

**The low-skilled unemployed in the main ALMP tools
in 2014 and 2015**

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1. Targeting of the main ALMP tools in 2014 and 2015 (with respect to the low-skilled unemployed group)

Active labour market programmes combined with other social policy support tools and activation measures played an important role in the recent period of economic recession. It has been shown in many Western countries that the effectiveness and efficiency of active policy measures are linked to the appropriate timing of intervention on the one hand and accurate targeting on the other. Hence, the mechanism concerning the targeting of active labour market policy (ALMP) instruments is considered to make up one of the most important tools available to public employment services. Moreover, such instruments should be subjected to continuous monitoring and evaluation. The detailed analysis of the structure of programme participants assists in the assessment of the distribution of individual programmes and their targeting at disadvantaged groups in the labour market (Caliendo et al. 2005). Therefore, it is necessary that the diversity of the characteristics of programme participants be reflected in relation to the differentiated effects of such programmes or, in other words, the significance of the impacts of active labour market policy tools must always be interpreted in relation to the characteristics of their participants (Eichhorst 2016).

Methodology

This study applies a specific research approach when assigning the unemployed population: our population (a sample of unemployed persons from the OKpráce database for 2014/2015) is constructed in the form of a combination of the stock of unemployed at the beginning of the monitored period (587,253/467,716 unemployed on 1 January 2014 and 2015 respectively) and inflows to unemployment during the monitored period (a further 460,582/423,338 jobseekers who registered at labour offices during 2014 and 2015 respectively). Although this research approach is uncommon with respect to most studies on the subject and may be considered to contribute to a certain statistical bias concerning the proportion of participants in active programmes compared with the unemployed group as a whole (the percentage of participants is lower or underestimated), we consider the approach to be beneficial, i.e. the sample design allows us to capture all those jobseekers who had the theoretical chance to participate in one or more ALMP measures in 2014/2015).

We analyse the key characteristics of participants in three principal programmes: training (programmes selected by participants themselves as well as those provided by the labour office¹), subsidised job positions in the private sector and public works programmes, i.e. traditional measures most often taken up by the unemployed. We did not include special measures for handicapped persons, apprenticeships for young persons or other less frequently used programmes. The analysis monitored only "new" programme participants, i.e. those who entered a programme for the first time during 2014/2015 (we exclude certain "old" participants who continued to participate in programmes that commenced in the previous year). We assess their structure with

¹ Since 2012 jobseekers have been able to choose the training programme they attend (so-called "selected training programmes"). The applicant selects the type of educational activity as well as the training facility at which the training takes place. The labour office is authorized to reimburse applicants with the costs associated with the training programme up to a maximum of CZK 50,000 (approximately Euro 1,920) over a period of three years. The indisputable advantage of such an approach is that jobseekers are given a free choice. However, a major disadvantage of this provision is that if unemployed persons choose the training programme themselves, they are not entitled to higher unemployment benefits.

respect to basic socio-demographic characteristics, especially level of education (described in terms of ISCED levels). Subsequently, we compare the structure of the group of participants with the overall structure of the unemployed in order to reveal to what extent the representation of specific groups of jobseekers in ALMP measures corresponds (or not) to their representation in the unemployed group as a whole. This is expressed in the form of indices of the targeting of selected measures at individual groups of participants - the representation of a selected group in an active programme corresponds with its representation in unemployment when the targeting index is equal (close) to a value of 1; conversely, the representation of a selected group in an active programme does not correspond with its representation in unemployment when the targeting index has a value of in excess of 1 (the group is over-represented in the programme) or under a value of 1 (the group is under-represented in the programme). The second part of the analysis is devoted to the low-skilled participants group (i.e. those with maximum ISCED levels of 0-2). We provide an overview of the characteristics of low-skilled unemployed persons and analyse the extent to which active labour market programmes target specific categories within the low-skilled group.

Participation of the unemployed in the main ALMP measures in 2014 and 2015

Tables 1a and 1b demonstrate the overall structure of the unemployed in the Czech Republic in 2014/2015 as the starting point for the analysis of the targeting of selected labour market measures. At the beginning of 2014 and 2015 and during both these years the public employment service (PES) registered a total of 1,047,835 and 891,054 jobseekers respectively, of which 36% and 28% respectively represented the long-term unemployed (i.e. longer than 12 months). A decline is evident with concern to the share of the long-term unemployed due to the continuing economic recovery in the Czech Republic. With respect to basic socio-demographic characteristics, it is clear that younger jobseekers with no health problems, more often men and the semi-skilled predominate in the short-term unemployed group. Conversely, the long-term unemployed group includes a greater proportion of older persons with a significantly worse health status and low qualification levels. With respect to the Czech Republic, it is important to point out that the level of education makes up one of the key characteristics influencing the position of individuals in the labour market and their current as well as future chances of employment. It appears that the lower the level of education achieved, the greater the risk of unemployment. This applies particularly to the long-term unemployed as shown in tables 1a and 1b, i.e. while low-skilled jobseekers represent 18.8%/19.8% of the short-term unemployed, they represent more than 30%/29% of the long-term unemployed. Data obtained from the Czech Statistical Office (CSO) further indicates the increasing share of the Czech population with a higher secondary education level (almost 70% in 2015)² and the very low share of individuals with at most a lower secondary education level over the long term (the proportion of low-skilled persons in the Czech population is the lowest of all the OECD countries, i.e. 14% compared to the OECD average of 24% (OECD 2016)). Since the same data establishes the very high unemployment rate of low-skilled persons (traditionally reaching 22-25% in contrast to an unemployment rate of those with tertiary education of just 2-3%), it is reasonable to conclude that the level of education presents a greater competitive advantage for Czechs than it does for the citizens of any other OECD country.

² A large degree of heterogeneity with respect to the semi-skilled group is characteristic of the Czech Republic. Almost 70% of the Czech population attains an ISCED level 3 education; however, there are huge differences between those who undergo apprenticeships (approximately 60%) and those who complete their higher secondary education with the school leaving certificate. While in the first case they consist predominantly of manual workers, sometimes with a relatively higher risk of unemployment, the latter group is more likely to be made up of workers with a general (portable) education with a qualification which is more attractive to employers.

Table 1a **Structure of all jobseekers registered at the PES in 2014**

	Short-term unempl.		Long-term unempl.		Total	
	number	%	number	%	number	%
GENDER						
Female	313 381	46.7	194 430	51.6	507 811	48.5
Male	357 739	53.3	182 285	48.4	540 024	51.5
EDUCATION						
Pre-primary (ISCED 0)	1 665	0.2	1 884	0.5	3 549	0.3
Primary (ISCED 1)	1 579	0.2	2 167	0.6	3 746	0.4
Lower secondary (ISCED 2)	122 762	18.4	111 222	29.5	233 984	22.3
TOTAL low-skilled	126 006	18.8	115 273	30.6	241 279	23
Upper secondary (ISCED 3-4)	465 307	69.3	238 937	63.4	704 244	67.2
TOTAL semi-skilled	465 307	69.3	238 937	63.4	704 244	67.2
Tertiary – short cycle, bachelor (ISCED 5-6)	29 571	4.4	6 464	1.8	36 035	3.4
Tertiary – master (ISCED 7)	48 575	7.2	15 533	4.1	64 108	6.1
Tertiary – doctor (ISCED 8)	1 661	0.3	508	0.1	2 169	0.2
TOTAL high-skilled	79 807	11.9	22 505	6	102 312	9.8
AGE						
15-19 years	27 771	4.1	5 135	1.4	32 906	3.1
20-24 years	131 875	19.6	31 800	8.4	163 675	15.6
25-29 years	105 294	15.7	34 486	9.2	139 780	13.3
30-34 years	79 780	11.9	37 452	9.9	117 232	11.2
35-39 years	84 826	12.6	47 223	12.5	132 049	12.6
40-44 years	67 361	10	44 260	11.7	111 621	10.7
45-49 years	52 905	7.9	42 289	11.2	95 194	9.1
50-54 years	50 293	7.5	46 322	12.3	96 615	9.2
55-59 years	49 835	7.4	60 489	16.1	110 324	10.5
60+ years	21 180	3.1	27 259	7.2	48 439	4.6
HEALTH STATUS						
No health problems	566 809	84.5	255 606	67.9	822 415	78.5
Health restrictions	40 075	6	61 859	16.4	101 934	9.7
Partial disability (I. degree)	24 228	3.6	36 579	9.7	60 807	5.8
Full disability (II. and III. degree)	11 537	1.7	18 976	5	30 513	2.9
Not specified	28 471	4.2	3 695	1	32 166	3.1
NUMBER OF UNEMPL. SPELLS						
Current unempl. only	174 374	26	66 746	17.7	241 120	23
1 previous unempl. spell	115 702	17.2	61 579	16.3	177 281	16.9
2 previous unempl. spells	91 283	13.6	55 230	14.7	146 513	14
3 previous unempl. spells	71 880	10.7	46 474	12.3	118 354	11.3
4 previous unempl. spells	55 980	8.3	37 221	9.9	93 201	8.9
5+ previous unempl. spells	161 901	24.1	109 465	29.1	271 366	25.9
CUMULATIVE DURATION OF PREVIOUS UNEMPL.						
Without previous unempl.	174 374	26	66 746	17.7	241 120	23
Short-term previous unempl. (up to 3 months)	59 737	8.9	22 412	5.9	82 149	7.8
Middle-term previous unempl. (3-12 months)	146 878	21.9	60 618	16.1	207 496	19.8
Long-term previous unempl. (12+ months)	290 131	43.2	226 939	60.2	517 070	49.3
Total	671 120	100	376 715	100	1 047 835	100

