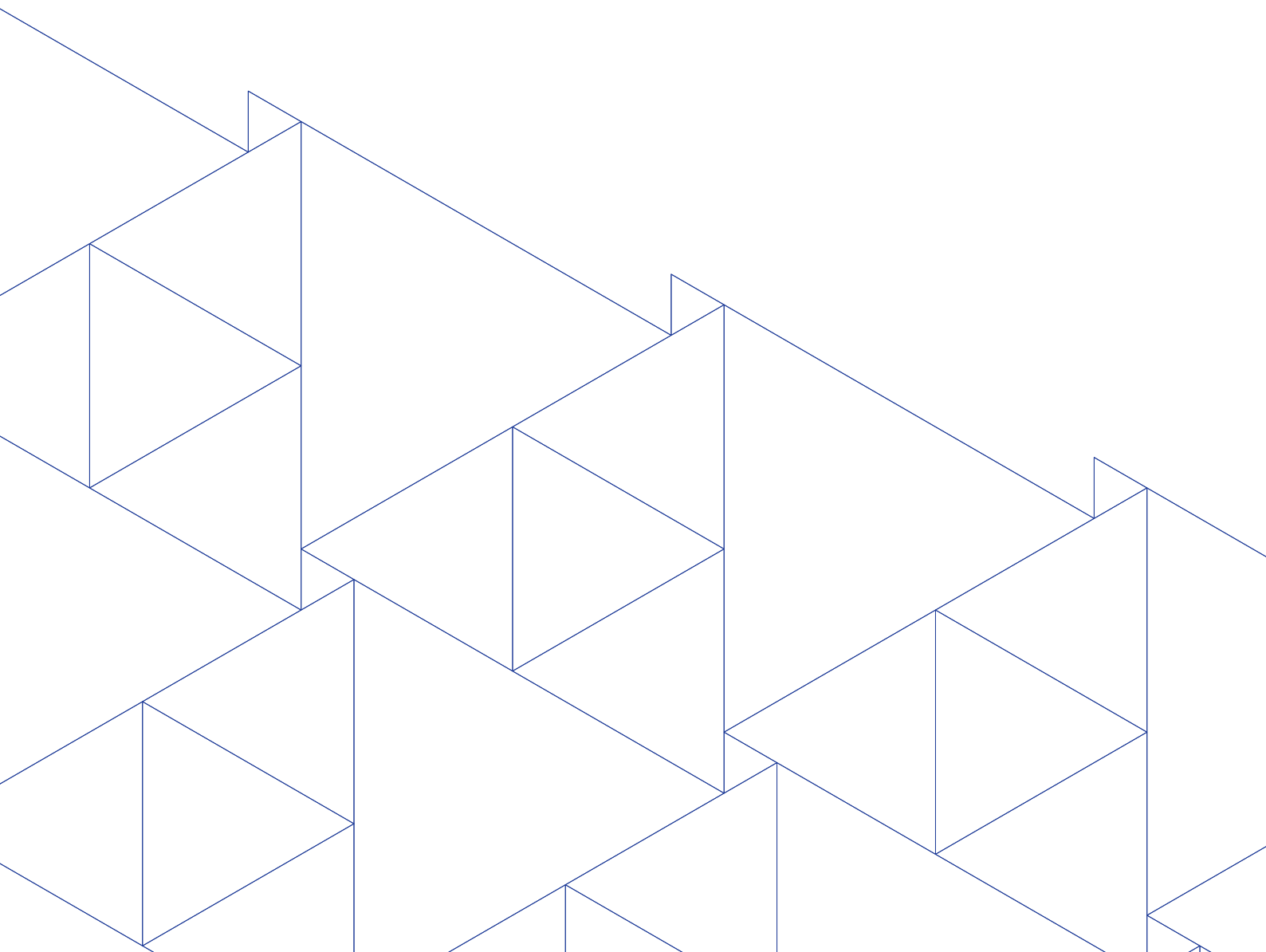International Labour Organization

▶ Public Employment Services and the Future of Work

Training manual for the CIS regional network
for youth employment promotion

▶ Public Employment Services and the Future of Work

Training manual for the CIS regional network for youth employment promotion

Dear reader,

a Manual you are about to start exploring, is a reflection of, and a reaction to, a deep labour market and employment crisis that has hit all countries in the course of the COVID-19 pandemic. It also reflects a profound need to protect those who have suffered most from the negative impact of the crisis, a protection that might be provided in a systemic, streamlined and consolidated manner by a strong, skilled and duly mandated public institution, namely public employment service (PES). It also builds on a perception that a public employment service is a cornerstone institution to provide tailored support and cushion effects of unemployment spells in the times of economic downturns, and targeted matching services to job seekers and enterprises during economic upswings.

This Manual is also a result of a great team effort of ILO Decent Work Team and Country Office for Eastern Europe and Central Asia and the ILO Employment Policy Department, jointly having approached a complex technical issue of PES rethinking, modernisation and innovation. Together, the authors have searched for a robust PES construction, capable to match the rapidly and dramatically changing labour market, with emerging platform and distant work, and changing character of vulnerability of those for whom active labour market participation becomes a remote dream.

Echoing the ILO Centenary Declaration for the Future of Work, PES is setting, being in the very nexus of the solution, human centred approach as a handling rule for its operations, both today and in the future. A well-functioning PES of tomorrow should be equipped to deal with and handle emerging labour market and employment challenges that are being further amplified and complicated by the global crisis caused by the pandemic.

Although not providing all answers, this Manual gives a food for thought, as well as a set of well-grounded recommendations, to a broad audience of policymakers and practitioners, institutions and a general public.

We hope you will enjoy reading it.

Sangheon Lee

Director, ILO Employment Policy
Department, ILO HQ

Olga Koulaeva

Director, ILO Decent Work Team and
Country Office in Eastern Europe and
Central Asia

▶ Content

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▶ Acknowledgments

The Manual "Public Employment Services and the Future of Work" has been developed as a practical response to the ILO's Centenary Declaration for the Future of Work. The work was initiated and led by Olga Koulaeva, Director of the ILO Decent Work Team and Country Office for Eastern Europe and Central Asia (ILO Moscow Office), and Mikhail Pouchkin, Deputy Director at the ILO Moscow Office, as part of the overall efforts to enhance the PES role on improving and fostering innovations in employment policies and programs, labour market institutions and on delivering quality services to support life-long learning and labour market transitions, with focus on youth problems.

The Manual has been developed as part of the ILO technical assistance to the national reform of the Public Employment Service implemented by the Ministry of Labour and Social Protection of the Russian Federation. The Manual is based on learning topics developed during the inter-regional meetings; the discussions held during two "Employment Academies" in Moscow, gathering heads of employment services of 16 Russian constituent entities, organised by the ILO jointly with the Federal Service for Labour and Employment (ROSTRUD) in 2019, and the lessons learnt from 6 partnerships for youth employment implemented in the selected Russian regions. The Manual has also benefited from the thematic policy discussions, best practices and country experiences identified during the Sub-Regional Annual Conference on Youth Employment (Kazan, 2019) on the subject "Future of work and gender aspects of youth employment" held within the Project "Partnership for Youth Employment in the Commonwealth of Independent States", and also from the PES trainings rolled out in Azerbaijan and Uzbekistan in 2018 and 2019.

The Manual "Public Employment Services and the Future of Work" has been developed and financed by the Project "Partnerships for Youth Employment in the CIS", Phase II, a public-private cooperation initiative between the ILO and the Russian LUKOIL Company. The Manual has been coordinated by Ramiro Pizarro, Project Manager, who also provided technical editing and led the training activities. Ruth Santos-Brien and Helen Metcalfe from ICF Consulting Services Limited have written different chapters based on the project's own training materials and presented the initial draft of the Manual at stakeholders' meetings. The Project team, Julia Surina and Kanae Tada, Junior Technical Officers, helped to organise the training sessions for the PES staff delivered in the Russian Federation, Azerbaijan and Uzbekistan; and Project assistants Anna Koroleva and Elena Kokoeva provided the administrative and logistical support needed for a successful implementation and follow up of the project activities.

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▶ 1. Basic functions of PES and key concepts

There are some basic functions of PES that are an important foundation for understanding and delivering high quality services to help to develop and deliver efficient labour markets. This section provides an overview of some of the key concepts that PES or employment ministries should be aware of.

The box below outlines the view of PES core services and trends according to the ILO.

> ### ▶ Box 1. PES core services according to the ILO[1]
>
> The ILO's Employment Service Convention of 1948 (No. 88) and the Employment Service Recommendation of 1948 (No. 33) include important information on the role of PES. They see PES as 'a key institution implementing employment and labour market policies.'
>
> The future of work presents PES with complex challenges that includes:
>
> ▶ Polarisation of job opportunities in the labour market between highly skilled and low skilled workers;
>
> ▶ Polarisation between permanent workers, unemployed and those who are under-employed;
>
> ▶ Older workers needing to stay active in the labour market for longer.
>
> As a result, in many countries the services offered by PES have expanded and diversified from job matching to:
>
> ▶ Enhancing employability;
>
> ▶ Addressing skill mismatches;
>
> ▶ Linking support to employers and workers via active labour market programmes (ALMPs).
>
> Since the financial crisis of 2008-2009, there has been a growing demand in many countries to develop evidence-based policy making that expands job opportunities for all workers. Work is undergoing to create stronger linkages between policy making and employment support activities.
>
> With a view of the future of work, the ILO published the Global Commission on the Future of Work in January 2019. This calls for:
>
> ▶ Greater importance of PES, particularly in the role of supporting transitions in the labour market;
>
> ▶ Greater investment in related institutions, policies and strategies;
>
> ▶ Investing in PES, financially and via resourcing;
>
> ▶ Delivering jobseeker services via face to face and, increasingly, via digital services; and
>
> ▶ Improving the availability of labour market information to support decision-making processes.
>
> In light of these calls for actions, PES should also increasingly work in collaboration with other partner organisations.

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1 ILO (2019) 'Fifth Meeting of the SRM TWG: Examination of instruments concerning employment policy and promotion – Technical note 2: Instruments concerning public employment services' (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---normes/documents/genericdocument/wcms_715384.pdf)

▶ **Table 1.1 Key concepts for employment support**

Concept	Description
Active labour market programmes	These programmes usually aim to reduce the duration of unemployment and welfare dependency, improve employment outcomes and improve system efficiencies. They are offered by PES, sometimes in conjunction with other providers, and can include training and financial incentives for enterprises.
Counselling and guidance	This includes advice provided over time for employment purposes. It can be provided by schoolteachers, PES staff and other employment agencies, enterprise or worker organisations and others.
Evaluation	Within the context of ALMPs, this is the assessment of an intervention to determine its relevance, efficiency, effectiveness, impact and sustainability.
Individual action plans	These are agreements developed between two parties, such as a PES counsellor and an individual jobseeker, and outline the steps that need to be achieved in order to fulfil a desired outcome, such as employment.
Job search skills	This includes advice, guidance, and training on how to approach employers, identify enterprises and economic sectors that may have vacancies. This can be provided by PES staff as well as youth/community-based organisations, enterprises and workers' organisations.
Key performance indicators	These are indicators that are established a high level within an organisation that allows it to establish how it is performing against actual results. They can help an organisation to establish what 'performance' means.
Labour market information	This covers the provision of information on the labour market. It can include different sources and methods of information dissemination.
NEET	Not in education, employment or training. This is usually used in the case of young people who may have fallen out of education, work or training systems and often have not registered with an employment system.
Profiling	This is the assessment of a jobseeker undertaken by an employment service that helps to determine the support that the individual is likely to need. It can also determine the likelihood of the person getting a job within a certain timeframe.
Public works	These programmes allow central, or local, government or non-governmental organisation to finance or implement a programme that creates temporary job opportunities. Jobs tend to be of a short duration, which generates includes for participants and creates public goods such as new or improved infrastructure.
Results-based management	This allows an organisation to look at the inputs, outputs, and outcomes of a specific activity. Organisations can see what actions are contributing towards the desired outcome.
Results-based chains	This involves an organisation looking at inputs, outputs, and outcomes involved in a process. It can help organisations to see the potential impact of activities and processes internally and externally.

▶ Table 1.1 Continuation

Second chance programmes	These programmes target individuals who have missed out on labour market opportunities, for example young people who dropped out of school. They can include counselling, training, employment subsidies and other forms of support and assistance.
Sector	Sector refers to an area of the economy in which businesses share the same, or related, products or services.
Social dialogue	This covers all types of negotiations, consultations or information sharing among representatives of governments, enterprises and workers or between those of enterprises and workers. It focuses on common issues around economic and social policy.
Tripartism	This is the interaction between governments, enterprises and workers where each voice is treated equally, and they work together to address a common issue.
Value chain	A value chain describes the full range of activities required to bring a product, or service, from idea to production and delivery and disposal after use. It includes design, production, marketing, distribution and support services up to the final consumer. Activities can be spread across different actors, and across different localities (local, regional, national and across different countries).
Wage subsides	These aim to reduce the cost of labour for enterprises. They can be used in the form of tax relief (i.e., a discount on taxes to be paid), or financial grants to enterprises. They can also be in the form of vouchers that employers can use when creating new positions for young people.
Work experience programmes	These aim to provide individuals with paid or unpaid work experience in a public or private sector enterprise. They can include internships organised by education institutions for their students.
Youth Guarantee	This concept implies that a young person has a right to a job, training or education and that PES, or other employment bodies, have an obligation to provide an offer within a set period of time. This can be offered to all young people who fulfil an established set of criteria.

▶ **Figure 1.1 Basic functions for PES services**

External services

Employer services include:
- Online vacancy platforms
- Tailored and personalised support
- Strategic decision making regarding employer needs
- Managing labour market mismatches and labour market information

Employer service

Services for jobseekers include:
- Online matching platforms
- Job search assistance, including employability workshops
- Career guidance and lifelong learning

Services for jobseekers

Support services for disadvantaged groups include:
- Specific tailored tools and services
- Collaborative service delivery with partners
- Trained, specialist staff
- Active labour market programmes

Support services for disadvantaged groups

Internal organisation

Effective management and performance management

Effective management and performance management include:
- Effective use of resources, data collection and piloting
- Result-based chains
- Key performance indicators
- Client and staff satisfaction surveys

IT infrastructure

Internal organisation

Social dialogue and partnerships

Social dialogue and partnerships include:
- Meetings and methods to hear the voices of different organisations
- Incorporating different views in designing and shaping strategy
- Working with partners to complement PES core delivery
- Trained staff

Source: ICF

▶ 2. The changing world of work: what does this mean for PES?

The world of work is rapidly evolving and what is understood as 'work' is also changing as a result of different technological, demographic and climate change trends. The concept of 'a job for life' is diminishing and more varied career pathways are emerging. This means that PES need to update and adjust their service offer so that they can best serve enterprises and jobseekers within today and tomorrow's labour market. By future proofing their services and becoming agile organisations, PES will be able to adapt more quickly to emerging needs and help their staff to become empowered to make informed decisions that best serve the individual needs of jobseekers and enterprises.

PES have traditionally served the primary role of matching unemployed jobseekers with enterprise vacancies. Face-to-face support by frontline counsellors played an important part in registering jobseekers, providing them with job search assistance and placing them into suitable employment. PES provided active labour market programmes (ALMPs) to provide training or employment opportunities to certain target groups, but they did provide wider career guidance or lifelong learning support. Internally, PES in the past often had rigid management systems and their IT systems may not have collated expansive, user-friendly data sets. In combination with other factors such as rigid management structures, these aspects may not allow PES to rapidly react to emerging needs of the labour market. The ILO calls for a human centred approach to delivering the future of work via three pillars, demonstrated in Figure 2.1 below. PES have a central role delivering this vision however they must evolve to meet the emerging trends and 'futureproof' their services.

This section will provide an overview of the emerging trends, the implications and opportunities that are subsequently created for PES.

▶ Figure 2.1 Delivering the social contract – the ILO's human centred approach to the future of work[2]

Increasing investment in people's capabilities
- ▶ Lifelong learning for all
- ▶ Supporting people through transitions
- ▶ Gender equality
- ▶ Strengthening social protection

Increasing investment in institutions of work
- ▶ Establishing a universal labour guarantee
- ▶ Expanding time sovereignty
- ▶ Revitalising collective representation
- ▶ Technology for decent work

Increasing investment in decent and sustainable work
- ▶ Transforming economies to promote decent and sustainable work
- ▶ Shift incentives towards a human-centred business and economic model

Source: ICF

2.1 What are the emerging trends in the future of work and what are the implications for PES?

The world has changed significantly in last 30 years following rapid technological developments, globalisation and demographic changes. The introduction and mainstream access to the Internet has led to the rise of online, digitalisation services as well as providing individuals with the ability to work anywhere in new emerging, atypical employment. Technological developments have also contributed to the emergence of new sectors on the one hand and, on the other hand, the demise of other previously dominant sectors. The latter has also been impacted by the growth of globalisation, for example transnational companies can maximise the benefits of the global labour market. It is also worth noting that demographic trends, such as greying populations and the rise of a young, mobile, migrant population in certain countries, have implications on national, regional and local labour markets and the types of support services that will be needed by PES.

The following pages look at the emerging trends in the world of work in more detail and the implications for PES and workers.

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2   ILO (2019) 'Work for a brighter future – Global Commission on the Future of Work' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---cabinet/documents/publication/wcms_662410.pdf)

▶ **Figure 2.2 Emerging trends, implications and possible actions by PES**[3]

Emerging trends for the 'Future of Work'

Technological trends

Automation

Artificial intelligence

Demographic changes

• Ageing and shrinking workforce
• Increased mobility

What are the implications for PES ?

New customers

New ways to reach clients, partners and the public

New and different skill sets

New forms of work

• Rise of atypical employment

What does the ILO see as the PES' role and how can they be supported

PES can support people through increasing labour market transitions

Combine digital services with face-to-face services

Anticipate labour market changes and prepare workers

Improve labour market information for decision making

Closer collaboration between PES and other partners

2.1.1 What does a global labour market mean?
Global enterprises

Globalisation has led to a global labour market where large, transnational companies can be located in different locations across the globe, working across national boundaries. This is more prevalent in certain sectors, such as manufacturing, where companies can move relatively freely so that they are located close to skilled, cheap labour force. This means that some workers can be affected by companies re-locating as their skill sets are no longer required by enterprises in the local, regional or national labour market and this means that workers need to upskill or reskill.

