

Labour Market Policy Database Methodology

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LABOUR MARKET POLICY DATABASE METHODOLOGY APRIL 2000

This document comprises the results of the methodological work done by the Labour Market Policy (LMP) Working Group in preparing the first Labour Market Policy data collection. The list of the Working Group members is included at the end of the document.

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PREFACE

The European Employment Strategy, launched at the European Council in 1997, is organised through the "Luxembourg process", which is built on several components. At the end of each year, upon a proposal from the Commission, the European Council agrees on Employment Guidelines for Member States' employment policies. In the spring each year, every Member State draws up a National Action Plan on the implementation of the Guidelines. The Commission and the Council then jointly examine each Plan and present a Joint Employment Report to the December European Council.

In order to monitor the progress by Member States in implementing the Employment Guidelines, and check outcome against efforts, policy and performance indicators are used. To monitor efforts on activation and prevention, the Commission needs first-hand, reliable and comparable data on beneficiaries and public expenditure on labour market policies, particularly active measures. To this end, Eurostat and DG Employment started work in 1998 to establish a new database on Labour Market Policy (LMP) measures in the EU. The LMP database aims to collect detailed information on labour market policy actions undertaken by the Member States in a way that is consistent and comparable between different types of measures and between countries.

The database has been developed as a module of the European System of integrated Social PROtection Statistics (ESSPROS), and also in close co-operation with the LMP-OECD database in order to build on previous work. The database focuses on the collection, from administrative sources, of information on public expenditure and on participants, both as stocks and flows. It also includes much qualitative information to describe the actions undertaken and to facilitate analysis.

This methodology defines two complementary schemes that allow the classification of LMP measures by type of action and by type of expenditure. For analysis, these schemes may be used independently or together and ensure a high degree of flexibility within the system. This manual aims to offer clear guidelines to ensure the consistent application of the classification categories and the provision of comparable data across countries.

It is the intention that the LMP database be used as a source of information for monitoring the performance of Member States in relation to the Employment Guidelines on active labour market measures to improve the employability and labour market integration of unemployed persons. The classification typology developed within the LMP methodology is agreed to be the standard reference for the common indicators on active labour market policies.

We have a great pleasure to present this work, which is the result of a real joint effort, and we would like to congratulate all those who have contributed to its preparation and would encourage all of the users and readers to send us any proposals and suggestions for further improvement.

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INTRODUCTION

It is a major challenge to develop a database on labour market expenditure and participants that aims to provide *comparable data* for the follow-up of some aspects of the Employment Guidelines whilst taking into account *national specificities* and also maintaining *clear links* with other closely related databases such as ESSPROS and the OECD database on labour market policies. The project should, therefore, be considered as mid-term and one which be developed year by year.

Work on the LMP methodology started in October 1996, when a Task Force composed of 7 Member States, 2 Commission Directorates and the OECD was asked, by Eurostat and DG-Employment, to comment on the discussion paper "Towards a Community Database on Labour Market Policies". Early in 1997, all Member States were asked to provide Eurostat with an inventory of public interventions in their country that were considered as LMP measures. Work during 1997 and 1998 concentrated on the analysis of the documents received from Member States, in reaching an agreement with them on the scope and the classification categories to be used, and in the preparation of a pilot data collection. Thereafter, in April 1999, a draft methodology was issued and the pilot data collection launched and later completed by all Member States (plus Norway). The results of the pilot exercise and the draft methodology were discussed at a Working Group in November 1999 and through written consultation. This version of the methodology is the result of this consultation process.

It is planned to improve the methodology further by detailed research in particular areas. These include analysis of the activities of the PES, the training programmes provided, the types and sources of expenditure involved, and further analysis of data on participants. The geographical coverage of the database should ensure inclusion of labour market policies implemented at regional level for all countries. The results of this work will be included in a revision of the LMP-methodology to be proposed at the end of 2003.

ACKNOWLEDGEMENTS

(See list in annex)

We are grateful for the contributions towards the development of the methodology made by delegates from the Member States, experts from the OECD, colleagues from Eurostat and DG Employment and Social Affairs, and the consultants. We hope to continue to benefit from the active co-operation of all these groups whilst we improve this methodology.

1. SCOPE

The scope of the LMP database is defined as including all labour market measures which can be described as:

Public interventions in the labour market aimed at reaching its efficient functioning and to correct disequilibria and which can be distinguished from other general employment policy measures in that they act selectively to favour particular groups in the labour market.

Public interventions refer to measures taken by general government in this respect which involve expenditure, either in the form of actual disbursements or of foregone revenue (reductions in taxes, social contributions or other charges normally payable). General government should be understood as including central government, state/regional government, local government and the social security funds (see section 3.3, item 15 for definitions).

The scope of the database is also limited to labour market measures which are explicitly targeted in some way at groups of people with difficulties in the labour market - referred to here as target groups (i.e. it therefore excludes more general employment policies). In broad terms this covers people who are unemployed, people in employment but in risk of involuntary job-loss, and inactive persons who are currently not part of the labour force (in the sense that they are not employed or unemployed according to the ILO definitions) but who would like to enter the labour market and are disadvantaged in some way. Target groups are defined in detail below (items 6 & 7 in section 3.3).

Measures which act in the labour market but which are not targeted at disadvantaged groups are considered as general employment measures and should not be included in this data collection.

Statistical unit

The statistical unit in this module is the labour market measure, as defined above. The database then aims to collect data for a number of variables, both quantitative and qualitative, which apply to and describe the statistical unit so defined.

Geographical coverage

The database aims to cover information on the whole territory of each country.

2. CLASSIFICATION OF MEASURES

This section provides details of the overall scheme for the classification of measures. Measures are classified in two ways - by type of action (e.g. placement services or employment incentives) and by type of expenditure (e.g. transfers to individuals or transfers to employers). The broad categories within each classification are shown below and defined in detail in sections 2.1 and 2.2 below.