Source: OKpráce dataset for 2014

Table 1b **Structure of all jobseekers registered at the PES in 2015**

	Short-term unempl.		Long-term unempl.		Total	
	number	%	number	%	number	%
GENDER						
Female	303 224	47.3	134 217	53.8	437 441	49.1
Male	338 241	52.7	115 372	46.2	453 613	50.9
EDUCATION						
Pre-primary, primary, lower secondary (ISCED 0-2)	126 984	19.8	72 608	29.1	199 592	22.4
TOTAL low-skilled	126 984	19.8	72 608	29.1	199 592	22.4
Upper secondary (ISCED 3-4)	435 309	67.9	160 109	64.2	595 418	66.8
TOTAL semi-skilled	435 309	67.9	160 109	64.2	595 418	66.8
Tertiary – short cycle, bachelor (ISCED 5-6)	29 352	4.6	4 868	1.9	34 220	3.9
Tertiary – master (ISCED 7)	48 258	7.5	11 543	4.7	59 801	6.7
Tertiary – doctor (ISCED 8)	1 535	0.2	339	0.1	1 870	0.2
TOTAL high-skilled	79 145	12.3	16 750	6.7	61 671	10.8
AGE						
15-19 years	26 531	4.1	3 326	1.3	29 857	3.4
20-24 years	118 116	18.4	17 614	7.1	135 730	15.2
25-29 years	101 180	15.8	22 066	8.8	123 246	13.8
30-34 years	76 033	11.9	24 685	9.9	100 718	11.3
35-39 years	78 824	12.3	31 649	12.7	110 473	12.4
40-44 years	67 682	10.6	31 228	12.5	98 910	11.1
45-49 years	51 001	8	26 814	10.7	77 815	8.7
50-54 years	49 828	7.8	29 619	11.9	79 447	8.9
55-59 years	48 286	7.5	38 695	15.5	86 981	9.8
60+ years	23 984	3.7	23 891	9.6	47 875	5.4
HEALTH STATUS						
No health problems	525 905	82	157 854	63.2	683 759	76.7
Health restrictions	51 101	8	45 235	18.1	96 336	10.8
Partial disability (I. degree)	27 155	4.2	26 911	10.8	54 066	6.1
Full disability (II. and III. degree)	13 561	2.1	16 171	6.5	29 732	3.3
Not specified	23 743	3.7	3 418	1.4	27 161	3
NUMBER OF UNEMPL. SPELLS						
Current unempl. only	155 224	24.2	44 063	17.7	199 287	22.4
1 previous unempl. spell	106 957	16.7	40 751	16.3	147 708	16.6
2 previous unempl. spells	86 218	13.4	36 737	14.7	122 955	13.8
3 previous unempl. spells	68 847	10.7	31 201	12.5	100 048	11.2
4 previous unempl. spells	54 051	8.4	24 995	10	79 046	8.9
5+ previous unempl. spells	170 168	26.5	71 842	28.8	242 010	27.2
CUMULATIVE DURATION OF PREVIOUS UNEMPL.						
Without previous unempl.	155 224	24.2	44 063	17.7	199 287	22.4
Short-term previous unempl. (up to 3 months)	52 256	8.1	13 923	5.6	66 179	7.4
Middle-term previous unempl. (3-12 months)	132 206	20.6	39 572	15.9	171 778	19.3
Long-term previous unempl. (12+ months)	301 779	47	152 031	60.9	453 810	50.9
Total	641 465	100	249 589	100	891 054	100

Source: OKpráce dataset for 2015. Note: no breakdown for ISCED levels 0,1,2 is available due to a change to the methodology in 2015 and missing data

The structure of participants in the main ALMP tools in 2014/2015 and the indices of the targeting thereof are presented in tables 2a/2b and 3a/3b, the data presented in which confirms certain general trends which have been observed over the long term (Hora and Sirovátka 2012, Sirovátka et al. 2104). In particular, it has been shown that training programmes as well as support for job creation in the private sector are targeted at persons with fewer barriers in the labour market (i.e. middle and younger age groups, persons with no health restrictions, semi-skilled jobseekers with the school leaving certificate, the short- or middle-term unemployed).

With respect to the years 2014/2015, women accounted for the majority of *training programme* participants - 57.1%/52.1%, i.e. targeting indices of 1.2 and 1.1 respectively. Most of the programme participants consisted of upper secondary school leavers (75.4%/73.1%, targeting indices of 1.1/1.1) followed by middle-aged persons (the 35-39 age group, for example, represented in excess of 15%/15.5% of all trainees, targeting indices of 1.3/1.3) and persons with a good health status (81.1%/78.3% of training programme participants reported no health problems, i.e. targeting indices of 1/1). With respect to those training programmes that jobseekers chose themselves³, which related more often to men (65.1%/57.3%) and young people, "selected training programme" participants were most likely to belong to the 20-35 age group; participants from the 35-44 age category were more or less balanced between the two types of training programme (selected and labour office-provided) and the 45 and over age group was dominated by those attending training programmes provided by the labour office. Both the educational structure and health status of the participants of the two types of training programmes (selected/provided) were more or less balanced.

It is evident that jobseekers with relatively favourable characteristics more often participate in training programmes, especially programmes selected by unemployed persons themselves. This group is not faced with such serious problems in the labour market and is more motivated to search for employment and to take advantage of ALMP measures. At the same time, there is a significant lack of tailor-made programmes for those groups faced with disadvantages in the labour market. It is possible that the provision of such programmes would strengthen not only the level of motivation but also the knowledge and practical skills of hard-to-place groups and individuals and thus ensure their inclusion in the labour market over the long term (lifelong learning programmes, certified courses respected by potential employers and, in particular, education and training programmes initiated and directly provided by employers).

Subsidised jobs in the private sector are more often targeted at women (in 2014/2015 the share stood at 57.1%/57.1%, i.e. targeting indices of 1.2/1.2), those with at least higher secondary education (almost 90%/89%, i.e. targeting indices for higher secondary and tertiary educated persons of 1.1 and 1.5 and 1.1 and 1.3 respectively), relatively young age groups (most often aged 20-39 years, targeting index close to or even higher than 1) and jobseekers in good health. As with training programmes, subsidised jobs in the private sector tend to be targeted at those unemployed with better prospects (i.e. preferred by employers).

The targeting of *public works* programmes on the other hand differs significantly from that of other ALMP measures. Public work programmes are more often attended by those with multiple disadvantages in the labour market such as the low-skilled (the targeting indices of jobseekers with ISCED 0-2 levels of education stood at 1.5/1.6, i.e. almost 35%/36% of all public works programme participants have attained a lower secondary education level at best), jobseekers with health problems (more than one

³ The sum of the number of participants in selected and provided training programmes (second and third columns in tables 2a and 2b) does not correspond exactly to the total number of unemployed participating in training programmes (first column in tables 2a and 2b) since some unemployed persons participated in both types of programmes (the participation attribute was ascribed to them for both of types of training programme).

tenth of participants were disabled to some degree (i.e. targeting indices of 1.4/1.5 for degree I partially disabled persons and targeting indices of 1.1/1.1 for degree II or III⁴ fully disabled persons), older persons (most often aged 45 years and over, i.e. targeting indices of 1.2/1.2 for the 45-49 age group, 1.4/1.6 for the 50-54 age group and 1.7/1.7 for the 55-59 age group) and the long-term or repeatedly unemployed (only 4.8%/7.4% of participants in public works programmes had not registered previously at a labour office, while 48.4%/50.1% had previously registered five or more times). This form of targeting may well indicate a certain degree of segmentation with respect to the application of ALMP measures, especially if one takes into account the fact that an insufficient number of suitable and robust ALMP programmes have been introduced capable of overcoming the multiple disadvantages of some applicants. Thus, it appears that ALMP tools may sometimes contribute towards increasing the segmentation of the labour market rather than acting to reduce it.

The findings were as follows *with respect to low-skilled jobseekers*:

- *public works* programmes are the domain of low-skilled persons: unemployed persons with at most a lower secondary education (ISCED 0-2) accounted in 2014/2015 for almost 35%/37% of all participants in public works programmes compared to a mere 9%/11% share of this educational group in subsidised work positions in the private sector;
- the targeting index of public works programmes is higher for low-skilled persons the lower the educational level attained: although this applies across the entire educational spectrum, it is particularly noticeable with respect to the low-skilled group (i.e. the targeting index for those with a lower secondary education level was 1.5, that for jobseekers with a primary education level 2.0 and that for unemployed persons with a pre-primary education level only 3.3 in 2014 (data for 2015 is not available);
- the low-skilled are less likely to participate in *training per se*, either with respect to programmes selected by jobseekers themselves or those provided by the labour office: only 13%/13.1% of all trainees were low-skilled (ISCED 0-2) in 2014/2015 compared to 75%/73.9% semi-skilled (ISCED 3) and 11.5%/13.0% highly-skilled (ISCED 6-8) – those with serious educational difficulties suffer from a lack of suitable tailor-made training programmes which reflect their specific needs and help to overcome skill barriers;
- the measure least taken up by the low-skilled group consists of *job creation in the private sector*: in 2014/2015 only 9.4%/11% of the participants of subsidised job programmes were low-skilled (the targeting index for this group stood at 0.4/0.5 compared with 1.1/1.1 for the semi-skilled and 1.5/1.3 for the high-skilled groups) – unemployed persons with low levels of education are less attractive for private sector employers; even job subsidies are unable to increase the attractiveness of this group;
- the targeting indices of all programmes with concern to the low-skilled are very low, which tends to indicate that unemployed persons with low education levels are under-represented in the main ALMP tools with the exception of public works programmes.