Within this, PES have a role to support workers in adjusting to such changes. This can include working with enterprises where redundancies are being made to provide information, guidance and assistance to at-risk workers to help them make work-to-work transitions within the labour market as well as providing workers with, or signposting workers to, opportunities to reskill and upskill according to the needs of the local and regional labour markets.

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3   Adapted from ILO (2019) 'Technical Note 2: Instruments concerning public employment services: Fifth meeting of the SRM TWG: Examination of instruments concerning employment policy and promotion' (https://www.ilo.org/wcmsp5/groups/public/---ed_no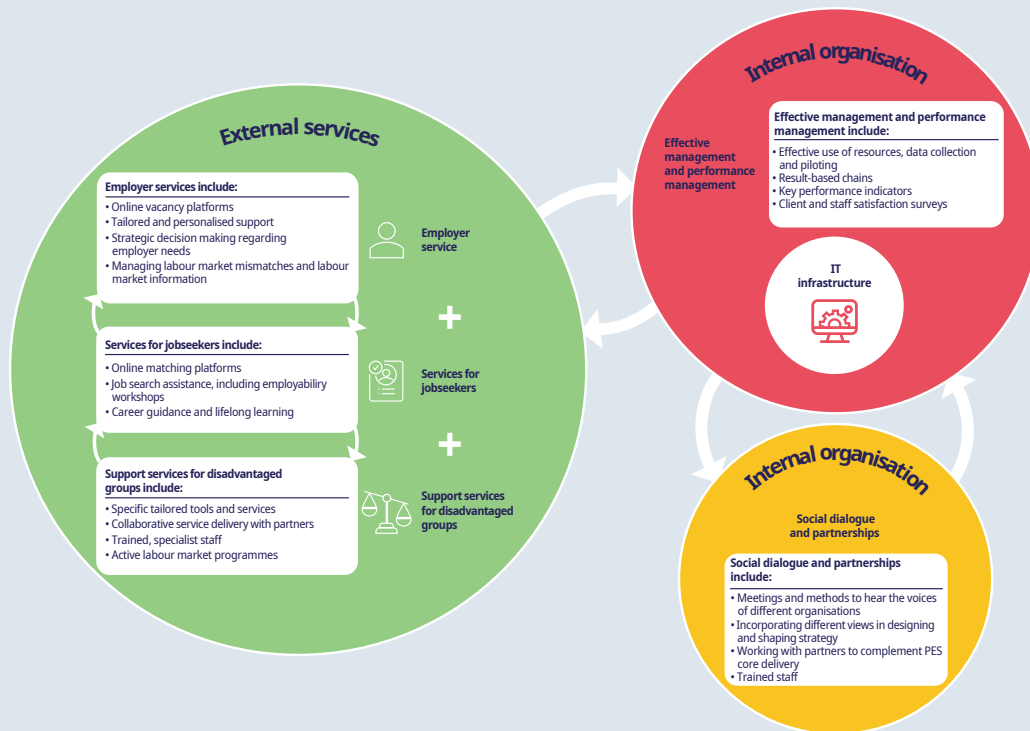rm/---normes/documents/genericdocument/wcms_715384.pdf) and European Commission (2018) 'The Future of Work: Implications and responses by the PES Network' (https://ec.europa.eu/social/BlobServlet?docId=20520&langId=en)

The shift from the 'job for life' to varied career paths has been affected by globalisation. This is often referred to as 'transnational labour markets.' This includes an increased demand for flexible working arrangements, a shift from 'a job for life' to several positions throughout a person's career and a changing demand for certain skills and jobs will cause multiple transitions arising in the labour market and during individual careers.

2.1.2 How have digital and technological advances impacted on the labour market? Changing types of labour, new skills, new sectors and new forms of work

The digital revolution and wider technological developments have impacted on the labour market in three main ways:

1. Changing the types of labour required by the labour market;

2. Requiring new skills by workers; and

3. Introducing new platforms for work and atypical forms of employment.

2.1.2.1 Automation

Production and manufacturing tasks are increasingly automated as technological developments allow for certain tasks to be undertaken by robots. Such investments in automated processes can lead to greater efficiency of tasks and greater profit margins for enterprises. Technology can free workers from arduous labour, from dirt, drudgery, danger and deprivation and it can reduce work stress and the risk of potential injuries in the workplace. This is particularly prevalent in certain sectors such as manufacturing, construction and agriculture[4]. In comparison, other types of work that require personal services (such as care services) as well as those that require analytical, high-level jobs are not touched by automation and this can lead to polarisation in the labour market.

This means that some workers can become displaced as their skill sets are no longer required, and others may need to upskill so they can be retained by their enterprises in a new role. The introduction of technology in the workplace may also lead to a decline in worker satisfaction as their responsibilities and activities change. The ILO[5] calls on a 'human in command' approach to technology in the workplace so that ultimate decisions are made by humans, not algorithms. The availability of data can provide new, interesting insights and knowledge bases; however, there are implications for workers' privacy. The ILO recommends that enterprises, workers' organisations and governments monitor the impact of new technology in the workplace to ensure that workers can be protected.

2.1.2.2 New skills required by workers

Increasingly workers are required to have greater IT and digital skills so that they can adapt to labour market needs and work with the automated approaches. It is not just new skills but also the emergence of new roles that are introduced to manage, monitor and facilitate the automated processes. Workers need to upskill or reskill to keep pace with technology developments as well as the requirements of the labour market. PES therefore, have an important role in working with enterprises to upskill and reskill their employees as well as signposting jobseekers to further training and supporting workers through transitions from unemployment-to-work as well as work-to-work transitions.

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4   ILO Centenary Declaration for the Future of Work (2019) (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_711674.pdf)

5   Ibid.

2.1.2.3 Emerging atypical employment and new platforms for work

In the last decade there has been a sharp rise in new types of work and atypical forms of employment. Non-standard employment has led to a flexible workforce with a rise in part-time employment and a rise in the use of temporary contracts. This includes the use of 'zero hour' contracts where enterprises do not state the number of hours required per employee and thus do not provide workers with the security of a set number of hours of work per week, or month. Such moves have led to an 'on demand' workforce that can be utilised as and when enterprises need labour. While this has benefits for enterprises it also makes employment much more precarious and less secure for employees.

The emergence of online platforms has created opportunities for individuals to work as they want and where and when they want. The 'gig economy' allows workers to shape their work and working hours as they wish, for example carving out a career via mixing different short-term, part-time employment or undertaking short-term tasks around other full-time employment opportunities.

Non-standard employment is employment that deviates from the traditional employment relationship. It covers four aspects of employment arrangements such as temporary employment (i.e., employment that is not open ended); part-time and on call work (i.e., not full time); multi-party employment relationship (i.e., not a direct relationship between enterprise and employee); and disguised employment or dependent self-employment (i.e., not being part of a formal employment relationship)[6]. See Box 2 on the following page for further information.

Micro-task platforms and smartphone apps allow workers to do smaller tasks and they can help organisations to have simple tasks undertaken by qualified individuals anywhere in the world. They can also help organisations to collect data on mass over large geographic areas much more easily. The ILO[7] calls on policy makers and labour market institutions to recognise the gig economy as a new form of work and to make steps to ensure workers protection. This means that in the future PES could recommend the gig economy as a viable route to employment.

Another new emerging form of work is crowd-working[8]. This is a 'new' type of work that has emerged from advances in the access to the Internet and IT improvements. It allows enterprises to access workers across the world to do specific tasks, ranging from computer programming and data analysis to 'microtasks' like data entry. Workers can be based anywhere and only need an Internet connection. Enterprises have no obligation to hire workers, sign contracts or meet labour laws. Workers have little say over when they work, working conditions or unfair treatment.

6   ILO (2016) 'Non-Standard Employment Around the World: Understanding challenges, shaping prospects. Overview' (page 2) (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_534496.pdf)

7   ILO (2016) 'The rise of the «just-in-time workforce»: on-demand work, crowd-work and labour protection in the «gig-economy» (page 21) (https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---travail/documents/publication/wcms_443267.pdf)

8   ILO (2018) 'Digital labour platforms and the future of work Towards decent work in the online world' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_645337.pdf)

▶ **Box 2. Non-standard forms of employment**[9]

There are four broad types of non-standard employment:

1. Temporary employment

▶ Workers are employed for a specific period, including fixed-term or project-based contracts.

▶ Covers casual work, where workers are used for a very short-term basis, occasional or intermittent basis.

Examples: seasonal work or casual work.

2. Part time work

▶ Normal working hours are fewer than those of comparable full-time workers.

▶ In some cases, working arrangements may be few hours or no predictable hours.

Examples: 'zero-hours contracts' or 'on-call' work.

3. Temporary agency work, and other forms of employment involving multiple agencies

▶ Workers are not directly employed by the company to which they provide services, but they are paid and deployed by an agency.

▶ Often a contract will exist between the enterprise and agency and agency and worker.

Example: temporary agency workers.

4. Disguised employment relations and dependent self-employment

▶ Workers may appear to be self-employed, but they are dependent on the enterprise.

▶ In some cases, enterprises may monitor activity, which does not comply with the worker's independent status.

Example: enterprises may hire workers via a third party or engaging them in a contract that is not an employment contract.

2.1.3 What does changing demographics mean for worker profiles?

Across the globe different countries have witnessed changes to their demographic profiles and this has implications for the working age population. Many countries have a lower birth rate than in the past, coupled with an ageing population with the average life expectancy for men and women increasing. This means that there is a greater pressure on the working population than in the past, as there are greater strains on health care and other services that are required to support an older population. This is often referred to as the 'dependency rate.' This means that the retirement age is being extended, or is the subject of extensive discussions, across the world.

9   ILO (2016) 'Non-Standard Employment Around the World: Understanding challenges, shaping prospects. Overview' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_534326.pdf)

In terms of the working population, this means that they are likely to need to work for longer and beyond the (current) official retirement age to support themselves throughout their lives. In addition, older workers will be required to upskill or reskill so that they can prolong their careers and adapt to advances in technology and the wider needs of the labour market. In comparison, younger workers (or young people who will enter the workforce in the future) will need to diversify their skill set during their careers and they will need to be engaged in lifelong learning so that their skills can remain relevant throughout their working life.

The next section will explore what these trends mean for PES and how they can provide relevant, efficient and effective services in the future world of work.

2.1.4 What does climate change mean for the labour market and PES services?

Climate change will lead to several changes within the labour market as the nature of certain jobs changes and the need for more environmental focused jobs increases. This includes changes such as:

▶ The emergence of new sectors, such as renewable energy, that require new sets of skills;

▶ A dicrease or relocation of some traditional industries, such as some types of industrial manufacturing or mining (as examples), due to emerging political priorities around climate change;

▶ An increase in the need for new techniques and approaches in some sectors, as employees may need to upskill or reskill as certain sectors become more environmentally aware and change their practices accordingly.

> Green jobs are jobs that contribute to preserve or restore the environment. They can be in traditional sectors such as manufacturing and construction, or in new, emerging green sectors such as renewable energy and energy efficiency.[10]

Climate change will have implications for the labour market as there is likely to be large cohorts of workers within certain sectors who need to upskill or reskill within their current employment, or in order to develop skills that are relevant to the labour market and help them make successful transitions to future employment. In geographical areas that are heavily dominated by sectors that are not environmentally friendly, (e.g. such as mining, or forestry) PES may be able to anticipate changes to the local economic profile and develop support packages for enterprises and workers for them to adapt practices and skills to in line with any government policies. In addition, the rise of green jobs is something that PES need to be aware of as it may have implications for the information provided to jobseekers, training opportunities as well as the types of partners they may wish to work with. Green jobs help to:

▶ Improve energy and raw materials efficiency

▶ Limit greenhouse gas emissions

▶ Minimize waste and pollution

▶ Protect and restore ecosystems

▶ Support adaptation to the effects of climate change.[11]

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10   https://www.ilo.org/global/topics/green-jobs/news/WCMS_220248/lang--en/index.htm
11   Ibid.

2.2 What does the future world of work mean for PES?

Globalisation, automation, advances in digitalisation and technology as well as demographic changes will have significant implications for PES in the future. It poses questions such as:

▶ How can PES use these emerging trends as opportunities to evolve and future proof themselves?

▶ How can PES work within the future world of work to provide the most efficient and effective job matching services, and how can PES services be adapted accordingly?

▶ What are the implications for PES' role in the labour market and how they can strengthen their role within the new world of work?

▶ What changes do PES need internally in terms of management, training and organisation of work and who and how should PES work with external stakeholders?

This section will outline some of the implications for PES within the future world of work and indicate some of the shifts that may be required to create PES that are agile, robust and flexible to the needs of the future labour market.

▶ **Box 3. International Labour Organisation Centenary Declaration for the Future of Work**[12]

The 2019 Centenary Declaration calls for sustainable development in the future of work and an environment where workers can acquire skills, competencies and qualifications throughout their working lives so that they are equipped for the needs of the labour market.

It identifies that working in multilateral partnerships will become more important in the future of work given the challenges all labour market actors are facing. By working in partnership, actors will be better positioned to shape the future labour market. This should involve working with representatives from education and training as it is important that the provision of education and training responds to the changing needs of work, and that workers are informed of opportunities for decent work. In addition, it recognises that:

▶ There is a need to develop effective policies to create full, productive and freely chosen employment and decent work for all, particularly facilitating the transition from education to work and young people are effectively integrated into work.

▶ Measures are in place to help older workers to maximise opportunities that allow them to have good quality, productive and healthy conditions until their retirement.

▶ Promotion of workers' rights is important for inclusive and sustainable growth, recognising that workers' have the right to collective bargaining.

▶ Support is required for the large and small and medium-sized enterprises in the private sector so that they are able to create jobs, contribute to economic growth, and help to improve living standards for all.

▶ Effective measures should be in place to support people through the transitions they will face throughout their working lives.

The Declaration also calls for gender equality and social dialogue and tripartite cooperation to assist with policy decision-making.

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12 ILO Centenary Declaration for the Future of Work (2019) (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_711674.pdf)

▶ **Figure 2.3 Elements of PES coordination in the labour market**

Updating core service to increase efficiency

Building and fostering strategic and delivery partnerships

Delivering career guidance and lifelong learning support

PES move towards a coordinating role in the labour market

Source: ICF
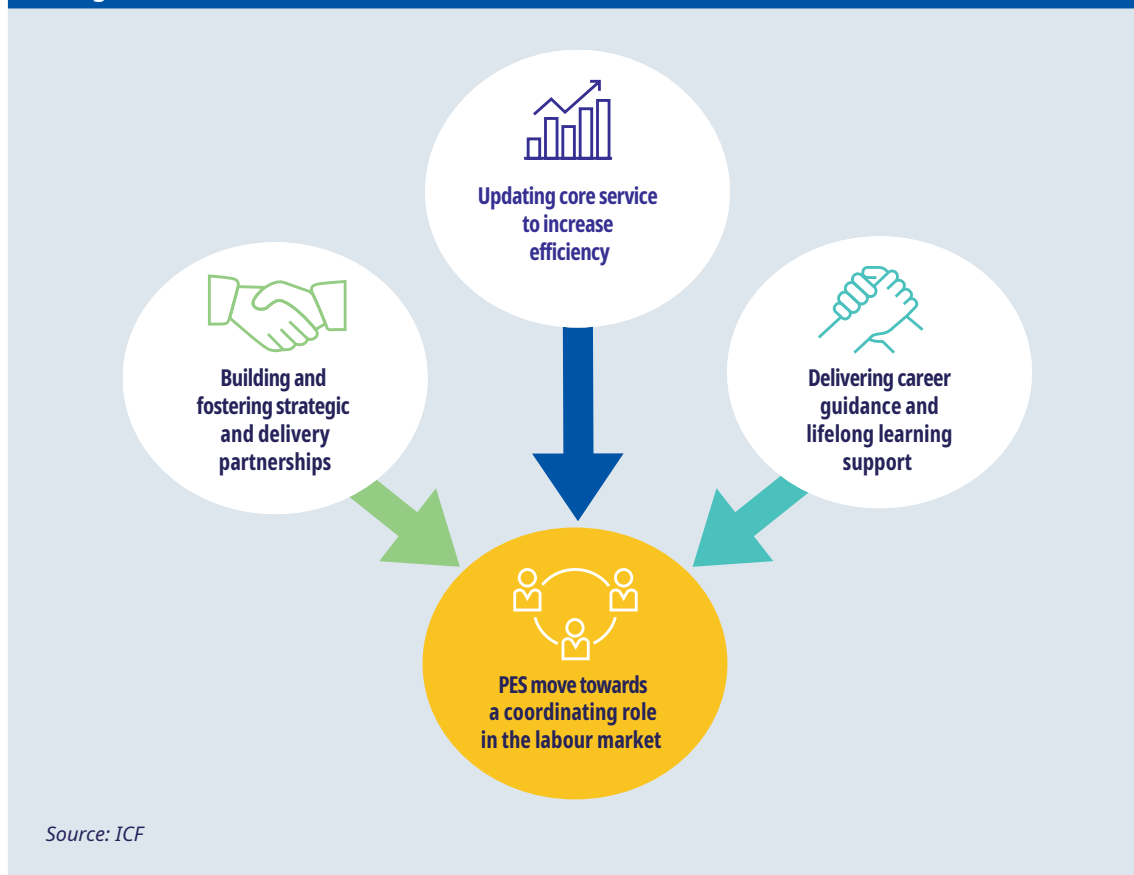
2.2.1 What will the role of PES be? A coordinating role

Firstly, the future world of work provides PES with an opportunity to move into a central, coordinating role in the labour market. PES often have insights into the employment landscape in their localities, the obstacles and barriers faced by jobseekers and insights into enterprises' needs. In addition, PES may have responsibility for, or at least provide information towards, social assistance programs and/or social insurance benefits. This is particularly important as social protection is considered to be a human right and essential to enable workers and their families to navigate future transitions.[13]

The ILO Social Protection Floors Recommendation, 2012 (No. 202)[14] calls for better integration between employment and social policies. It states that when designing and implementing national social protection floors countries should:

▶ Combine preventative, promotional and active measures, benefits and social services;

▶ Promote productive economic activity and formal employment through considering policies that include government credit provisions, labour inspection, labour market policies, tax incentives and that promote education, vocational training, productive skills and employability;

▶ Ensure coordination with other policies that enhance formal employment, income generation, education, literacy, vocational training, skills and employability, that reduce precariousness and promote secure work, entrepreneurship and sustainable enterprises within a decent work framework.