The classification by type of action has been reorganised in this version of the methodology. Annex A4 shows a key between the current classification and the version of February 2000 as issued to Member States for consultation.

Classification by type of action

- 0 General PES
- 1 Intensive counselling and job-search assistance
- 2 Training
- 3 Job rotation and job sharing
- 4 Employment incentives
- 5 Integration of the disabled
- 6 Direct job creation
- 7 Start-up incentives
- 8 Out-of-work income maintenance and support
- 9 Early retirement

Classification by type of expenditure

- 1 Transfers to individuals
- 2 Transfers to employers
- 3 Transfers to service providers

2.1 CLASSIFICATION OF MEASURES BY TYPE OF ACTION

The type of action refers to the way in which a measure acts to achieve its objectives. The classification scheme identifies one base category of general services and nine broad categories of LMP measures, most with two or more sub-categories.

The category of General PES does not relate to LMP "measures" in the sense defined here, but to general services for jobseekers. Information provided for this category will be treated as general background information and considered separately from that relating to all other types of measure.

2.1.1 SUMMARY OF CLASSIFICATION BY TYPE OF ACTION

General services

0 General PES

LMP measures

1 Intensive counselling and job-search assistance

2 Training

- 2.1 Institutional training
- 2.2 Workplace training
- 2.3 Integrated training
- 2.4 Special support for apprenticeship

3 Job rotation and job sharing

- 3.1 Job rotation
- 3.2 Job sharing

4 Employment incentives

- 4.1 Recruitment incentives
 - 4.1.1 Permanent
 - 4.1.2 Temporary
- 4.2 Employment maintenance incentives

5 Integration of the disabled

- 5.1 Regular employment
- 5.2 Sheltered employment
- 5.3 Other rehabilitation and training

6 Direct job creation

- 6.1 Permanent
- 6.2 Temporary

7 Start-up incentives

8 Out-of-work income maintenance and support

- 8.1 Full unemployment benefits
 - 8.1.1 Unemployment insurance
 - 8.1.2 Unemployment assistance
- 8.2 Partial unemployment benefits
- 8.3 Part-time unemployment benefits
- 8.4 Redundancy compensation
- 8.5 Bankruptcy compensation

9 Early retirement

- 9.1 Conditional
 - 9.1.1 Full
 - 9.1.2 Partial
- 9.2 Unconditional
 - 9.2.1 Full
 - 9.2.2 Partial

2.1.2 DETAILED CLASSIFICATION BY TYPE OF ACTION

This section defines the scheme for the classification of measures by type of action. Wherever possible it uses or makes reference to equivalent definitions from the ESSPROS Core System, in particular the unemployment function.

General services

0 General PES

Services of the *public employment services* which facilitate the job-search process and which are generally available to all jobseekers.

- Terminology: *Public employment services* refers here to the national public employment agency together with other public bodies (regional governments, municipalities, local employment services, etc.) that perform similar functions to the national service.

- Services that *facilitate the job-search process* might include:

- registration (as a jobseeker);
- diagnosis of individual needs, preferences and market perspectives;
- providing information, guidance and counselling;
- selection for, and referral to, job vacancies and to places in LMP measures;
- monitoring of market behaviour and activation.

Participants:

Participants here refer to jobseekers registered with the PES.

Metadata:

The types of services provided by the public employment services should be described. Additionally, delegates should explain the different kinds of "registration" required in order to benefit from LMP-measures and whether registration with the PES is compulsory. Delegates should explain any differences between unemployed job-seekers registered with the PES and those registered in another unemployment register.

LMP measures

1 Intensive counselling and job-search assistance

Programmes which assist the job search process through intensive, individualised counselling and which are targeted to persons registered as unemployed job seekers experiencing special difficulties in getting a job, or other groups with difficult access to the labour market.

Metadata

Measures that are linked to the "*individual action plans*" should be included and detailed descriptions provided.

Conventions

- Mobility and transition allowances that relate to the take-up of a job should be included in category 4.1. Only allowances related to interview expenses or similar should be included in category 1.

2 Training

Programmes which aim to improve the employability of the unemployed and other target groups through training, and which are financed by public bodies. Measures included here should include some evidence of classroom teaching, or if in the workplace, supervision specifically for the purpose of instruction.

Specific support to apprenticeship programmes is collected separately.

- 2.1 Institutional training - programmes where most of the training time is spent in a training institution (school/college, training centre or similar).
- 2.2 Workplace training - programmes where most of the training time is spent in the workplace.
- 2.3 Integrated training - programmes where training time is evenly split between a training institution and the workplace.
- 2.4 Special support for apprenticeship - programmes providing special support for apprenticeship schemes (using VET definition) through:
 - incentives to employers to recruit apprentices, or
 - training allowances for particular disadvantaged groups.

Conventions

- Programmes which are entirely work-based and where there is no identifiable element of formalised training are considered as learning by doing or learning by experience and should be included in category 4.

- Categories 2.1, 2.2 and 2.3 are distinguished by the proportion of training time spent in the classroom and/or the workplace. Following the conventions of the VET, the figure of 75% should be used as a guideline as to what constitutes "most of the training time" ..

- Programmes providing a training allowance only should be classified according to the type of training that beneficiaries are allowed to participate in.
- Training programmes designed exclusively for the disabled, and where the training offered takes account of the limitations imposed by disability, should be included in category 5.3.
- Courses that develop a person's ability to get a job - e.g. counselling in job application methods or interview techniques - should be considered as a form of job-search assistance (category 1).
- Advice in business management provided as part of a start-up initiative should be considered as part of the start-up measure (category 7).
- Apprenticeship schemes are considered part of the general education and vocational training system and are therefore excluded from this data collection. Only programmes specifically developed to support the take-up of apprenticeship schemes should be considered here.
- Continuous training measures generally available to all workers are outside the scope of this data collection.

