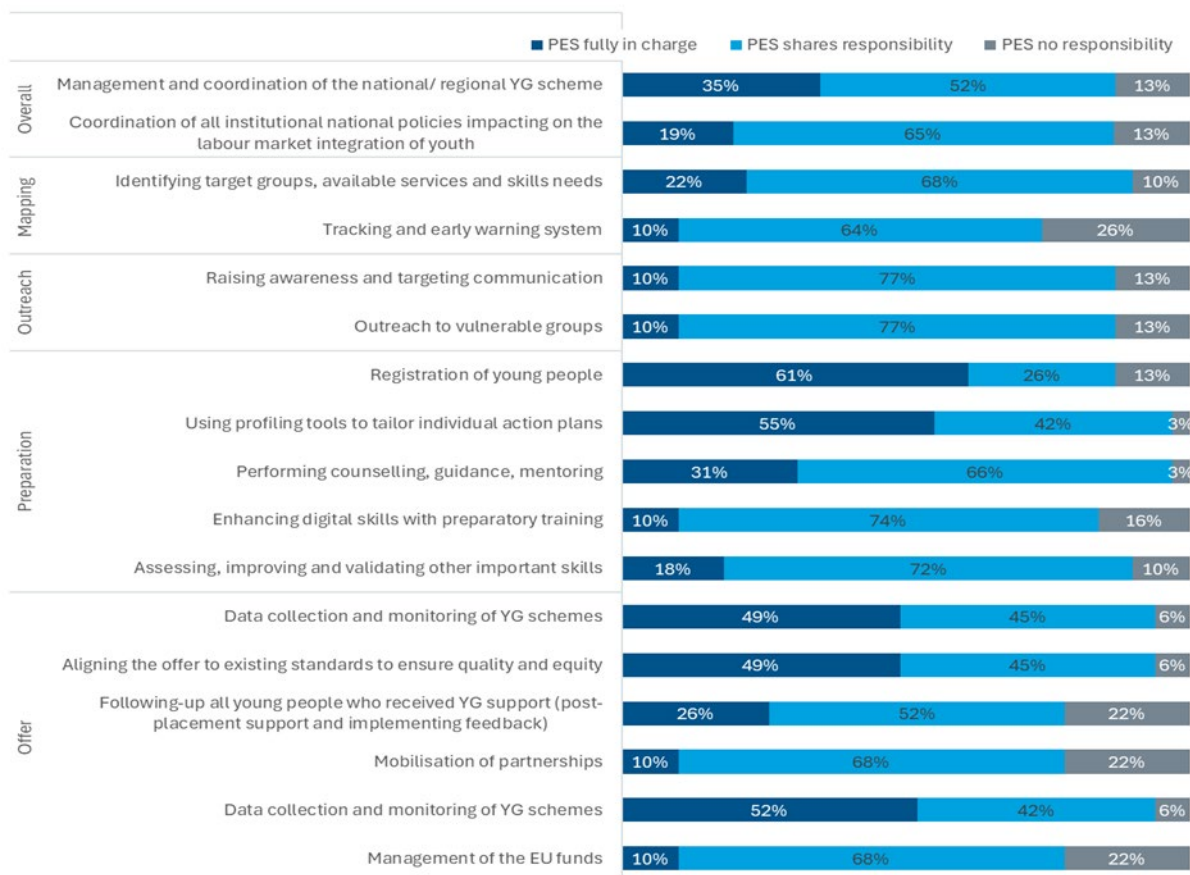
Source: PES Capacity Questionnaire 2025, Part II, Q.1: What are the main areas for which your PES is responsible within the reinforced YG scheme?

Where data is available in 2023, PES have similar levels of involvement in the delivery of the YG or their involvement has gone up (tracking and early warning system, in the various outreach areas and in some of the preparation stages). This is particularly noticeable in the use of profiling tools to tailor individual action plans (97%, 30 out of 31 are involved in 2025). This is a substantial increase in comparison to 2023, when 17 out of 28 were involved.

When reaching out to vulnerable young people, there is also a steady increase of PES involvement. The involvement of PES went up by 12 percentage points since 2023. In comparison to 2021, 57% (17 out of 30 PES) reached out to vulnerable young people and NEETs.

In many areas of the implementation, PES share responsibilities with other partners, in particular when reaching out to young people. This is very much in line with the Council Recommendation on the reinforced YG, which emphasises the importance of effective coordination and partnerships across policy fields, including employment, education, youth, gender equality and social affairs when boosting quality employment as well as education and training opportunities, apprenticeships and traineeships.

Figure 7.1 – PES mandate and main areas of responsibility in the implementation of the YG



Source: PES Capacity Questionnaire 2025, Part II, Q.1: What are the main areas for which your PES is responsible within the reinforced YG scheme?

7.2. PES staff involved in delivery of the reinforced YG

29% of PES, 9 out of 31 (BE, BG, CZ, DE, FI, MT, LU, NO, SK) have staff exclusively dedicated to the implementation of the YG. This figure has remained constant in comparison to 2023.

Eight PES shared data of the number of staff who are exclusively dedicated to implementing the reinforced YG (BEA, BG, CZ, DE, LU, MT, NO, SK). There is a significant variation in the number of staff members exclusively dedicated to working on the reinforced YG between PES (from 7 in MT to 366 in BG). The size of the clients' portfolio for each youth counsellor varies significantly, with 39 in Slovakia and 220 in Luxembourg. Annex 4 gives an overview of number of staff members exclusively dedicated to implementing the reinforced YG for those PES who shared data.

Other PES do not have any staff members working exclusively on the implementation of the reinforced YG ⁽²¹⁶⁾. Some of these PES have given explanations on how PES staff are organised to implement the reinforced YG. In most cases, PES do not distinguish between the services they offer to young people and NEETs.

Box 7.1 Examples of how PES coordinate the reinforced YG

Portugal

Nationally, the reinforced YG scheme has an executive director dedicated to the development of actions. The YG is assessed and monitored by the IEFPP, I.P., the institution that coordinates its implementation. However, staff at local level are organised to provide multiple services and although no one dedicates their time exclusively to young people's support in the aim of reinforced YG, each PES local service has their own YG-designated counsellor.

France

The PES implements two intensive support schemes for young people who have difficulty integrating into the job market: Individualised Support by Advisors Dedicated to Youth (AIJ) and the Youth Commitment Contract (CEJ). 80.6% of these young people are covered by the European reinforced YG, but not exclusively. The size of the portfolio of the schemes is limited to 50 supported young people who commit to a programme including at least 15 hours of weekly activity dedicated to their professional integration. In 2025, 587.28 FTE of advisors are part of AIJ and 1 275.25 FTE are part of the CEJ.

Source: PES Capacity Questionnaire 2025, Part II, Q.2: Are there PES staff members exclusively dedicated to the implementation of the reinforced YG?

⁽²¹⁶⁾ AT, BEF, CY, EE, EL, FR, HR, IE, LT, LV, PL, PT, RO, SE, SI

Some PES apply a more decentralised implementation of the reinforced YG and local staff play a significant role here, such as in DK, ES, NL and LT (some PES added details, which can be found in Box 7.2).

Box 7.2 Examples of decentralised implementation of the YG

Lithuania

In Lithuania the 10 Youth Employment Units operating within the Customer Service Departments (based in local authorities) were discontinued in January 2024. Their clients have been redirected to Customer Service Units based in their regions. The implementation of reinforced YG initiatives has also been transferred to regional career centres, which are one-stop-shops with employment services available to all jobseekers ⁽²¹⁷⁾.

Denmark

In Denmark the implementation of the reinforced YG is also decentralised, which allows the offers to be more in line with local needs. The scheme is built on a strong partnership approach, which allows for a tailor-made approach to offers, meaning that each young person gets offered an appropriate mix of measures in the fields of education, social assistance, healthcare and work.

Spain

In Spain regional PES are responsible for implementing the reinforced YG, each applying its own approach to allocating staff to support young people.

The Netherlands

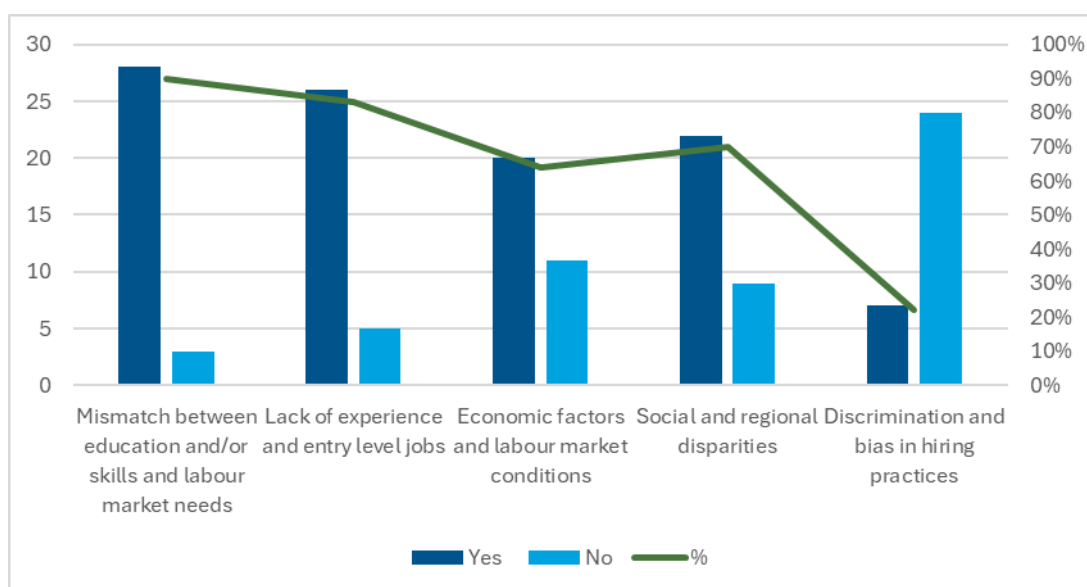
In the Netherlands, the implementation of the reinforced YG is managed jointly by the municipalities and educational institutes.

Source: PES Capacity Questionnaire 2025, Part II, Q.2: Are there PES staff members exclusively dedicated to the implementation of the reinforced YG?

7.3. Labour market challenges for young people

The PES Capacity Questionnaire 2025 gathered information on the main structural / institutional obstacles, according to PES, for young people and NEETs to enter the labour market. Figure 7.2 sets out that most PES consider the mismatch between education/skills and labour market needs the main challenge for young people to enter the labour market, followed closely by a lack of experience and entry level jobs.

⁽²¹⁷⁾ More information can be found here: <https://karjerastau.lt/>.

Figure 7.2 – Labour market challenges for youth according to PES

Source: PES Capacity Questionnaire 2025, Part II, Q.3: What are the main structural/institutional obstacles for young people and NEETs to enter the labour market?

Mismatch between education/skills and labour market needs

Apart from BEF, DK and NL, all PES (90%, 28 out of 31 PES) reported that the mismatch between education and/or skills and labour market needs is an obstacle.

In order to address this, four PES reported taking specific initiatives to tackle the discrepancy between education/skills and the labour market needs (CY, EL, IE, MT). For example, the Maltese PES has started with skills-related initiatives, such as increased career guidance and the promotion of VET. The Greek PES has made it one of their key aims to provide and develop high-demand skills through specific programmes offered by PES, as well as through vocational training programmes focusing on the green and digital transition.

Lack of experience at entry level job

All PES, except for DE, DK, FI, HR and NL (84%, 26 out of 31), reported considering the lack of experience as an obstacle for young people to enter the labour market. Some PES do not consider this to be an issue as the number of vacancies attract young people with no or little experience. In Finland, for example, secondary degree education includes work training periods and apprenticeships which can support young people to get needed experience in jobs in high demand. The use of apprenticeships / work-based learning and providing relevant training are also emphasised in the Council Recommendation on the reinforced YG.