⁴ Czech legislation defines invalidity as the loss or reduction of an individual's capacity to work due to serious illness or injury. It is divided into three stages: I. degree – a reduction in working capacity of at least 35%, II. degree – a reduction in working capacity of at least 70% and III. degree – a reduction in working capacity of 70% or more. The degree of the reduction in an individual's capacity to work is assessed by a certificated physician. I. degree classification entitles the individual to a partial disability pension and II. and III. degree classification provides entitlement to a full disability pension.

**Table 2a Structure of all new participants in the main ALMP tools in 2014
(according to basic socio-demographic characteristics)**

GENDER (%)	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsidised jobs in private sector	Public works
Female	57.1	34.9	62.7	57.1	41.4
Male	42.9	65.1	37.3	42.9	58.6
Total N (= 100 %)	29 366	6 252	23 400	31 242	18 232
EDUCATION (%)	T total	T selected	T provided	Sub. jobs	P. works
Pre-primary (ISCED 0)	0.2	0.1	0.2	0.1	1
Primary (ISCED 1)	0.1	0.1	0.1	0.1	0.8
Lower secondary (ISCED 2)	12.8	13.3	12.7	9.2	33.1
TOTAL low-skilled	13.1	13.5	13	9.4	34.9
Upper secondary (ISCED 3-4)	75.4	75.1	75.4	76.3	63
TOTAL semi-skilled	75.4	75.1	75.4	76.3	63
Tertiary – short cycle, bachelor (ISCED 5-6)	3.9	3.9	3.9	6.3	1
Tertiary – master (ISCED 7)	7.4	7.3	7.4	7.8	1.1
Tertiary – doctor (ISCED 8)	0.2	0.2	0.2	0.2	0
TOTAL high-skilled	11.5	11.4	11.5	14.3	2.1
Total N (= 100 %)	29 366	6 252	23 400	31 242	18 232
AGE (%)	T total	T selected	T provided	Sub. jobs	P. works
15-19 years	1.2	1	1.2	2.3	1.9
20-24 years	12.5	16.2	11.6	23	10.5
25-29 years	11.6	14.3	10.9	15.2	7.6
30-34 years	11.4	13.3	10.9	11.1	9.3
35-39 years	15.8	15.8	15.9	13.2	12.1
40-44 years	13.1	13.3	13	10.1	11.1
45-49 years	10.9	9.5	11.3	7.4	10.6
50-54 years	12.3	9	13.1	8	12.6
55-59 years	9.8	6.3	10.6	8.2	18.3
60+ years	1.5	1.4	1.5	1.6	5.9
Total N (= 100 %)	29 366	6 252	23 400	31 242	18 232
HEALTH STATUS (%)	T total	T selected	T provided	Sub. jobs	P. works
No health problems	81.1	84	80.4	86.1	79
Health restrictions	9.5	7.1	10.2	6.2	9.5
Partial disability (I. degree)	5.1	4.5	5.2	3.6	7.9
Full disability (II. and III. degree)	2.2	2.1	2.2	1.5	3.1
Not specified	2	2.3	2	2.7	0.5
Total N (= 100 %)	29 366	6 252	23 400	31 242	18 232
NUMBER OF UNEMPL. SPELLS (%)	T total	T selected	T provided	Sub. jobs	P. works
Current unempl. Only	19.6	20.1	19.4	28.5	8.4
1 previous unempl. spell	18	17.1	18.3	19.7	10.9
2 previous unempl. spells	15.7	15.1	15.8	14.7	11.1
3 previous unempl. spells	12.4	12.7	12.4	11.3	10.8
4 previous unempl. spells	9.4	8.8	9.5	8.1	10.4
5+ previous unempl. spells	25	26.2	24.6	17.7	48.4
Total N (= 100 %)	29 366	6 252	23 400	31 242	18 232
CUMULATIVE DURATION OF PREVIOUS UNEMPL. (%)	T total	T selected	T provided	Sub. jobs	P. works
Without previous unempl.	19.6	20.1	19.4	28.5	8.4
Short-term previous unempl. (up to 3 months)	8.7	9.3	8.6	9.6	3.6
Middle-term previous unempl. (3-12 months)	22.7	23.4	22.5	22.3	12.6
Long-term previous unempl. (12+ months)	49.1	47.2	49.5	39.6	75.4
Total N (= 100 %)	29 366	6 252	23 400	31 242	18 232

Table 2b Structure of all new participants in the main ALMP tools in 2015 (according to basic socio-demographic characteristics)

GENDER (%)	Training (total)	Training (selected by particip.)	Training (provided by the LO)		Subsidised jobs in private sector	Public works
Female	52.1	42.7	58.9		57.1	44
Male	47.9	57.3	41.1		42.9	56
Total N (= 100 %)	26 942	11 699	15 654		46 468	23 925
EDUCATION (%)	T total	T selected	T provided		Sub. jobs	P. works
Pre-primary, primary, lower secondary (ISCED 0-2)	13.1	12	13.8		11	36.9
TOTAL low-skilled	13.1	12	13.8		11	36.9
Upper secondary (ISCED 3-4)	73.9	73.1	74.5		74.6	60.9
TOTAL semi-skilled	73.9	73.1	74.5		74.6	60.9
Tertiary – short cycle, bachelor (ISCED 5-6)	4.5	5.3	4.2		6.2	1
Tertiary – master (ISCED 7)	8.3	9.4	7.3		8	1.2
Tertiary – doctor (ISCED 8)	0.2	0.2	0.2		0.2	0
TOTAL high-skilled	13	14.9	11.7		14.4	2.2
Total N (= 100 %)	26 942	11 699	15 654		46 468	23 925
AGE (%)	T total	T selected	T provided		Sub. jobs	P. works
15-19 years	1.1	1.1	1.2		2.4	1.9
20-24 years	12.9	15.1	11.4		20.4	9.3
25-29 years	12.9	15.6	10.8		15.7	8
30-34 years	11.9	13.2	10.9		10.4	9.2
35-39 years	15.5	16.7	14.7		12.5	11.9
40-44 years	13.9	14.2	13.8		10.4	11.7
45-49 years	10.8	9.5	11.7		7.2	10.4
50-54 years	10.9	8.4	12.8		9.9	13.8
55-59 years	8.3	5.1	10.7		8.9	17.1
60+ years	1.8	1.2	2.2		2.1	6.6
Total N (= 100 %)	26 942	11 699	15 654		46 468	23 925
HEALTH STATUS (%)	T total	T selected	T provided		Sub. jobs	P. works
No health problems	78.3	83.5	74.5		81.4	71.4
Health restrictions	11.7	8.5	14.1		9.2	15.4
Partial disability (I. degree)	5.3	3.6	6.6		4.3	8.9
Full disability (II. and III. degree)	2.3	1.7	2.8		2	3.6
Not specified	2.3	2.7	2		3.2	0.6
Total N (= 100 %)	26 942	11 699	15 654		46 468	23 925
NUMBER OF UNEMPL. SPELLS (%)	T total	T selected	T provided		Sub. jobs	P. works
Current unempl. Only	19.7	21.2	18.5		26	7.4
1 previous unempl. spell	17.8	18.5	17.3		19	9.6
2 previous unempl. spells	15.8	15.2	16.3		14.6	11.4
3 previous unempl. spells	12.2	12.1	12.4		11.3	11.3
4 previous unempl. spells	9.4	9	9.7		8.6	10.2
5+ previous unempl. spells	25	24	25.8		20.4	50.1
Total N (= 100 %)	26 942	11 699	15 654		46 468	23 925
CUMULATIVE DURATION OF PREVIOUS UNEMPL. (%)	T total	T selected	T provided		Sub. jobs	P. works
Without previous unempl.	19.7	21.2	18.5		26	7.4
Short-term previous unempl. (up to 3 months)	8.7	9.9	7.9		8.4	3
Middle-term previous unempl. (3-12 months)	21.9	23.5	20.8		21	10.8
Long-term previous unempl. (12+ months)	49.7	45.4	52.7		44.6	78.8
Total N (= 100 %)	26 942	11 699	15 654		46 468	23 925

Source: OKpráce dataset for 2015

Table 3a Participation of new entrants in the main ALMP tools in 2014 (targeting indices of measures for individual groups of participants)