3 Job rotation and job sharing

Programmes that facilitate the insertion of an unemployed person or a person from another target group into a work placement by substituting hours worked by an existing employee.

- 3.1 Job rotation - full substitution of an employee by an unemployed person or a person from another target group for a fixed period.
- 3.2 Job sharing - partial substitution of an employee by an unemployed person or a person from another target group.

Conventions

- For job rotation (3.1), the employee is given complete leave from their normal professional activities. Often this is to undertake further training, but other reasons are equally valid. The employee may or may not receive financial assistance during the leave period.
- For job sharing (3.2), the existing employee is compensated (fully or partially) for reducing working hours that are filled by an unemployed person or a person from another target group.
- Schemes facilitating educational leave for employees without substitution by an unemployed person or a person from another target group should not be included here.
- Job sharing may be distinguished from partial, conditional early retirement (9.1.2) by the fact that no age criteria are applied to the employees reducing their hours.

4 Employment incentives

Programmes which facilitate the recruitment of unemployed persons and other target groups, or help to ensure the continued employment of persons at risk of involuntary job loss. The majority of the labour cost is normally covered by the employer.

4.1 Recruitment incentives - programmes providing incentives for the creation and take-up of new jobs or which promote opportunities for improving employability through work-experience, and which are payable for a limited period only.

4.1.1 Permanent - programmes providing incentives associated with permanent jobs (open-ended contracts).

4.1.2 Temporary - programmes providing incentives associated with temporary jobs (fixed-term contracts).

4.2 Employment maintenance incentives - programmes providing incentives to maintain employment of persons at risk of involuntary job loss due to restructuring or other economic difficulties.

Conventions

- Programmes are usually applicable to jobs in the private sector, but public or non-profit sector jobs are eligible too and no distinction is requested.

- Recruitment incentives (4.1) include benefits for individuals that are conditional upon the take-up of a new job (back-to-work bonus, mobility/relocation allowance or similar) only if they are targeted. No other form of in-work benefit for individuals should be included.

- Employment maintenance incentives (4.2) are only applicable in relation to restructuring or similar. Generally available in-work benefits for low-income groups should not be included.

- Programmes that are specifically designed to promote integration of the disabled into regular or sheltered employment, including adaptation of the workplace, should be included in category 5.

- Programmes that relate to temporary placements for the purpose of in-work training and where there is an identifiable training input should be included only in Category 2.

5 Integration of the disabled

Programmes that aim to promote integration of disabled persons into the labour market.

5.1 Regular employment - programmes providing incentives to facilitate the integration of disabled persons into regular employment, including compensation to employers for the adaptation of the work place to the needs of the disabled.

5.2 Sheltered employment - programmes providing rehabilitation or training of disabled persons through work-based activities in a sheltered (protected) environment.

5.3 Other rehabilitation and training - programmes providing rehabilitation or training of disabled persons other than through sheltered work provisions.

Conventions

- *Disabled* refers to persons registered as disabled according to national definitions. - Disability is the full or partial inability to engage in economic activity or to lead a normal life due to a physical or mental impairment that is likely to be either permanent or to persist beyond a minimum prescribed period.

- Expenditure related to the provision of medical care should not be included

- Sheltered work programmes (5.2) should be of planned duration in preparation for reintegration into the open labour market. Provisions for lifetime sheltered work are considered to act outside the open labour market and should not be included.

- Other rehabilitation and training (5.3) refers to programmes outside the workplace or a sheltered environment that aim to improve the employability of disabled persons by developing work competencies which take account of any limitations imposed by the disability.

6 Direct job creation

Programmes that create additional jobs, usually of community benefit or socially useful, in order to find employment for the long-term unemployed or persons otherwise difficult to place. The majority of the labour cost is normally covered by the public finance.

6.1 Permanent - programmes creating permanent jobs (open-ended contract) in order to help persons into secure employment.

6.2 Temporary - programmes creating temporary jobs (fixed-term contract) in order to provide an opportunity for persons to maintain an ability to work, to improve skills and generally increase employability through work of benefit to the community.

Conventions

- *Additional* means that the jobs would not have been created without public intervention - i.e. the work would not have been carried out without the financing of the measure concerned.

- Programmes are usually applicable to jobs in the public or non-profit sector jobs, but projects of community interest or similar within the private sector may also be eligible and no distinction should be made.

- In some cases participants may continue to receive unemployment benefit instead of receiving a wage. In this case the amounts received should be included in the measure reporting on the unemployment benefit and not here.

7 Start-up incentives

Programmes that promote entrepreneurship by encouraging the unemployed and target groups to start their own business or to become self-employed.

Conventions

- Assistance may take the form of direct cash benefits or indirect support including loans, provision of facilities, business advice, etc.
- Advice in business management provided as part of a start-up initiative should be included only in this category and not considered separately as training (category 2).
- Generally available business start-up measures should not be included.

8 Out-of-work income maintenance and support

Programmes which aim to compensate individuals for loss of wage or salary through the provision of cash benefits when:

- a person is capable of working and available for work but is unable to find suitable employment.
- a person is on lay-off or enforced short-time work or is otherwise temporarily idle for economic or other reasons (including seasonal effects).
- a person has lost his/her job due to restructuring or similar (redundancy compensation).

8.1 Full unemployment benefits - benefits compensating for loss of earnings where a person is capable of working and available for work but is unable to find suitable employment, including persons who had not previously been employed. *[ESSPROS definition - Part 2, §79]*.

8.1.1 Unemployment insurance - benefits payable to workers satisfying criteria for membership in an unemployment insurance scheme. Often paid only for a limited period

8.1.2 Unemployment assistance - benefits payable to workers either failing to satisfy criteria for membership in an unemployment insurance scheme or who have exceeded the period for entitlement to unemployment insurance benefit. Unemployment assistance is normally means tested.