Box 7.3 Examples of PES responding to lack of experience by young people and NEETs

Malta

PES observed that many young people prefer to wait for job positions that are aligned with their qualifications and career aspirations, rather than entering employment through other occupations. Since 2023, the PES has relaunched active labour market initiatives including the reinforced YG 3.0 scheme, the Work Exposure Scheme and the Traineeship Scheme. The aim is to provide individuals with the necessary transversal skills to enter the labour market and retain gainful employment.

Ireland

The Work Placement Experience Programme (WPEP) is a voluntary placement programme where participants gain work experience over a six-month period. Participants are mentored by the host company while on placement and undergo formal accredited training. The key objectives of the WPEP are to keep jobseekers close to the labour market and provide jobseekers with the opportunity to gain quality work placement experience in a new employment role, thereby increasing their employability. Early access to WPEP for under 30s allow young jobseekers to gain work experience.

Source: PES Capacity Questionnaire 2025, Part II, Q.3: What are the main structural/institutional obstacles for young people and NEETs to enter the labour market?

Economic factors and labour market conditions

65% of PES (20 out of 31) ⁽²¹⁸⁾ reported that economic factors and labour market conditions play a role in limiting access for young people to enter the labour market.

Belgium Forem noted that even though the integration rate after six months (in 2023) is the third highest since the 2008 crisis, the increase in collective redundancies in 2023 and the economic decline have negatively impacted the integration of young people in particular. The Austrian PES observed a similar trend, whereby the impact of the global economic situation, including inflation and geopolitical developments, is affecting the labour market.

Social and regional disparities

Around two-thirds of PES (71%, 22 out of 31) ⁽²¹⁹⁾ observed social and regional disparities as a contributing factor hindering young people's access to the labour market. For example, some PES reported that there are inland and coastal disparities (Portugal) and rural and urban disparities (Spain).

⁽²¹⁸⁾ AT, BEA, BEF, BEV, BG, CZ, EE, EL, ES, FI, FR, HU, IT, LI, LU, LV, PT, RO, SE, SK

⁽²¹⁹⁾ AT, BEA, BEV, BG, CZ, DE, EE, EL, ES, FI, FR, HU, IE, IT, LT, LV, MT, PT, RO, SE, SI, SK

This is why the Council Recommendation recommends offering an individualised approach, in particular in case of NEETs from disadvantaged backgrounds, who may need more intensive, lengthy and more comprehensive interventions.

Various PES are taking action to combat these disparities. In Italy, the ‘Youth, Women and Jobs’ (ESF+) project aims to address such imbalances by promoting female labour market participation for young people and women in particular.

Discrimination and bias in hiring practices

Discrimination and bias in hiring practices is considered to be an obstacle for young people entering the labour market by 23% of PES (7 out of 31: BEA, BEV, CZ, FR, IT, LV, SE). The Recommendation on the reinforced YG suggests to step up the ‘preparatory phase’ of the implementation of the YG, with person-centred counselling, guidance and mentoring by trained advisors in response to the needs of the individual concerned, paying also attention to various forms of bias and discrimination.

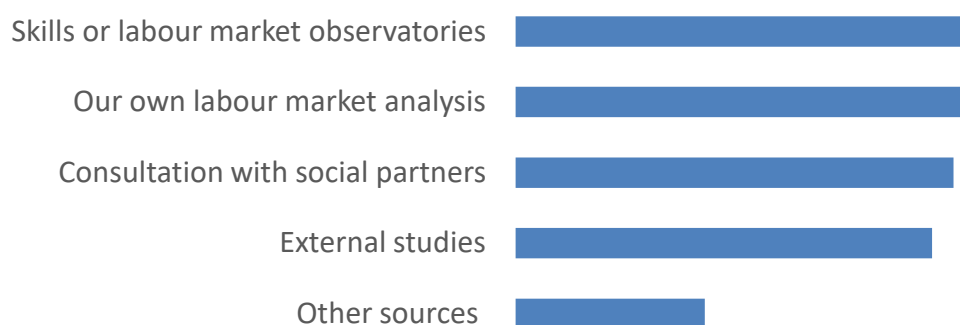
One example to address this is a diversity team in Belgium Actiris who work with employers and have set up diversity labels and a non-discrimination counter where job searchers can testify about discrimination and receive help.

7.4. PES use information to identify young people’s needs to access the labour market

7.4.1. Sources of information used by PES to identify young people’s needs to access the labour market

PES use a variety of sources of information to identify obstacles for young people and NEETs to enter the labour market. Figure 7.3 illustrates that most PES use a combination of either skills and labour market observatories or their own labour market analysis.

Figure 7.3 – Sources of information used by PES to identify main obstacles for young people when entering the labour market



Source: The PES Capacity Questionnaire Part II: Q4: What are the main sources of information for your PES to identify the structural/institutional obstacles for young people and NEETs to enter the labour market

Most PES (84%, 26 out of 31) ⁽²²⁰⁾ use a wide range of skills and labour market observatories to identify the structural/institutional obstacles for young people and NEETs to enter the labour market. The Austrian PES, for example, reported that [Statistics Austria](#) ⁽²²¹⁾ (a federal institution under Public Law), performs services of a scientific nature in the public interest and compiles statistics and analytics, forecasts, and statistical models related to youth employment.

An equal number of PES (84%, 26 out of 31) ⁽²²²⁾ use their own labour market analysis for the identification of the structural/institutional obstacles for young people and NEETs to enter the labour market. Most PES do their own analysis in this field at national level, but in some cases, this is also done at local level (AT, BEF, BEV, CZ, DE, FR, PL). 81% PES (25 out of 31) ⁽²²³⁾ use consultation with social partners as a main source of information. Such consultation tends to be part of the formal implementation structure of the reinforced YG or through tripartite working groups (e.g. BEA, DK, EL, FI, IT, LT, MT, SI).

35% of PES (11 out of 31) ⁽²²⁴⁾ use other sources to obtain information on obstacles to young people entering the labour market. The Greek PES consults relevant studies and strategic documents provided by the Ministry of Labour and Social Security, notably the National Strategy for Youth Employment.

7.4.2. The use of information by PES to identify young people's needs to access the labour market

PES are a key player in skills intelligence, both as producer (by collecting labour market data) and as consumer (by consulting and using relevant data about reskilling, upskilling and career guidance). When it comes to the implementation of the reinforced YG, PES use the results of skills and labour market intelligence in various ways.

⁽²²⁰⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HU, IE, IT, LT, LU, LV, MT, NO, PL, PT, SE, SI

⁽²²¹⁾ More information can be found here: <https://www.statistik.at/en/>.

⁽²²²⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NO, PL, PT, SI, SK

⁽²²³⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HU, IE, IT, LT, LU, MT, NO, RO, SE, SI, SK

⁽²²⁴⁾ BEA, CZ, DE, DK, EL, FI, IE, LU, LV, MT, SK

Table 7.2 – The use of skills and labour market intelligence by PES

Profiling and segmentation systems	23%	HR, HU, IE, IT, LT, MT, RO
Integration of Labour market intelligence (LMI) into counselling and career guidance	25%	BEA, BEF, EL, HR, IT, LV, MT, PT, SE
Partnerships and Coordination Mechanisms	7%	BEF, BG, DE, FR, IT
Targeted Outreach and Activation	4%	BEA, BEF, MT

Source: PES Capacity Questionnaire 2025, Part II, Q5. How do you match the results of the labour market intelligence with the profiles of young people?

Profiling tools to segment young people based on employability, skills, and labour market readiness are most often used (23%, 7 out of 31: HR, HU, IE, IT, LT, MT, RO). These systems inform the intensity of support and guide activation pathways. Examples include the use of process intelligence (collecting and interpreting data). Ireland uses PEX ⁽²²⁵⁾, a profiling model which uses specific criteria to predict the likelihood that a person will remain unemployed for 12 months or more and Italy uses SIISL (see also 4.2.), a digital platform developed by the Ministry of Labour aiming to streamline job matching using advanced AI technology, connecting jobseekers with employment opportunities and offering targeted training programmes ⁽²²⁶⁾.

LMI is used to tailor career counselling and match young people with bottleneck occupations or emerging sectors by 8 PES (BEA, BEF, EL, HR, LV, MT, PT, SE). Three PES mentioned how they use the results of their skills and LMI to identify disadvantaged areas and target outreach efforts to NEET populations (BEA, BEF, MT). The Maltese PES, for example, uses localised data to focus activation efforts and adjust training programmes.

7.5. Support services available to YG participants

Outreach activities and providing information of PES services

Although Table 7.1. shows that 87% of PES have responsibilities in outreach activities, 42% of PES (13 out of 31: BEV, BG, EL, ES, FR, HU, IT, LT, LV, LU, MT, NO, RO) reach out directly to young people. In the case of BEV, ES, FR,

⁽²²⁵⁾ More information can be found here: <https://www.esri.ie/publications/predicting-the-probability-of-long-term-unemployment-and-recalibrating-irelands>.

⁽²²⁶⁾ More information can be found here: <https://siisl.lavoro.gov.it/#/>.

HR and IT this task is carried out together with other partners and external stakeholders.

The Spanish PES is responsible for outreach activities at both regional and national level, together with other public entities such as INJUVE ⁽²²⁷⁾ and organisations that participate in the ESF+. Belgium VDAB actively promotes services for young people through dedicated campaigns, social media channels and on other platforms (for example via the 'WatWat' ⁽²²⁸⁾ website), but also via their specific youth website ⁽²²⁹⁾.

Preparatory short-term training

Around two thirds of PES respondents (45%, 14 out of 31) ⁽²³⁰⁾ offer short-term training to young people and NEETs as part of implementing the reinforced YG. This is similar to the findings in 2023, when short-term training was offered by 75% of PES (21 out of 28).

Most of the short-term training is focused on information on the use of job search tools such as identifying skills, drafting a CV, etc (68%, 21 out of 31, a significant increase in comparison to 39% reported in 2023). More information can be found in Table 7.2.

Similar to the 2023 findings, amongst the most highly sought-after courses are those focused on improving digital skills (55%, 17 out of 31, while in 2023 this was 54%, 15 out of 28).

After digital skills, short-term training focuses mostly on entrepreneurial skills (45%, 14 out of 32, similar to 2023 when it was 39%, 11 out of 28). Short-term training focussing on language skills has gone up, in comparison to 2023 (45%, 14 out of 32, in comparison to 39%, 11 out of 28 in 2023). The preparatory short-term training focussing on green skills has reduced, from 32% in 2023 to 26% in 2025.

Preparatory training covers 'other' themes as well. The German PES focuses on improving soft skills such as empowerment, self-esteem, working attitude, communication, employability and project-oriented behaviour.

Some PES reported some changes in themes of preparatory training courses since 2023. Germany launched a new vocational orientation internship programme (BOP) as part of the training guarantee. All students in Bavaria in the 7th, 8th and 9th year of schooling, especially in secondary schools which do not lead to an academic career, have access to this programme ⁽²³¹⁾.

⁽²²⁷⁾ More information can be found here: <https://www.injuve.es/>.

⁽²²⁸⁾ More information can be found here: <https://www.watwat.be/>.

⁽²²⁹⁾ More information can be found here: <https://www.vdab.be/orienteren/pas-van-school>.

⁽²³⁰⁾ BEV, BG, DE, EL, ES, FI, FR, HR, IE, LT, NO, PL, RO, SI

⁽²³¹⁾ More information can be found here: <https://www.cedefop.europa.eu/en/tools/vet-toolkit-tackling-early-leaving/resources/bop-vocational-orientation-programme-offered>.