GENDER (%)	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsidised jobs in private sector	Public works
Female	1.2	0.7	1.3	1.2	0.9
Male	0.8	1.3	0.7	0.8	1.1
EDUCATION (%)	T total	T selected	T provided	Sub. jobs	P. works
Pre-primary (ISCED 0)	0.7	0.3	0.7	0.3	3.3
Primary (ISCED 1)	0.3	0.3	0.3	0.3	2
Lower secondary (ISCED 2)	0.6	0.6	0.6	0.4	1.5
TOTAL low-skilled	0.6	0.6	0.6	0.4	1.5
Upper secondary (ISCED 3-4)	1.1	1.1	1.1	1.1	0.9
TOTAL semi-skilled	1.1	1.1	1.1	1.1	0.9
Tertiary – short cycle, bachelor (ISCED 5-6)	1.1	1.1	1.1	1.9	0.3
Tertiary – master (ISCED 7)	1.2	1.2	1.2	1.3	0.2
Tertiary – doctor (ISCED 8)	1.0	1.0	1.0	1.0	0.0
TOTAL high-skilled	1.2	1.2	1.2	1.5	0.2
AGE (%)	T total	T selected	T provided	Sub. jobs	P. works
15-19 years	0.4	0.3	0.4	0.7	0.6
20-24 years	0.8	1	0.7	1.5	0.7
25-29 years	0.9	1.1	0.8	1.1	0.6
30-34 years	1	1.2	1	1	0.8
35-39 years	1.3	1.3	1.3	1	1
40-44 years	1.2	1.2	1.2	0.9	1
45-49 years	1.2	1	1.2	0.8	1.2
50-54 years	1.3	1	1.4	0.9	1.4
55-59 years	0.9	0.6	1	0.8	1.7
60+ years	0.3	0.3	0.3	0.3	1.3
HEALTH STATUS (%)	T total	T selected	T provided	Sub. jobs	P. works
No health problems	1	1.1	1	1.1	1
Health restrictions	1	0.7	1.1	0.6	1
Partial disability (I. degree)	0.9	0.8	0.9	0.6	1.4
Full disability (II. and III. degree)	0.8	0.7	0.8	0.5	1.1
Not specified	0.6	0.7	0.6	0.9	0.2
NUMBER OF UNEMPL. SPELLS (%)	T total	T selected	T provided	Sub. jobs	P. works
Current unempl. only	0.9	0.9	0	1.2	0.4
1 previous unempl. spell	1.1	1	1.1	1.2	0.6
2 previous unempl. spells	1.1	1.1	1.3	1.1	0.8
3 previous unempl. spells	1.1	1.1	1.4	1	1
4 previous unempl. spells	1.1	1	1.4	0.9	1.2
5+ previous unempl. spells	1	1	0.4	0.7	1.9
CUMULATIVE DURATION OF PREVIOUS UNEMPL. (%)	T total	T selected	T provided	Sub. jobs	P. works
Without previous unempl.	0.9	0.9	0.8	1.2	0.4
Short-term previous unempl. (up to 3 months)	1.1	1.2	1.1	1.2	0.5
Middle-term previous unempl. (3-12 months)	1.1	1.2	1.1	1.1	0.6
Long-term previous unempl. (12+ months)	1	1	1	0.8	1.5

Source: OKpráce dataset for 2014

Table 3b Participation of new entrants in the main ALMP tools in 2015 (targeting indices of measures for individual groups of participants)

GENDER (%)	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsidised jobs in private sector	Public works
Female	1.1	0.9	1.2	1.2	0.9
Male	0.9	1.1	0.8	0.8	1.1
EDUCATION (%)	T total	T selected	T provided	Sub. jobs	P. works
Pre-primary, primary, lower secondary (ISCED 0-2)	0.6	0.5	0.6	0.5	1.6
TOTAL low-skilled	0.6	0.5	0.6	0.5	1.6
Upper secondary (ISCED 3-4)	1.1	1.1	1.1	1.1	0.9
TOTAL semi-skilled	1.1	1.1	1.1	1.1	0.9
Tertiary – short cycle, bachelor (ISCED 5-6)	1.2	1.4	1.1	1.6	0.3
Tertiary – master (ISCED 7)	1.2	1.4	1.1	1.2	0.2
Tertiary – doctor (ISCED 8)	1	1	1	1	0
TOTAL high-skilled	1.2	1.4	1.1	1.3	0.2
AGE (%)	T total	T selected	T provided	Sub. jobs	P. works
15-19 years	0.3	0.3	0.4	0.7	0.6
20-24 years	0.8	1	0.8	1.3	0.6
25-29 years	0.9	1.1	0.8	1.1	0.6
30-34 years	1.1	1.2	1	0.9	0.8
35-39 years	1.3	1.3	1.2	1	1
40-44 years	1.3	1.3	1.2	0.9	1.1
45-49 years	1.2	1.1	1.3	0.8	1.2
50-54 years	1.2	0.9	1.4	1.1	1.6
55-59 years	0.8	0.5	1.1	0.9	1.7
60+ years	0.3	0.2	0.4	0.4	1.2
HEALTH STATUS (%)	T total	T selected	T provided	Sub. jobs	P. works
No health problems	1	1.1	1	1.1	0.9
Health restrictions	1.1	0.8	1.3	0.9	1.4
Partial disability (I. degree)	0.9	0.6	1.1	0.7	1.5
Full disability (II. and III. degree)	0.7	0.5	0.8	0.6	1.1
Not specified	0.8	0.9	0.7	1.1	0.2
NUMBER OF UNEMPL. SPELLS (%)	T total	T selected	T provided	Sub. jobs	P. works
Current unempl. only	0.9	0.9	0.8	1.2	0.3
1 previous unempl. spell	1.1	1.1	1	1.1	0.6
2 previous unempl. spells	1.1	1.1	1.2	1.1	0.8
3 previous unempl. spells	1.1	1.1	1.1	1	1
4 previous unempl. spells	1.1	1	1.1	1	1.1
5+ previous unempl. spells	0.9	0.9	0.9	0.8	1.8
CUMULATIVE DURATION OF PREVIOUS UNEMPL. (%)	T total	T selected	T provided	Sub. jobs	P. works
Without previous unempl.	0.9	0.9	0.8	1.2	0.3
Short-term previous unempl. (up to 3 months)	1.2	1.3	1.1	1.1	0.4
Middle-term previous unempl. (3-12 months)	1.1	1.2	1.1	1.1	0.6
Long-term previous unempl. (12+ months)	1	0.9	1	0.9	1.5

Source: OKpráce dataset for 2015

2. Detailed analysis of the low-skilled participants group in the main ALMP tools

Low qualification levels constitutes one of the most challenging problems faced by the Czech labour market, despite it is affecting a relatively small proportion of the population. It is also a key factor that influences the risk of long-term and/or repeated unemployment. This is a consequence of the weaknesses inherent in the Czech education system (such as weak links between the education sector and the labour market, the poor permeability of the education system, the difficulty of returning to education especially for older persons, the low quality of certain educational programmes, the low prestige of the teaching profession etc.), the traditional attitude of the Czech population towards education, as well as a lack of effective active labour market policy tools, especially appropriate up-skilling programmes targeted at the low-skilled.

In 2014/2015 statistical data captured a total of 214,279/199,592 unemployed persons with ISCED 0-2 levels of education⁵. This low-skilled group consisted mostly of men (52%/52.6%) and those with various types of health problems (13.9%/14.8% of persons were physically disadvantaged and a further almost 9.7%/10.3% fully or partially disabled) (tables 4a and 4b, grey column). With concern to age, it is interesting that a large proportion of the low-skilled unemployed were younger persons aged 20-34 years (38.8%/40.3%) although the 50 and over group was also significant (i.e. 25%/23% of all the low-skilled unemployed). A lower level of education appears to be more common for older rather than younger generations (with respect to whom the reasons for low-skilled status lie in an early exit from the education system and an overlapping of several barriers to accessing the labour market including, for example, poor health, care responsibilities and/or ethnicity). Nevertheless, statistical data confirms an unambiguously strong relationship between the level of education on the one hand and the length of the term of unemployment and number of previous unemployment spells on the other: more than 62% of the low-skilled group had experienced repeated unemployment lasting in total for more than one year. At the same time, only less than one fifth of all the unemployed with ISCED 0-2 levels of education had not experienced a previous spell of unemployment (conversely, more than a third of this group was experiencing unemployment for the fifth or more time). The level of education is an important factor not only with respect to the chance of becoming unemployed but also of remaining unemployed over the long term.

Tables 4a and 4b further indicate that in 2014/2015 a total of 13,146/17,452 low-skilled persons participated in some of the main ALMP measures analysed herein. Men were predominant in all the measures considered both with respect to training programmes selected by jobseekers themselves and those allocated by the labour office (it should be noted here that there is generally a higher proportion of men than women in the low-skilled group). In addition, the share of persons with health problems was relatively balanced with concern to all the analysed measures, i.e. 20% of the total number of low-skilled participants in each programme. The other socio-demographic characteristics of low-skilled participants varied according to the type of measure.

As mentioned in the previous subchapter, in 2014/2015 the low-skilled group participated particularly in *public works programmes*, which were targeted mainly at long-term and repeatedly unemployed low-skilled persons (the share of low-skilled participants with 5 or more previous spells of unemployment was 8/7.4 percentage points higher, and that of low-skilled persons with previous experience of long-term

⁵ The structure of the low-skilled unemployed population is not shown in a separate table, rather it forms part of the tables which capture the structure of participants of all the main ALMP measures (i.e. the grey columns in tables 4, 6 and 7). Thus, it is possible to more easily compare the structure of the participation of the low-skilled in selected instruments with that of the unemployed population with ISCED 0-2 levels of education in the afore-mentioned tables.

unemployment 7.5/6.3 percentage points higher in 2014/2015 than the total population of jobseekers). Moreover, the public works programme targeting index reflects this finding, i.e. 1.1/1.0 for those with 4 previous spells of unemployment, 1.6/1.6 for those with 5 or more previous spells of unemployment and 1.3/1.4 for the long-term unemployed (tables 5a and 5b). These categories were significantly over-represented in public works programmes. With respect to age, it is evident that unemployed persons aged 45 years and over participated more often in public works programmes in 2014/2015 (the share of public works programme participants in this category was 35%/30.8% while the targeting index stood at 1.2/1.3 for the 45-49 group, 1.4/1.5 for the 50-54 group and 1.5/1.6 for the 55-59 group) than did their younger counterparts. The young low-skilled jobseekers aged 20-24 years category was also relatively well represented; however, since this category is strongly represented in the low-skilled unemployed population, the target index of public works programmes for young low-skilled people aged 20-24 years was correspondingly relatively low (0.7/0.7).