8.2 Partial unemployment benefits - benefits compensating for the loss of wage or salary due to formal short-time working arrangements, and/or intermittent work schedules, irrespective of their cause (business recession or slow-down, breakdown of equipment, climatic conditions, accidents and so on), and where the employer/employee relationship continues. *[ESSPROS definition - Part 2, §80]*

8.3 Part-time unemployment benefits - benefits paid to persons working part-time who have lost a full-time job or an additional part-time one and are seeking to work more hours. These benefits may be paid for a limited period only and are normally means-tested.

8.4 Redundancy compensation - capital sums paid from public funds to employees who have been dismissed through no fault of their own by an enterprise that is ceasing or cutting down its activities.

8.5 Bankruptcy compensation - capital sums paid from public funds to compensate employees for wages not paid by the employer due to bankruptcy/insolvency.

Conventions

- Entitlement to unemployment benefit is normally conditional upon the beneficiary actively seeking work but, in certain cases - e.g. older workers - the condition may be relaxed. The description of measures should clearly state when this is the case and the numbers of beneficiaries benefiting from relaxed conditions should be reported as metadata.

9 Early retirement

Programmes which facilitate the full or partial early retirement of older workers who are assumed to have little chance of finding a job or whose retirement facilitates the placement of an unemployed person or a person from another target group.

9.1 Conditional - programmes facilitating early retirement of older workers and which oblige the employer to replace the retiree with an unemployed person or a person from another target group.

9.1.1 Full - the older worker retires completely and ceases to be active in the labour force

9.1.2 Partial - the older worker reduces hours worked but remains employed

9.2 Unconditional - programmes facilitating early retirement of older workers and, for those retiring from employment, where there is no obligation for the employer to replace the retiree.

9.2.1 Full - the older worker retires completely and ceases to be active in the labour force

9.2.2 Partial - the older worker reduces hours worked but remains employed

Conventions

- Early retirement measures which are unconditional (9.2) should only be included when they offer benefits in case of unemployment or job reduction caused by economic measures such as the restructuring of an industrial sector or of a business enterprise.

- Early retirement benefits normally cease when the beneficiary becomes entitled to an old age pension. Moreover, benefits paid to beneficiaries over the standard retirement age as established in the reference pension scheme should not be recorded here.

- The participants to be recorded for measures in this category should be the retirees. For conditional measures (9.1), the numbers of persons belonging to a target group who benefit from freed positions should be reported as metadata.

2.1.3 MIXED MEASURES

A measure that encompasses more than one of the types of action defined above is termed a *mixed measure*. In this case, the class of each component of the measure should be recorded using qualitative items 4.2.1 and 4.2.2.

Two types of mixed measure are possible:

- Type 1 - where all participants benefit from each component of the measure.
- Type 2 - where the measure either offers different actions for different target groups or where it is effectively a budget reserve for a number of different types of action and individual participants benefit from just one component at a time (though they may move on to another later).

The description of a mixed measure should make it clear which type has been reported.

Wherever possible, data for expenditure, participants and average duration should be provided for each component (by estimation if necessary).

Where this information is not available then a "primary" (i.e. most important) component should be identified using metadata.

2.2 CLASSIFICATION BY TYPE OF EXPENDITURE

The type of expenditure refers to the ways in which public funds are issued in order to benefit target groups. The classification scheme is based firstly upon who is the direct recipient of the public money and then the type of expenditure involved (cash payment or foregone revenue) and the way it is disbursed (periodic or lump-sum payment).

The direct recipient of public expenditure may be the individual beneficiaries, their employers, or service providers that produce goods and services provided as benefits in kind (e.g. training).

Many measures will utilise more than one type of expenditure and each type should be included in the classification.

2.2.1 SUMMARY OF CLASSIFICATION BY TYPE OF EXPENDITURE

- 1 Transfers to individuals**
 - 1.1 Periodic cash payments
 - 1.2 Lump sum payments
 - 1.3 Reimbursements
 - 1.4 Reduced social contributions
 - 1.5 Reduced taxes
- 2 Transfers to employers**
 - 2.1 Periodic cash payments
 - 2.2 Lump sum payments
 - 2.3 Reimbursements
 - 2.4 Reduced social contributions
 - 2.5 Reduced taxes
- 3 Transfers to service providers**

2.2.2 BROAD CATEGORIES OF THE CLASSIFICATION BY TYPE OF EXPENDITURE

This section defines the scheme for the classification of measures by type of expenditure. Wherever possible definitions are drawn directly from those employed in the ESSPROS Core System.

1. Transfers to individuals

Transfers to individuals relate to public expenditure transferred directly to individuals and which are paid in cash or through a reduction in obligatory levies.

2. Transfers to employers

Transfers to employers relate to public expenditure transferred directly to employers and which are paid in cash or through a reduction in obligatory levies.

3. Transfers to service providers

Transfers to service providers relate to public expenditure transferred directly to producers of goods and services that are provided to individuals or to employers as benefits in kind.

2.2.3 SUBCATEGORIES OF THE CLASSIFICATION BY TYPE OF EXPENDITURE

For the first two types of transfer, the expenditure can adopt the following forms:

Periodic cash payments are cash payments issued at regular intervals, such as each week, month or quarter.

Lump sum payments are cash payments issued on a single occasion or in the form of a lump sum.

Reimbursements are payments that reimburse the recipient in whole or in part for certified expenditure on specified goods and services.

Reduced social contributions are full or partial exemptions to obligatory social contributions.

Reduced taxes are full or partial exemptions to taxes or other obligatory levies other than social contributions.

3. TECHNICAL SPECIFICATIONS

The LMP database aims to collect consistent quantitative data on expenditure, participants and duration for all measures within the scope previously defined. In addition, it requires comprehensive qualitative information to complement, and put into context, the quantitative data and which will allow users of the database to understand the aims, targets and implementation methods of each measure. The section describes in detail each of the data items required and provides guidance for completion of the input forms.