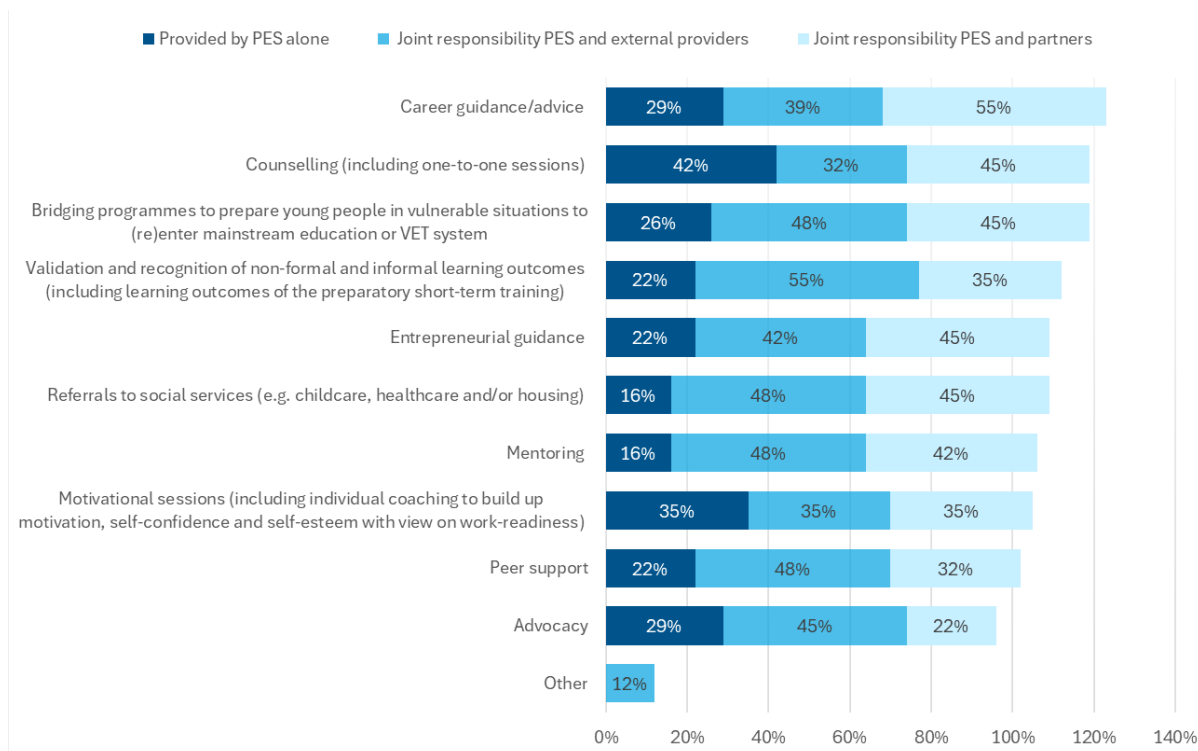
The main areas of preparatory training can be summarised as presented in Table 7.2.

Table 7.3 – Main types of skills addressed by PES in preparatory short-term training for young people

		2023	2025	PES using short-term training in 2025
	Information on the use of jobsearch tools (identifying skills, drafting a CV, etc.)	39%	68%	AT, BEA, BEF, BEV, BG, DE, DK, EL, ES, FI, HR, HU, IE, IT, LT, LU, MT, NO, PT, SE, SI
	Digital	54%	55%	AT, BEA, BEF, BEV, BG, DE, DK, ES, FI, HR, LT, LU, MT, PL, PT, RO, SI
	Entrepreneurial	43%	45%	BEA, BEF, BEV, CZ, EL, ES, FI, HR, HU, LT, LU, MT, PT, SI
	Language	39%	45%	AT, BEA, BEF, BEV, BG, DK, ES, FI, HR, LU, MT, NO, PT, SI
	Other	11%	32%	AT, BEA, CY, DE, EE, LI, LU, LV, MT, SK
	Green	32%	26%	AT, BEA, BEF, ES, FI, HR, LU, MT, PT
	Reading/ literacy	18%	23%	AT, BG, DK, ES, FI, MT, RO
	Maths/ numeracy	18%	23%	AT, BG, DK, ES, FI, MT, RO

Source: PES Capacity Questionnaire 2025, Part II, Q6. What support services are provided to Youth Guarantee participants, either by PES alone or in cooperation with other partners/external providers? If 'preparatory short-term training' courses are provided, please specify in what areas they are organised.

Some PES gave examples of other support services they offer to young people as part of the implementation of the reinforced YG. These can be found in Figure 7.4 with further explanations given in Annex 3.

Figure 7.4 – Main areas of ‘other support’ offered by PES to young people

Source: PES Capacity Questionnaire 2025, Part II, Q7. What other support services are provided to reinforced YG participants, either by PES alone or in cooperation with other partners/external providers?

7.6. Organisation of the cooperation between PES and support services on the YG

The Council Recommendation on the reinforced YG stresses the importance of effective coordination and partnerships. The organisation and formalisation of cooperation between PES and support services, however, varies. Although five PES mentioned that there is no formal structure in place (BEV, CY, DK, FR, LI) or cooperation is organised on an ad hoc basis (LV), two PES referred to the existence of agreements laid out in legislation (LT, NO). Poland is in a transitional phase with pilots set up to offer a permanent solution under a Labour Market Reform entering into force in January 2026. Several PES gave details on their use of one-stop shops and cooperation agreements to deliver the reinforced YG activities.

One-stop shop

23% of PES (7 out of 31: BEF, EE, FI, IT, LU, MT, NL) have introduced one-stop shops. According to Belgium Forem, the cooperation of support services on the reinforced YG is taken place via the ‘Coup de boost’, available for all NEETs living in Wallonia (BE) ⁽²³²⁾.

⁽²³²⁾ More information can be found here: <https://www.coupdeboost.be/>.

In Italy, local PES increasingly coordinate with social and training services through one-stop models, with variable implementation across regions. The SIISL digital platform ⁽²³³⁾ (an online platform aimed at social inclusion of jobseekers including young people) is complemented by a unified online entry point for beneficiaries of reinforced YG via an 'inclusion allowance' and training ⁽²³⁴⁾.

In Finland, the responsibility for implementing employment services was transferred to municipalities in 2025. The Act on Cross-sectoral Promotion of Employment (2025) includes a separate section on joint multisectoral support service promoting the employment of young people. Multisectoral support services for young people refer to low-threshold services intended for under 30-year-olds, which are activities similar to one-stop guidance.

Cooperation agreements

Other PES are involved in support services of the reinforced YG via cooperation agreements ⁽²³⁵⁾.

The Croatian PES signed an agreement on Business Cooperation for Data Exchange with the Ministry of Science, Education, and Sports, the Ministry of Labour and the Pension Insurance Fund. The purpose of data exchange is to identify the number and structure of persons aged 15 to 30 who are NEET to develop and implement guidelines and measures aimed at reintegrating this group into education or the labour market.

The Lithuanian PES organises regular meetings between professionals (social workers, psychologists, career consultants) to coordinate actions for individual clients.

7.7. Monitoring and evaluation

Survey responses reveal that the majority of PES across Europe conduct systematic evaluations of the services they offer through the YG (61%, 19 out of 31) ⁽²³⁶⁾. These evaluations range from performance monitoring via quantitative indicators to more qualitative assessments, including user satisfaction and programme coherence. Common practices include monitoring progress, assessing effectiveness, gathering user feedback, and ensuring coordination across service partners. An overview of aspects regularly evaluated by PES can be found in Table 7.4.

⁽²³³⁾ More information can be found here: <https://siisl.lavoro.gov.it/#/>.

⁽²³⁴⁾ More information can be found here: <https://www.inps.it/it/it/dettaglio-scheda.it.schede-servizio-strumento.schede-servizi.supporto-per-la-formazione-e-il-lavoro-sfl-.html>.

⁽²³⁵⁾ AT, BEA, BG, CZ, DE, IE, HR, HU, LT, PT, RO, SI

⁽²³⁶⁾ AT, BEA, BG, CY, CZ, DE, DK, EE, ES, FI, HU, IE, IT, LT, LU, MT, NO, RO, SI

Table 7.4 – Evaluation of YG services by PES

	Achieving targets (such as time-bound targets, proportionate targets, numerical targets)	55% AT, BEA, BG, CY, CZ, DK, DE, ES, FI, IE, IT, LT, LU, MT, NO, RO, SI
	Youth Guarantee beneficiaries satisfaction	35% AT, BEA, CZ, DE, ES, HU, IE, LT, LU, MT, NO
	Relevance regarding the needs of the Labour Market	32% AT, CZ, DK, EE, ES, HU, IE, LT, MT, SI,
	Efficiency (at the minimum possible cost or achieving the maximum extent of specific objectives at a given cost)	26% AT, CZ, BEA, DE, HU, IE, IT, NO
	Other	13% BG, EE, ES, MT

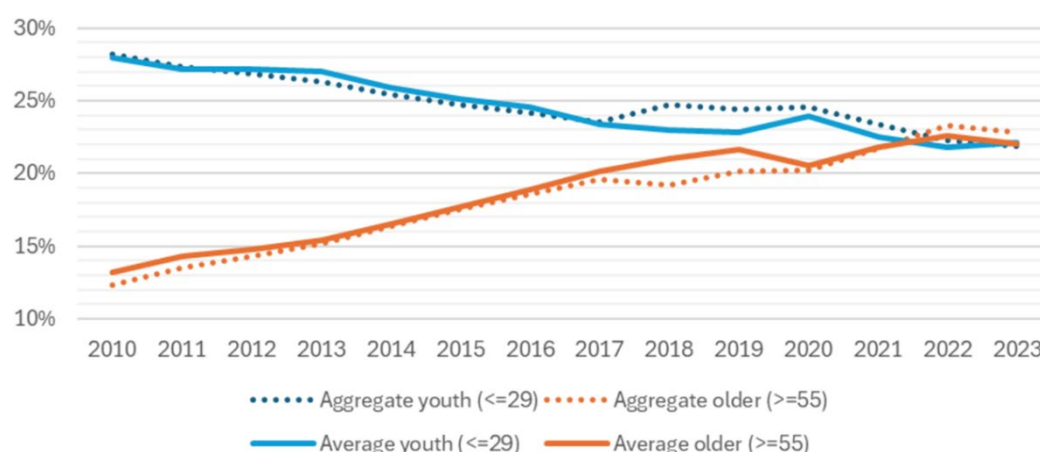
Source: PES Capacity Questionnaire 2025, Part II, Q9. Does your PES evaluate the services it offers through the reinforced YG?

7.7.1. Clusters of Evaluation Practices

Evaluating YG services tends to be part of the formal implementation structure of the reinforced YG or through tripartite working groups (e.g. BEA, DK, EL, FI, IT, LT, MT, SI).

35% of PES (11 out of 31) ⁽²³⁷⁾ use other sources to obtain information on obstacles to young people entering the labour market. The Greek PES consults relevant studies and strategic documents provided by the Ministry of Labour and Social Security, notably the National Strategy for Youth Employment for example, the demographics of PES clients, which can help PES to better target their services. Figure 7.5 shows the latest trends in demographic change among PES clients between 2010 and 2023.

⁽²³⁷⁾ BEA, CZ, DE, DK, EL, FI, IE, LU, LV, MT, SK

Figure 7.5 – Share of youth and older workers among PES clients, 2010-2023

Source: PES-BL data collection, data extracted on 27 November 2024.

Note: Data cover 28 PES from 2010 to 2013 (missing IT, CY, LU), 29 PES from 2014 to 2015 (missing IT, CY), 29 PES from 2016 to 2017 (missing IT, RO), 30 PES from 2018-2022 (missing RO), and 29 PES from 2023 onwards (missing IT, RO).

PES reported on different methods for their evaluation of the reinforced YG services, varying from formal to less formal practices.