The analysis of *subsidised jobs in the private sector* produced entirely different findings. The targeting of this programme at the young and middle-aged groups and the short- and middle-term unemployed was above average. The share of participants aged 20-39 years in subsidised jobs programmes was 57%/59% and the share of participants gradually declined with increasing age. However, the targeting index oscillated around a value of 1 and above for all age groups except for those at either end of the age scale (up to 19 years and over 60 years). It seems that with respect to low-qualified persons entering such programmes (which is relatively rare – in 2014 the number of such participants in subsidised job programmes in the private sector was around half of those participating in public works programmes and in 2015, when the number of all subsidised job positions increased considerably, the proportion increased to 58%), age did not represent a differentiating factor. Relatively frequently (i.e. more often than in the case of the other selected measures), subsidised job programme participants consisted of first-time and short- and middle-term unemployed persons (17.7%/17.1% of such participants had not experienced any other spell of unemployment and the share of participants with a total length of previous unemployment of up to 12 months stood at almost 20%).

As in the previous case, *training programmes* were more often targeted at those low-skilled jobseekers with enhanced working prospects, i.e. persons with no health problems (targeting index 1.1/1.1), younger age groups (only young persons up to 19 years and older jobseekers aged 55 and over exhibited programme targeting indices below a value of 1) and those with shorter periods of previous total unemployment (the targeting index of the middle-term unemployed was 1.3/1.3 and that of the short-term unemployed 1.1/1.1). The targeting of less disadvantaged low-skilled persons was more apparent with concern to training programmes selected by participants themselves; however, the difference was not so significant. Greater differences were, however, more evident with respect to participants aged 50 years and over who were more represented in training programmes provided by the labour office and less in self-selected training programmes. It is probable that such persons rely to a greater extent on offers provided by public employment services due to their having more information on the local labour market situation as well as on local educational and training institutions and the programmes they provide.

Table 4a Structure of all the new LOW-SKILLED participants in the main ALMP tools in 2014 (according to basic socio-demographic characteristics)

GENDER (%)	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsidised jobs in private sector	Public works	Unempl.
Female	44.7	23	50.5	49.3	38.6	48
Male	55.3	77	49.5	50.7	61.4	52
Total N (= 100 %)	3 859	846	3 048	2 931	6 356	241 279
AGE (%)	T total	T selected	T provided	Sub. jobs	P. works	Unempl.
15-19 years	4.1	1.5	4.7	3.8	4.2	8.2
20-24 years	18	19.7	17.5	20.4	12.3	16.7
25-29 years	15.1	16.7	14.8	12.9	9.1	11.8
30-34 years	11.8	13.4	11.5	11	9.1	10.3
35-39 years	14.4	15.8	14.1	12.4	10.6	11
40-44 years	9.4	9.9	9.3	8.2	9.5	8.5
45-49 years	9	8.7	9	9.6	10.4	8.7
50-54 years	9.4	6.4	10.1	9.1	12.4	8.9
55-59 years	7.6	6.1	8	10.8	17	11.3
60+ years	1.2	1.7	1	1.8	5.5	4.6
Total N (= 100 %)	3 859	846	3 048	2 931	6 356	241 279
HEALTH STATUS (%)	T total	T selected	T provided	Sub. jobs	P. works	Unempl.
No health problems	80.3	80.7	80.1	81.6	81.7	74
Health restrictions	11.4	10.2	11.7	9.5	9.1	13.9
Partial disability (I. degree)	4.8	5	4.8	4.9	6.3	6.6
Full disability (II. and III. degree)	2.3	3	2.1	2.2	2.5	3.1
Not specified	1.2	1.2	1.2	1.7	0.4	2.3
Total N (= 100 %)	3 859	846	3 048	2 931	6 356	241 279
NUMBER OF UNEMPL. SPELLS (%)	T total	T selected	T provided	Sub. jobs	P. works	Unempl.
Current unempl. only	14	14.1	14	17.7	6.6	18.9
1 previous unempl. spell	13.2	11.2	13.8	14.1	8.8	13.4
2 previous unempl. spells	12.5	11.2	12.9	12.9	8.5	12.3
3 previous unempl. spells	11.7	11.7	11.7	11	9.9	10.9
4 previous unempl. spells	9.3	7.6	9.6	10.6	9.9	9.4
5+ previous unempl. spells	39.2	44.2	37.9	33.7	56.4	35.1
Total N (= 100 %)	3 859	846	3 048	2 931	6 356	241 279
CUMULATIVE DURATION OF PREVIOUS UNEMPL. (%)	T total	T selected	T provided	Sub. jobs	P. works	Unempl.
Without previous unempl.	14	14.1	14	17.7	6.6	18.9
Short-term previous unempl. (up to 3 months)	5.3	5	5.4	6.2	2.5	4.9
Middle-term previous unempl. (3-12 months)	17.2	16.3	17.4	16.7	8.1	13.7
Long-term previous unempl. (12+ months)	63.5	64.7	63.1	59.4	82.8	62.5
Total N (= 100 %)	3 859	846	3 048	2 931	6 356	241 279

Source: OKpráce dataset for 2014

Table 4b **Structure of all the new LOW-SKILLED participants in the main ALMP tools in 2015 (according to basic socio-demographic characteristics)**

GENDER (%)	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsidised jobs in private sector	Public works		Unempl.
Female	37.5	26	44.5	49.9	39.6		47.4
Male	62.5	74	55.5	50.1	60.4		52.6
Total N (= 100 %)	3 523	1 406	2 164	5 112	8 817		199 592
AGE (%)	T total	T selected	T provided	Sub. jobs	P. works		Unempl.
15-19 years	4	2.6	5	4.9	4.3		9.2
20-24 years	18.1	20	17.2	20.3	12.1		17.1
25-29 years	16.2	19.3	13.9	12.5	9.4		12.4
30-34 years	12.9	13.4	12.5	10.7	9.5		10.8
35-39 years	13.1	13.8	12.5	11.2	10.5		10.7
40-44 years	11.4	12.7	10.5	9.8	10.3		8.9
45-49 years	7.7	6.3	8.6	7.4	9.9		7.7
50-54 years	8.5	6.1	10.1	11	12.8		8.3
55-59 years	6.3	4.1	7.8	9.7	15.3		9.7
60+ years	1.8	1.6	1.9	2.4	5.9		5.1
Total N (= 100 %)	3 523	1 406	2 164	5 112	8 817		199 592
HEALTH STATUS (%)	T total	T selected	T provided	Sub. jobs	P. works		Unempl.
No health problems	75.2	80.7	71.6	76.9	74.2		72.6
Health restrictions	15.3	11.1	18.2	13.6	15.5		14.8
Partial disability (I. degree)	5.8	4.4	6.7	5.2	6.7		6.7
Full disability (II. and III. degree)	2.1	1.9	2.1	2.3	2.9		3.6
Not specified	1.6	1.9	1.4	2	0.6		2.3
Total N (= 100 %)	3 523	1 406	2 164	5 112	8 817		199 592
NUMBER OF UNEMPL. SPELLS (%)	T total	T selected	T provided	Sub. jobs	P. works		Unempl.
Current unempl. only	14.6	15.6	14	17.1	6.6		19.4
1 previous unempl. spell	12.3	12.6	12.3	13.7	7.7		13
2 previous unempl. spells	12.5	11.9	12.8	12.4	9.4		11.8
3 previous unempl. spells	12.3	12.8	12	11.5	9.1		10.6
4 previous unempl. spells	10.9	11	10.9	10.2	9.6		9.2
5+ previous unempl. spells	37.3	36.2	38	35.2	57.5		36
Total N (= 100 %)	3 523	1 406	2 164	5 112	8 817		199 592
CUMULATIVE DURATION OF PREVIOUS UNEMPL. (%)	T total	T selected	T provided	Sub. jobs	P. works		Unempl.
Without previous unempl.	14.6	15.6	14	17.1	6.6		19.4
Short-term previous unempl. (up to 3 months)	5.7	7.2	4.8	4.8	1.5		4.5
Middle-term previous unempl. (3-12 months)	14.7	15.6	14.1	15	6.7		13.2
Long-term previous unempl. (12+ months)	65.1	61.6	67.1	63.1	85.1		62.9
Total N (= 100 %)	3 523	1 406	2 164	5 112	8 817		199 592

Source: OKpráce dataset for 2015

Table 5a Participation of new LOW-SKILLED entrants in the main ALMP tools in 2014 (indexes of targeting measures to individual groups of low-skilled participants)