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13   ILO (2019) 'Global commission on the future of work – Work for a Brighter Future' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---cabinet/documents/publication/wcms_662410.pdf)

14   https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:3065524:NO

This means that it is important for the work of PES to be planned and carried out in conjunction with other partners to ensure that there are synergies and complementarities between employment and social programme design and implementation. This implies that PES play, and will continue to play, an important role in the labour market as they can coordinate with other actors to deliver integrated employment and social policies. The European Network Public Employment Services calls this the role the 'conductor' of the labour market.

Social protection floors are nationally defined sets of basic social security guarantees that should ensure, as a minimum that, over the life cycle, all in need have access to:

▶ essential health care, including maternity care;

▶ basic income security for children providing access to nutrition, education, care and any other necessary goods and services;

▶ basic income security for those of working age who are unable to earn enough income, including in cases of sickness, maternity, disability or unemployment; and

▶ basic income for older people.[15]

To deliver integrated employment and social policies, PES can do the following:

▶ Establish dialogue with other ministries, or government departments (e.g., those responsible for social protection);

▶ Reach out to external providers and stakeholders to engage in dialogue and sharing insights and views around developing and delivering employment and social policies (e.g., this could be via bilateral meetings or round table discussions);

▶ Delivering communication activities to enterprises and other target audiences in conjunction with other actors, such as other ministries, to show a joined-up approach.

As a result of such actions, the reputation of PES can be enhanced over time as they continually put themselves at the forefront of labour market developments and showcase their knowledge and insights.

2.2.2 How can strategic and delivery partnerships for employment be built?

Secondly, establishing working partnerships for employment with external stakeholders will become more important in the future labour market. Working with organisations such as other ministries, training providers, employers and workers' organisations will help PES to design effective services that are fit for purpose, support different types of transitions in the labour market and meet new, emerging needs from enterprises. Ultimately, developing partnership for employment and engaging in social dialogue will put PES at the forefront of labour market developments, inclusive pro-employment actions and efforts to reduce the gap between education and work.

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15 https://www.ilo.org/secsoc/areas-of-work/legal-advice/WCMS_205341/lang--en/index.htm

'By broadening and localising decision-making, collective representation improves the quality and legitimacy of decisions and strengthens commitment to their implementation. This in turn strengthens the adaptability, agility and resilience of companies, labour markets and economies. Collective representation and social dialogue provide the institutional capabilities needed to navigate future of work transitions.' [16]

Building on existing partnerships and creating new partnerships can offer benefits to all aspects of PES organisation and service delivery, as well as policy and strategy planning and design. External stakeholders can provide valuable insights and views that can be used to shape strategy decisions. This will be important going forward in the future of work as the ILO calls for the importance of collaborative working to delivery social contracts that protect vulnerable workers in terms of their position in the labour market as well as their rights.[17] PES need to work with partners to develop collective understandings, as well as concrete actions, around what vulnerable workers can contribute to the labour market and how this can take place.

In addition, PES will increasingly need to build multi-sector partnerships that help to create smooth transitions for jobseekers. School-to-work transitions will likely be accompanied by more work-to-work transitions in the future labour market. PES will need to vary which external partners they work with according to the needs of the target group so that delivery can be agile and appropriate and so that wider issues can be accounted for in strategy design. In particular, a shift from stand-alone services to joined-up provision and partnership working will become much more important for disadvantaged groups.[18] This will need a shift towards proactively seeking out new partnerships as and when required to address any new emerging issues. By being proactive and having holistic partnerships, PES will be better positioned to responsive support to jobseekers and thus contribute to a better functioning labour market.

16 ILO (2019) 'Work for a brighter future – Global Commission on the Future of Work' (available at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---cabinet/documents/publication/wcms_662410.pdf)

17 ILO (2019) 'Global commission on the future of work – Work for a brighter future' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---cabinet/documents/publication/wcms_662410.pdf)

18 ILO (2018) 'ILO briefs on Employment Services and ALMPs'. Issue No. 1 'Public employment services: Joined-up services for people facing labour market disadvantage' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_632629.pdf)

> **▶ Box 4. Partnerships: Lessons learnt from the European Youth Guarantee**[19]
>
> Collaboration with partners is important as no one single organisation can provide successful solutions to certain target groups, such as young people not in work, education or training. Experiences on the ground in Belgium and Germany, as part of the European Commission's Youth Guarantee, show that working with partners such as NGOs, trade unions and youth welfare services it is possible for PES to work with others to deliver holistic services to young people who are furthest from the labour market.
>
> Important lessons for working in partnership include:
>
> ▶ Have robust agreements in place from the beginning with clearly defined roles and responsibilities, based on shared and understood commitment.
>
> ▶ Agreements should also include shared and understood targets, mutual support mechanisms and regular monitoring arrangements.
>
> Partnership working should also aim to create:
>
> ▶ Accessible support services, in a relaxing informal and welcoming atmosphere (for young people in particular).
>
> ▶ The opportunity for young people to have a designated case worker, who can guide them through interactions with different providers and help the young person to make an informed choice.
>
> ▶ A common approach and agreed criteria across the partnership.

2.2.3 How can core services be updated and why?

The advances in digitalisation and the potential offered via online delivery will lead to changes in how core services are delivered and what information is provided via core services. This is so that services can remain relevant to jobseekers' and enterprises needs and is easily accessible to all. In addition, it will also help to guarantee that information offered by PES (either by counsellors, ALMPs or other sources) is pertinent to the needs of the current and future labour market and can contribute to creating well informed and well equipped jobseekers who have the appropriate skills for their future career paths.

The biggest change in the design and delivery of core employment support services in the future labour market is likely to be the move towards online services as a first port of call for jobseekers and enterprises, moving away from intense face-to-face counselling and support. By providing online services, jobseekers and enterprises can access information, search for jobs and upload vacancies from any location, at any time. It is hotly debated across Europe as to whether online services are more cost effective than face-to-face and additional services. For example, the Netherlands are undertaking a randomised control trial to see if face-to-face and additional services contribute to a faster return to work compared to standard online services within one year.[20]

However, digital services are here to stay and will play an important role in the future labour market. As skilled, IT-literate jobseekers can access information online and undertake their own job search, PES may see that face-to-face frontline counselling is primarily accessed by jobseekers who are the furthest from the labour market, for example long-term unemployed, those who do not have a level of IT literacy or other vulnerable groups. This means that while frontline counsellors' individual caseloads may slightly reduce in the long term as the types of jobseekers that they are engaging with are likely to require more

19 European Commission (2018) 'Activation Measures for Young People in Vulnerable Situations. Experiences from the ground' (https://ec.europa.eu/social/BlobServlet?docId=20212&langId=en)

20 European Network of Public Employment Services (2017) 'PES Network Seminar on Piloting and Evaluation' (available here: https://ec.europa.eu/social/BlobServlet?docId=19254&langId=en)

intensive support. This has implications for the allocation of resources to frontline counsellors and the resources and investment required for fully fledged digital services.

Increasing the accessibility of PES services in the future labour market is also likely to affect the opening hours of PES offices. The traditional Monday to Friday 9am to 5pm opening hours do not suit jobseekers who have other commitments such as childcare or family arrangements, part-time (or full-time employment), studies or other commitments. Therefore, PES may need to adjust these opening hours going forward so that they increase accessibility to different types of jobseekers. For example, this could include 'late' opening hours at least once a week and being open on Saturdays. Such decisions may need to be made on a local scale according to jobseeker typologies and available resources.

Information provided via core services also needs to be reviewed and updated in line with the emerging trends in the future of work. This is so that information available via counselling, online information as well as active labour market programs (ALMPs) is up-to-date, relevant and suitable to equip and empower jobseekers with appropriate skills, knowledge and competences for today and tomorrow's labour market. For example, ALMPs may need to shift their focus according to the needs of enterprises and emerging required skill sets so that jobseekers have skills that fit the needs of the workplace. To do this, PES can work closely with enterprises' representatives and sector specific bodies to regularly review the contents of any work-preparation ALMPs, or vocational training, is suitable.

In addition, it will be important for frontline PES counsellors to be trained and able to provide information on opportunities available via forms of atypical employment, such as opportunities available in self-employment and the gig economy. PES counsellors will require training on such employment routes so that they can adequately inform jobseekers. Consequently, PES counsellors will need to develop knowledge of workers' rights, contract types and working conditions in the gig economy. This is so that they can provide jobseekers with a holistic and informed viewpoint.

2.2.4 What can PES offer around career guidance and lifelong learning support?

Career guidance and facilitating lifelong learning are likely to become much more important activities for PES in the future labour market as there becomes an increasing need to invest in skills.

With demographic changes and ageing populations more workers are likely to require some form of assistance to help them to adapt to the needs of the labour market. This includes via reskilling and upskilling to assist them with changing their career pathways throughout their working life. PES currently provide some form of career guidance via counselling services, however their role around this will be redefined and enhanced around this aspect in the future labour market.

> Lifelong learning encompasses formal and informal learning from early childhood and basic education through to adult learning, combining foundational skills, social and cognitive skills (such as learning to learn) and the skills needed for specific jobs, occupations or sectors. [21]

21   ILO (2019) 'Work for a brighter future – Global Commission on the Future of Work' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---cabinet/documents/publication/wcms_662410.pdf)

PES will be required to provide career guidance and information on labour market possibilities to young people before they enter the labour market. This is so that they can develop the skills, knowledge and competences that are relevant to the labour market, information around realistic expectations, and they have information on job search techniques, tools and PES services. PES may want to target such support services to young people at risk of not entering employment, education or training so that they are not 'lost' within the system. Such early interventions can provide young people with the skills and knowledge that they need to make successful school to work transitions and empower them to make successful work to work transitions so that they can take control of their own future career pathways.

In contrast, PES will increasingly see more older workers who are wanting to work for longer and need to revisit their skill sets so that their skills can remain relevant to the labour market. Some of these older workers may need support with job searching (in some cases) or they may need additional training to support their next career move. This may help older workers to move from unemployment to work or from work to work transitions. This means that PES will increasingly need to take a role within lifelong learning by signposting users to relevant learning opportunities and services that relate to reskilling and upskilling.

The increasing stress on lifelong learning will lead to a greater importance of vocational education and training programmes within ALMPs. Such programmes can provide workers with practical on-the-job experiences as well as sector-specific skills and training that can put workers in a better position when applying for jobs. This is particularly important in cases where there are new or emerging sectors within a local, or regional, area and workers need to develop appropriate skills.

> In lifelong learning, there is a large range of actors, systems and sub-systems at national, regional and local level. PES will need to work with education and training systems, including adult education, to deliver information to jobseekers. The creation of one-stop-shops can be a useful way to deliver such services. [22]

In order to provide career guidance and lifelong learning support PES must work together with different types of partners in order to provide support to different types of transitions. Support needs to be appropriate to the target group and likely support requirements. For example, for young people PES can work closely with the education ministry, social services, schools and education providers to deliver targeted support to young people including more specific support to those who are deemed at risk of dropping out of education. Further information on services to disadvantaged young people is provided in Section 5.

In the longer term, PES may want to work very closely with partners to develop a 'one-stop-shop' for career guidance and lifelong learning information and advice. This is where jobseekers can visit one specific office and receive information from different partners on different aspects such as unemployment benefits, health, housing, childcare and other aspects. The Ohjaamo example (see Case Study 1) demonstrates how the PES in Finland have worked with multi-sector actors to develop a network of offices that provide guidance to young people at risk. This is an approach that has proved beneficial in targeted young people under 30 years old, reduces any preconceived views about PES and PES services and the model could be transferred to other situations.

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22   ILO (2019) 'Lifelong Learning: Concepts, Issues and Actions' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_711842.pdf)

Case Study 1. One-stop-shop guidance centres for young people, Finland[23]

One-stop-shop guidance centres for young people, Ohjaamo, provide a holistic approach to guiding and supporting young people into society, education and employment using a multi-sector partnership approach. The centres bring together private, public and third sector representatives to provide support to young people, particularly those not in education, employment or training who are under 30 years old. The aim is to get reduce the spell of unemployment for each young person.

Ohjaamo centres provide multi-sector information to young people, with youth and employment counsellors, social workers, nurses and outreach workers at the forefront. The partnership approach has eliminated the duplication of services and it simplifies services for young people. The centres work with local enterprises so that they can promote youth employment within their localities.

The first one-stop-shop was opened in 2014 and by 2017, there was 45 centres established across one hundred municipalities.

As part of the 'Work for a brighter future – Global commission on the future of work' report by the ILO, they call on governments to invest in people's capabilities and for learning to become a given entitlement. For this to take place, skills policies, employment services and training systems need to be adjusted to allow workers' time and financial support required to learn. Such an 'employment insurance' system or 'social funds' could be established as a way to fund workers' training and continuing education. This would be beneficial to all workers including those who are self-employed or employed by smaller companies who may not otherwise have such opportunities.[24] A move towards offering career guidance and support around lifelong learning opportunities would expand and re-define PES service offers. This would require working with a much wider range of stakeholders, establishing formalised partnerships (where they do not already exist) and really strengthening the role PES play within the wider labour market.

23 https://ec.europa.eu/social/BlobServlet?docId=19409&langId=en and https://ohjaamot.fi/haku

24 ILO (2019) 'Work for a brighter future – Global commission on the Future of Work' (https://www.ilo.org/wcmsp5/groups/public/----dgreports/---cabinet/documents/publication/wcms_662410.pdf)

> ▶ **Box 5. Key policy principles on lifelong learning**
>
> The ILO[25] has identified a number of key policy principles on lifelong learning. These include:
>
> ▶ "Members should formulate, apply and review national human resources development, education, training and lifelong learning policies which are consistent with economic, fiscal and social policies" (ILO 2004, p. 2);
>
> ▶ That the social partners have a particularly important responsibility in "supporting and facilitating lifelong learning including through collective bargaining agreements" (ILO 2008, p. 14);
>
> ▶ That "as part of the lifelong learning agenda", governments should provide "employment placement services, guidance and appropriate active labour market measures such as training programmes targeting older workers and, where possible, supported by legislation to counter age discrimination and facilitate workforce participation" (ILO 2008, p. 9);
>
> ▶ "That members should develop a national qualifications framework to facilitate lifelong learning" (ILO 2004, p. 3);
>
> ▶ "That members should promote equal opportunities for women and men in education, training and lifelong learning" (ILO 2004, p. 3);
>
> ▶ "That members should recognise employees' rights to free time for training through paid study leave" (ILO 1974, p. 1); and
>
> ▶ That a holistic approach includes "development of core skills – including literacy, numeracy, communication skills, teamwork problem solving and other relevant skills and learning ability, as well as awareness of workers' rights and an understanding of entrepreneurship, as the building blocks for lifelong learning and capability to adapt to change" (ILO 2008, p. 2).
>
> *Source:* ILO (1974), ILO (2004), ILO (2008)

2.2.5 What are labour market information systems and how can these be used in relation to services for jobseekers?

Labour market information systems can provide robust and accurate statistics, which can make it possible for countries to report on labour market indicators relating to the Sustainable Development Goals (SDGs)[26]. In order to report on all the SDG labour market indicators in a timely manner and using comparable, accurate statistics, countries must have in place a robust labour market information system that consolidates all available statistical sources.

Labour market information systems are an important foundation for developing well-informed evidence-based decision making, which can inform the design, implementation, monitoring and evaluation of policies. This can in turn help to make services for jobseekers much more efficient. They have three main functions:

1. Facilitate labour market analysis;

2. Provide a basis for monitoring and reporting on employment and labour policies;

25   ILO (2019) 'Lifelong Learning: Concepts, Issues and Actions' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_711842.pdf)

26   ILO (2018) 'Decent Work and the Sustainable Development Goals A Guidebook on SDG Labour Market Indicators' (https://www.ilo.org/ilostat-files/Documents/Guidebook-SDG-En.pdf)

3. A mechanism to exchange information, or work with different actors and organisation that may produce labour market analysis (e.g., universities, research bodies).

The figure below demonstrates the four main components of labour market information systems.

▶ **Figure 2.4 Components of labour market information systems**[27]

| Institutional arrangements and network | Analytical capacity and tools | Repository of information | Collection and compilation of data and information |
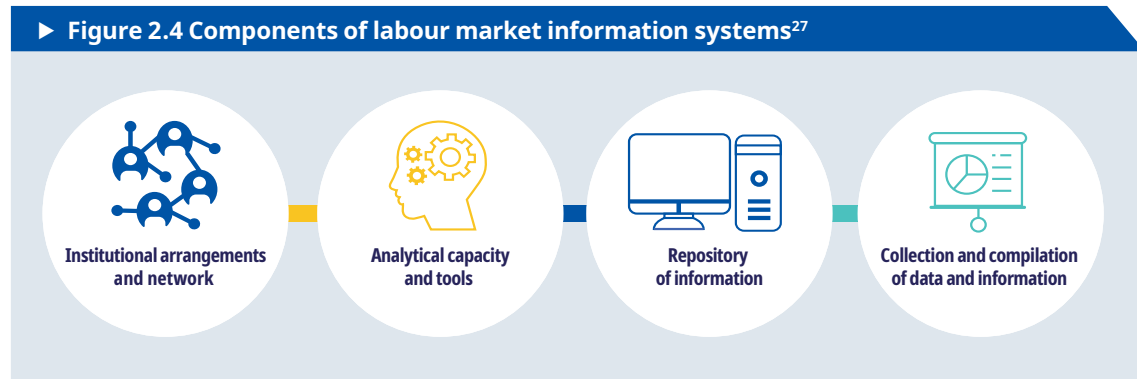
Having labour market information systems in place can help PES to identify future trends in the labour market and skills gaps. The insights gained can therefore be used by PES to shape career guidance and wider services for jobseekers to deliver services that make a real difference to jobseekers and help to empower them to move forward in the future labour market.