Use of performance indicators and statistical monitoring: 10 PES reported that they rely on quantitative data to measure programme efficiency, youth activation targets, and service delivery outcomes. These efforts often involve national or regional reporting systems. Examples include indicator-based assessments linked to national programmes (IT, MT, LU), monthly or quarterly reporting on KPIs and operational progress (NO, BEA, BG, LU) and monitoring programme coverage and resource-effectiveness ratios (ES, IT, BG)

User satisfaction surveys and feedback mechanisms: Satisfaction surveys are increasingly used by PES to gather feedback from young participants, which informs service improvements and user-centric adaptations. Examples include ad hoc and regular satisfaction surveys targeting youth clients (AT, BEA, DK, HU, IE, NO), feedback loops embedded in group sessions or follow-ups (HU, DK) and segmentation of feedback by client type or age cohort (AT, IE).

Programme effectiveness and coordination evaluations: Evaluations assess the broader impact and internal coherence of YG programmes. Effectiveness assessments through mid-term reviews and coverage analysis (ES) and evaluation of institutional coordination and programme alignment (ES, BG) are examples mentioned.

Data systems and programme-specific monitoring tools: Tailored monitoring systems are used to track young people's pathways and engagement. The integration of Labour Market and Local Office data (BG), PES database tracking of youth clients (EE) and programme-level monitoring tools linked to national plans (IT, MT YG, DE) are some examples.

Some PES reported on why they are not involved in monitoring the services offered through the reinforced YG. In some cases (BEF, BEV, FR, LV), services are assessed as a whole and the reinforced YG project does not get evaluated as a separate project. The Portuguese PES monitors the reinforced YG services with a focus on direct monitoring and follow-up, according to the methodology defined by EU Indicator Framework for monitoring the reinforced YG ⁽²³⁸⁾.

7.7.2. Targets for youth-oriented services

74% of PES (23 out of 31) ⁽²³⁹⁾ have set up specific targets for youth-oriented services. This is an increase in comparison to 2023, when 64% (18 out of 28) PES used specific targets. These vary mostly between time-bound targets ⁽²⁴⁰⁾, proportionate targets ⁽²⁴¹⁾, numerical targets ⁽²⁴²⁾ and combined targets ⁽²⁴³⁾.

- 67%, 21 out of 31 PES ⁽²⁴⁴⁾ use up time-bound targets (compared to 13 out of 28 PES in 2023)
- 35%, 11 out of 31 PES ⁽²⁴⁵⁾ use proportionate targets ⁽²⁴⁶⁾ (compared to 7 out of 28 PES in 2023)
- 52%, 16 out of 31 PES ⁽²⁴⁷⁾ use numerical targets ⁽²⁴⁸⁾ (compared to 9 out of 28 PES in 2023)

⁽²³⁸⁾ More information can be found here: <https://ec.europa.eu/social/BlobServlet?docId=14725&langId=en>.

⁽²³⁹⁾ AT, BEA, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, MT, NO, PL, RO, SI.

⁽²⁴⁰⁾ 'Time-bound targets' refers to targets regarding a service or an activity that needs to be completed within a given time.

⁽²⁴¹⁾ 'Proportionate targets' refers to targets regarding an agreed proportion of clients that needs to be reached by PES.

⁽²⁴²⁾ 'Numerical targets' refers to targets regarding the number of clients that will receive a service or will benefit from it, according to a policy in place.

⁽²⁴³⁾ 'Combined targets' refers to targets bringing together two or more of the previous types of targets.

⁽²⁴⁴⁾ AT, BEA, BEF, BEV, BG, CZ, DE, DK, EE, ES, FI, HR, HU, IE, IT, LT, LU, MT, NO, PL, SI

⁽²⁴⁵⁾ BG, CY, DE, DK, HR, HU, IE, IT, LU, MT, NO

⁽²⁴⁶⁾ 'Proportionate targets' refers to targets regarding an agreed proportion of clients that needs to be reached by PES.

⁽²⁴⁷⁾ AT, BEA, BG, CY, DE, DK, EE, HR, HU, IE, IT, LT, MT, NO, RO, SI

⁽²⁴⁸⁾ 'Numerical targets' refers to targets regarding the number of clients that will receive a service or will benefit from it, according to a policy in place.

- 35%, 11 out of 31 PES ⁽²⁴⁹⁾ use combined targets ⁽²⁵⁰⁾ (compared to 7 out of 28 PES in 2023).

Annex 5 gives further details of examples given by PES. Some PES however set other types of objectives. Instead of targets, the Latvian PES sets general goals, which are also evaluated. The French PES targets all young people seeking employment, whether or not they are covered by the reinforced YG, including young people who are permanently registered and who are furthest away from the labour market.

Key findings:

- In comparison to 2023, **PES are increasingly involved in various parts of the delivery of the reinforced YG**. 97% of PES (30 out of 31) are involved in profiling tools to tailor individual action plans in 2025 (in 2023, 17 out of 28 PES were involved). When reaching out to young people in vulnerable situations, the involvement of PES has increased by 12 percentage points since 2023.
- **Lack of education, skills and experience are the main obstacles for young people to enter the labour market:** Most PES consider the mismatch between education/skills and labour market needs and lack of experience (90% and 84% respectively) as the main obstacles for young people to enter the labour market.
- **The use of labour market analysis for the reinforced YG:** A majority of PES (84%, 26 out of 31) use their own labour market analysis for the identification of the structural/institutional obstacles for young people and NEETs to enter the labour market. An equal number of PES consult external skills and labour market observatories to identify the structural/institutional obstacles for young people and NEETs to enter the labour market.

⁽²⁴⁹⁾ BEV, BG, DK, ES, HR, HU, IE, IT, LU, RO, SI

⁽²⁵⁰⁾ 'Combined targets' refers to targets bringing together two or more of the previous types of targets.

8. PES spending

This section presents the extent and purpose of expenditure by the PES and reflects on differences in spending between PES and over time.

Data on PES expenditures are derived from the annual PES-BL data collection, which covers the period 2010-2024 and 31 of the 33 members of the PES Network (unless stated otherwise) ⁽²⁵¹⁾.

8.1. PES expenditure increased slightly in 2024

In 2024, PES expenditure amounted to 0.8% of the combined GDP of the countries associated with the 27 PES for which data are available ⁽²⁵²⁾. Spending was 6.2% higher than in 2023.

Expenditure (as a proportion of GDP) varies considerably across PES, reflecting the diverse characteristics of national labour markets, policies of respective governments, and, crucially, the remit of each PES. PES expenditure accounted for over 2% of GDP in three countries and 1-2% in six countries, but less than 1% in the majority of countries (16 out of 25) (see Figure 8.1). Responsibility for unemployment and/or other social benefits is the key differentiating factor. All PES with no spending on social benefits (BE, BG, FI, FR, NL, PT – Group 4 in Figure 8.2) spent under 1%.

Overall, more than half (54.2%) of PES expenditure in 2024 was on social benefits (mostly unemployment benefits), one-quarter (27.4%) on ALMP, one-tenth on staff (10.1%), and the remainder on staff training (<0.1%), pro forma expenditure (3.2%) ⁽²⁵³⁾, or other expenditure (4.9%). The rise in expenditure in 2024 compared to 2023 (+6.2%) was driven primarily by a rise in expenditure on social benefits (+8.9%). This type of spending was the main driver of spending changes in 2024 for 12 PES ⁽²⁵⁴⁾.

Differences in the remit of PES, particularly responsibility for social benefits and ALMPs, have an important impact on spending levels and on how PES expenditure reacts to changing demand for PES services. Of PES whose expenditure includes social benefits, spending rose by 8.4% on average in 2024, but declined by an average of 4.9% across PES whose expenditure does not include social benefits.

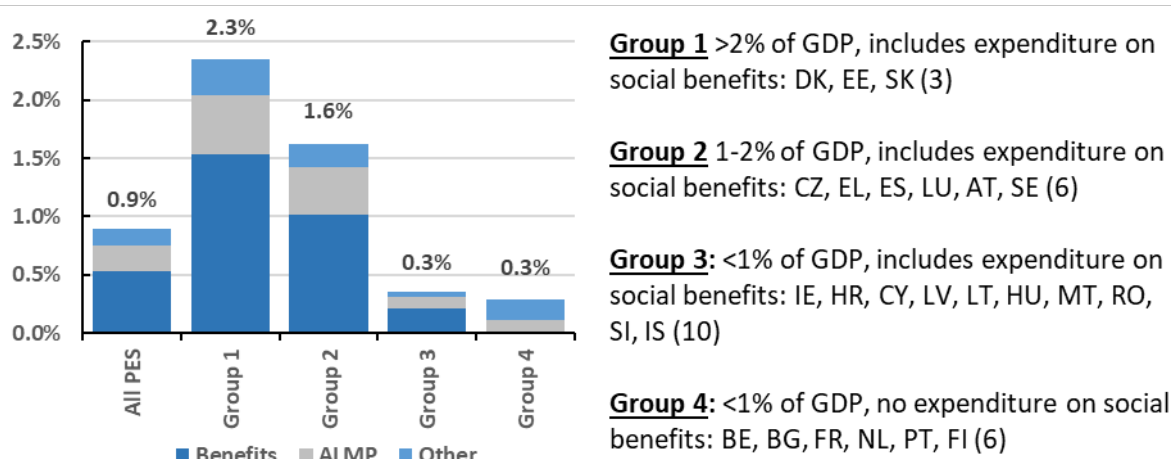
⁽²⁵¹⁾ Covered: AT, BEA, BEF, BEV, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IS, IT, LT, LU, LV, MT, NL, NO, PL, PT, RO, SE, SI, SK; Not covered: BEAD, LI

⁽²⁵²⁾ Data on PES expenditure for 2024 not available for DE, IT, NO, PL

⁽²⁵³⁾ Pro forma expenditure refers to expenditure in PES accounts intended for other institutions, i.e. money forwarded to other institutions for activities in which the PES is not involved.

⁽²⁵⁴⁾ AT, CZ, DK, EE, ES, IE, IS, LU, MT, SE, SI, SK

Figure 8.1 – PES expenditure, by type (% GDP), average across groups of PES with/without spending on social benefits, 2024



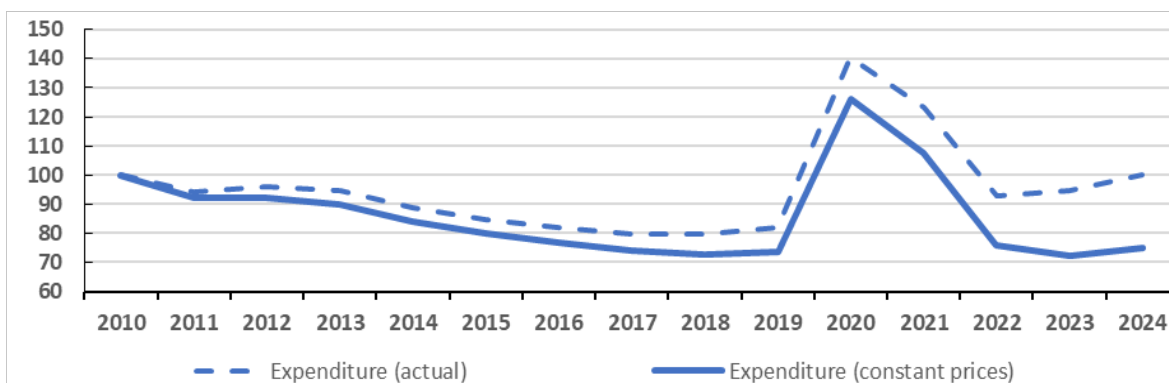
Source: PES-BL data collection.

Note: Refers to average across PES for which data are available; PES expenditure for 2024 not available for DE, IT, NO, PL; data understated for HU, IE, as they cover only expenditure on benefits and ALMP; As GDP by region not readily available, data for BE presented as sum of the data for the three PES (BEA, BEF, BEV); breakdown of expenditure by type incomplete for CY.