GENDER (%)	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsidised jobs in private sector	Public works
Female	0.9	0.5	1.1	1	0.8
Male	1.1	1.5	1	1	1.2
AGE (%)	T total	T selected	T provided	Sub. jobs	P. works
15-19 years	0.5	0.2	0.6	0.5	0.5
20-24 years	1.1	1.2	1	1.2	0.7
25-29 years	1.3	1.4	1.3	1.1	0.8
30-34 years	1.1	1.3	1.1	1.1	0.9
35-39 years	1.3	1.4	1.3	1.1	1
40-44 years	1.1	1.2	1.1	1	1.1
45-49 years	1	1	1	1.1	1.2
50-54 years	1.1	0.7	1.1	1	1.4
55-59 years	0.7	0.5	0.7	1	1.5
60+ years	0.3	0.4	0.2	0.4	1.2
HEALTH STATUS (%)	T total	T selected	T provided	Sub. jobs	P. works
No health problems	1.1	1.1	1.1	1.1	1.1
Health restrictions	0.8	0.7	0.8	0.7	0.7
Partial disability (I. degree)	0.7	0.8	0.7	0.7	1.0
Full disability (II. and III. degree)	0.7	1.0	0.7	0.7	0.8
Not specified	0.5	0.5	0.5	0.7	0.2
NUMBER OF UNEMPL. SPELLS (%)	T total	T selected	T provided	Sub. jobs	P. works
Current unempl. only	0.7	0.7	0.7	0.9	0.3
1 previous unempl. spell	1	0.8	1	1.1	0.7
2 previous unempl. spells	1	0.9	1	1	0.7
3 previous unempl. spells	1.1	1.1	1.1	1	0.9
4 previous unempl. spells	1	0.8	1	1.1	1.1
5+ previous unempl. spells	1.1	1.3	1.1	1	1.6
CUMULATIVE DURATION OF PREVIOUS UNEMPL. (%)	T total	T selected	T provided	Sub. jobs	P. works
Without previous unempl.	0.7	0.7	0.7	0.9	0.3
Short-term previous unempl. (up to 3 months)	1.1	1	1.1	1.3	0.5
Middle-term previous unempl. (3-12 months)	1.3	1.2	1.3	1.2	0.6
Long-term previous unempl. (12+ months)	1	1	1	1	1.3

Source: OKpráce dataset for 2014

Table 5b Participation of new LOW-SKILLED entrants in the main ALMP tools in 2015 (indexes of targeting measures to individual groups of low-skilled participants)

GENDER (%)	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsidised jobs in private sector	Public works
Female	0.8	0.5	0.9	1.1	0.8
Male	1.2	1.4	1.1	1	1.1
AGE (%)	T total	T selected	T provided	Sub. jobs	P. works
15-19 years	0.4	0.3	0.5	0.5	0.5
20-24 years	1.1	1.2	1	1.2	0.7
25-29 years	1.3	1.6	1.1	1	0.8
30-34 years	1.2	1.2	1.2	1	0.9
35-39 years	1.2	1.3	1.2	1	1
40-44 years	1.3	1.4	1.2	1.1	1.2
45-49 years	1	0.8	1.1	1	1.3
50-54 years	1	0.7	1.2	1.3	1.5
55-59 years	0.6	0.4	0.8	1	1.6
60+ years	0.4	0.3	0.4	0.5	1.2
HEALTH STATUS (%)	T total	T selected	T provided	Sub. jobs	P. works
No health problems	1	1.1	1	1.1	1
Health restrictions	1	0.8	1.2	0.9	1
Partial disability (I. degree)	0.9	0.7	1	0.8	1
Full disability (II. and III. degree)	0.6	0.5	0.6	0.6	0.8
Not specified	0.7	0.8	0.6	0.9	0.3
NUMBER OF UNEMPL. SPELLS (%)	T total	T selected	T provided	Sub. jobs	P. works
Current unempl. only	0.8	0.8	0.7	0.9	0.3
1 previous unempl. spell	0.9	1	0.9	1.1	0.6
2 previous unempl. spells	1.1	1	1.1	1.1	0.8
3 previous unempl. spells	1.2	1.2	1.1	1.1	0.9
4 previous unempl. spells	1.2	1.2	1.2	1.1	1
5+ previous unempl. spells	1	1	1.1	1	1.6
CUMULATIVE DURATION OF PREVIOUS UNEMPL. (%)	T total	T selected	T provided	Sub. jobs	P. works
Without previous unempl.	0.8	0.8	0.7	0.9	0.3
Short-term previous unempl. (up to 3 months)	1.3	1.6	1.1	1.1	0.3
Middle-term previous unempl. (3-12 months)	1.1	1.2	1.1	1.1	0.5
Long-term previous unempl. (12+ months)	1	1	1.1	1	1.4

Source: OKpráce dataset for 2015

It is important at this point to examine the timing of measures as characterised by the duration of unemployment prior to participants becoming involved in ALMP measures. It is also important to ask the question when it is suitable to offer participation in active labour market measures to unemployed persons. A relatively short duration of pre-programme unemployment could indicate that ALMP measures are being used in a preventative way so as to protect disadvantaged groups from the risk of long-term unemployment. Conversely, a long duration of unemployment before participating in an ALMP programme may indicate that such measures are being used as a curative tool aimed at terminating long-term periods of unemployment.

Tables 6a and 6b present the structure of low-skilled participants in ALMP measures according to the duration of previous pre-programme unemployment. We discovered that in 2014/2015 around half of the low-skilled jobseekers group commenced participation in subsidised jobs programmes (public and private sector) and around 45% participation in training programmes within 3-12 months of registration at the labour office. With respect to all ALMP participants, the corresponding percentages were 46%/56% in the case of subsidised jobs in the public sector, 49%/51% in the case of training and 54%/60% in that of subsidised jobs in the private sector (see tables 7a and 7b). This finding indicates that public employment services avoid targeting active measures at the short-term unemployed in order to diminish the risk of a high deadweight ratio. At the same time, PES attempt to prevent the occurrence of long-term unemployment by targeting measures at those who have been unemployed for 3 to 9 months (the medium-term unemployed). In contrast to all participants, the low-skilled were more often included in active measures following longer periods of unemployment, i.e. the share of the long-term unemployed with a low level of education was higher with concern to all the instruments considered (i.e. 38.9%/33.2% of the low-skilled long-term unemployed undergoing training compared to 30.2%/25.3% of long-term unemployed participants. Similarly, 38.6%/36.5% of the low-skilled long-term unemployed participated in subsidised jobs programmes in the private sector compared to 30.3%/29.6% of all long-term unemployed participants and, lastly, 21.9%/25.4% of the low-skilled long-term unemployed participated in public works programmes compared to 19.7%/22% of all long-term unemployed public works programme participants.

With respect only to self-selected training programmes (23.4%/30% of low-skilled participants) and, surprisingly, public works programmes (25%/31.3% of low-skilled participants) was short-term unemployment (up to 3 months from registration) sufficient to ensure participation. This may be due to the intentional offering of public works programmes by the PES to those jobseekers (including low-skilled persons) who have been unemployed for a short time but who have exhibited repeated spells of unemployment as well as long-term unemployment in their working histories (as referred to in tables 4a and 4b). This would seem to indicate that public employment services apply a profiling approach to the unemployed, albeit more intuitive than formalised and systematic.

Table 6a Timing of intervention – the structure of new LOW-SKILLED participants in the main ALMP measures in 2014 according to the length of current registration (i.e. the length of registration before joining an active labour market programme)

Duration of current unemployment	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsid. jobs in private sector	Public works	Unempl.
Up to 1 months (0-30 days)	2.8	5	2.3	1.4	11	3.5
1-2 months (31-60 days)	5.8	8.7	5	3.4	6.9	5
2-3 months (61-90 days)	6.9	9.7	6.2	4	7.1	5.4
TOTAL: entry into a programme within 3 months of registration (short-term unemployment)	15.5	23.4	13.5	8.8	25	13.9
3-6 months (91-180 days)	19.2	22.1	18.4	14.3	23.7	16.3
6-9 months (181-270 days)	15.1	15.6	14.8	23.6	17.6	12.2
9-12 months (271-365 days)	11.3	9.6	11.6	14.7	11.8	9.8
TOTAL: entry into a programme within 3-12 months of registration (middle-term unemployment)	45.6	47.3	44.8	52.6	53.1	38.3
12-15 months (366-455 days)	7.4	6.3	7.7	9.5	6.8	6.6
15-18 months (456-545 days)	5.7	4.4	6.1	5.9	4.4	5.2
18-21 months (546-635 days)	4.4	2	5.1	5.9	2.3	4.1
21-24 months (636-730 days)	3.6	3.5	3.7	3.8	1.4	4
over 24 months (731 days and over)	17.8	13.1	19.1	13.5	7	27.8
TOTAL: entry into a programme within 12 months of registration and over (long-term unemployment)	38.9	29.3	41.7	38.6	21.9	47.7
Total (N = 100 %)	3 859	846	3 048	2 931	6 356	241 279

Source: OKpráce dataset for 2014

Table 6b Timing of intervention – the structure of new LOW-SKILLED participants in the main ALMP measures in 2015 according to the length of current registration (i.e. the length of registration before joining an active labour market programme)

Duration of current unemployment	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsid. jobs in private sector	Public works	Unempl.
Up to 1 months (0-30 days)	5	6.8	3.9	3.1	15.7	6.5
1-2 months (31-60 days)	8.3	12.4	5.7	5.9	8.7	8.5
2-3 months (61-90 days)	8.3	10.8	6.9	5.4	6.9	7.5
TOTAL: entry into a programme within 3 months of registration (short-term unemployment)	21.6	30	16.5	14.4	31.3	22.5
3-6 months (91-180 days)	20.2	21.7	19.3	17.5	20.7	19.7
6-9 months (181-270 days)	15.2	13	16.5	19.4	13	12.2
9-12 months (271-365 days)	9.8	8.3	10.8	12.2	9.6	9.1
TOTAL: entry into a programme within 3-12 months of registration (middle-term unemployment)	45.2	43	46.6	49.1	43.3	41
12-15 months (366-455 days)	6.2	5.4	6.6	7.1	5.6	5.4
15-18 months (456-545 days)	4.2	3.4	4.8	4.9	3.2	4.1
18-21 months (546-635 days)	2.9	2.9	2.9	3.7	2.3	2.9
21-24 months (636-730 days)	3.1	2.3	3.6	3.3	1.7	2.8
over 24 months (731 days and over)	16.8	13	19	17.5	12.6	21.3
TOTAL: entry into a programme within 12 months of registration and over (long-term unemployment)	33.2	27	36.9	36.5	25.4	36.5
Total (N = 100 %)	3 523	1 406	2 164	5 112	8 817	199 592