3.1 MEASUREMENT PERIOD

Data are normally collected with reference to a calendar year. Where a financial year does not coincide with the calendar year, and it is not practical to make the necessary adjustments, then data should be provided for the financial year which most overlaps the calendar year in question. All data for a country should apply to the same time period. Where data for a measure pertains to a different period then this should be clearly specified with metadata.

3.2 SUMMARY OF QUESTIONNAIRE

Qualitative items

- | | |
|----|--------------------------------|
| 1 | Measure number |
| 2 | Measure name |
| 3 | Description |
| 4 | Type of action |
| 5 | Type of expenditure |
| 6 | Target groups |
| 7 | Detailed target groups |
| 8 | Unemployment registration |
| 9 | Receipt of other cash benefits |
| 10 | Planned duration |
| 11 | Area of application |
| 12 | Source of finance |
| 13 | Objectives |
| 14 | Eligibility |
| 15 | Responsible institution |
| 16 | Legal basis |
| 17 | Implementation of measure |

Expenditure

- | | |
|----|-------------|
| 18 | Expenditure |
|----|-------------|

Participants

- | | |
|----|----------|
| 19 | Stock |
| 20 | Entrants |
| 21 | Exits |

Breakdown of participants

- | | |
|----|-----|
| 22 | Sex |
| 23 | Age |

- 24 Duration of unemployment
- 25 Previous employment status of entrants
- 26 Completions and drop-outs
- 27 Destination of exits

Duration

- 28 Average duration of participation
- 29 Volume

3.3 QUALITATIVE ITEMS

1 **Measure number**

A number that uniquely identifies the measure within the full set of measures reported by a country.

Conventions

- This number is used purely for identification purposes internally within the database and for reports generated from the database and has no external meaning or application.

2 **Measure name**

The formal name of the measure as used in the country concerned or, where this gives no immediate indication as to aim/content, a short descriptive title.

2.1 English

2.2 National language

Conventions

- The measure name may be given in English and/or the national language. At least one of these must be completed and both are preferred.

3 **Description**

A concise description of the measure that highlights the aims, actions, instruments and beneficiaries.

3.1 English

3.2 National language

Conventions

- The measure description may be given in English and/or the national language. At least one of these must be completed.

4 **Type of action**

Classification of the measure by type of action according to the scheme described above (section 2.1).

4.1 Class - the full classification of the measure by type of action.

4.2 Measure components - details of each component of mixed measures (see section 2.1.3). Items 4.2.1 and 4.2.2 are repeated for each component.

4.2.1 Class - the classification of the measure component by type of action.

4.2.2 Name - a descriptive name for the measure component.

5 Type of expenditure

Classification of the measure by type of expenditure according to the scheme described above (section 2.2).

5.1 Transfers to individuals

5.1.1 Periodic cash payments

5.1.2 Lump-sum payments

5.1.3 Reimbursements

5.1.4 Reduced social contributions

5.1.5 Reduced taxes

5.2 Transfers to employers

5.2.1 Periodic cash payments

5.2.2 Lump-sum payments

5.2.3 Reimbursements

5.2.4 Reduced social contributions

5.2.5 Reduced taxes

5.3 Transfers to service providers

5.4 Clarification – notes describing any variations to standard definitions applied to sub-categories above.

Conventions

- A measure may utilise one or more types of expenditure and each should be recorded.

- This item must be completed for all measures. Answers will be used to validate data provided on actual expenditure (see section 3.4).

6 Target groups

The broad groups of persons targeted by the measure.

6.1 Unemployed - persons without work, available for work and actively seeking work.

6.1.1 LTU - long-term unemployed. The definition varies with the age of the persons concerned:

- Youth (<25 years) – more than 6 months continuous spell of unemployment (>6 months).
- Adult (25 years or more) – more than 12 months continuous spell of unemployment (>12 months).

6.1.2 Alternative definition - the definition of LTU applied where it differs from those given above.

- 6.2 Employed at risk - persons currently in work but at risk of involuntary job loss due to the economic circumstances of the employer, or similar.
- 6.3 Inactive - persons neither in work nor unemployed (according to the definition above).
- 6.4 Registered jobseekers – persons registered with the PES as jobseekers.

Conventions

- LTU should only be selected where a measure is either targeted specifically at the long-term unemployed (such that unemployed persons with shorter spells of unemployment are excluded) or where the long-term unemployed are subject to special provisions.
- Employed at risk normally refers to persons working in sectors or occupations in decline and which are the focus of specific plans with government recognition.
- Inactive refers to those who would like to work but who are either not currently available or not actively seeking work (and therefore do not qualify as unemployed). This may be because they are restricted by personal circumstance (e.g. lack of available care for dependants) or because they believe no work is available.
- Registered jobseekers is applicable only to measures classified by type of action to categories 0 and 1 (General PES / Intensive counselling and job-search assistance).

7 Detailed target groups

Groups specifically targeted by the measure.

- 7.1 Youth - persons under 25 years of age and who are in some way disadvantaged in the labour market
- 7.2 Older - persons aged 50 and over
- 7.3 Disabled - registered disabled according to national definitions
- 7.4 Immigrants/ethnic minorities - non-national permanent residents in a country, or nationals from an ethnic minority, who need special help in the labour market because of language or other cultural difficulties
- 7.5 Re-entrants/lone parents - persons with difficulties in returning to work after a period of inactivity, and single men or women with children who need assistance - financial or otherwise - to be encouraged to work.
- 7.6 Public priorities and Other - any disadvantaged groups not covered above.
- 7.7 Clarification – notes describing any variations to the definitions applied to sub-categories above, explanation of the ‘Other’ category.

Conventions

- Detailed target groups should only be used to identify groups subject to specific focus within the measure, either through eligibility criteria or through special provisions. A measure that is

generally applicable to one of the broad target groups (item 6) may not require any selection to be made here.