8.2. Long-term reduction in PES spending

Examining long-term trends in PES spending requires considering PES expenditure in constant prices, i.e. expenditure adjusted for price inflation. PES expenditure in constant prices reduced by 26.2% between 2010 and 2019. The progressive reduction in spending was briefly interrupted by the COVID-19 crisis in 2020, which prompted a 70.7% rise in PES expenditure. Much of this increase can be attributed to the provision of financial support for employed people working in sectors/professions put at risk by the crisis (who were not necessarily required to register with the PES to receive this support). As pandemic support wound down, PES expenditure fell by 42.5% between 2020 and 2023 to reach its lowest level since 2010. In 2024, the long-term decline in PES spending halted, with PES expenditure rising slightly (+3.3%). In constant price terms, PES expenditure in 2024 was now 25.2% lower than in 2010 but marginally above (+1.3%) pre-pandemic levels.

In unadjusted terms, PES expenditure was slightly higher (+0.3%) in 2024 than in 2010, and 22.5% above pre-pandemic levels, highlighting the impact of inflation on the purchasing power of PES expenditure since 2019.

Figure 8.2 – PES expenditure, PES Network, 2010-2024 (index 2010=100)

Source: PES-BL data collection.

Note: Time series incomplete for BEF, CY, DE, EL, IT, MT, NL, NO, PL.

Key findings:

- Increase in PES expenditure:** In 2024, PES expenditure increased by 6.2% compared to 2023, and amounted to 0.8% of the combined GDP of the countries associated with the 27 PES for which data are available. The overall rise in expenditure was primarily driven by increased spending on social benefits.
- Decline of PES expenditure measured in constant prices:** Despite a substantial blip during the COVID-19 crisis, PES expenditure measured in constant prices has largely been in decline since 2010, reaching a new low in 2023, before rising slightly in 2024.

9. Human resources

This section summarises the insights collected in the PES Capacity Questionnaire on PES staff (human resources), analysing trends in overall staffing and looking at changes in staffing levels over time. It covers current PES staff numbers and staff changes over the 2023-2025 period.

Starting with describing trends in overall staffing levels and staff turnover in PES, this section analyses the ratio and developments of frontline staff in PES, relative to their areas of expertise and the client groups which they service. Further sub-sections review whether the PES conform with the EU-level definition of PES staff as was provided in the survey. It summarises explanations provided by PES for their respective staff changes over the 2023-2025 period.

9.1. PES staff in 2025

The number of staff varies substantially across the 32 PES. To facilitate comparison, the PES are grouped into four categories according to their total number of full-time equivalent (FTE) staff. The following table presents an overview of these groupings, ranging from very large to small PES ⁽²⁵⁵⁾.

Table 9.1 – Grouping of PES by total number of staff (FTE), 2025

Group	– PES
Very large PES: > 20 000 staff FTE	DE, FR, NO, PL
Large PES: 5 000–19 999 staff FTE	AT, CZ, ES, NL, SE
Medium PES: 1 000–4 999 staff FTE	BEA, BEF, BEV, BG, EL, FI, HR, HU, LT, PT, RO, SK
Small PES: < 1 000 staff FTE	CY, DK, EE, IE, IS, LI, LU, LV, MT, SI

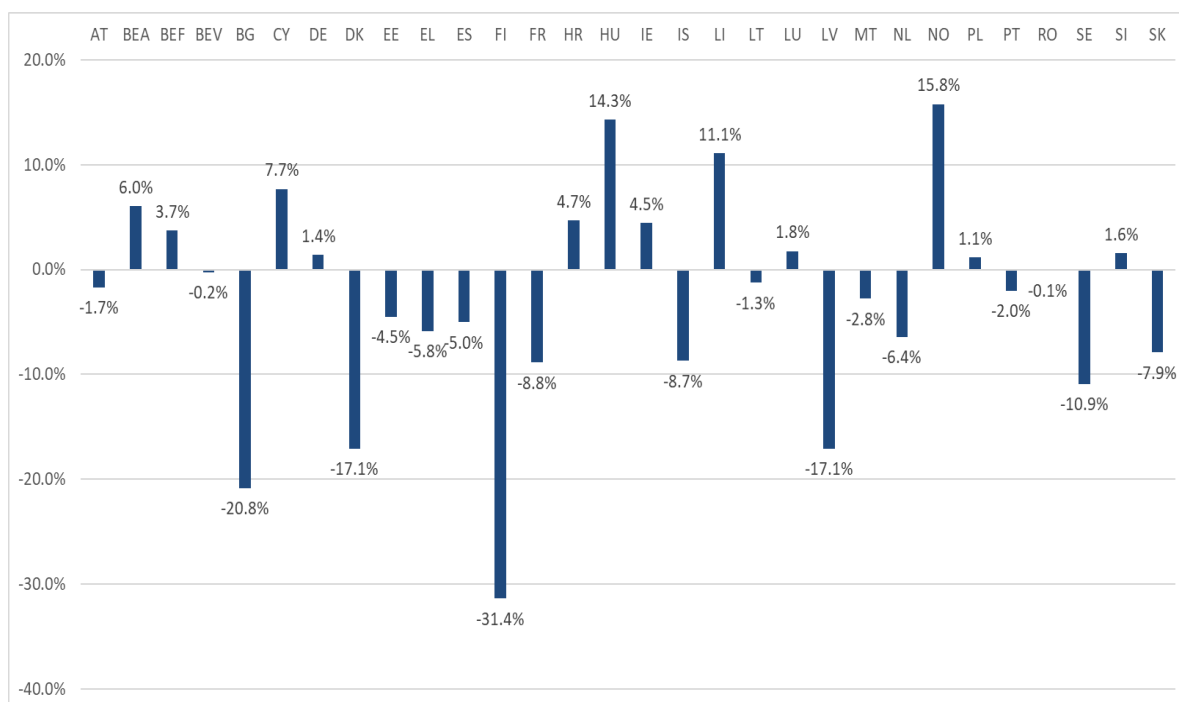
Source: PES Capacity Questionnaire 2025 Part II Question 2.1: How many people (in FTE) are employed by your PES?

Note: Data missing for Italy

⁽²⁵⁵⁾ In the case of Finland, these figures refer to situation before the reform entered into force on 1 January 2025

Nearly all the PES (31 out of 32) ⁽²⁵⁶⁾ indicate that human resources are managed internally. Only the Swedish PES indicates that human resource management is partially outsourced to other organisations. Figure 9.1 shows the in- or decrease in number of PES employees in FTE since 2023 as of 1 March 2025, the reference date for the data collection.

Figure 9.1 – Evolution of PES staff between 28 February 2023 and 01 March 2025 (in FTE)

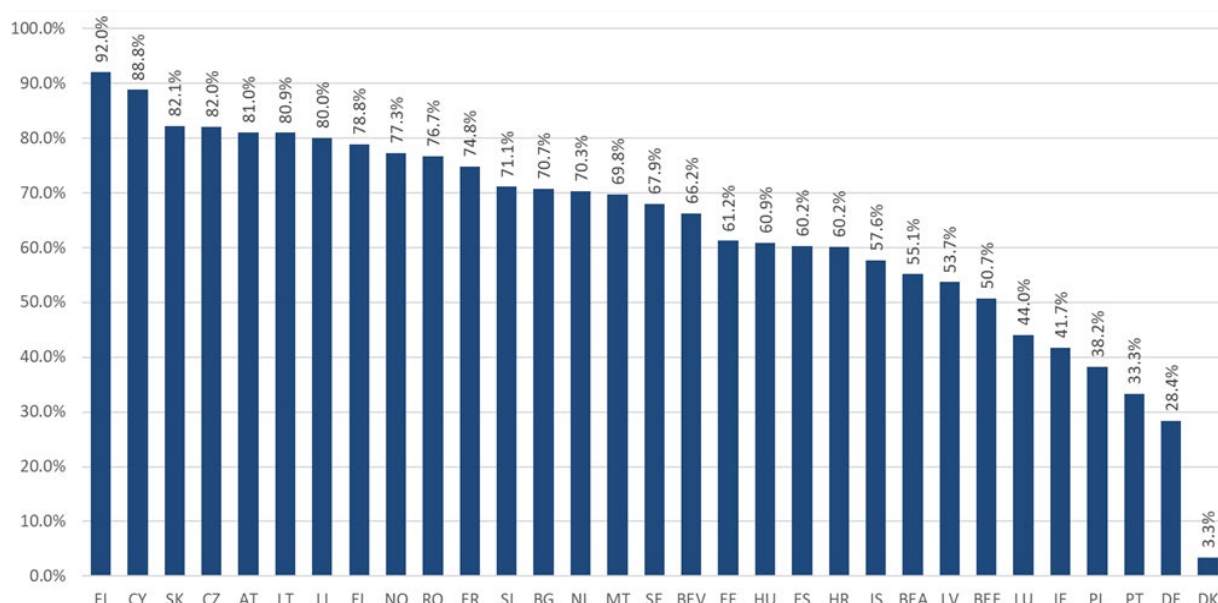


Source: PES Capacity Questionnaire 2025 Part II Question 2.1: How many people (in FTE) are employed by your PES?

Note: Data missing for Italy

Figure 9.2 shows that most PES have the majority of their staff working in front office roles. Only five PES (DE, DK, LU, PL, PT) have fewer than 50% of their staff in front office positions.

⁽²⁵⁶⁾ AT, BG, BEA, BEF, BEV, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IS, IT, LI, LT, LU, LV, MT, NL, NO, PL, PT, RO, SK, SI

Figure 9.2 – Percentage of PES front office staff in 2025

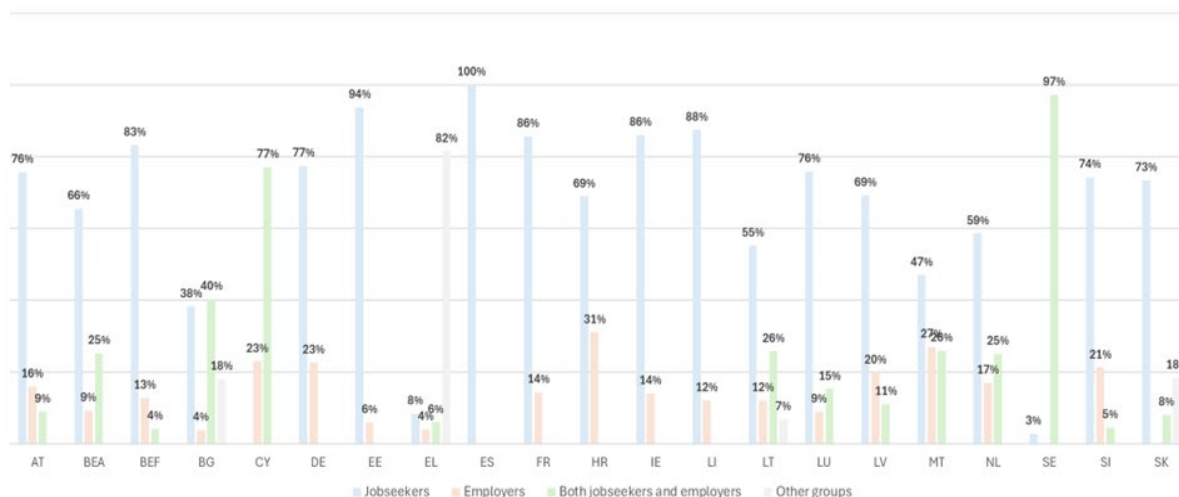
Source: PES Capacity Questionnaire 2025 Part II Question 2.1: How many of these people (FTE) are working in the front office?

Note: Data missing for Italy

9.2. PES staff allocations to client groups

Regarding PES staff, a total of 66% of PES (21 out of 32) ⁽²⁵⁷⁾ indicated that their respective staff work with specific client groups, whether jobseekers or employers, or both. Figure 9.3 provides an overview of the share of PES staff working with specific client groups across these 21 PES. Conversely, only 15% of PES (5 out of 32: BEV, HU, IS, PL, RO) indicate that their respective staff do not work with specific client groups while the remaining 19% of PES (6 out of 32: CZ, DK, FI, IT, NO, PT) did not indicate if their staff work with specific client groups.