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27   https://www.ilo.org/global/topics/dw4sd/themes/lm-info-systems/lang--en/index.htm

▶ 3.Supporting people to fulfil their potential

One of PES' main roles is, and will continue to be, matching jobseekers to enterprises. However, rather than placing jobseekers into any job the goal is to place jobseekers into suitable work that best matches their skills and it allows the jobseeker to create a sustainable career going forward. By investing in services for jobseekers, PES can ensure efficient and effective matching processes with enterprises hiring individuals with the right skills that fit their needs. Services to jobseekers can also assist workers' transitions from:

▶ Work to work;

▶ School to work;

▶ Unemployment to work;

▶ From the informal to formal economy;

▶ Precarious employment to sustainable, high-quality employment; and

▶ Providing caring responsibilities to employment.

This means that many PES are increasingly investing in creating services that are suitable for all types of jobseekers, regardless of their labour market status. In the long term, this can contribute to positive perceptions of PES and thus enhancing the reputation of PES.

The table below provides an overview of the people, processes and services involved in delivering services for jobseekers and wider support services to help people fulfil their potential.

▶ Table 3.1 Supporting people to fulfil their potential: PES staff, process and services

PES staff	Processes	Services
Frontline counsellors	Initial assessment	Individual action plan
Middle-managers	Profiling of jobseekers	Pre-employment training provision
	Matching process	Online vacancy platform
	Staff training	Career guidance

This section will provide information on how PES can add value, upgrade and further develop support services for jobseekers. Such services can contribute towards a better, more efficient matching process and, consequently, to reduce the likelihood of jobseekers returning to PES after a short time.

3.1 How can PES offer job search assistance?

Providing jobseekers with assistance while searching for jobs is the first step in helping an individual to secure suitable employment. This is a large part of the core services that PES offer for jobseekers. How jobseekers look for jobs and the nature of job search assistance has evolved over the last 10 years with the advent of digital services as certain types of jobseekers (i.e., those who are IT literate and have reliable access to the Internet) have increasingly become self-sufficient and this means that the types of jobseekers that frontline PES counsellors are dealing with are often facing multiple barriers to employment. Going forward, job search assistance and services to jobseekers as a whole will move towards being a very individualised service, tailored specifically to each individual's needs. The customer of such services will likely become much wider than unemployed jobseekers in the future as it is likely to move towards covering some of the following groups:

▶ Individuals making work-to-work transitions;

▶ Individuals making school-to-work transitions;

▶ Individuals at risk of redundancies;

▶ Those looking to relocate (for example, making rural to urban transitions); and

▶ Migrants.

▶ **Figure 3.1 Jobseeker workflow from registration to employment**
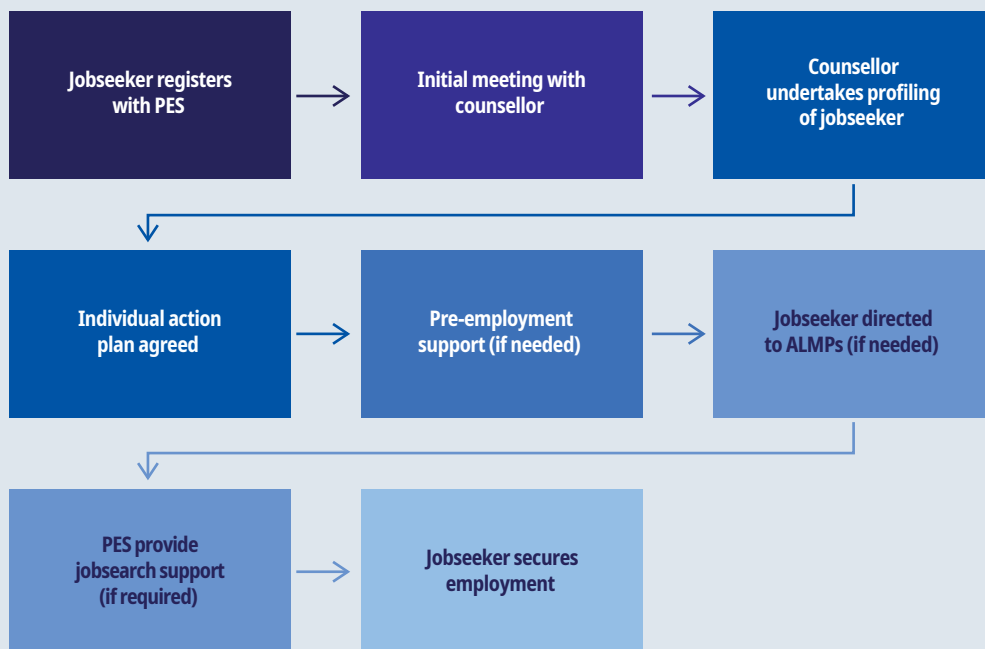
Source: ICF

3.1.1 What is the role of online services in individuals' job search?

Digital services are one of the most important components for jobseekers as it allows them to take forward their job search on their own, at times that suit them and wherever it suits them. When referring to digital services, it is meant that jobseekers will be able to find information about the labour market and vacancies (as a minimum). Having such services in place enables a quicker and more efficient matching process as less jobseekers will require one-to-one time with an employment counsellor as they have found employment by themselves.

A pre-requisite for online services is that they must be user-friendly, easy to search and to have up-to-date information available. This implies that PES have the digital infrastructure in place to automatically upload vacancies, develop beta testing sites as well as frameworks for collecting and protecting personal information that may be gathered by online portals.

Online digital job search services, the strategies around their design and development and how these services interact with face-to-face services have been much discussed by the European Network of Public Employment Services in recent years and there is a wealth of literature available.[28]

Digital job search assistance tools, such as vacancy portals and skills assessment tools, can rely on jobseekers being IT-literate and having reliable access to the Internet. In addition, such services require jobseekers to use their initiative and self-manage and take responsibility for their own job search activities. This means that such services will not be appropriate for some types of jobseekers and this can lead to a change in the type of jobseekers that require assistance from PES frontline counsellors. These jobseekers are more likely to lack IT skills and/or access to the Internet and are likely to be those furthest from the labour market. As a result, they will require more assistance from frontline counsellors to find suitable employment and this can have implications for the organisation and management of PES resources.

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28 Please consult the European Network of Public Employment Services for specific reports, toolkits and papers on this topic: (https://ec.europa.eu/social/main.jsp?catId=1163&intPageId=3451&langId=en)

Case Study 2. Online job search platforms in Russia
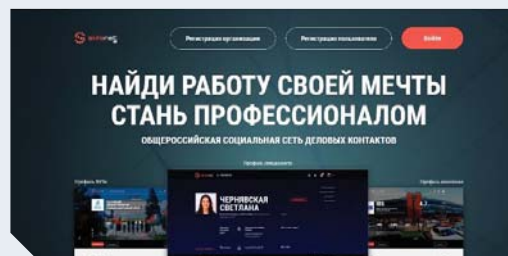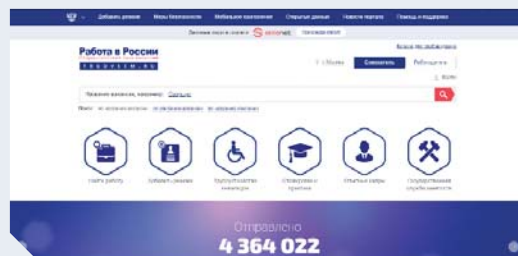
ROSTRUD have developed two online platforms to facilitate the matching process between jobseekers and enterprises.

Firstly, 'Work in Russia'[29] is an online platform where enterprises can add vacancies and jobseekers can add their CVs and search for vacancies. This can be done by key words, salary, type of employment, sector and required years of experience. Jobseekers can also take an online 'quiz' to find out what types of careers best match their interest and skills and they can also view information on the employment landscape in different regions of Russia.

Secondly, Skillsnet.ru[30] was developed by ROSTRUD to help jobseekers to engage with enterprises. Jobseekers are able to upload their profile and add their experiences and skills which will help them to assess their own competencies and help them to consider what types of employment they are most suited for. The platform also provides thematic groups where jobseekers can choose to receive notifications on relevant topics and discuss specific points with other jobseekers and professionals. In addition, jobseekers can view reviews on enterprises by current or previous employees and this can help them find out more about the positions available and the working environment.

3.1.2 How can profiling jobseekers support future similar jobseekers?

Profiling is the assessment undertaken by PES counsellors and can include using IT and statistical tools to personalise PES services.[31] This approach can help to make the labour market integration jobseekers more efficient and effective as PES counsellors can better target services according to the needs of jobseekers and limited resources can be better utilised. Within PES, profiling tools are typically used to[32]:

▶ Identify the assets and difficulties of a young person with a view to developing a personalised employment and/or education and training action plan;

▶ Anticipate the risk of joblessness of a young person who is about to enter the labour market, or is unemployed;

▶ Assess the level of support that is required to overcome the difficulties and make a successful labour market transition;

▶ Target services, measures and programmes considered most suitable to meet the requirements of each particular "profile";

29 https://trudvsem.ru
30 https://skillsnet.ru
31 European Commission (2011) 'Profiling systems for effective labour market integration', (https://ec.europa.eu/social/BlobServlet?docId=14080&langId=en)
32 ILO (2017) 'Profiling youth labour market disadvantage: A review of approaches in Europe' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613361.pdf)

▶ Match jobseekers to vacancies; and

▶ Allocate resources for the assistance of individuals most at risk in the labour market.

This can allow frontline counsellors to see what has worked for other jobseekers with similar characteristics in the past and provide targeted support and guidance. For example, profiling can identify that groups of jobseekers have required specific training before entering employment in certain sectors. Counsellors can use this information to shape the information and guidance they provide to jobseekers.

> Profiling allows PES to collect data on jobseekers and over time to aggregate this data and make comparisons with others with similar characteristics (e.g., age, education, experience level and so on).

Profiling requires good IT infrastructure in place so that jobseekers' data can be systemically collected as part of the jobseeker registration process on a local, regional and national basis. This information also needs to be analysed on a timely basis and shared in an easy-to-understand way with counsellors. This is important so that counsellors can provide up-to-date information to jobseekers and their advice and guidance can incorporate any emerging trends or developments in the local, regional or national labour market. An important aspect to the success of profiling methodologies is the need to provide staff, such as frontline counsellors, with relevant training to inform them of the purpose behind profiling, introduce them to the methodologies and how to use any new systems.

The following sections will introduce two profiling methodologies: skills-based profiling and face-to-face/digital services for initial profiling.

> In order to put skill needs systems in place, PES need to take an 'anticipation' approach and put relevant procedures in place, working with ministries and other partners to do so. Anticipation of skills needs aims to identify:
>
> ▶ relationships between skills supply and demand; and
>
> ▶ emerging skill and labour requirements in a country, sector or region, as a result of new labour market conditions, technologies or organisational changes.[33]

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33   ILO and European Commission (2015) 'The role of employment service provides: Guide to anticipating and matching skills and jobs' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_445932.pdf)

3.1.2.1 Using skills-based profiling to find out the skills individuals possess

Matching brings supply and demand together as well as filling jobs with well qualified individuals. Labour market intelligence systems (see Section 3.2.6 to find out more) can help PES to look forward to see the skills and demands that will likely be required in the future labour market. PES have an important role in matching and skills profiling as they can work together with labour market authorities, education and training authorities to:

▶ Manage

▶ Plan

▶ Implement

▶ Design processes that support job matching and skills profiling.[34]

The table below provides an overview of the different actors who may find it useful to have information about skills of current and potential jobseekers.

▶ Table 3.2 Who should be provided with information about skills demands?	
Type of actor	**Reason**
PES counsellors	They can use information about skills in demand to deliver more targeted advice and guidance
Individual jobseekers	They can assess their own skills against those required by the labour market and they can take any actions to highlight their skills, or to develop new skills
Training providers	They can adjust training courses to meet new and emerging skill needs
Education providers	They can provide guidance to their students as to what areas to study and what qualifications are in demand

Source: ILO, ETF and Cedefop (2015) 'The role of employment service providers: guide to anticipating and matching skills and jobs'

Data collection can be integrated into registration processes and provide counsellors, jobseekers and employers with 'real-time' information on the local, regional and national labour market. If such advanced tools do not exist, PES can still collect data on a regular basis and share their findings with other stakeholders, such as education and training providers.[35]

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34 ILO and European Commission (2015) 'The role of employment service provides: Guide to anticipating and matching skills and jobs' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_445932.pdf)

35 Ibid.

Skills-based profiling looks at jobseekers' skills and competencies to identify strengths and areas of development for individuals. It can help to determine individuals' transferable skills that can help them with their job search and to identify gaps in their skills that need to be addressed before they enter employment.

Increasingly, some PES are using skills-based profiling to find out more about individual jobseekers' skills, including soft skills and transferable skills. This can also help to find out more about jobseekers' levels of self-awareness, self-confidence and their potential. The results of skills-based exercises, such as psychometric testing and other similar tests to collect and record jobseekers' skills, can help jobseekers' to realise their strengths and help them and frontline counsellors to identify their skills gaps and potential next steps. Such activities can be considered as empowering jobseekers as this can give them knowledge of their strengths and skill sets that can help them to move between jobs, occupations, and sectors, with important implications in terms of the quality of matching (as described above).

Skills-based profiling works best if there is a common understanding and language regarding skills and competencies within the national context and, where possible, these are linked to existing national occupational classifications (where they exist). This will make the profiling much easier and ensure that information provided on future job prospects is relevant and closely matched between jobseekers' skills and those skills required in certain occupations and sectors. The outcomes of skills-based profiling activities can feed into individual action plans (which are explained in more detail in Section 3.1.5).

This approach to profiling can be argued as being a more suitable profiling methodology within the future world of work context. Section 2 outlined how the labour market is adapting to technological developments and globalisation which mean that labour markets tend to transient and local labour markets will change and evolve over time. Therefore, jobseekers' may not work in a specific sector for their whole life and their transferable skill sets become important to enable them to make rapid work-to-work and unemployment-to-work transitions.

3.1.2.2 Registration and initial profiling can be done face to face or via digital services

Registration of jobseekers and initial profiling can be done either face to face or via online, digital services. This approach varies across different countries and it can be affected by:

▶ Registration requirements

▶ Extent of online, digital services

▶ Type of jobseeker

The registration requirements for jobseekers may differ from country to country. For example, jobseekers may be required to provide a signature, and this could be either provided electronically as part of an online registration or in person. In addition, jobseekers may be required to provide original documents to proof their income, name and address. Online registration systems may provide options for such documentation to be uploaded however some countries may require hard copies, viewed and 'approved' by a PES member of staff.

Where online, digital services are developed there can be opportunities for initial profiling to be built in. This can provide jobseekers with an opportunity to complete fields such as their age, education, employment history and other areas. This can provide counsellors with an initial profile for each jobseeker and the results of which can be fed into an initial meeting between the counsellor and the jobseeker. Online initial profiling may help to get counsellors up to date with the profile of each jobseeker and reduce the time needed for this activity in a face-to-face situation.

However, it is important to remember that the type of jobseeker is an important factor in determining the registration and initial profiling methodology. For example, some types of jobseekers (such as those furthest from the labour market, or older workers) may not find online registration or initial profiling systems useful as they may lack IT skills and online access. Therefore, if online registration and profiling is offered it is important to keep a face-to-face option to enable accessibility for all.

An important feature of services for jobseekers that should be done face to face is the agreement of an individual action plan (outlined in more detail below). This enables the counsellor and jobseeker to have an in-depth two-way conversation that explores the future employment prospects, plans and steps required for each individual jobseeker and it is much more likely to get greater insights and inputs from the jobseeker at this stage. This is useful when tailoring job search support services to each jobseeker.

3.1.3 How can individual action plans be designed, developed and used?

Individual action plans can be an important tool for PES to provide a personalised, client-centred effective approach to help the (re-)integration of jobseekers into the labour market. Individual action plans are agreement that developed between a PES counsellor and an individual jobseeker that outline key actions for the jobseeker that they will undertake, and the PES will do to help them gain employment in the future. This can include job search activities, work preparation activities (such as workshops) and undertaking any additional training as required.

In many PES individual action plans are introduced to jobseekers at the first meeting between the jobseeker and counsellor. The individual action plan outlines an agreed path of actions that will help the jobseeker to achieve employment. This provides the jobseeker with an opportunity to critically reflect on what steps they would like to take towards employment. By doing this, jobseekers can develop a sense of self-awareness, responsibility and motivation for undertaking the agreed activities in their job search. Box 6 below outlines the key features of individual action plans.

▶ **Box 6. Key features of individual action plans**

The following points are important aspects of individual action plans:[36]

- ▶ Summary of the individual's assessment by the counsellor, including relevant profiling results (where profiling has taken place);

- ▶ Goals (or objectives) agreed between the counsellor and jobseeker;

- ▶ Agreed steps that the jobseeker will take towards the goals; this can include ALMPs and other measures that are available and relevant to the jobseeker;

- ▶ The duties and commitments of the counsellor (and PES) and the jobseeker (e.g., stating how often they will meet face to face);

- ▶ The rights of the jobseeker;

- ▶ Rules and procedures concerning the application of sanctions;

- ▶ Information on the complaints and appeals procedure; and

- ▶ The individual action plan – all of agreed steps at a glance.

36   European Commission (2012) 'Activation and integration: working with individual action plans: Toolkit for Public Employment Services' (https://ec.europa.eu/social/BlobServlet?docId=14081&langId=en)

Individual action plans are an important vehicle to personalise PES services and approaches to the precise needs of individual jobseekers. This helps to make services much more client centred as individual action plans outline tailored pathways to each jobseeker. This can contribute to more efficient services and activities by targeted activities such as ALMPs and other measures towards those whom would benefit most from them. Their success depends on the interaction between counsellors and jobseekers therefore relevant training for counsellors is important so that they have the right skills, knowledge and competences to help jobseekers identify their goals, objectives and steps towards employment.