Source: OKpráce dataset for 2015

Table 7a Timing of intervention – the structure of ALL new participants in the main ALMP measures in 2014 according to the length of current registration (i.e. the length of registration before joining an active labour market programme)

Duration of current unemployment	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsid. jobs in private sector	Public works	Unempl.
Up to 1 months (0-30 days)	3.8	5.6	3.3	1.6	9.4	4.8
1-2 months (31-60 days)	7.1	10.9	6.1	4	7.1	7.1
2-3 months (61-90 days)	8.2	11.3	7.4	4.6	7.9	7.4
TOTAL: entry into a programme within 3 months of registration (short-term unemployment)	19	27.8	16.8	10.1	24.4	19.3
3-6 months (91-180 days)	22.2	25.1	21.4	17.7	25.2	20.5
6-9 months (181-270 days)	17.1	16.2	17.3	25.5	19	13.9
9-12 months (271-365 days)	11.5	10.3	11.8	16.4	11.6	10.4
TOTAL: entry into a programme within 3-12 months of registration (middle-term unemployment)	50.8	51.7	50.5	59.6	55.9	44.8
12-15 months (366-455 days)	7.5	5.9	7.9	9.1	6.5	6.4
15-18 months (456-545 days)	4.9	3.8	5.2	5.6	3.7	4.7
18-21 months (546-635 days)	3.5	2.3	3.8	4.1	2.2	3.5
21-24 months (636-730 days)	2.6	2.1	2.8	2.9	1.4	3.2
over 24 months (731 days and over)	11.7	6.6	13	8.6	5.8	18.1
TOTAL: entry into a programme within 12 months of registration and over (long-term unemployment)	30.2	20.6	32.6	30.3	19.7	35.9
Total (N = 100 %)	29 366	6 252	23 400	31 242	18 232	1 047 835

Source: OKpráce dataset for 2014

Table 7b **Timing of intervention – the structure of ALL new participants in the main ALMP measures in 2015 according to the length of current registration (i.e. the length of registration before joining an active labour market programme)**

Duration of current unemployment	Training (total)	Training (selected by particip.)	Training (provided by the LO)	Subsid. jobs in private sector	Public works	Unempl.
Up to 1 months (0-30 days)	5.4	7.2	4.1	3.2	14.5	8.1
1-2 months (31-60 days)	10.2	13.3	7.8	6.6	8.5	10.2
2-3 months (61-90 days)	9.9	11.8	8.6	6.9	8.6	9
TOTAL: entry into a programme within 3 months of registration (short-term unemployment)	25.5	32.3	20.5	16.7	31.6	27.3
3-6 months (91-180 days)	24	26.1	22.5	19.4	22.5	22.9
6-9 months (181-270 days)	15.6	13.8	16.9	21	14.1	12.9
9-12 months (271-365 days)	9.6	8.3	10.5	13.3	9.8	8.8
TOTAL: entry into a programme within 3-12 months of registration (middle-term unemployment)	49.2	48.2	49.9	53.7	46.4	44.6
12-15 months (366-455 days)	5.9	5.3	6.4	7.3	5.3	4.9
15-18 months (456-545 days)	3.8	3.2	4.2	4.7	3.3	3.5
18-21 months (546-635 days)	2.5	2	2.9	3.4	2.1	2.6
21-24 months (636-730 days)	2.2	1.6	2.6	2.7	1.5	2.4
over 24 months (731 days and over)	10.9	7.4	13.5	11.5	9.8	14.7
TOTAL: entry into a programme within 12 months of registration and over (long-term unemployment)	25.3	19.5	29.6	29.6	22	28.1
Total (N = 100 %)	26 942	11 699	15 654	46 468	23 925	891 054

Source: OKpráce dataset for 2015

Finally, we analysed the participation rates of those low-skilled jobseekers classified as hard-to-place (disadvantaged), as defined on the basis of the aforementioned sociodemographic characteristics, with respect to the main ALMP measures available. In practice, public employment services also consider the definition set out in the Employment Act, i.e. they classify certain applicants as being disadvantaged according to several separate categories. While the analysis did not reveal the extent to which PES workers accept such characteristics as criteria for the selection of programme participants, it did allow us to assess the indication thereof, i.e. the share of disadvantaged groups with concern to specific active measures and the targeting of such measures at these groups. Tables 8a and 8b and 9a and 9b capture the structure of all participants in the main ALMP tools (tables 9a and 9b), specifically that of the low-skilled (tables 8a and 8b), according to their relevance to some of the disadvantaged groups. In addition, indices of the targeting of such measures at these groups are provided. All the tables display very similar findings. Thus, our discussion focused on low-skilled participants, despite the findings being valid for all participants in ALMP measures. The only exception consisted of school graduates (especially tertiary education graduates), who did not feature among the low-skilled.

Findings from tables 8a and 8b indicate that the targeting of hard-to-place groups of low-skilled persons varies considerably across the various programmes. Persons aged 50 years and over represented the largest category of low-skilled participants in all the measures monitored in 2014/2015 (mainly public works programmes – 34.2%/34.5% and subsidised jobs in the private sector – 21.5%/23.6%). Nevertheless, due to their high level of representation in the low-skilled unemployed group, programmes were targeted at this group to a lesser extent (targeting indices of below a value of 1, with the

exception of public works programmes). Conversely, the parents caring for children under 15 years of age group was over-represented in such programmes (targeting indices of higher than 1, with the exception of public works programmes). The persons unemployed for more than 6 months category displayed inconsistent results: in 2014, this group was widely represented in training programmes (27.4%, targeting index 0.8) but only slightly represented in public works programmes (0.4%, targeting index 0) and subsidised jobs in the private sector (1.3%, targeting index 0). In 2015 this group enjoyed only marginal representation in all the ALMP programmes monitored. This anomaly can probably be explained by the imperfection of the statistical data available⁶. The pregnant women and mothers as well as persons up to 20 years of age groups were under-represented with respect to all the active measures considered (targeting indices of around 0.5 and below for both years). In addition, programmes were also less often targeted at the disabled (targeting indices of significantly below a value of 1).

Table 8a Hard-to-place groups of LOW-SKILLED participants in the main ALMP tools in 2014

	T total	T sel.	T prov.	S. jobs	P. works	Unempl.
Structure of the new LOW-SKILLED participants in the main ALMP measures (according to the membership of a specific hard-to-place groups)						
Individuals up to 20 years of age	4.1	1.7	4.7	4.5	5	8.3
Individuals over 50 years of age	18.8	15.2	19.7	21.5	34.2	25.4
Women – pregnant, nursing, mothers of children up to 9 months	0.8	0.6	0.9	0	0	1.9
Persons caring for children under 15 years of age	12	6.9	13.4	12.4	9.4	10.2
Jobseekers with unemployment over 6 months	27.4	17.4	30	1.3	0.4	32.7
People with disabilities	8	8.6	7.7	7.8	8.9	10.5
Persons requiring special assistance	0.6	0.1	0.7	0.4	0.8	1
Other persons – increased need for care	0.8	0.4	1	0.3	0.3	0.7
Participation of new LOW-SKILLED entrants in the main ALMP tools in 2014 (targeting indices of measures for specific hard-to-place groups of participants)						
Individuals up to 20 years of age	0.5	0.2	0.6	0.5	0.6	x
Individuals over 50 years of age	0.7	0.6	0.8	0.8	1.3	x
Women – pregnant, nursing, mothers of children up to 9 months	0.4	0.3	0.5	0	0	x
Persons caring for children under 15 years of age	1.2	0.7	1.3	1.2	0.9	x
Jobseekers with unemployment over 6 months	0.8	0.5	0.9	0	0	x
People with disabilities	0.8	0.8	0.7	0.7	0.8	x
Persons requiring special assistance	0.6	0.1	0.7	0.4	0.8	x
Other persons – increased need for care	1.1	0.6	1.4	0.4	0.4	x

Source: OKpráce dataset for 2014

⁶ This category is not indicated consistently in the database by the variable "Specific group – jobseekers unemployed for over 6 months".