- Any variation from the definition applied to each of detailed target groups (items 7.1 - 7.5) should be recorded in the clarification field (item 7.7).

- The *Public Priorities and Other* category (7.6) is likely to include groups like ex-offenders or groups recognised as needing priority assistance on a national basis (e.g. RMI recipients in France). In all cases where this item is used then details should be given in the clarification field (item 7.7).

8 **Unemployment registration**

Indication of measures open only to registered unemployed and/or measure where unemployment registration continues during participation.

8.1 Condition for participation- a person must be registered unemployed in order to participate in the measure.

8.2 Registration continued - a person registered as unemployed before entering the measure remains so during participation.

9 **Receipt of other cash benefits**

Indication of measures where most of the participants receive cash benefits that are not reported as expenditure for the current measure.

9.1 Unemployment benefit - participants receive unemployment benefit.

9.2 Other LMP benefit - participants receive cash benefits paid through another LMP measure and reported to this database.

9.3 Other benefit - participants receive cash benefits not reported to this database.

9.4 Clarification - Name of the benefit received and, where the benefit is recorded elsewhere in this database (i.e. where 9.1 = yes or 9.2 = yes), the number of the measure where the expenditure is reported.

10 **Planned duration**

The duration of participation in a measure planned through its design and regulations.

10.1 Typical - the duration of participation planned for a typical beneficiary.

10.2 Maximum - the maximum duration of participation allowed.

10.3 Clarification - short description of cases not adequately covered by items 10.1 and 10.2. For example, a series of short (1-2 hour) counselling sessions over a two week period.

Conventions

- These items are not relevant to all types of measure. For example, duration may be a meaningless concept in relation to measures providing lump-sum payments. In other cases, only one question is relevant - e.g. for unemployment benefits the typical duration is not relevant, but

a maximum duration should be recorded to indicate when beneficiaries are obliged to move onto an alternative benefit after a certain period.

- See section 3.7 for further instructions on the recording of duration.

11 Area of application

The part of the national territory to which the measure is applied.

11.1 National - applied throughout the territory

11.2 Regional - applied in selected parts of the territory only. These should be standard administrative regions (NUTS).

11.3 Other - applied in specially defined parts of the territory, e.g. large cities, 'disadvantaged' areas, Employment Zones etc.

11.4 Clarification – notes defining areas included in the 'Other' category (11.3).

Conventions

- Where a measure is applicable throughout the territory but different regulations apply in different regions then it is considered to be regional (item 11.2).

12 Source of finance

The source(s) of finance for a measure.

12.1 Ear-marked taxes - taxes or other charges which are levied by central government (see item 15.1) specifically to generate funds for public labour market interventions and which cannot by law be used for any other purpose.

12.2 Central government budget - revenue from all taxes or other charges levied (but not necessarily collected) by central government (see item 15.1) and not specifically earmarked as above.

12.3 State/regional government budget - revenue from all taxes or other charges levied and collected by state/regional government (see item 15.2).

12.4 Local government budget - revenue from all taxes or other charges levied and collected by local government (see item 15.3).

12.5 Social security funds – funds derived from compulsory social contributions paid by employers on behalf of their employees or by protected persons to secure entitlement to social benefits (see also item 15.4).

12.6 European Social Fund (ESF) - funds provided by the ESF towards the cost of implementing specific labour market measures.

12.7 Other – any source of finance not covered above.

12.8 Clarification – notes defining sources of finance included in the 'Other' category, details of ESF contribution (%).

Conventions

- Levels of government below central government should only be identified as the source of finance where the funds are derived from revenue due to taxes or other charges levied and collected through its own competence. Where funds are controlled by the lower level of government, but originated in a transfer from central government revenues, then the source of finance should be central government.

- Where ESF funding is indicated (item 12.6) then the level (%) of the ESF contribution should be indicated in the clarification field (item 12.8). Metadata should also be applied to actual expenditure data to make clear whether the ESF contribution has been included in the amounts reported.

13 Objectives

Brief description of the objectives of a measure - e.g. increase employability of early school leavers, reintegrate long-term unemployed etc.

14 Eligibility

Brief description of the criteria defining eligibility for participation in a measure.

Conventions

- Use this item to describe criteria additional to those already described by the target group (items 6 and 7) and the requirement for unemployment registration (item 8.1).

15 Responsible institution

The institution responsible for the management and implementation of a measure.

15.1 Central government – all governmental departments, offices, establishments and other bodies which are agencies or instruments of the central authority whose competence extends over the whole territory, except for the administration of social security funds.

15.2 State/regional government – all units of government exercising a competence independently of central government in a part of a country's territory encompassing a number of smaller localities, except for state, provincial or regional administration of social security funds.

15.3 Local government – all other units of government exercising an independent competence in part of the territory of a country, except for local administration of social security funds.

15.4 Social security funds – central, state and local institutional units whose principal activity is to provide social benefits. The benefits are paid from autonomous funds derived from compulsory social contributions. The level of both contributions and benefits paid out is controlled by government regulation and are normally applicable to the whole of the territory.

15.5 Trade union or similar - organisations which promote solidarity and protect the rights and other interests of workers. Also included here are chambers of commerce, employers federations or similar.

15.6 Public employment services - publicly funded organisations providing free placement and similar services for all jobseekers.

Conventions

- Wherever possible, just one institution should be selected. This should be the one responsible for the majority of direct interactions with beneficiaries.

16 Legal basis

Brief details of the legal basis of the measure.

17 Implementation of measure

Indication of the period over which a measure has been in force and whether it is in full-scale operation or a pilot scheme.

17.1 Year started - the year that the first participants joined the measure.

17.2 Year ended - the year that the last participants left the measure (where appropriate).

17.3 Full-scale/pilot - one or other option to be selected to distinguish between full-scale and pilot measures.

Conventions

- The start/end year of a measure refer to the period during which the measure received participants and incurred associated expenditure rather than the year in which the legal decision was taken to start/end the measure.