Individual action plans should be 'live' documents that are referred to on an on-going basis. For example, they can be referred to during each face-to-face meeting between a jobseeker and counsellor as a basis for the discussion. By reviewing the individual action plan during each meeting, the jobseeker is reminded of their agreed actions and the counsellor can review progress as well as any additional actions.

3.2 What services can PES provide to improve jobseekers' employability and help to prepare them for work?

As part of a good quality offer to jobseekers, PES should deliver a range of services that help jobseekers to improve their employability and help to prepare them for the world of work. This support can help jobseekers make sustainable transitions from unemployment to work and, increasingly, work-to-work transitions. Such services should be offered to jobseekers on the basis of their individual needs (as identified via any profiling) as well as in line with the agreed steps included in the individual action plan.

Services to improve employability and preparing jobseekers for work tend to focus on providing jobseekers with information and assistance on job search techniques, work-related soft skills, work-related behaviours and expectations and they can cover second-chance education and training for young people.

▶ **Figure 3.2 Different types of employability and work-preparation services**

Job search related activities

- Second chance education and training
- Upskilling or reskilling training
- Work-related behaviours and expectations
- Work-related soft skills
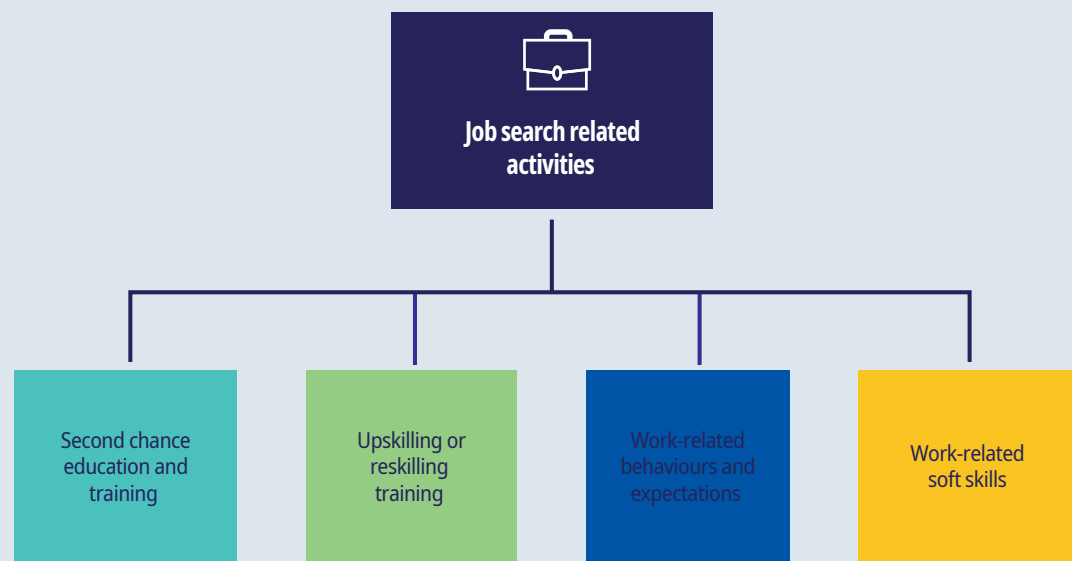
Source: ICF

Services around improving employability can be delivered in three different ways:

1. Collective services (e.g., to a group of people, who can be known or not known to each other).

2. Targeted group services (e.g., to specific groups, such as early school leavers, or those at risk of dropping out of education).

3. Individualised services.

The audience and number of participants for each employability service depend on their intended aim and objectives.

The table below outlines some specific examples of services and programmes that PES can use to improve jobseekers' employability and help to prepare them for work.

▶ Table 3.3 Examples of PES programmes and services		
PES programmes and services	**What are they**	**Potential target audience (jobseekers)**
Entrepreneurship schemes	Entrepreneurship schemes can provide specific target groups with financial support and advice for a fixed amount of time to develop a business idea and establish a business.	▶ Women ▶ Young people ▶ Long-term unemployed
Second chance programmes	These programmes target individuals who have missed out on labour market opportunities. They can include counselling, training, employment subsidies and other forms of support and assistance.	▶ Young people who have no formal education or training
Wage subsidies	Wage subsidies can encourage enterprises to hire specific groups of jobseekers, whom may be harder to place or who have little experience. They can either provide a tax reduction, vouchers or a financial grant for enterprises.	▶ Disabled workers ▶ Young people who have little experience
Work experience programmes	These aim to provide individuals with paid or unpaid work experience in a public or private sector enterprise. They can include internships organised by education institutions for their students.	▶ Young people with no, or little, work experience ▶ Long-term unemployed ▶ Older workers, who are re-training for employment in a different sector
Youth Guarantee	A Youth Guarantee provides a young person with a right to a job, training or education. PES or other employment bodies have an obligation to provide an offer within a set period.	▶ Young people who have no experience, or those who are not in education, employment or training

3.2.1 What skills are needed by PES staff who work with jobseekers?

PES staff who are working with jobseekers need to have some specific competences, which differ to the competences required by other PES staff (e.g., PES staff who work with employers). This is so that staff are best placed to provide appropriate services and support to jobseekers and PES resources can be efficiently used. The table below outlines the key competences and behavioural indicators, developed by the European Commission, which may be a useful source of inspiration and information for PES in the region when thinking about the skill set of PES counsellors who work with jobseekers.

▶ Table 3.4 Key competences and behaviours of staff working with jobseekers

Specific skill	Key competences	Key behavioural indicators
Practical knowledge of individual action planning including promotion of career management skills / employability	Ability to set up and monitor implementation of an Individual Action Plan (IAP) with a view to enhancing career management skills	▶ Set up an IAP in cooperation with the jobseeker, based upon thorough assessment of the personal situation, availability of resources and service rules ▶ Apply techniques and tools to strengthen career management skills (e.g., job search, planning including group sessions, etc.) ▶ Know and practically use new forms of online communication / coaching ▶ Ensure understanding of the implications of the individual action plan including the principle of mutual obligation ▶ Provide monitoring depending on individual needs (and organisational or legal regulations)
Counselling: patience, understanding and the ability to listen non-judgmentally	Ability to retain emphatic and supportive attitude towards clients, patience and understanding, even when faced with complex problems or resistance	▶ Treat clients with respect, refrain from prejudice and stereotyping, show patience and appreciation to ensure a safe environment ▶ Ensure emphatic and supportive attitude, understanding of the importance and complexity of individual's problems ▶ Focus on positive aspects of the advisory process by responding attentively to clients' needs and concerns ▶ Ensure two-way understanding by listening carefully and nonjudgmentally (active listening), including appropriate body language (e.g. smiling, nodding, making eye contact) while having a conversation
Ability to motivate clients	Ability to motivate, inspire and support clients by developing productive interactions	▶ Use effective counselling approaches and techniques to activate clients ▶ Understand motivations, interests and initial resources of clients, and support them in setting realistic but ambitious goals and designing best strategies to reach them ▶ Foster clients' self-confidence, self-reliance and self-management by demonstrating advocacy and clarifying personal concerns ▶ Provide clients with feedback they can understand and ensure effective communication

▶ **Table 3.4 Continue**

Specific skill	Key competences	Key behavioural indicators
Ability to conduct resource-oriented assessment	Ability to analyse the characteristics and needs of the jobseeker with the use of adequate assessment tools and techniques	▶ Practically use their knowledge of performance appraisal/evaluation to assess jobseekers' educational and work biography, occupational skills and competences and skills acquired through informal learning in a resource-oriented perspective ▶ Identify, analyse and structure information on individual characteristics of the clients with the use of interviewing techniques and other diagnostic methods ▶ Use findings from assessment appropriately and according to the situation ▶ Explain to client the results of an assessment and their implications including an Individual Action Plan
Problem solving skills	Ability to analyse and structure the problem, identify and consider possible options, make decisions and resolve difficulties	▶ Apply a problem-solving approach in the counselling process ▶ Consider preconditions of clients stemming from the social, cultural, gender and other contexts as important in design of the support ▶ Analyse and structure main success and limiting factors for the support process in relation to each individual case ▶ Address client concerns and treat them as an integral part of the problem-solving process
Ability to make justified referrals to appropriate measure/provider	Ability to make effective referrals to an appropriate measure or provider on the basis of individual client assessment, availability of support and effectiveness criteria	▶ Identify major organisations, partners and service providers for career development, education and social support and assess the availability ▶ Demonstrate knowledge of current availability of referral services/providers of support at the local level ▶ Consider personal characteristics, considerations and proposals expressed by the jobseeker when making referral decisions ▶ Estimate if referral arrangements will lead to placements / progress in employability

▶ **Table 3.4 Continue**

Specific skill	Key competences	Key behavioural indicators
Assessment and matching skills for job placement	Ability to sequence a job placement process by matching job requirements with the outcome of individual assessments	▶ Analyse and translate employer demands, as reflected in a vacancy advertisement, into a language that is understandable for the individual client, present work opportunities to clients and facilitate appropriate job selection ▶ Match job requirements with individual characteristics and expectations of individuals ▶ Support individual clients in job placements by increasing job search skills, coaching clients in job search process and advising clients on how to work with self-help and other preparatory (online) tools ▶ Monitor the effectiveness of the placement process by following-up with both clients and employers
Information finding and analysis skills	Ability to identify, find, analyse, combine and interpret information which is important in facilitating the placement process	▶ Demonstrate knowledge of relevant information sources on job placement and job requirements, career planning materials, computer-based and online information systems, knowledge repositories and tools ▶ Collect, analyse and use the information properly, in order to facilitate the process of job placement / labour market integration / career development, including online tools ▶ Use the Internet in the process of job search. Understand and explain to clients the components of labour market information, occupational and job requirements ▶ Prioritise information sources depending on individual needs
Human resources management knowledge	Application of human resources management concepts for quality placement processes	▶ Apply basic knowledge of recruitment and selection techniques and tools in relation to placement of jobseekers ▶ Apply knowledge of training and development practices in relation to individual action planning and career management of jobseekers ▶ Follow recent trends in human resources management practices both in public and private sectors including temporary work agencies ▶ Serve as partners and advisors to both jobseekers and employers in the field of human resources management

European Commission (2014) 'European reference competence profile for PES and EURES counsellors'

3.3 Why is it important to provide support with job search techniques?

Undertaking a job search is a fundamental step in finding suitable employment. Knowing how to do this and how to do this well is essential knowledge for all jobseekers. However, some jobseekers may not have the right knowledge to do this or may not have had experience of looking for jobs in the past. The PES therefore has an important role in providing information and assistance to jobseekers to develop or refine their job search skills and techniques. This can include different aspects of the job search process, such as how to write a good CV and interview techniques.

Workshops focusing on CV writing and interviewing techniques can be undertaken in medium sized groups, or specific groups of jobseekers. They can include basic information about the approach, tailored to the needs to the nature of the group, as well as interactive exercises for the jobseekers to undertake to apply their learning and (where possible) gain feedback from workshop leaders.

Such workshops can be delivered by PES staff, or specialist providers, who can offer jobseekers with valuable insights as to what makes a well-written CV, key aspects for successful interview techniques and common errors.

Workshops around job search techniques should be available to jobseekers year-round and on regular basis (for example, on a weekly basis) as part of the standard PES service offer. It is important to also complement the information provided during the workshops with an accessible information source that participants can consult afterwards if needed. This can be via hard copy handouts but importantly, useful information should also be offered as part of PES websites around job search techniques. PES may wish to work with specialist providers to provide this type of content, so that jobseekers can access clear and easy-to-understand information and advice on job search techniques. By having this type of information available online, jobseekers who participate in workshops can access this at any time as well as other jobseekers who may not attend such workshops. In addition, having job search information available online opens up the possibility of jobseekers (who have not registered with PES) to access PES resources.

In terms of who should attend such workshops, counsellors can recommend job search technique workshops to jobseekers whom they consider as most in need to develop or refresh their skills in this area. If individual action plans are used, counsellors can include attendance to job search technique workshops as an action for an individual jobseeker. In addition, PES can target specific groups of jobseekers who may be in a position to benefit from this service, such as older workers and young unemployed people, who may have had limited experience of looking for jobs in the past. In addition, counsellors can also refer individuals to attend workshops if they have been unemployed for some time (for example, more than six months) and therefore could benefit from refreshing their knowledge in this specific area.

Offering such services is important for PES as it can help to facilitate and improve the efficiency of the matching process. Jobseekers who have attended job search workshops may be able to put forward better prepared CVs and may have better interview techniques compared to if they had not attended such workshops. This means that enterprises may be more likely to hire such candidates and therefore may be more likely to hire a jobseeker referred by PES in the future. Jobseekers also benefit as they can gain lifelong skills that can help them with future job searches, which may reduce the risk of them returning to the PES in the future.

3.4 What services can PES offer to help jobseekers to develop work-related soft skills, or to allow them to reskill or upskill?

Some jobseekers may not be ready to go directly into employment and may need additional support to improve their soft skills, or to reskill or upskill with a view of developing skills that are appropriate to the current labour market needs.

Support that focuses on developing work-related soft skills may be suitable for those furthest away from the labour market, for example long-term unemployed, young people who have dropped out of education or other disadvantaged groups who are facing multiple barriers into work.

Soft skills can include things like communication, teamwork, interpersonal skills and flexibility/adaptability to new situations.

By providing jobseekers with opportunities to develop their work-related soft skills, as well as opportunities to improve their literacy, digital and numerical skills, PES are providing jobseekers with life-long skills that help develop individuals' skills sets so that they are better equipped to make the transition into employment.

In comparison, support services around reskilling and upskilling can target older workers who are transitioning in the labour market due to changes in their jobs, or sector. However, such services can also be deployed in cases where large companies (e.g., in the manufacturing sector) are relocating and thus a group of skilled workers need to upskill or reskill so that they have an appropriate skill set to the needs of the local labour market.

In both cases, workshops available to targeted groups or collective services can be a suitable mechanism to deliver training around work-related soft skills and upskilling and reskilling workshops. PES may find it beneficial to work with selected partners, such as sector-specific training providers or local education institutions to deliver such workshops. Such workshops should be scheduled at times that are mindful of their intended target groups. For example, workshops for those in work but looking to reskill and upskill should be delivered in evenings or weekends and workshops for young people may not be suitable to be delivered early in the morning.

3.4.1 How can PES prepare jobseekers for work-related behaviours?

Work-related behaviours include professionalism, punctuality, ability to act responsibility and able to meet deadlines. These are important behaviours for employees to demonstrate in work however some jobseekers (such as the long-term unemployed) may not possess them and therefore need to be trained on them before they gain sustainable employment. By investing in such training, PES reduce the risk of jobseekers quickly leaving employment or being dismissed by an enterprise as they have failed to demonstrate these core competences.

Work-based learning is learning that includes the process of undertaking and reflecting on productive work in real workplaces, paid or unpaid, and which may or may not lead to formal certification. It provides individuals with exposure to real work environments (or simulated work environments) and it provides opportunities to develop knowledge and practical skills.[37]

One method that is used successfully by PES across the region to prepare jobseekers for work-related behaviours is work-based learning. This provides jobseekers with an opportunity to learn a specific skill, or range of skills, as well as developing work-related behaviours.

Work-based learning is known by different names and it can include apprenticeships, traineeships, work placements, work experience and internships. It provides an opportunity for individuals to develop work-related knowledge as well as an opportunity to develop and put into practice work-related behaviours, such as turning up on time, communication skills, team working skills and professionalism. It also allows individuals to learn other skills and behaviours as well that can strengthen their transitions into the labour market.

An important aspect of delivering work-based learning programmes is establishing working relationships with an extensive network of enterprises, who may be willing to provide placements for individuals, work trials or even a member of staff to oversee and provide input into simulated working environments. In addition, it may also be helpful for PES to establish good working relationships with vocational education training providers so that simulated working environments can be provided as well and PES can benefit from their knowledge of providing work-based learning activities. PES may also wish to subcontract specific services to training providers to deliver work-based learning activities, which would ensure that highly, relevant skilled individuals are responsible for such programmes and this can be a more efficient use of PES resources.

Across the world, programmes that include work-based learning have facilitated transitions to decent, sustainable work and have proved to lead to stronger and better labour market outcomes for individuals, enterprises and governments. This is in terms of better employment outcomes and wages, and positive rates on return on investment to enterprises and governments.[38]

3.4.2 What is the role of second chance education and training programmes?

Young people who are unable to finish education and training programmes are at a disadvantage in the labour market as they do not have relevant qualifications or skills, knowledge and competences that enterprises are looking for. So called 'second chance' education and training programmes are designed to provide young people who have been unable to complete their studies with an alternative route and help young people to make the transition from unemployment to employment. Second chance education and training programmes can help to address the root causes of their failure and they offer motivating environments for learning.[39] By providing young people with an opportunity to develop new skills, knowledge and competences, they will also become more attractive to enterprises and thus be in a better position to find suitable employment in the short-term and longer-term.

The table below identifies the key elements of successful second chance education and training programmes.

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37 ILO (2018) 'Does work-based learning facilitate transitions to decent work?' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_635797.pdf)

38 Ibid.

39 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_590104.pdf)

▶ **Table 3.5 Key elements of successful second chance education and training programmes**

Element	In place?
One to one with programme leader/tutor and participant where their learning needs, gaps in knowledge and training and other support needs are identified and agreed in an individual development programme	☐
The programme includes practical training	☐
The programme is delivered in small classes in a supportive, motivating environment	☐
The programme combines practical training with short-term work experience placements	☐
Participants can access psychological and other support (e.g., a mentor), so that other external issues and obstacles to labour market participation can be addressed	☐

Source: ILO (2017) 'Towards policies tackling current youth employment challenges in Eastern Europe and Central Asia'

Second chance education and training programmes can be used as a 'preventative' measure for those at risk of being not in education, employment or training (NEETs). This approach requires working closely with schools to identify at-risk young people and provide them with additional support and alternative forms of education and training. This introduces PES services to at-risk young people at an early age and helps to maintain contact with the young person as they make the transition from education to employment.