⁽²⁵⁷⁾ AT, BEA, BEF, BG, CY, DE, EE, EL, ES, FR, HR, IE, LI, LT, LU, LV, MT, NL, SE, SI, SK

Figure 9.3 – Share of PES front office staff working with specific client groups

Source: PES survey question 2.1: How many of the front office staff have been assigned to exclusively service jobseekers, employers or both?

The data show that PES primarily focus on supporting jobseekers, with the majority of PES staff working exclusively with this group in 16 out of the 32 PES working with specific client groups (50%) ⁽²⁵⁸⁾. Employers represent a secondary, but still important, focus: in 5 of the 21 PES working with specific client groups (CY, DE, HR, LV, MT) (24%), more than one-fifth of staff work exclusively with employers.

Conformity with definition of PES staff

81% of PES (26 out of 32) ⁽²⁵⁹⁾ confirmed that the figures on PES staff they provided conforms to the definition provided by the PES Network ⁽²⁶⁰⁾. Only six PES (BEA, DE, IE, NL, NO, PL) indicate that their respective definition of PES staff differ from the EU-wide definition.

- In Germany, the personnel figures refer to the employment agencies (*SGB III*; unemployment insurance) and do not include the personnel of the joint institutions (*SGB II*; basic social security).
- In Brussels' Capital Region, 99.8% of positions are filled by full-time contracts and calculated as full-time equivalents, regardless of staff absence or temporary replacement.

⁽²⁵⁸⁾ AT, BEA, BEF, DE, EE, ES, FR, HR, IE, LI, LT, LU, LV, NL, SI, SK

⁽²⁵⁹⁾ AT, BEF, BEV, BG, CY, CZ, DK, EE, EL, ES, FI, FR, HR, HU, IS, IT, LI, LT, LU, LV, MT, PT, RO, SE, SI, SK

⁽²⁶⁰⁾ Definition of PES staff: Total staff includes all staff working in this organisation. This includes front office and back office staff, employment services and services related to the administration of benefits (if administered by PES) and engaged in PES core tasks, as well as any other activities that are part of your organisation's normal range of activities. Please note that all staff working in your organisation at national, regional and local levels should be included (where such data is available).

- In Norway, positions not yet filled are not mentioned, and the numbers include staff assigned to administering social services in the municipalities, with an estimated 5 000 - 7 000 staff.
- In Ireland, as the PES form part of the Department of Social Protection, there are challenges in defining exact numbers for face-to-face service provision, with income support services and a national Call Centre also offering support.
- In the Netherlands, call centre staff and trainers for staff are excluded from the specific PES division.
- In Poland, employees of the Ministry of Family, Labour and Social Policy (MFLSP) and of voivodes (regional government offices) are not included due to the impossibility of separating tasks performed for PES and others.

Trends in PES staff turnover from March 2023 to February 2025

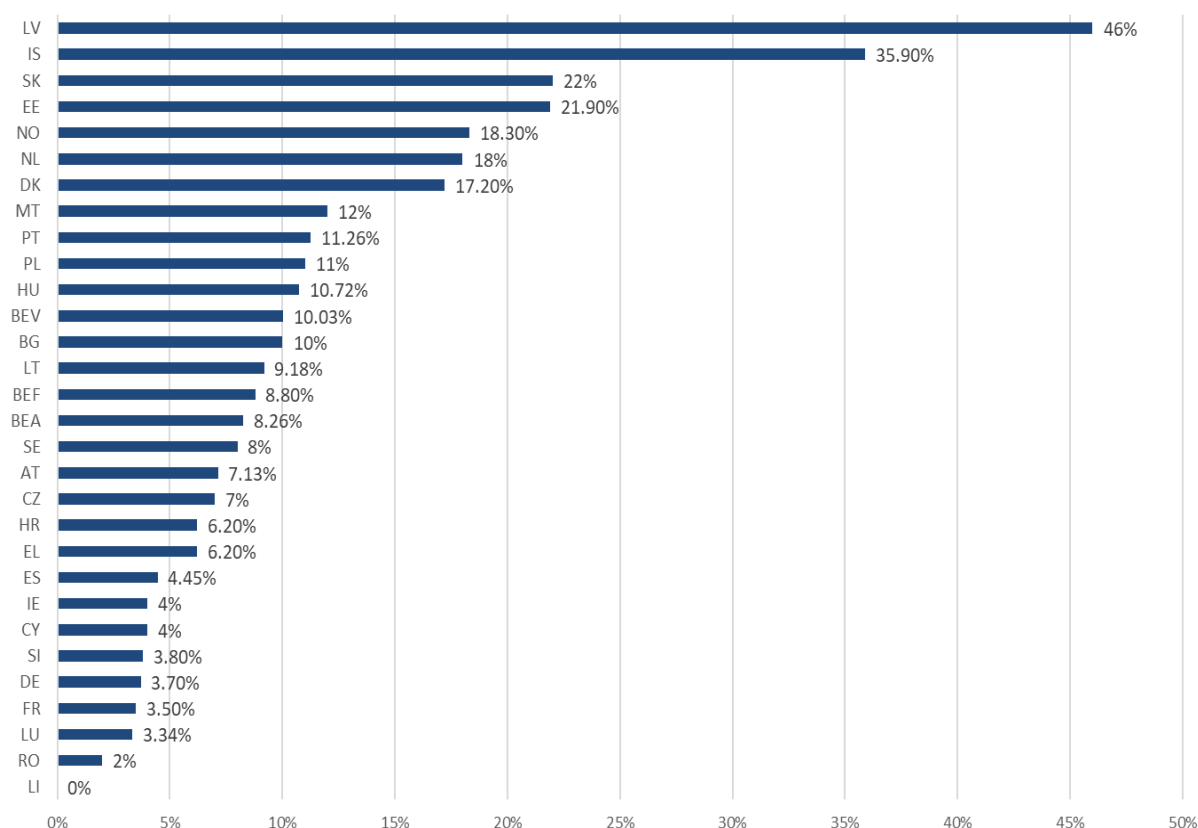
Overall, 72% of PES (23 out of 32) ⁽²⁶¹⁾ reported staff turnover below 15% between 2023 and 2025, ranging from no staff turnover at all in Liechtenstein to 12% in Malta. Meanwhile, five PES (DK, EE, NL, NO, SK) report turnover between 15% and 30%, and two PES (IS, LV) reported turnover above 30%. No data on staff turnover were provided by the Italian PES. In the case of Finland, due to the TE Services 2024 Reform, which transfers PES from State-run offices to newly formed municipal employment areas, staff turnover figures for 2023–2025 cannot be estimated clearly enough as organisational structures and responsibilities are in transition. The percentage of staff turnover in each of the 32 PES is shown in Figure 9.4.

Only 12 PES ⁽²⁶²⁾ reported an increase in their staff between 2023 and 2025, with the remaining 20 PES reported a decrease in their staff over the same period. Meanwhile, half (16) ⁽²⁶³⁾ of the PES reported changes or shifts in staff allocations with the remaining half reporting no such changes.

⁽²⁶¹⁾ AT, BEA, BEF, BEV, BG, CY, CZ, DE, EL, ES, FR, HR, HU, IE, LI, LT, LU, MT, PL, PT, RO, SE, SI

⁽²⁶²⁾ BEF, BG, CY, DE, HR, HU, IE, IT, LI, LU, NO, SI

⁽²⁶³⁾ AT, BEA, BEV, BG, CZ, DK, ES, LT, LV, MT, NL, PT, RO, SE, SI, SK

Figure 9.4 – Percentage of PES staff turnover 2023-2025 (in %)

Source: PES Capacity Questionnaire 2025 Part II Question 2.2: Please provide details in (...) on changes in PES staff.

Note: No data available for Italy. Data for Finland not included due to the reassignment of PES responsibilities in the context of the 2024 TE Reform.

Key findings:

- **Predominantly internal HR management:** Almost all PES manage human resources internally, with Sweden being the only case of partial outsourcing. Staffing levels vary widely, from under 100 FTE in the smallest PES (CY, LI) to over 60 000 FTE in Germany.
- **Frontline staff composition:** The share of front office staff varies significantly, with some PES allocating the majority of their workforce to direct client service (e.g., FI, NO, FR), while others maintain relatively small proportions (e.g., AT and DK). Most PES have staff working with specific client groups (jobseekers, employers, or both).
- **Staff changes and turnover trends:** Between 2023 and 2025, 12 PES reported staff increases and 20 reported decreases. Turnover rates varied from below 15% (23 PES) to over 30% (IS, LV). Reasons for change included budget cuts, project closures, organisational restructuring, and policy reforms.

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Annex 2 Main areas of PES responsibilities in the implementation of the reinforced YG

Implementation phase	PES involvement 2025	PES involvement 2023 ⁽²⁶⁴⁾ ⁽²⁶⁵⁾	PES full responsibility 2025	PES shares responsibility with other partners 2025	PES no responsibility 2025
Mapping					
Identifying target groups, available services and skills needs	90% (28 out of 31)	89% (25 out of 28)	22% of PES (7 out of 31: AT, CY, EE, HR, IE, LT, NO)	68% of PES (21 out of 28) ⁽²⁶⁶⁾	3 PES: CZ, LI, NL
Tracking and early warning system	74% (23 out of 31)	69% (19 out of 28)	3 PES: AT, CY, LT	64% (20 out of 23) ⁽²⁶⁷⁾	8 PES: BEA, CZ, EL, LI, LU, NL, RO, SE
Outreach					
Raising awareness and targeted	87% (27 out of 31)	75% (21 out of 28)	3 PES: CY, IE, LT	77% (24 out of 31) ⁽²⁶⁸⁾	4 PES: CZ, LI, NL, SE

⁽²⁶⁴⁾ 2023 sample comprised 28 respondents; 2025 sample comprised 31 respondents.

⁽²⁶⁵⁾ Where data are available.

⁽²⁶⁶⁾ BEA, BEF, BEV, BG, DE, DK, EL, ES, FI, FR, HU, IT, LU, LV, MT, PL, PT, RO, SE, SI, SK.

⁽²⁶⁷⁾ BEF, BEV, BG, DE, DK, EE, ES, FI, FR, HR, HU, IE, IT, LV, MT, NO, PL, PT, SI, SK.

⁽²⁶⁸⁾ AT, BEA, BEF, BEV, BG, DE, DK, EE, EL, ES, FI, FR, HR, HU, IT, LU, LV, MT, NO, PL, PT, RO, SI, SK.

communication on reinforced YG					
Outreach to groups in vulnerable situations	87% (27 out of 31)	75% (21 out of 28)	3 PES: CY, IE, LT	77% (24 out of 31) (²⁶⁹)	4 PES: CZ, LI, NL, SE
Preparation					
Registering young people	87% (28 out of 31)	76% (22 out of 28)	64% (20 out of 31) (²⁷⁰)	8 PES: DE, DK, EE, FR, IT, NL, PL, RO	3 PES: LI, LT, SE
Using profiling tools to tailor individual action plans	97% (30 out of 31)	61% (17 out of 28)	45% (14 out of 31) (²⁷¹)	52% (16 out of 31) (²⁷²)	1 PES: LI
Performing, counselling, guidance, mentoring	97% (30 out of 31)	96% (27 out of 28)	31% (10 out of 31: AT, BG, CY, DE, HR, HU, LT, LU, NO, RO)	66% (20 out of 31) (²⁷³)	1 PES: LI
Enhancing digital skills with preparatory training	90% (28 out of 31)	No comparative data available	5 PES: AT, BG, FI, HR, LU	74% (23 out of 31) (²⁷⁴)	3 PES: EL, LI, NL

(²⁶⁹) AT, BEA, BEF, BEV, BG, DE, DK, EE, EL, ES, FI, FR, HR, HU, IT, LU, LV, MT, NO, PL, PT, RO, SI, SK.