3.4 EXPENDITURE

18 Expenditure

Expenditure relates to the value of all benefits provided to individuals or to organisations as a result of the measure.

Expenditure should be reported as a total and broken down by the different types of expenditure incurred (see definitions in section 2.2.2).

Measurement unit: Expenditure should be recorded in the national currency units until the Euro is fully operational.

18.1 Total

18.2 Transfers to individuals

18.2.1 Periodic cash payments

18.2.2 Lump-sum payments

18.2.3 Reimbursements

18.2.4 Reduced social contributions

18.2.5 Reduced taxes

18.3 Transfers to employers

- 18.3.1 Periodic cash payments
- 18.3.2 Lump-sum payments
- 18.3.3 Reimbursements
- 18.3.4 Reduced social contributions
- 18.3.5 Reduced taxes

18.4 Transfers to service providers

Metadata: - Metadata should be supplied to indicate clearly where figures have been estimated or are provided on a basis different to that requested.

Conventions

- Expenditure should be recorded on an accruals basis - i.e. measured at the time that the events creating related claims and liabilities occur.
- Where actual expenditure is not available then an estimate should be provided.
- The expenditure to be reported relates to the value of all benefits provided to individuals or organisations in the form of cash, reimbursements, directly provided goods and services, and revenue foregone through reductions in obligatory levies.
- The administrative costs associated with the measure should not be included.
- Goods and services provided as benefits in kind should be valued according to the methodology of the ESSPROS Core System.
- Expenditure incurred as foregone income should be valued as the amount of revenue foregone compared to that 'normally payable'. That is, the amount payable by the individual or the employer in the absence of the measure, but taking into account any other reductions that might be in force.

An example input form for expenditure data is shown in Annex A2.

3.5 PARTICIPANTS

The LMP module focuses on public interventions (measures) in favour of persons disadvantaged in the labour market. Three variables are requested in order to measure the numbers of participants in these measures: stock, entrants and exits.

Data should be broken down by various criteria as described in section 3.6.

An example input form for participant data is shown in Annex A3

19 Stock

The number of participants in a measure at a given moment. The data required is the *annual average stock* figure. (The *annual average stock* can be calculated using, for example, monthly or weekly figures on the number of participants.)

Metadata

The method used to calculate stock should be reported.

20 Entrants

The number of participants joining the measure during the year (inflow). (This means that the same individual may be counted more than once in a year.)

Data on the previous status of entrants is requested (item 25) and particular effort should be made to report on the numbers of registered unemployed (item 25.1.1).

Metadata

It should be reported here whether the number of different individuals entering the measure during the year is also known and whether these data can be provided.

21 Exits

The number of participants leaving the measure during the year (outflow).

The data required is the total number of exits, including those that leave the measure early (drop-outs). Data is also requested on the number of completions/drop-outs (item 26) and on the destination of exits (item 27).

3.6 BREAKDOWN OF PARTICIPANTS

Data on participants should be broken down according to the following criteria:

22 Sex

All participant data should be broken down by sex, at the lowest possible level.

23 Age

All participant data should be broken down by age.

The age-classes required are: under 20 / 20-24 / 25-44 / 45-49 / 50 and over.

[Note: Using the LMP software data may be entered for any available age group but the ones given above should be used wherever possible].

24 Duration of unemployment

Data on participants who were previously unemployed should be broken down by duration of continuous unemployment spell before joining the measure. Duration is broken down into the following categories:

- Total (for whom duration of unemployment is known)
- <6 months / of whom aged under 25

- 6-12 months / of whom aged under 25
- >12 months / of whom aged under 25

25 **Previous employment status of entrants**

Data on entrants should be broken down by their employment status immediately prior to joining the measure:

25.1 **Unemployed** - participants previously without work, available for work and actively seeking work.

Of which:

25.1.1 **Registered** - the number of unemployed recorded above who are formally registered as unemployed.

25.2 **Employed** - participants previously in work.

25.3 **Inactive** - participants previously not in work nor unemployed (according to the definition above).

26 **Completions and drop-outs**

Data on exits should be broken down between those completing the measure and those leaving early (drop-outs).

26.1 **Completions** - the number of participants leaving the measure having completed the programme.

26.2 **Drop-outs** - the number of participants leaving the measure early.

27 **Destination of exits**

Data on exits should be broken down by their destination on leaving the measure:

27.1 **Employment** - the number of participants moving from the measure to regular employment.

27.2 **Unemployment** - the number of participants leaving the measure and remaining unemployed.

27.3 **Other measure** - the number of participants leaving the current measure and moving onto another labour market measure covered by this database.

27.4 **Inactivity** - the number of participants moving from the measure to inactivity.

Conventions

- Data on the destination of exits refers to the destination of participants completing the measure (completions). Where data also includes the destination of drop-outs then this should be clarified with metadata.

- Participants moving from the current measure into a short-term work placement supported by another measure should be recorded as Other measure (27.3) and not Employment (27.1).

3.7 DURATION

28 Average duration of participation

The average duration of participation in a measure.

Metadata

- Duration is of particular importance for measures relating to training. Where an actual average duration figure cannot be derived directly from the administrative data, an estimate should be provided and should be indicated as such.

- Where conversion rules (hours per day, etc.) applied nationally are different from those proposed here then this should be reported.

Conventions

- Average duration is normally recorded in months, but the database allows the use of other units - years, weeks, days, or hours - as required. For the purposes of comparison, measurements of duration will be converted as shown below:

7 hours = 1 day / 5 days = 1 week / 4 weeks = 1 month / 12 months = 1 year

- Where stock and flow (entrants and exits) data are available then the following formula may be used to estimate the duration of participation in months:

$$\text{Stock}_{(19)} * 12$$

$$\frac{1}{2} * (\text{Entrants}_{(20)} + \text{Exits}_{(21)})$$

- The table below shows three examples of average duration calculated using this formula:

Stock	Entrants	Exits	Duration
		(1000s)	(Months)
150	500	600	3.27
300	160	180	21.18
150	150	150	12.00

29 Volume

The volume of participation refers to a measurement of participant numbers corrected by duration of participation. An example of this is the measurement of participants in full-time equivalents.