These types of programmes tend to be very personalised to the specific needs and wishes of each participant as this helps to maintain their engagement as well as work around any external barriers that they may be facing. In addition, successful second chance education and training programmes tend to include on-going counselling from one named contact at the PES. This is so that trust can be built up between the young person and PES staff and so that the PES counsellor is fully aware of the young person's specific needs and any barriers that they are facing.

Young people can either be identified by schools or other types of partners (such as social services, youth organisations) as potential beneficiaries (a 'proactive' approach) or they can be referred to such programmes when the young person themselves register with the PES (a 'reactive' approach). A proactive approach means that PES need to take the initiative to work with different partners, such as schools, to work with young people who are deemed as being at-risk of dropping out of education. This can be facilitated by a PES member of staff visiting the school and having meetings with young people identified as being at risk as this can heighten the profile and services of PES to young people as well as providing PES with in-depth knowledge of the issues that at-risk young people are facing. Case Study 3 below outlines an approach taken by the Norwegian PES regarding identifying at risk young people and offering second-chance education and training programmes.

39 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_590104.pdf)

Case Study 3. Norway: PES tutors in upper secondary schools: working together with schools to reduce dropout rates

In Norway, a pilot took place between 2013 and 2016 to bring PES and schools closer together to provide counselling and support to young people at risk of leaving upper secondary education. PES tutors were based within schools to work with teachers and students, aged between 15 and 21, to reduce the risk of them leaving education and to help them integrate into the labour market. The pilot project also trialled cross-sectoral collaboration, developed knowledge about the need for and use of PES services for young people and deepened the PES' knowledge about the issues facing young people.

PES tutors provided practical support to young people who were facing complex challenges (such as mental health issues or social problems); signposted young people to PES services and facilitated work experience, where relevant. They also provided specific support classes for the most disengaged students.

Through the pilot project, 45 PES tutors from 33 PES offices were integrated into 28 upper secondary schools' student support services across Norway. The pilot led to greater knowledge between both parties and the partnership was essential in keeping track of young people making the transition between education and employment. An essential aspect of the success of this project was the buy-in of all actors from ministry level to frontline staff and the involvement of all stakeholders from the start.

Since the end of the pilot project in 2016, the work has been rolled out nationally as part of 'Career Guidance Partnerships'. The mandate was increased to cover career guidance to adults and online career guidance services.[40]

Another important element to having young people referred to second chance programmes by other types of partners is having agreements around the exchange of data. This includes any information that the partner holds on the young person, such as:

▶ Contact details

▶ Date of birth

▶ Education history

▶ Previous employment

▶ Any other studies or work-based learning experiences

Data exchange arrangements may depend on local legislation however if legislation prevents this from taking place automatically, organisations can ask each young person to sign a consent form that explains why their data may be shared with a partner and what data will be shared and for each participant to confirm that they are happy for their data to be shared.

The topic and nature of second chance training programmes often vary according to the target group, their specific needs and any specific requirements of the local labour market. These points must be factored into their design and delivery so that they are relevant, tailored and create the conditions for participants to succeed. They can include fast-track, intensive education programmes that provide participants with an opportunity to gain a qualification in a shortened time period. These types of second chance programmes are often delivered in smaller groups where tutors are able to provide more intensive learning support and participants may receive additional support in parallel, needs-dependent. In some cases, a range of different pedagogical methodologies can be used as traditional teaching methodologies may not be

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40 European Commission (2016) 'PES Tutors in upper secondary schools pilot project, European PES Network PES Practice' (https://ec.europa.eu/social/BlobServlet?docId=15226&langId=en)

suitable for the needs of the target group. A mix of different pedagogical approaches may also be much more engaging for the target group as well, thus helping to create a different environment to traditional education experiences.

Providing education and training programmes such as these as well and providing specialised support to participants (particularly young people) can require additional resources and expertise from PES staff. Firstly, in terms of expertise PES who are dealing with young people may need to have slightly different skills to a traditional PES counsellor. This is because they need to be able to engage with young people in language that young people understand and if they are undertaking proactive work like visiting schools, youth organisations or others then they need to be able to have good interpersonal and networking skills. In addition, PES who work with those likely to enter second chance programmes may need to take on a lower caseload as these individuals are likely to require a greater level of support.

Secondly, the delivery of second chance education and training programmes can be quite specialised in terms of content as well as the skills required to deliver them. If PES do not have the capacity or the skills and expertise to deliver these programmes, then they can work with specialist providers to deliver specific services. This can offer the advantage of releasing valuable resources for PES as well as using service provider to deliver specific services and thus delivering the highest quality services possible. Case Study 4 (below) provides an example of how European PES are working with other partners to deliver individualised offers to young people who are not in education, employment or training.

Case Study 4. European Youth Guarantee Scheme[41]

The European Youth Guarantee is a commitment by all Member States to ensure that all young people under the age of 25 years receive a good quality offer of employment, education, apprenticeship or traineeship within a period of four months of becoming unemployed or leaving formal education. PES have an important role in this by working with partners to develop outreach and activation activities to young people.

Outreach activities refer to activities that organisations do to proactively reach out and engage with young people. For example, this could be youth workers physically going to places where young people meet and talking to them to gain their trust.

Activation activities refer to activities that help to get young people ready for re-entering employment, education or training. For example, this could be supporting them to successfully complete a second-chance education training programme or other pre-employment preparation training.

Within five years of the Youth Guarantee being in place, there is:

▶ Across Europe, 2.3 million fewer young unemployed people and 1.8 million fewer young people not in employment, education or training (NEETs);

▶ A decrease in youth unemployment from a peak of 24% in 2013 to 14% in 2019; and

▶ A decrease in the share of 15 to 24-year olds not in employment, education or training, from 13.2% in 2012 to 10.3% in 2018.

The European Youth Guarantee scheme has inspired other countries to develop similar Youth Guarantees and this idea is now being taken forward in South Africa. Other non-EU countries that are considering implementing components of the YG are South Korea, New Zealand, the Gulf Region and Ghana.

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41   For further information please see: https://ec.europa.eu/social/main.jsp?catId=1079

3.5 What role do PES have in providing career guidance?

The ILO 'Work for a brighter future: Global Commission on the Future Work report[42] calls on governments to invest in PES so that they are better equipped to support people through increasing labour market transitions and better prepare workers for transitions. PES therefore have role in providing career guidance that helps people to build sustainable, agile careers from school age to retirement. PES are uniquely positioned to do this as they have expertise in terms of providing counselling services. They also have in-depth information on labour market needs, future recruitment trends and sectors that are in decline.

By providing career guidance and professional orientations, PES can better equip jobseekers as well as employees to make multiple transitions during the working life and empower them to build a successful career. This helps PES in terms of reducing the likelihood of jobseekers returning to PES in short succession and it can contribute to enhancing PES' role and profile within the labour market.

To do this, PES can either deliver it themselves and they can also work with different partners to provide assistance via one-stop-shops. One-stop-shops use cross-sector partnerships to deliver services in a coordinated way. This can help to tackle reputational issues that PES face in the eyes of the public (and especially young people). Case Study 1 in Section 2.2.5 provides an example of how the Finnish PES has worked in partnerships to deliver career guidance via a one-stop-shop to young people.

> If considering a one-stop-shop model, ensure that the key inputs and outcomes of the services are jointly agreed between partners, seek evidence to support the change and evaluate to ensure service provision continue to meet the needs of the target group.[43]

Career guidance is primarily aimed towards assisting two transitions between school and work, and work and work. The following sections will focus on the provision of career guidance together with schools to target young people in order to assist them with school to work transitions and how PES can provide ongoing career guidance to support work-to-work transitions.

3.5.1 Who can PES work with to target young people?

PES can work with schools to provide tailored career guidance to young people, including at-risk young people, before they leave full-time education so that they can make better informed decisions about their working life. Providing 'preventative' support to young people can reduce the likelihood of them accessing PES core services in the future and they are well prepared for making the transition to employment.

To do this, PES need to establish good working relationships with schools and any other bodies who may be providing career guidance. In practice, PES can visit schools or groups of schools to highlight PES services with staff and, ideally, make arrangements for a member of PES staff to visit school(s) on a regular basis. This offers the advantage of schools being able to learn more about labour market needs, which can help them to prepare their students more widely for the world of work. In contrast, PES can find out useful intelligence about young people, for example the information that they need and their understanding about their career prospects. In addition, such collaborations can enhance the reputation of PES with young people, which may increase their likelihood of seeing the PES in a positive light in the future, and this will also enhance PES' reputation with schools as they see the PES as an expert on the labour market and more than just a labour exchange.

42   ILO (2019) 'Work for a brighter future – Global Commission on the Future of Work' (https://www.ilo.org/wcmsp5/groups/public/----dgreports/---cabinet/documents/publication/wcms_662410.pdf)

43   European Commission (2017) 'PES Network Seminar: Career Guidance and Lifelong Learning' (https://ec.europa.eu/social/BlobServlet?docId=18459&langId=en)

Career guidance provided via schools should cover different aspects of the labour market in addition to job search techniques in order to prepare young people fully for the school-to-work transitions. Targeting young people early (i.e., before the transition to employment) is important to make them aware of the realities of the world of work and help to equip them. This can be via providing young people with information on labour market needs and trends; providing realistic guidance based on labour market trends; advising and supporting young people with job search techniques; and providing support in suitable spaces. These four key factors are explained in more detail below:

1. PES should provide schools and young people with information on labour market trends. This is important to provide young people with an overview of what sectors are prevalent in a local area and consequently what skills they may need to enter employment within these sectors. In addition, PES may have insights into which sectors and enterprises are likely to hire, or are likely to decline, in the coming years. This can help young people to make informed decisions around what further education and training they may need to help them position themselves for employment in certain sectors. This can be delivered in the form of presentations, careers fairs as well as visits.

2. Based on this labour market information PES are well positioned to provide young people with realistic solutions to their individual hopes around their future careers. Often young people have unrealistic expectations about their future career and in some cases they may take forward training and employment to help them to achieve these dreams but by receiving realistic, informed career guidance from PES then they will be better prepared to make a realistic career plan, based on the current (and projected) labour market needs. This can also include information on male-dominated profession and sectors as well as how females can navigate such bias, for example by promoting any relevant active labour market programmes.

3. PES should provide young people with information on job search techniques so that they have the information at an early stage. This can cover how to look for jobs, how to apply for jobs, building a CV as well as providing information on interview techniques. Such information can be shared via workshops in schools or escorted group trips to PES. By providing young people with this practical information, PES are passing on vital skills to young people that they can start to apply straight away in their transition to employment.

4. When providing career guidance to young people, PES need to consider the creation of suitable spaces. For example, the creation of less formal spaces can create spaces for PES and jobseekers, and enterprises and jobseekers, to create different dynamics for interactions. Some PES in Europe have hosted 'speed dating' activities for jobseeker and enterprises which is a similar approach that could be used for young people (on the crest of making the transition to employment) and enterprises. Such activities can be used to promote PES' role in providing holistic support to labour market actors.[44]

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44 European Commission (2017) 'PES Network Seminar: Career Guidance and Lifelong Learning' (https://ec.europa.eu/social/BlobServlet?docId=18459&langId=en)

Case Study 5. Kazakhstan Vocational Guidance Programme

The Ministry of Health and Social Development of the Republic of Kazakhstan launched a vocational guidance programme as a pilot in four regions in 2014. The programme targeted school leavers from lower and upper secondary schools and unemployed young people, and it was expanded to socially deprived young people and some other groups. In total, 33,000 young people were included in the programme. The programme was implemented by private employment agencies and non-governmental organisations. The pilot was evaluated, and it showed that the vocational guidance programme was very useful for the target groups, in terms of their future employment in line with the labour market perspectives and capabilities. The programme has since become a key component of the updated Employment Roadmap 2020 and it is offered by regional employment centres across the country.[45]

3.5.2 How can PES move from reactive to being proactive?

Within the context of the future of work and the evolving nature of working life PES have the potential to proactively provide workers with assistance with work-to-work transitions. This is a move from the traditional PES approach of being more reactive to being more proactive by actively reaching out to enterprises, workers and other jobseekers to promote PES services and provide guidance on professional orientation. This approach can help to maximise the potential of the labour market by maximising the skill set of each individual and on an individual level, it can help individuals to build careers that are flexible to labour market trends.

An important element of this is being able to provide career guidance and information that is informed and reflects the latest and future of the labour market. PES can use the data they have and any insights they may have picked from working with enterprises to provide tailored guidance as well as shaping training offers that reflect growing sectors and do not train or encourage individuals to move into sectors that are declining.

PES can conduct annual surveys with enterprises about their future recruitment plans and what skills they will need in the short, medium and long-term. This information can help PES to develop their training offer, assist vacancy matching and provide better career guidance to workers and jobseekers.

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45 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_590104.pdf)

In some countries across Europe and across the region, PES are starting to work with workers who are at risk of unemployment. In such instances, PES work closely with the enterprises when they are notified of job losses and PES representatives can visit employees within the workplace to provide them with advice and support to help them make the next step in their career. It can be an important first step in assisting workers to upskill or reskill so that they are better equipped for a role for a different enterprise, or in a different sector. This may reduce the likelihood of these workers becoming unemployed. However, there is little research to show that this type of career counselling is enough on its own.[46]

It is worth noting that working closely with enterprises and other relevant organisations (such as NGOs and entrepreneurial organisations) to provide career counselling and support to those in work can lead to fruitful collaborations with partners as this can change perceptions of PES. This is further explored in Section 7 Strategic partnerhips for employment.

3.5.3 What role do PES have in preparing jobseekers for work?

PES' services for jobseekers should also encompass providing information to jobseekers so that they are fully prepared for the workplace and all that this entails. This can include:

▶ Workers' rights and labour contracts

▶ Working conditions

▶ Expected behaviours

Jobseekers should be fully informed of their rights and the key elements of a fair labour contract so that they do not enter unfair employment. In addition, it is important for jobseekers to know what constitutes appropriate and inappropriate working conditions and what they should do if they think the working conditions are inappropriate.

It is also important that PES provide information on expected behaviours in the workplace. This would cover the expected behaviour of the jobseeker but also of their fellow workers and enterprises, and what they can do if they think the behaviour is inappropriate. This can cover gender discrimination. The ILO Centenary Declaration highlights that gender quality at work should be achieved in which work 'ensures equal opportunities, equal participation and equal treatment' in work, the value of work and in renumeration.[47]

Case Study 6. Addressing gender bias via services for jobseekers in Austria

The Austrian PES delivered the 'FiT – Women in crafts and technology' project, between 2006 and 2014, to address the low number of women in crafts and technology. The objective was to support stronger female participation in initial training and provide support for women to enter 'male' professions such as dental technicians, carpenters, car mechanics, IT technicians and others. From 2006 to 2010, 24,986 women participated in the programme. 36% of the women were under 25 years, 55% between 25 and 45 years, and 9% over 45 years. Over half of the participants who successfully completed training in the framework of FiT found a job in the field of technology and trades.[48]

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46 European Commission (2019) 'How do PES act to prevent unemployment in a changing world of work?' (https://ec.europa.eu/social/BlobServlet?docId=20600&langId=en)

47 ILO Centenary Declaration for the Future of Work (2019) (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_711674.pdf)

48 https://ec.europa.eu/social/BlobServlet?docId=15231&langId=en

3.6 How can PES support the transition from informal to formal employment?

PES have an important role in support the transition from employment in the informal to economy. The informal economy is referred to as all economic activities by workers not covered, or insufficiently covered, by formal arrangements and this does not cover illicit activities (as per international treaties, or national laws). PES have the potential of providing an important channel of labour market information and help ensure transparency and access in the labour market.[49] This includes:

▶ Offering support servicers to informal workers and employers on basic legal and human rights;

▶ Provide information on labour market conditions, including trends on the demands and supply in the labour market;

▶ Open up opportunities for entry into formal jobs;

▶ Deliver tailored services to vulnerable groups, whom are often highly represented in the informal economy, e.g. around job search assistance and opportunities to develop skills needed by the labour market.

The ILO Recommendation 204[50] concerning the transition from the informal to the formal economy calls on national governments to put in place guidance to help facilitate the transition of workers from the informal to formal economy so that all workers have opportunities for income security, guaranteed livelihoods and possibilities for entrepreneurship. In terms of employment policies, the Recommendation calls for:

▶ Labour market policies and institutions to be in place to help low-income households to escape poverty and access public employment programmes;

▶ Employment services to be delivered to those in the informal economy; and

▶ Activation measures to facilitate school to work transitions of young people, including youth guarantee schemes to provide access to training and employment.

Case Study 7. 'Start and Improve Your Business (SIYB) Programme' in Azerbaijan[51]

The PES in Azerbaijan has implemented a subsidy programme targeting young entrepreneurs as a way to address the high number of young people and entrepreneurs in the informal economy. The SIYB programme focuses on staring and improving small businesses as a strategy for creating more and better employment in developing economies and economies in transition. It provides training and support to those who have viable business ideas, including training on how to develop business plans. Each participant receives follow-up support via visits from the PES staff and ad hoc assistance and advice. This has encouraged businesses to grow, develop and sustain themselves.

49   ILO (2013) 'The informal economy and decent work: a policy resource guide, supporting transitions to formality' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_345060.pdf)

50   ILO (2015) 'Recommendation 2014 concerning the transition form the informal to the formal economy' (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_377774.pdf)

51   ILO (2015) 'Get formal, be successful: Supporting the transition to formality of youth-led enterprises in Azerbaijan' (https://www.ilo.org/moscow/news/WCMS_373481/lang--en/index.htm)

▶ **Box 7. The ILO Centenary Declaration and Skills Development**[52]

The ILO Centenary Declaration calls for an investment in people's capabilities and a human centred approach.[53] This puts workers' rights and the needs, aspirations and rights of all individuals at the heart of economic, social and environmental policies. It also calls for the promotion of the acquisition of skills, competencies and qualifications for all workers throughout working lives.

This is seen as a joint responsibility of governments and social partners in order to:

▶ Address existing and anticipated skills gaps;

▶ Pay particular attention to ensuring that education and training systems are responsive to labour market needs, taking into account the evolution of work;

▶ Enhance workers' capacity to make use of the opportunities available for decent work; and

▶ Facilitate the transition from education and training to work, with an emphasis on the effective integration of young people into the world of work.