(²⁷⁰) AT, BEA, BEF, BEV, BG, CY, CZ, EL, ES, FI, HR, HU, LU, LV, MT, NO, PT, RO, SI, SK.

(²⁷¹) AT, BEA, BEF, BEV, BG, EL, HR, HU, IE, LU, MT, NO, SI, SK.

(²⁷²) CY, CZ, DE, DK, EE, ES, FI, FR, IT, LT, LV, NL, PL, PT, RO, SE.

(²⁷³) BEA, BEF, BEV, CZ, DK, EE, EL, ES, FI, FR, IE, IT, LV, MT, NL, PL, PT, SE, SI, SK.

(²⁷⁴) BEA, BEF, BEV, CY, CZ, DE, DK, EE, ES, FR, HU, IE, IT, LT, LV, MT, NO, PL, PT, RO, SE, SI, SK.

Assessing, improving, and validating other important skills	87% (28 out of 31)	No comparative data available	6 PES: AT, BEV, EL, HR, LU, RO	71% (22 out of 31) (²⁷⁵)	3 PES: LI, LV, NL
Offer					
Offering employment and start-up incentives	94% (29 out of 31)	No comparative data available	48% (15 out of 31) (²⁷⁶)	45% (14 out of 31) (²⁷⁷)	2 PES: LI, NL
Aligning offer with existing standards to ensure quality and equity	94% (29 out of 31)	No comparative data available	48% (15 out of 31) (²⁷⁸)	45% (14 out of 31) (²⁷⁹)	2 PES: LI, NL
Following-up with all young people who received YG support (post-placement support and implementation feedback)	77% (24 out of 31)	No comparative data available	8 PES: BEV, BG, FI, HU, IE, NO, LT, MT	52% (16 out of 31) (²⁸⁰)	7 PES: CY, EL, HR, LI, LV, NL, RO

(²⁷⁵) BEA, BEF, BG, CY, CZ, DE, DK, EE, ES, FI, FR, HU, IE, IT, LT, MT, NO, PL, PT, SE, SI, SK.

(²⁷⁶) AT, BEA, DK, EE, ES, FI, HR, HU, IT, LT, LU, MT, NO, SE, SK

(²⁷⁷) BEF, BEV, BG, CY, CZ, DE, EL, FR, IE, LV, PL, PT, RO, SI

(²⁷⁸) AT, BEA, DK, EE, ES, FI, HR, HU, IT, LT, LU, MT, NO, SE, SK

(²⁷⁹) BEF, BEV, BG, CY, CZ, DE, EL, FR, IE, LV, PL, PT, RO, SI

(²⁸⁰) AT, BEA, BEF, CZ, DE, DK, EE, ES, FR, IT, LU, PL, PT, SE, SI, SK

Mobilisation and partnerships	81% (25 out of 31)	No comparative data available	3 PES: BEA, LU, PT	71% (22 out of 31) ⁽²⁸¹⁾	6 PES: CY, LI, LV, NL, RO, SI
Data collection and monitoring of YG schemes	94% (29 out of 31)	No comparative data available	52% (16 out of 31) ⁽²⁸²⁾	42% (13 out of 31) ⁽²⁸³⁾	2 PES: LI, NL
Management of the EU funds	77% (24 out of 31)	No comparative data available	3 PES: IT, MT, PT	68% (21 out of 31) ⁽²⁸⁴⁾	7 PES: BEV, DK, HR, LI, LU, NL, NO

Source: PES Capacity Questionnaire 2025, Part II, Q.1: What are the main areas for which your PES is responsible within the reinforced YG scheme?

⁽²⁸¹⁾ AT, BEF, BEV, BG, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, MT, NO, PL, SE, SK

⁽²⁸²⁾ BEA, BEF, BEV, CY, DK, FI, FR, HR, HU, IT, LT, LU, MT, NO, PL, PT

⁽²⁸³⁾ AT, BG, CZ, DE, EE, EL, ES, IE, LV, RO, SE, SI, SK

⁽²⁸⁴⁾ AT, BEA, BEF, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, LT, LV, PL, RO, SE, SI, SK

Annex 3 PES ‘other’ support services offered to young people

Support services	PES sole responsibility	Joint responsibility PES and external providers	Joint responsibility PES and partners
Validation and recognition of non-formal and informal learning outcomes (including learning outcomes of the preparatory short-term training)	7 PES: BEV, FI, HU, LT, MT, RO.	17 PES: BEA, BEF, BG, CZ, DK, DE, EE, FR, HR, LI, LU, LV, NO, PL, PT, SI, SK.	11: AT, BEF, CY, DK, EL, ES, FR, HR, IT, NL, SE.
Career guidance/advice	9 PES: AT, CY, EE, HU, LU, LV, MT, PL, RO.	12 PES: BEA, BEF, BEV, DK, FR, HR, IT, LI, NO, PT, SI, SK.	17 PES: BEF, BG, CZ, DE, DK, EL, ES, FI, FR, HR, IE, IT, LT, LU, NL, PT, SE
Entrepreneurial guidance	7 PES: AT, BEV, BG, EL, HU, RO, SK	13 PES: BEA, BEF, FR, IE, IT, LI, LT, LU, LV, MT, NO, PT, SI.	14 PES: BEF, CY, CZ, DE, DK, EE, ES, FI, FR, IT, NL, PL, SE, SI
Counselling (including one-to-one sessions)	13 PES: AT, BG, CY, CZ, EL, HR, HU, LT, LU, LV, PT, RO, SK	10 PES: BEA, BEF, EE, FR, IE, IT, LI, MT, NO, SI	14 PES: BEF, BEV, DK, DE, EE, ES, FI, FR, IE, IT, NL, PL, SE, SI.
Mentoring	5 PES: BG, CZ, LV, HU, MT	15 PES: AT, BEA, BEF, BEV, EE, EL, FI, IE, IT, LI, LU, NO, RO, SI, SK	13 PES: BEF, BEV, CY, DE, DK, ES, FR, IT, LT, NL, PL, PT, SE
Motivational sessions (including individual coaching to build up motivation, self-confidence and self-esteem with view on work-readiness)	11 PES: BG, CY, CZ, HR, HU, LU, LV, RO, PT, SI, SK	11 PES: AT, BEA, BEF, EE, EL, IE, IT, LI, LT, MT, NO.	11 PES: BEF, BEV, DK, DE, ES, FI, FR, IT, NL, PL, SE
Advocacy*	9 PES: BEF, BG, CY, CZ, HU, LT, LV, PT, SI	14 PES: AT, BEA, DE, EE, EL, FI, IE, IT, LI, LU, MT, NO, RO, SK	7 PES: BEV, DK, ES, IT, NL, PL, SE
Peer support	7 PES: BEV, BG, CZ, HU, LV, MT, SI	15 PES: AT, BEA, BEF, DK, EE, ES, EL, FI, IT, LI, LT, LU, NO, RO, SK	10 PES: BEF, CY, DE, DK, IE, IT, NL, PL, PT, SE

Support services	PES sole responsibility	Joint responsibility PES and external providers	Joint responsibility PES and partners
Referrals to social services (e.g. childcare, healthcare and/or housing)	5 PES: CZ, HU, LV, LU, SI	15 PES: BEA, BEF, BEV, DE, EE, EL, ES, FI, FR, IT, LI, LT, NO, RO, SK	14 PES: AT, BEF, BEV, BG, CY, DK, FR, IE, IT, MT, NL, PL, PT, SE,
Bridging programmes** to prepare young people in vulnerable situations to (re)enter mainstream education or VET system	8 PES: BEF, CY, CZ, HR, LI, LV, PL, SI	15 PES: BEA, BG, DE, EE, EL, FI, HU, IE, IT, LT, LU, NO, PT, RO, SK	10 PES: AT, BEV, BG, DK, ES, FR, IT, MT, NL, SE
Other, please specify		4 PES: BEA, EE, MT, NO	

Source: PES Capacity Questionnaire 2025, Part II, Q6. What support services are provided to reinforced YG participants, either by PES alone or with other partners/external providers?

Annex 4 PES staff members dedicated to the delivery of the YG (FTE)

PES	Number of staff members (FTE) exclusively dedicated to implementing the YG as of 28 February 2025* (FTE)			Number of PES client-facing employment counsellors, directly and exclusively serve young clients under the YG* (FTE)			Size of the clients' portfolio for each PES youth counsellor
BEA	2025 2023 2021	38 44 53	Decrease	2025 2023 2021	26 30 37	Decrease	0.00
BG	2025 2023 2021	366 643 511	Decrease	2025 2023 2021	366 544 511	Decrease	70
CZ	2025 2023 2021	114	..	2025 2023 2021	99	..	174
DE	2025 2023 2021	4119 3780	Increase	2025 2023 2021	4119 .. 3780	Increase	0.00
LU	2025 2023 2021	33 32 29.5	Increase	2025 2023 2021	32 30 26.5	Increase	220
MT	2025 2023 2021	7 3 8	Increase	2025 2023 2021	3 .. 3		150

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NO	2025 2023 2021	19		2025 2023 2021	0.00		55
SK	2025 2023 2021	92		2025 2023 2021	92		39

Source: PES Capacity Questionnaire 2025, Part II, Q.2: Are there PES staff members exclusively dedicated to the implementation of the reinforced YG?

*Percentage increase or decrease figures have been included for those cases where comparable data from the 2023 and 2021 surveys are available.

Annex 5 Examples of PES targets for youth-oriented services

PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
AT	- First interview within 14 days from registration; Individual action plan within 3 weeks - If it is not possible to find an apprenticeship position in a company (deadline 4 months after registration), jobseeker can enter into a supra-company apprenticeship training entity. - The training guarantee ensures that every young person who wants to take up an apprenticeship will get a training place as promised by the Training Guarantee within 3 months either by entering apprenticeship in the labour market or a training opportunity provided by PES		- Vocational training and labour market integration of young people: the number of young people under the age of 25 who are registered for more than 6 months is measured - apprenticeship entries (f/m)	
BEA	- After one week a group information session offered (including digital and language test and access to workshop in interregional mobility, CV and Cité des Métiers) - After 4 weeks a first meeting with the personal job counsellor - Within 6 months: making an offer of job/training/traineeship		In the framework of the Support for young people and NEETs 2024-2027, the target is to accompany 750 young people per year, 3000 over 4 years (2024-2027).	

PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
BEF	- Throughout the support process: dissemination of job vacancies, regular follow-up of the action plan, assessment of the follow-up, adaptation of the action plan. - Registration: Creating the Action Plan, Sending suitable job vacancies. - After 15 days: checking actions, validating the jobseeker's profile, defining the appropriate type of support or guidance - After 1 month: implementing concrete actions following the assessment of the follow-up - After 4 months: expected results, job offers, traineeship opportunities, or entry into training programmes - Employment.			
BEV	The service line contacts every young person up to 30 years old within two weeks.			The team goals state that there should be an 'intensifying action' within three months. This could be a training, partner counselling, job application assignment, etc.
BG	- Preparation of an action plan on the day of registration - Meetings to monitor the implementation of the Action Plan - every month	All young people to be covered by the reinforced YG	All registered youth to receive appropriate employment services. Achieving a short-term implementation on the labour market or inclusion in training.	Prepare an action plan and receive employment service.

PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
	Receive a proposal - up to four months			
CY		Participation of young people (15-29 years old) in individualised counselling via the Early Warning System – 100%	1,200 NEETs reached and referred to PES by PES mobile units.	
CZ	- Have an activity in a short period of time after registering in PES - Individual action plan			
DE	Placement rates during the career counselling year (12 months) as a target figure for career guidance before working life services	Minimum utilisation rates for procurement measures	In accordance with §31a SGB III, all unplaced school leavers receive counselling from PES	
DK	- Meeting with the young person within first week after registration in the municipality. - Completion of reading, writing and mathematics skills test within the first month after registration in the municipality. - Completion of plan for activities towards education or job within the first three months after registration in the municipality. The municipalities are obliged to work with an active measure which means that the young person must participate in a new active measure within four months after previous measure.	National target in the Social Scoreboard that specify that 80% of the population aged 20-64 should be in employment by 2030.	The initiatives in the political agreement 'The Youth Commitment' are aimed to benefit the approximately 65.000 persons aged 15-29 who are not in education or work.	A central initiative in the 'Agreement on a simpler employment system' (2018), was to give a higher degree of freedom to municipalities in planning support for unemployed citizens. The higher degree of freedom also came with an enhanced monitoring system. The monitoring of the municipalities takes place via measurements of the municipalities' results and efforts. The municipalities that have good results will not be subject to stricter supervision. Stricter supervision is only intended for those municipalities that do not deliver results, and which at the same time take advantage of the

PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
				new freedom to leave citizens passive without effort and contact with the job centre. The municipalities are obliged to have 4 meetings with claimants under 30 during the first 6 months. The goal is for 80% of the jobseekers under 30 to have received these meetings, otherwise the municipality can be placed under stricter supervision by PES.
EE	- Providing career services to young people - Providing the support for underage employment - Providing the e-training module to the young people		Share of newly registered young employed (16–29 year-olds) having taken up employment, education, training or traineeship within six months 60% (2025; 63% 2028)	
ES	One of the targets is to ensure that 'all young people under the age of 30 receive a good-quality offer of employment, further education, an apprenticeship or a traineeship within four months of becoming unemployed or leaving formal education			The primary objective of the mid-term evaluation of the reinforced YG Plan 2021-2027, being carried out with practical assistance from the OECD, is to identify the strengths, weaknesses, and potential areas for improvement in the implementation of the YG. Consequently, the evaluation will focus primarily on the immediate outputs generated by each of the programme's work areas (what services and benefits the programme is generating and whether they are being used by the target population).

PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
FI	The proportion of young unemployed jobseekers who exceed 3 months of unemployment. The new service system has only national targets agreed by the parliament. The new targets are more general in nature. No clear time bound targets. The national targets recognise youth as a group that requires special attention.			
HR	- First meeting with a jobseeker within 15 days of the registration within the YG scheme. - Individual consultations - All registered young people at least once every 12 weeks face to face and at least once every 8 weeks through other channels	Reduction of the share of unemployed youth in total unemployment to 24.9%.	Individual consultations - 100% of all registered young people in a given month.	Individual counselling - all registered young people within 15 days of entering the unemployment register are provided with individual counselling
HU	The role of the state-owned Regional Centres for Vocational Training is to provide meaningful VET training outcomes for the programme participants within a certain period.	15% of registered youth participants must be inactive NEETs, who joined the programme via outreach activity.	In the current version of YG Plus Labour Market Programme by the 31st of August 2027, 38 910 total participants are set as output indicator, of which 25 289 are from predefined disadvantaged groups. 11 673 NEETs are planned to be involved in subsidised training. As result indicator, 12 459 individuals are intended to be in employment. The YG Plus Labour Market Programme is under revision.	- Each participant has an Individual Action Plan (IAP) - PES combines labour market services with ALMPs

PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
IE	Deliver activities under the updated Employment and Youth Engagement Charter; Target 300 employers to sign up to the Charter Commitments by December 2025.	To achieve and maintain, on average over a four-quarter period, a ratio in the unemployment rate of 2.5:1 for those aged less than 25 and those aged 25 and over.	Deliver activities under the updated Employment and Youth Engagement Charter; Target 300 employers to sign up to the Charter Commitments by December 2025.	Re-launch and deliver activities under the Employment & Youth Engagement Charter with a target of signing up 300 employers and benefitting 1,000 jobseekers from priority groups.
IT	Italy aims to provide all registered young people with a quality offer (employment, training, apprenticeship or continued education) within four months of registration.	No formalised proportionate targets specifically for youth are set at national level. However, some regional PES monitor the share of young beneficiaries receiving an Individualised Service Plan and being referred to active measures.	Under the GOL programme, overall numerical targets are set for the activation of unemployed persons, including young people. However, no separate numerical targets are formally defined at national level specifically for youth within the reinforced YG. Specific targets are linked to incentive schemes such as 'Bonus Giovani' (targeting new permanent hires of under-35s with up to EUR 650 a month in contribution relief in Southern regions) or 'Incentivo NEET' (supporting the hiring of NEETs with up to 60% wage cost coverage). These incentives aim to reduce youth unemployment by a defined number of placements.	While not formally codified, operational goals within the GOL framework aim to ensure that young people receive a personalised assessment and are referred to a relevant policy measure (training, orientation, job placement, etc.) within a short timeframe, consistent with the four-month target.
LT	- To develop the availability of professional guidance services within a certain period; - To implement primary intervention measures within a certain period; - Increasing the (re)integration of young people into the education		- Develop the availability of professional guidance services - Increasing the (re)integration of young people into the education system or the labour market - To provide professional guidance service.	

PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
	system or the labour market within a certain period.			
LU	60% of young jobseekers under the age of 30 receive a quality offer within 4 months after their registration with the PES.	100% of PES clients undergo a profiling (including online language assessment).		100% of jobseekers whose profiling result show a severe obstacle to enter the job market receive an individual action plan and an intensive counselling.
MT	All registered young people are contacted by the PES within four weeks of registration and a personalised action plan is to be developed within eight weeks of registration. Upon initial contact, the youth has to be referred to the YG.	PES aims to ensure that at least 90% of all registered NEETs are offered a YG opportunity.	- Empower Youth Start up and Empower Youth Phase (2025–2028, 48 months): expected participants who actually start (profiled): 656 individuals - ALMA activity: a portion of the 656 participants (10 participants each year would then be participating in the mobility each year- total 40 over the next 4 years). - SEC Revision Classes (2024–2028, 5 years): average actual attendees per year: 610 - Transnational Activities- Participants (Jobsplus staff): 50 individuals - Transnational (Jobsplus staff): 50	No combined targets available, however, Jobsplus aims to provide guidance services to registered jobseekers and inactive individuals within 4 weeks of registration or initial contact.

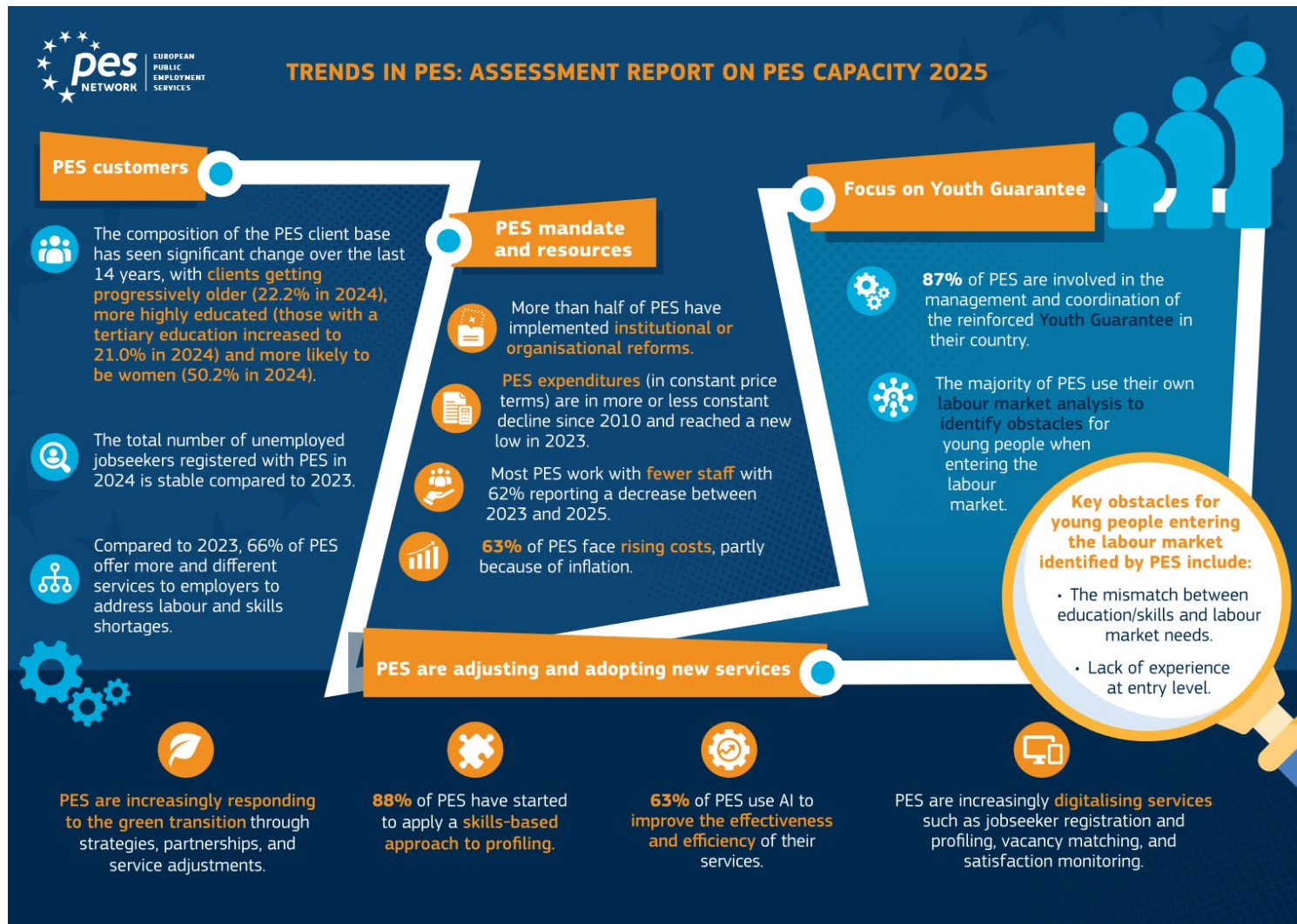
PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
NO	- Immediate follow-up of candidates. for those who are supposed to be self-driven, these shall have a follow-up within 8 weeks in order to check if there is a need for counselling. - Assistance to candidate for as long as it takes, defined by need. Follow-up by assigned contact person (part of legislation).		All clients	
PL	- Support offer – within four months - Digital skills validation and training – before starting the main form of support (as a rule) - Individual action plan prepared within a fixed period of time.			
RO			PES annually develops an employment programme that is approved by the Minister of Labour, Family, Youth and Social Solidarity, within which several categories of people are targeted, including young people in general and NEETs, both in terms of the number of people included in the measure and the number of people employed as a result of the measures. Monitoring is carried out monthly.	PES signs an annual Managerial Performance Contract with the Ministry of Labour, Family, Youth and Social Solidarity, which provides, among others, an indicator referring to young people: 'The share of young people under 30 who, in the first four months after registration, takes a job, participates in a vocational training course, concludes an apprenticeship contract at the workplace or concludes a practical internship contract out of the total number of young people under 30 registered.'

PES	Time-bound targets	Proportionate targets	Numerical targets	Combined targets
SI	- Individual action plan to be prepared in 14 days of registration - Quality offer of employment, training or education to be provided within four months		- Number of participants in the ALMA project (NEETs in vulnerable situations, U35); - Number of participants in the PLYA project (NEETs in vulnerable situations + youth at risk of dropping out).	Preparing an individual action plan within 14 days of registration for all.

Source: PES Capacity Questionnaire 2025, Part II, Q8. Did you have any targets for youth-oriented services?

Note: Details were given by 22 out of 31 PES respondents.

Annex 6 Infographic



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