Table 8b **Hard-to-place groups of LOW-SKILLED participants in the main ALMP tools in 2015**

	T total	T sel.	T prov.	S. jobs	P. works	Unempl.
Structure of the new LOW-SKILLED participants in the main ALMP measures (according to the membership of a specific hard-to-place groups)						
Individuals up to 20 years of age	3.8	2.8	4.6	4.2	3.9	8.8
Individuals over 50 years of age	17.2	12.3	20.5	23.6	34.5	24.1
Women – pregnant, nursing, mothers of children up to 9 months	0.9	0.4	1.2	0.1	0	2.9
Persons caring for children under 15 years of age	13.1	9.8	15.1	13.7	12.4	12
Jobseekers with unemployment over 6 months	0.6	0.8	0.6	0.7	0.4	0.4
People with disabilities	9	7	10.4	7.8	9	10.7
Persons requiring special assistance	0.6	0.4	0.8	0.6	1.1	0.9
Other persons – increased need for care	1.2	1.1	1.2	0.5	1.6	1
Participation of new LOW-SKILLED entrants in the main ALMP tools in 2014 (targeting indices of measures for specific hard-to-place groups of participants)						
Individuals up to 20 years of age	0.4	0.3	0.5	0.5	0.4	x
Individuals over 50 years of age	0.7	0.5	0.9	1	1.4	x
Women – pregnant, nursing, mothers of children up to 9 months	0.3	0.1	0.4	0	0	x
Persons caring for children under 15 years of age	1.1	0.8	1.3	1.1	1	x
Jobseekers with unemployment over 6 months	1.5	2	1.5	1.8	1	x
People with disabilities	0.8	0.7	1	0.7	0.8	x
Persons requiring special assistance	0.7	0.4	0.9	0.7	1.2	x
Other persons – increased need for care	1.2	1.1	1.2	0.5	1.6	x

Source: OKpráce dataset for 2015

Table 9a Hard-to-place groups of ALL participants in the main ALMP tools in 2014

	T total	T sel.	T prov.	S. jobs	P. works	Unempl.
Structure of all the new participants in the main ALMP measures (according to the membership of a specific hard-to-place groups)						
Individuals up to 20 years of age	1.1	1	1.1	3.1	2.5	3.3
Individuals over 50 years of age	24.0	17.1	25.7	17.5	36.2	24.6
Graduates	4.3	4.7	4.2	14.5	2.8	6
Tertiary graduates up to 30 years of age	1	0.8	1	4.4	0.2	1.7
Women – pregnant, nursing, mothers of children up to 9 months	0.5	0.2	0.5	0	0	1.1
Persons caring for children under 15 years of age	15	9.2	16.4	12.4	11.4	9.6
Jobseekers with unemployment over 6 months	21.1	12.6	23.3	1.3	0.5	22
People with disabilities	8	7	8.3	5.4	11.5	9.3
Persons requiring special assistance	0.2	0.1	0.2	0.1	0.6	0.4
Other persons – increased need for care	0.3	0.1	0.4	0.1	0.3	0.3
Participation of all the new entrants in the main ALMP tools in 2014 (targeting indices of measures for specific hard-to-place groups of participants)						
Individuals up to 20 years of age	0.3	0.3	0.3	0.9	0.8	x
Individuals over 50 years of age	1	0.7	1	0.7	1.5	x
Graduates	0.7	0.8	0.7	2.4	0.5	x
Tertiary graduates up to 30 years of age	0.6	0.5	0.6	2.6	0.1	x
Women – pregnant, nursing, mothers of children up to 9 months	0.5	0.2	0.5	0	0	x
Persons caring for children under 15 years of age	1.6	1	1.7	1.3	1.2	x
Jobseekers with unemployment over 6 months	1	0.6	1.1	0.1	0	x
People with disabilities	0.9	0.8	0.9	0.6	1.2	x
Persons requiring special assistance	0.5	0.3	0.5	0.3	1.5	x
Other persons – increased need for care	1	0.3	1.3	0.3	1	x

Source: OKpráce dataset for 2014

Table 9b **Hard-to-place groups of ALL participants in the main ALMP tools in 2015**

	T total	T sel.	T prov.	S. jobs	P. works	Unempl.
Structure of all the new participants in the main ALMP measures (according to the membership of a specific hard-to-place groups)						
Individuals up to 20 years of age	1	1	1.1	2	2	3.3
Individuals over 50 years of age	21.9	15.1	26.8	21.2	37.9	24.6
Graduates	3.8	4.3	3.4	10.4	1.9	6.1
Tertiary graduates up to 30 years of age	0.8	0.8	0.7	3.2	0.2	1.7
Women – pregnant, nursing, mothers of children up to 9 months	0.7	0.5	0.8	0.1	0	1.7
Persons caring for children under 15 years of age	16.5	13.7	18.6	15	14.8	11.8
Jobseekers with unemployment over 6 months	1	1.3	0.8	0.8	0.4	0.7
People with disabilities	8.5	5.8	10.6	6.5	12.3	9.8
Persons requiring special assistance	0.2	0.2	0.3	0.2	0.9	0.4
Other persons – increased need for care	0.4	0.2	0.5	0.3	1.3	0.5
Participation of all the new entrants in the main ALMP tools in 2014 (targeting indices of measures for specific hard-to-place groups of participants)						
Individuals up to 20 years of age	0.3	0.3	0.3	0.6	0.6	x
Individuals over 50 years of age	0.9	0.6	1.1	0.9	1.5	X
Graduates	0.6	0.7	0.6	1.7	0.3	X
Tertiary graduates up to 30 years of age	0.5	0.5	0.4	1.9	0.1	X
Women – pregnant, nursing, mothers of children up to 9 months	0.4	0.3	0.5	0.1	0	X
Persons caring for children under 15 years of age	1.4	1.2	1.6	1.3	1.3	X
Jobseekers with unemployment over 6 months	1.4	1.9	1.1	1.1	0.6	X
People with disabilities	0.9	0.6	1.1	0.7	1.3	X
Persons requiring special assistance	0.5	0.5	0.8	0.5	2.3	X
Other persons – increased need for care	0.8	0.4	1	0.6	2.6	X

Source: OKpráce dataset for 2015

Conclusions

The data analysis presented above confirms certain general trends which have been identified regarding the targeting of ALMP measures over longer periods of time (Hora and Sirovátka 2012, Sirovátka et al. 2014). It also provided new and interesting results concerning the application of active labour market policy measures that are relevant in relation to the effects thereof. It has been shown that training programmes (not only those selected by participants themselves, but also standard programmes provided by the labour office) as well as job creation in the private sector tend to target those with fewer barriers in the labour market (i.e. middle and younger age groups, persons with no health problems, semi-skilled jobseekers with the school leaving certificate and the short- and middle-term unemployed). It is clear that jobseekers with enhanced characteristics more often participate in training programmes, especially those selected by the unemployed themselves. They tend not to face such serious and long-term problems in the labour market and, thus, they can be more easily activated and motivated to both search for employment and participate in ALMP measures. At the same time, there is a significant lack of tailor-made programmes for those groups with disadvantages in the labour market capable of enhancing the motivation, knowledge and practical skills of hard-to-place persons and thus ensuring their inclusion in the labour market over the longer term (e.g. lifelong learning programmes, certified courses respected by employers and, in particular, education and training programmes initiated and provided directly by employers).

Conversely, public works programmes tend to be more targeted at jobseekers with multiple disadvantages in the labour market such as the low-skilled, jobseekers with health problems, older people and the long-term and/or repeatedly unemployed. Thus, the targeting of public works programmes differs significantly from that of the other ALMP measures, which may lead to a certain degree of segmentation with respect to the targeting of active measures as a whole. The reason may be that there is an insufficiency of other ALMP programmes that are robust enough to overcome the multiple disadvantages of this group. Consequently, ALMP tools, rather than reducing, may actively contribute to enhancing the segmentation of the labour market.

With regard to the low-skilled, the findings confirm the above-mentioned trends. Public works programmes make up the domain of the low-skilled: they are being increasingly earmarked as a specific segment of active labour market policy for those unemployed with significant individual disadvantages, despite the fact that they do not contribute to permanent employment. This measure was found to be targeted mainly at the long-term and repeatedly unemployed low-skilled and older low-skilled jobseeker groups.

The low-skilled are less likely to participate in training and subsidised jobs programmes in the private sector, for which several reasons can be identified, including a lack of motivation on their part due to a loss of self-worth and other factors associated with unemployment, i.e. low levels of remuneration, the low quality of the jobs available and general discouragement, a low level of attraction for employers in spite of the availability of job subsidies and, lastly, a lack of suitable tailor-made training programmes which consider their specific needs and overcome the skills barriers they face (e.g. long-term and/or modular training and work experience programmes which combine theory and practice provided by employers).

The timing of intervention constitutes a further important feature of the implementation of ALMP programmes. We determined that a large proportion of low-skilled jobseekers commenced participation in all the measures monitored within 3-12 months of registration at the labour office. In contrast to all participants, the low-skilled more often took up participation in ALMP measures following longer periods of unemployment, i.e. the share of the long-term unemployed with a low level of education was higher with respect to all the measures monitored. It appears, therefore, that active labour market measures are more often applied as a curative tool aiming to terminate a

period of long-term unemployment with concern to the low-skilled. This finding also indicates that public employment services apply some form of profiling of the unemployed, albeit of an intuitive than a formalised or systematic nature.

The failure of the targeting of ALMP measures at the low-skilled population needs to be assessed in the context of the below average application of ALMP policies in the Czech Republic. Expenditure on ALMPs in the Czech Republic represented only 0.3% of GDP in 2013, 0.36% in 2014 and 0.43% 2015 while the OECD average stood at 0.53%, 0.54% and 0.53% of GDP in the same years. The number of participants in ALMP measures in the Czech Republic represented only 1.05% of the labour force in 2013, increasing to 1.56% in 2014 and 1.68% in 2015 while the OECD average was 3.92% in 2014 and 4.11% in 2015 (OECD 2018).

The combination of the limited range of ALMP measures and the poor targeting of measures with the potential to improve the human capital and access to employment in the open labour market of the low-skilled contributes significantly to their increasingly disadvantaged position in society.

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