To fulfil the aims of the Centenary Declaration, PES may want to consider working with the following types of organisations:

▶ Schools and other education providers;

▶ Training providers;

▶ Specialist providers (for work preparation activities);

▶ Private employment agencies;

▶ Career guidance organisations (where applicable);

▶ Non-governmental organisations (NGOs);

▶ Youth organisations.

52 https://www.ilo.org/global/about-the-ilo/mission-and-objectives/centenary-declaration/lang--en/index.htm
53 Comyn, P. 'Skills and lifelong learning to facilitate access to and transitions in the labour market'

▶ **Box 8. Supporting jobseekers to fulfil their potential:**

Below is a checklist of the key features that should be delivered in high quality services for jobseekers:

- ▶ A well-functioning and up-to-date **online vacancy database**;
- ▶ A team of well-trained and knowledgeable **frontline counsellors**;
- ▶ During the initial assessment, jobseekers undergo **profiling** using clear guidelines and consistent approaches;
- ▶ **Individual action plans** are developed and agreed between the jobseeker and frontline counsellor;
- ▶ **A flexible package of job search assistance support** that caters for self-sufficient jobseekers and those who need help with interview techniques, building a CV and looking for jobs;
- ▶ **Pre-employment training and support** that provides jobseekers with an opportunity to develop employment-related skills;
- ▶ **Second chance programmes** that provides jobseekers with no qualifications an opportunity to develop skills and gain qualifications, using non-traditional routes;
- ▶ **Career guidance information and guidance** that is available to all, not only registered unemployed people. This can include information on websites, resources within PES and trained PES staff;
- ▶ **A well-developed IT system** that frontline counsellors can use to record information about jobseekers, assist with profiling and track the progress of each jobseeker;
- ▶ **Post-employment support** is available, where needed, to sustain labour market integration.

▶ **Box 9. Questions for self-reflection**

Use the questions below to think about the steps your PES need to take to develop high-quality services for jobseekers and how your PES can support people to fulfil their potential.

- ▶ What IT systems do you have in place to assist with profiling of jobseekers? What changes can you make?
- ▶ What steps would you need to take to develop and implement individual action plans?
- ▶ What training do you currently offer frontline counsellors? What training will they need in the future and how can you deliver this?
- ▶ What partners do you currently work with to deliver services to jobseekers? Who could you start to work with in your region/country and why?

▶ 4. Supporting sustainable enterprises: services to employers

A core feature of PES services is to collect vacancies from enterprises and for PES to facilitate good quality matches between jobseekers and enterprises. For enterprises, PES should be seen as the first stop to advertising vacancies and reaching a wide audience for free of charge. Across the region, this is often not the case. However, PES can work towards this by offering enterprises a wider set of support services that help enterprises to identify their skills needs and providing opportunities for their employees to upskill and reskill.

It is important to recognise that enterprises' needs vary, and they are not a homogeneous group. They may have different needs, at different times and these may be affected by their sector and location as well as the size of the enterprise. Enterprises often face multiple challenges and often they have very limited time available, particularly for small to medium enterprises (SMEs). This is important for PES to consider when choosing an appropriate communication method, and messages. Enterprises require carefully crafted messages that explain 'What's in it for me?' as well as what actions they need to take.

An important aspect of communication with enterprises is customer service. This is key when working with enterprises as they may return to work with PES again in the future. Building lasting relationships with enterprises can take time as PES often need to overcome any negative perceptions that enterprises have of PES as well as creating mutual trust between PES staff and enterprises. Trust can be built on good results and performance therefore it is important that PES staff have enough time to get to know an enterprise, understand their recruitment and skills needs and suggest jobseekers that are a good fit.

PES therefore need to resource enterprise services appropriately and need to vary their approach and service offer to enterprises so that they can offer them relevant services and support. This in turn will provide a more effective and efficient service, raise the profile of PES services and lead to a better use of PES resources. The box below outlines some of the key partners whom PES can work with to do this.

> ▶ **Box 10. Key partners to work with for delivering services to enterprises**
>
> To support sustainable enterprises, PES may consider working with the following types of organisations:
>
> ▶ Employers' organisations
>
> ▶ Chambers of commerce
>
> ▶ Trade / industrial associations (e.g., employer membership business organisations, EMBOs)
>
> ▶ Network organisations for SMEs
>
> ▶ Ministries, or regional / local government
>
> ▶ Media

The ILO[54] considers employer and business membership organisations (EMBOs) as representing a key part in society: enterprises. Successful enterprises are at the heart of any strategy to create and increase employment and increase the quality of life and living standards as a whole. The ILO views EMBOs as playing an 'important role in enterprise success by influencing the environment in which they do business and by providing services that improve individual performances'.

▶ **Box 11. Creating collective solutions with EMBOs**[55]

Global trends such as technological changes, climate changes and demographic changes (see Section 2.2 for more information) present different challenges that cannot be addressed by business alone. Companies need to work together to develop solutions via EMBOs. EMBOs can strengthen to viability and competitiveness of individual businesses via addressing issues around skills (of their current and future workforce); infrastructure; and the business environment. They are often keen to play a much more active role in this process and work with external partners to do so, including the public and private sectors and EMBOs. As such, EMBOs can:

▶ Help to build more collaborative economies in which governments and companies work together to address the most pressing challenges, and the resulting benefits

▶ Support the coordination and advice around improving the skills of their workforce, via revised and enhanced training programmes

▶ Shape labour markets that are better equipped to deal with future changes, with proactive engagement between EMBOs and different stakeholders. Communication and collaboration are required to promote trust and cooperation between business and wider society

▶ Adopt a long-term vision, based on strategic foresight, to help companies to be better equipped for change.

The table below provides an overview of the people, processes and services involved in delivering services for enterprises.

54 https://www.ilo.org/actemp/lang--en/index.htm

55 ILO and International Organisation of Employers (2019) 'Changing business and opportunities for employers' and business organisations' (https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---act_emp/documents/publication/wcms_679582. pdf)

▶ **Table 4.1 Supporting sustainable enterprises: people, process and services**

People	Processes	Services
Employer-specialist staff, or dedicated units	Receiving and posting vacancies, including quality checking vacancies	Online vacancy platform
Middle-managers	Supporting development of job descriptions	Dedicated support services to assist matching
	Collecting labour market information	Local/regional analysis and economic sector-based analysis
	Communication	Tailored local/regional updates and promotion
	Staff training	Customer support services

This section will outline the key aspects of successful approaches to working with sustainable enterprises. This will look at internal PES resource issues, efficient ways of receiving and posting vacancies, managing labour market mismatches and how to strategically work with enterprises.

▶ **Figure 4.1 Shaping enterprise behaviour: A framework of internal and external factors**[56]

External factors (e.g., macro-level policy and regulatory aspects; governance and social dialogue)

ENTERPRISE ENVIRONMENTS

FACTORS OF PRODUCTION

▶ Physical and intangible capital
▶ Human resources
▶ Other factors

STRATEGIES

▶ Organisation and management of resources
▶ Trade engagement
▶ Innovation
▶ Other strategies

Decent work

Competitiveness and productivity

4.1 How can PES best organise their internal resources to work with enterprises?

It is important that PES have separate resources for working with enterprises so that PES staff can develop personal connections, build trust and deliver results that meet enterprises' expectations. Depending on the size of the PES, this can either be a dedicated unit (team of people) or individuals that are specifically assigned to work with enterprises. This means that these types of PES staff are likely to require a slightly different skill set than front line counsellors and will have a different type of workload. This section will provide further details on some of key aspects of their work and the specific skills that these staff should have.

56 ILO (2017) 'World Employment and Social Outlook 2017: Sustainable enterprises and jobs: Formal enterprises and decent work' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_579893.pdf)

> ▶ **Box 12. Central offices or teams responsible for enterprise engagement**
>
> In many countries across Europe, PES have established a central office or team responsible for coordinating and supervising PES' enterprise engagement. The tasks of this unit can include:
>
> ▶ Designing enterprise services and service standards;
>
> ▶ Determining division of responsibilities and safeguarding cooperation among all units concerned with enterprise engagement;
>
> ▶ Providing advice in special situations;
>
> ▶ Developing and maintaining common tools (e.g., IT tools, contract templates);
>
> ▶ Developing and producing PR and communication materials, branding;
>
> ▶ Monitoring engagement activities and outcomes;
>
> ▶ Coordinating mutual learning and exchange; and
>
> ▶ Advising senior PES leaders on enterprise engagement issues.[57]

4.1.1 What is the importance of personal contact?

PES in the region as well as across Europe confirm that personal contact is an important aspect of working with enterprises. This is important to establish and develop a working relationship, boosting the PES' reputation and gradually overcoming any negative perceptions enterprises may have about the PES. An important element for enterprises is to have a single contact point within the PES whom they can contact when they would like to discuss their vacancy needs, skill requirements and any growth or down-sizing plans. In some PES, larger enterprises are provided with a specific account manager[58] within a national headquarter PES office, or it could be within a local PES office for larger enterprises working within specific regions. This means that the enterprise can assign a person within their own human resources (HR) department to work specifically with PES unit or contact point. Overall, this makes the communication between PES and large enterprises far more efficient, direct and standardised for both parties. Moreover, assignment of a key account manager can help the PES to develop specific knowledge of the business, and sector, and thereby better anticipate the enterprise's future needs.

In contrast, SMEs also prefer an individual contact point at the PES as this person can develop a full understanding of the enterprise and the challenges they are facing. Often SMEs have constraints around recruitment-related activities so in these instances PES can offer a greater advisory role around vacancies as well as wider skills needs[59]. In such instances, PES may wish to visit SMEs at their premises. This is because SMEs may not have the time to visit PES offices themselves and, depending on the sector and location, they may have some barriers in terms of online access (if a dedicated enterprise page is available on the PES website). This provides PES with an opportunity to develop deep insights into enterprises' recruitment needs, understand the issues that they are facing and gain valuable knowledge in terms of working conditions, worker' expectations and the wider sector.

57 European Commission (2018) 'Engaging with and improving services to employers' (https://ec.europa.eu/social/BlobServlet?docId=19735&langId=en)

58 European Commission (2014) 'Targeted services for employers' (https://ec.europa.eu/social/BlobServlet?docId=14083&langId=en)

59 Ibid.

Personal contact with enterprises can also be gained via holding special enterprise-focused events, specific meetings for enterprises (e.g., with a sector focus, or to promote certain services), or attending meetings and events organised by other bodies.

Any meetings or events that are organised by PES for enterprises should consider the specific needs and availability of enterprise. For example, PES could look at holding 'breakfast' meetings or working with 'umbrella' organisations such as chambers of commerce to attend events where enterprises will already be in attendance.

Case Study 8. Ireland: Ballymun Youth Guarantee Pilot Project: tailored approach for working with enterprises

The Ballymun Youth Guarantee Pilot Project tested the Youth Guarantee approach to address high rates of youth unemployment in an area of Dublin. The project aimed to provide young people under the age of 30 with a good quality offer of a job, apprenticeship, traineeship, work experience or continued education within four months of registering at the PES.

The project, led by the Irish PES, took a proactive, personal approach to engaging with enterprises with communication methods closely tailored to the needs of enterprises. Dedicated Enterprise Engagement Officers from the PES telephoned enterprises to explain 'what's in it for them' and this was followed up with face-to-face meetings at enterprise premises. PES officers provided an overview of support available to enterprises for hiring young people, as well as outlining a 'menu of options' of possible ways to get involved. The PES officers highlighted that any contribution from an enterprise was welcome, ranging from a talk at a job club to providing a work experience placement. In addition, meetings and events were organised at times that suited enterprises, including organising breakfast briefings.[60]

4.1.2 What do PES staff need to deal with employer and business membership organisations?

Establishing, building personal contact and dealing with enterprises take time and staff working with enterprises should be provided with dedicated time to deal with enterprises. This means that relevant PES staff should not be involved in other aspects of PES work, or this should be kept to a minimum. This division of work will allow PES the time and resources to make an important investment in delivering high-quality services to enterprises and provide PES staff with an opportunity to work with enterprises to develop quality, sustainable vacancies.

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60 https://ec.europa.eu/social/BlobServlet?docId=15220&langId=en

The time required to deal with different types of enterprises will vary according to their size. Larger enterprises are less likely to require intensive support from PES regarding vacancies and future recruitment needs as they are more likely to have internal recruitment strategies in place as well as dedicated internal human resource departments. They are therefore more likely to be 'self-sufficient' and contact PES on an 'as needs' basis, particularly if they can automatically upload vacancies directly on an online job portal.

In contrast, SMEs are likely to require more support as they often do not have human resource departments in place and may be less sure of their recruitment needs and less aware of what services PES can offer. In such cases, dedicated PES staff may need to provide SMEs with much more 'hand-holding' throughout the process and this can include developing a job description, posting a vacancy and providing a selection of candidates as well as providing ongoing support around available active labour market policies (where relevant) and the potential need for employees to upskill.

4.1.3 What skills are needed by PES staff who work with enterprises?

PES staff who are working with enterprises need to have some specific competences, which differ to those staff who are mostly working with jobseekers. This is so that staff are best placed to provide appropriate services and support and PES resources can be efficiently used when engaging with enterprises.

The table below outlines the key competences and behavioural indicators, developed by the European Commission, which may be a useful source of inspiration and information for PES in the region when thinking about the skill set of staff working with enterprises.

▶ Table 4.2 Key competences and behaviours for PES staff working with enterprises

Specific skill	Key competences	Key behavioural indicators
Sales and negotiation skills	Ability to build good relationships with enterprises, EMBOs and social partners to enhance cooperation in recruitment, including disadvantaged jobseekers, through the effective use of sales techniques	▶ Communicate using the language of enterprises, actively look for job placement opportunities ▶ Use sales techniques to enhance enterprise cooperation to focus on strengths of disadvantaged jobseekers ▶ Build satisfaction through careful identification of needs and being able to create 'win-win' situations ▶ Inform enterprises, EMBOs and social partners about ALMPs and other support options ▶ Offer enterprises help in relation to other issues they face
Working with EMBOs / social partner representatives	Ability to act as a link between enterprises and clients through networking and engagement with enterprises and EMBOs	▶ Liaise with enterprises and EMBOs to obtain information on jobs, placements and other opportunities ▶ Liaise with enterprises to understand, design and describe job requirements for available positions ▶ Organise job fairs, group sessions or other events ▶ Inform enterprises, EMBOs and social partners about the full range of PES services and support ▶ Use network contacts to monitor labour market changes ▶ Facilitate group sessions for enterprises
Building long-term relationships (customer binding)	Ability to build long-term relationships with enterprises (and EMBOs) through the provision of high quality and tailored services	▶ Comply with service standards, take personal responsibility for helping customers to solve their problems ▶ Build relationships of trust through the provision of high-quality and tailored services ▶ Continually strive to improve relationships, by regularly following-up and monitoring enterprise satisfaction with the service ▶ Show interest in changing customer needs and actively build knowledge

European Commission (2014) 'European reference competence profile for PES and EURES counsellors'

4.2 How can PES receive and post vacancies from enterprises?

Receiving and posting vacancies from enterprises is a core role of PES in the facilitation of the matching process. The method and approach to do this can vary according to the PES services as well as the needs and size of an enterprise.

The sections below outline different approaches to helping enterprises to develop job descriptions (in scenarios where this level of support is needed), as well as receiving and posting vacancies.

4.2.1 What support can PES provide to enterprises to develop job descriptions and establish working conditions?

An important step in creating vacancies is crafting well-written job descriptions. This will help to ensure that vacancies are suitable and help to develop decent work opportunities for all. The level of support required by different enterprises varies depending on their size, available resources and experience of developing job descriptions. For example, SMEs may need help to develop an appropriate and well-developed job descriptions that accurately reflect the expected worker's duties, responsibilities and expectations.

PES have good insights and expertise knowledge of what constitutes a good, well-written job description and this support can be valuable to SMEs who do not have this knowledge. This support can be given on a one-to-one basis via face-to-face meetings as well as via telephone support.

By providing tailored support to enterprises, PES can help to build capacity within enterprise organisations so that they have opportunities to develop their skills and knowledge and are better equipped to produce better job descriptions in the future. Importantly, PES support to SMEs to produce job descriptions can contribute to a more efficient matching process.

An important point to note is that PES can offer SMEs insights into expected working conditions and workers' rights. This can be important in helping to make sure that the vacancies are fit for publication and that enterprises are fully aware and up to date regarding their expectations and legal requirements.

EMBOs can be a useful partner for PES to communication information about expected working conditions to a large group of companies quickly and efficiently. This can help to inform smaller companies about any national, regional or local requirements and relevant expectations. For example, PES could attend EMBOs' meetings or events to inform groups of existing and new requirements. PES can also use such opportunities to promote their services on supporting enterprises to develop job descriptions. By taking part in such activities, PES help to establish and build up working relationships with specific companies.

4.2.2 How can PES encourage enterprises to upload and post vacancies manually and automatically?

The uploading of vacancies onto an online portal is an important step towards the publication of jobs. This can be done in different ways, and this can depend on the enterprise's size and available resources as well as their access to online services.

4.2.2.1 Manual uploading and posting of vacancies by PES staff may be suited in specific contexts

In some cases, PES may suggest to enterprises that they can send in their vacancies by email instead of automatically uploading these jobs to the online portal. This may be most suited to SMEs who require additional support as they do not have the resources to do this or where they may have limited or unreliable access to the Internet.

This can be more resource intensive for PES however it provides PES with an opportunity to have a good overview of what types of jobs (and at what levels) are available, providing insights into the expected roles and responsibilities of workers and it allows PES to undertake some important quality checks on the information that is added to an online portal. It may also help to encourage smaller enterprises to use PES services in the future, based on the quality of customer service that they receive as well as the quality and relevance of referred jobseekers.

4.2.2.2 PES can support the automatic uploading and posting vacancies by some enterprises

Automatic uploading of vacancies directly onto online vacancy databases can be promoted to certain types of enterprises, such as large enterprises. These types of enterprises often have greater capacity and expertise to develop adequate information for vacancies and may be more confident to do this.