The measurement of volume is necessary in order to link expenditure to participants in a comparable way. For this calculation, average duration and flow figures (entrants and exits) are needed or, alternatively, the distribution of participants by class (interval) of duration.

3.8 METADATA

Apart from specific metadata introduced in fields 18-29, this position will collect information not linked to a specific measure, but rather to a group of them, and which is considered essential to understand the data.

APPENDIX

ANNEX A1 QUESTIONNAIRE - FULL LIST OF QUESTIONS

Qualitative items

1. Measure number
2. Measure name
 - 2.1. English
 - 2.2. National language
3. Description
 - 3.1. English
 - 3.2. National language
4. Type of action
 - 4.1. Class
 - 4.2. Measure components
 - 4.2.1. Class
 - 4.2.2. Name
5. Type of expenditure
 - 5.1. Transfers to individuals
 - 5.1.1. Periodic cash payments
 - 5.1.2. Lump-sum payments
 - 5.1.3. Reimbursements
 - 5.1.4. Reduced social contributions
 - 5.1.5. Reduced taxes
 - 5.2. Transfers to employers
 - 5.2.1. Periodic cash payments
 - 5.2.2. Lump-sum payments
 - 5.2.3. Reimbursements
 - 5.2.4. Reduced social contributions
 - 5.2.5. Reduced taxes
 - 5.3. Transfers to service providers
 - 5.4. Clarification
6. Target groups
 - 6.1. Unemployed
 - 6.1.1. LTU
 - 6.1.2. Alternative definition
 - 6.2. Employed at risk
 - 6.3. Inactive
 - 6.4. Registered jobseekers
7. Detailed target groups
 - 7.1. Youth
 - 7.2. Older
 - 7.3. Disabled
 - 7.4. Immigrants/ethnic minorities
 - 7.5. Re-entrants/lone parents

- 7.6. Public priorities and Other
- 7.7. Clarification
8. Unemployment registration
 - 8.1. Condition for participation
 - 8.2. Registration continued
9. Receipt of other cash benefits
 - 9.1. Unemployment benefit
 - 9.2. Other LMP benefit
 - 9.3. Other benefit
 - 9.4. Clarification
10. Planned duration
 - 10.1. Typical
 - 10.2. Maximum
 - 10.3. Clarification
11. Area of application
 - 11.1. National
 - 11.2. Regional
 - 11.3. Other
 - 11.4. Clarification
12. Source of finance
 - 12.1. Ear-marked taxes
 - 12.2. Central government budget
 - 12.3. State/regional government budget
 - 12.4. Local government budget
 - 12.5. Social security funds
 - 12.6. European Social Fund (ESF)
 - 12.7. Other
 - 12.8. Clarification
13. Objectives
14. Eligibility
15. Responsible institution
 - 15.1. Central government
 - 15.2. State/regional government
 - 15.3. Local government
 - 15.4. Social security funds
 - 15.5. Trade union or similar
 - 15.6. Public employment services
16. Legal basis
17. Implementation of measure
 - 17.1. Year started
 - 17.2. Year ended
 - 17.3. Full-scale/pilot

Expenditure

- 18. Expenditure
 - 18.1. Total
 - 18.2. Transfers to individuals
 - 18.2.1. Periodic cash payments
 - 18.2.2. Lump-sum payments
 - 18.2.3. Reimbursements
 - 18.2.4. Reduced social contributions
 - 18.2.5. Reduced taxes
 - 18.3. Transfers to employers
 - 18.3.1. Periodic cash payments
 - 18.3.2. Lump-sum payments
 - 18.3.3. Reimbursements
 - 18.3.4. Reduced social contributions
 - 18.3.5. Reduced taxes
 - 18.4. Transfers to service providers

Participants

- 19. Stock
- 20. Entrants
- 21. Exits

Breakdown of participants

- 22. Sex
- 23. Age
- 24. Duration of unemployment
- 25. Previous employment status of entrants
 - 25.1. Unemployed
 - 25.1.1. Registered
 - 25.2. Employed
 - 25.3. Inactive
- 26. Completions and drop-outs
 - 26.1. Completions
 - 26.2. Drop-outs
- 27. Destination of exits
 - 27.1. Employment
 - 27.2. Unemployment
 - 27.3. Other measure
 - 27.4. Inactivity

Duration

- 28. Average duration of participation
- 29. Volume

Metadata

ANNEX A2 INPUT FORM FOR EXPENDITURE

Measure details			Transfers to individuals					Transfers to employers					Transfers to service providers	
No.	Name [Component]	Class	Total	Periodic cash payments	Lump-sum payments	Reimbursements	Reduced social contribs.	Reduced taxes	Periodic cash payments	Lump-sum payments	Reimbursements	Reduced social contribs.		Reduced taxes

ANNEX A3 INPUT FORM FOR PARTICIPANTS

Participants	Stock	Entrants					Exits							
		Total	Previous status				Total	Completions and drop-outs		Destination				
			Unemployed		Empl'd	Other		Completi- ons	Drop- outs	Empl.	Unempl.	Other meas.	Inact.	
			Total	Regist'd										
Men and Women (Total)														
under 20														
20-24														
25-44														
45-49														
50 and over														
Men (Total)														
under 20														
20-24														
25-44														
45-49														
50 and over														
Women (Total)														
under 20														
20-24														
25-44														
45-49														
50 and over														
<i>Duration of unemployment before participation</i>														
Total (men and women)														
<6 months														
of whom aged <25														
6-12 months														
of whom aged <25														
>12 months														
of whom aged <25														

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