In addition, it may be worth noting that online tools can be particularly useful for large companies given that they tend to have greater numbers and/or more regular flows of vacancies to advertise. They also give companies – and their human resource departments – a certain degree of autonomy in the recruitment process, meaning that PES staff can focus their face-to-face contact and resources on other (often smaller) enterprises.[61] In addition, it may mean that vacancies are uploaded onto an online vacancy database much quicker and at any time as PES are not required to intervene in this process.

The automatic uploading and posting of vacancies require appropriate IT systems and infrastructures to be in place. It can also require information to be uploaded in a standardised way so that there can be commonalities in terms of file formats, data categories and key words. This can help in jobseekers finding vacancies online as well as providing PES with possible data that can be exported and analysed in terms of emerging labour market trends and possible skills gaps between the types of vacancies upload against the skills of jobseekers. This information is used to update training and career counselling in line with the current labour market needs, ensuring that jobseekers have the latest information about enterprise needs and are referred to training that can put them in a good position when applying for a vacancy.

4.2.3 How can PES manage the quality of vacancies and working conditions?

It is worth noting that it is important for PES to have control over the quality of available vacancies, whether posted online or not, and the types of working conditions that enterprises want employees to work in. According to the ILO Centenary Declaration:[62]

"All workers should enjoy adequate protection in accordance with the Decent Work Agenda, taking into account:

▶ Respect for their fundamental rights;

▶ An adequate minimum wage, statutory or negotiated;

▶ Maximum limits on working time; and

▶ Safety and health at work."

Therefore, PES have an important role in filtering vacancies that do not take account or meet the areas highlighted above. By managing the quality of vacancies, PES can help to raise the quality and help to increase work that can be considered decent and sustainable.

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61 European Commission (2014) 'Targeted services for employers' (https://ec.europa.eu/social/BlobServlet?docId=14083&langId=en)

62 ILO Centenary Declaration for the Future of Work (2019) (https://www.ilo.org/global/about-the-ilo/mission-and-objectives/centenary-declaration/lang--en/index.htm)

4.3 What is the role of PES in managing labour market mismatches?

What happens when there is a mismatch between available skills and the needs of enterprises in a local, regional or national context? PES can have an important role in managing such mismatches in the labour market. This means that they can move from being reactive, and only enterprises reaching out to them when needed, to proactively working with enterprises to identify their future skills needs and working with them to anticipate future needs and what this subsequently means for PES' services for enterprises. By taking a more proactive approach, PES can help to maximise skill sets by upskilling workers and jobseekers in line with enterprises' needs, and thus easing transitions within the labour market and contributing to a low or lower unemployment rate.

> ▶ **Box 13. Skills mismatches: The ILO definition**[63]
>
> Mismatch may be measured by assessing either types of skills or overall skills possessed and required for competent performance on the job, by the person in employment.
>
> 1. Mismatch by type of skills: A person in employment is considered as over-skilled if they assess that the level of specific type of skills required to perform their job are lower than the level of skills they possess and under-skilled if the level of specific type of skills required to perform their job are higher than the level of skills they possess.   The type of skills assessed include but may not be restricted to: (a) job-specific/technical skills, (b) basic skills, (c) transferable skills.
>
> 2. Mismatch of overall skills: A person in employment is considered as over-skilled if they report having the skills to perform more complex tasks or under-skilled if they report that, to competently perform their job, some of their skills need to be further developed.

This section will outline how PES can carve out a role in terms of supporting sustainable enterprises in case of labour market mismatches.

4.3.1 Working with enterprises in case of redundancies

PES across the world are increasingly seeking ways to work together with enterprises before or when redundancies are announced. This can help enterprises to look at which skill sets they are able to retain within the company and PES can advise individual employees regarding potential relocation to other enterprises in the same locality, or if there are opportunities to take part in ALMPs where they can be upskilled or reskilled. PES can also advise enterprises as to available resources that they can access. This proactive approach can help to reduce the time of unemployment for individuals as well as providing enterprises with support.

PES need to have some arrangements in place, or at least to consider, the level of contact and cooperation with enterprise organisations and individual enterprises. This helps to identify at-risk employees who could benefit of training or re-deployment to other enterprises as PES can use their networks to find out which enterprises are likely to make redundancies.

63   ILO (2018) 'Guidelines concerning measurement of qualifications and skills mismatches of persons in employment' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_648557.pdf)

4.3.2 Working with enterprises to upskill or to reskill workers within an organisation

Enterprises and sectors are likely to experience changes in demands and emerging trends in terms of focus on their work and the necessary skills required by their workforce. PES can have an important role in advising enterprises in offering support and access to programmes that can help enterprises to maximise the potential of their workforce, so that it is more appropriate to the specific needs of the business. By doing this, PES can demonstrate to enterprises that they are not just providers of a matching service but are a wider labour market experts.

To do this, PES can provide enterprises with information about available resources and programmes that they can access to upskill or reskill staff according to emerging new needs. They can also highlight to enterprises other programmes and support that may be available outside of the PES, for example, provision of further education and training that is provided by organisations external to PES. This does rely on the PES having extensive networks and a good knowledge of available training that is relevant to the specific needs of an enterprise, or sector. It also helps if there are a network of training providers in place that can provide a range of suitable training.[64]

This type of approach can help workers to adapt to new challenges faced by the future world of work and it can help enterprises to make informed decisions about their workforce in terms of future learning and development opportunities.

It is also worth highlighting that this is an evolving picture as it is likely that going forward most, if not all, companies will be influenced by skilled workers across the globe and their workforce may be made up of different nationalities. Workers are increasingly likely to work more in complex teams and therefore the (soft and technical) skills that they will need in future will continue to evolve. Specialised training and internship opportunities, including training in non-traditional fields, may help to upskill and reskill workers and break down any perceived barriers and make certain sectors, such as manufacturing and production lines, more gender-inclusive.[65]

4.4 What is the value of working strategically with enterprises?

Working with enterprises should be considered as a long-term, strategic activity and not a 'one off' transaction to match vacancies. Instead, working with enterprises should be done with a view of creating long-lasting relationships between PES and enterprises. A strategic approach is considering the enterprises as part of larger value chain embedded in a market system.

The concept of value chains is a good starting point to understand how different activities are involved in developing activities from an initial start point to delivery.[66] This can include:

▶ Design;

▶ Production;

▶ Marketing and communication activities;

▶ Distribution;

▶ Support services; and

▶ Roll out and implementation with consumers (e.g., enterprises, jobseekers).

64   European Commission (2019) 'How do PES act to prevent unemployment in a changing world of work?' (https://ec.europa.eu/social/BlobServlet?docId=20600&langId=en)

65   ILO and International Organisation of Employers (2019) 'Changing business and opportunities for employers' and business organisations' (https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---act_emp/documents/publication/wcms_679582.pdf)

66   ILO (2016) 'Value chain development for decent work: How to create employment and improve working conditions in targeted sectors' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_434363.pdf)

Value chains are part of much wider market systems, where different actors provide support activities to enterprises and other organisations which reinforce behaviours and activities around how organisations involved in value chains operate.

PES can then gather information and knowledge about a particular enterprise, and sectors, over time and use this to design more efficient and effective services for enterprises, tailoring information as and where needed and providing enterprises with potential solutions to anticipated challenges. This section will provide information on initiatives to understand and collect local labour market information (including skills audits); regional and economic sector-based analysis; enterprise surveys; and wider communication with enterprises that can build trust and overcome any negative perceptions.

▶ **Figure 4.2 Market players**[67]
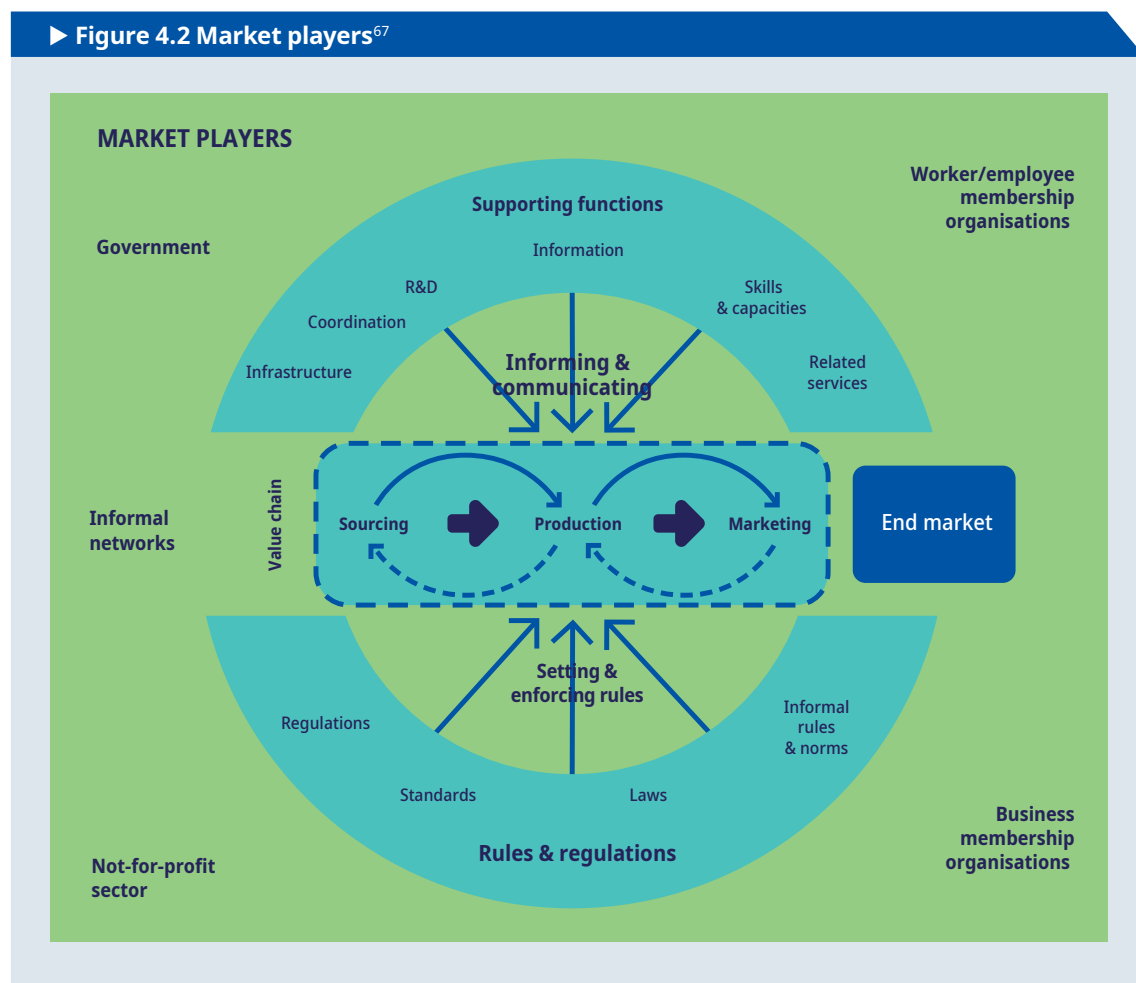
67 Adapted by ILO (2016) 'Value chain development for decent work: How to create employment and improve working conditions in targeted sectors' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_434363.pdf)

4.4.1 What is the value chain for decent work?

Decent work refers to opportunities for work that are:

▶ Productivity and a fair income;

▶ Provide security in the workplace and social protection for workers and their families;

▶ Offer better prospects for personal development and encourage social integration;

▶ Give people the freedom to express their concerns;

▶ To organise and to participate in decisions that affect their lives; and

▶ Guarantee equal opportunities and equal treatment for all.[68]

This applies to all countries and all types of employment, no matter what the level of economic development is.

▶ **Box 14. ILO Declaration on Fundamental Principles and Rights at Work (1998)**[69]

This states that four fundamental principles and rights at work are universal and apply to all workers in all countries, no matter what level of economic development. These are:

1. Freedom of association and the effective recognition of the right to collective bargaining

2. The elimination of forced or compulsory labour

3. The abolition of child labour

4. The elimination of discrimination in respect of employment and occupation.

The ILO view is that value chain development can contribute to decent work by:

▶ Creating more equal opportunities for productive work for women and men;

▶ Increasing incomes;

▶ Providing greater income security;

▶ Enhancing social integration, e.g. through social dialogue, and working with enterprise organisations;

▶ Providing better prospects for professional development (e.g., learning new skills); and

▶ Improving workplace health and safety.[70]

This is an important starting point to consider when working strategically with enterprises as PES can help to shape their employment offer so that it is in line with decent work.

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68 Adapted by ILO (2016) 'Value chain development for decent work: How to create employment and improve working conditions in targeted sectors' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_434363.pdf)

69 https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/normativeinstrument/wcms_716594.pdf

70 ILO (2016) 'Value chain development for decent work: How to create employment and improve working conditions in targeted sectors' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_434363.pdf)

4.4.2 How can PES use self-employment and entrepreneurship within the context of strategic partnerships with enterprises?

Self-employment and entrepreneurship can be used to develop long-term strategic partnerships with enterprises so that those entering into self-employment and entrepreneurship can be supported by those with greater knowledge, established systems and skills development can be supported. By providing such support to those entering these types of employment (particularly young people), new enterprises can receive better support in their early development and thus increase the likelihood of the enterprises being able to better contribute to local economies.

Support to budding entrepreneurs and those interested in self-employment can be delivered, in conjunction with partners, in three different ways, as outlined in Table 4.3 below.

▶ **Table 4.3 Types of support to potential entrepreneurs and those interested in self-employment**[71]

Type of support	Aim	Example	Potential partners to collaborate with
Enterprise education programmes	To enhance awareness of the benefits of entrepreneurship, and how to start and sustain an enterprise (including digital and platform economies)	Business-plan writing classes Management classes	▶ EMBOs ▶ Chambers of commerce ▶ Local vocational training providers ▶ Youth organisations ▶ Entrepreneur communities
Soft support	This provides assistance and advice to potential entrepreneurs, usually on an ad hoc basis	Mentors Social networks	▶ EMBOs ▶ Sector-specific networks ▶ Youth organisations ▶ Business incubators ▶ Entrepreneur communities ▶ Individual's own networks
Hard support	This is the provision of financial support that can be used to stimulate growth or access to specific infrastructure (e.g., IT, office space or equipment). This can be provided before and after start-up	Microfinance loans or grants	▶ EMBOs ▶ Chambers of commerce ▶ Sector-specific networks ▶ Youth organisations ▶ Business incubators ▶ Co-working spaces

ILO (2017) 'Rising to the youth employment challenge: New evidence on key policy issues' and 'Youth entrepreneurship and self-employment: Unleashing the potential of youth to succeed in business and to access decent work'.

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71   ILO (2017) 'Rising to the youth employment challenge: New evidence on key policy issues' / Niall O'Higgins (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_556949.pdf)

PES can work together with partners to deliver these different types of support to potential entrepreneurs. By providing such support, PES can build strength and capacity within individuals who are moving towards self-employment routes so that they are able to better react to market opportunities, grow financially and expand their networks.[72] This can also create opportunities for collaboration between different actors in value chains as knowledge and technological approaches can be shared, thus leading to the stimulation of innovation and upgrading value chains.[73]

4.4.3 How can PES improve their knowledge and information about enterprises?

It is important for PES to understand the needs of enterprises so that they can develop services that are effective and influence positively on enterprises at a local, regional and national level. PES can implement different methodologies and approaches so that they can develop an understanding of regional and local trends within sectors and collect information for local enterprises about their needs and employment trends. By undertaking some of these approaches, PES can gain more knowledge of needs of employers in the short, medium and long term and thus be in a better position to develop appropriate strategies and services.

A sector refers to areas of the economy in which businesses share the same or related products or services.[74]

4.4.3.1 How can PES develop an understanding of the regional picture and trends within sectors?

Information and insights gained from working with enterprises can be collated and analysed to look for trends across different sectors and this information can be used to inform and shape PES services on a regional and national level. Researching and analysing market systems, based on value chains, can help PES to develop relevant interventions.[75] By collating information about different sectors and types of businesses on regional and national level, PES are able to draw out key messages around increasing sectors and declining sectors.

To do this, PES can:

1. Identify a sector and value chain

2. Undertake market system research and analysis, including

    a. Develop a research design method

    b. Undertake initial research

    c. Research and analyse the market system

    d. Verify and prioritise constrains

72 'Youth entrepreneurship and self-employment: Unleashing the potential of youth to succeed in business and to access decent work' (https://www.decentjobsforyouth.org/theme/youth-entrepreneurship-and-self-employment#Why)

73 Ibid.

74 ILO (2016) 'Value chain development for decent work: How to create employment and improve working conditions in targeted sectors' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_434363.pdf)

75 Ibid.

3. Pilot an intervention

4. Implement the intervention

5. Monitor and measure the results of the intervention.[76]

It is worth highlighting that several of these steps may happen in parallel. For example, data collection and analysis often happen at the same time; mapping of sectors and value chains may be updated throughout the process; and the generation of ideas for possible interventions may begin at analysis stage and may require additional research before interventions can be fully developed.[77]

This activity and steps can be undertaken across different local PES offices by a regional office as well as a national office (if needed). Data can be analysed to produce regional based reports that look at specific sectors and identify trends for the future. The emerging outcomes can be shared among all PES in the region, or national area, and tailored information can be produced according to the geographical sectors. This information should highlight any key conclusions and implications that can be incorporated into services for enterprises, in terms of tailored and targeting specific sectors, and the implications for potential interventions. In addition, information can be filtered down to services for jobseekers.

Trade associations benefit from working with the PES as they can benefit from the size and scale of their employment support and initiatives. They can also use the close collaboration as an opportunity to influence and guide delivery, promote their sector and ensure that the sector priorities are addressed. In addition, each trade association can be allocated a contact point within the PES. Working with trade associations can help to give certain enterprises, such as SMEs, a voice as well as providing PES with invaluable knowledge and insights.[78]

PES can also work with network organisations to get knowledge and insights of single organisations, which represent the interests of many enterprises within a certain sector. Often these are trade associations that represent specific groups of enterprises within a sector. They can represent enterprise interests on regional or national levels, and they have an in-depth knowledge of the sector, their needs and interests going forward. They can also include employers' organisations, such as EMBOs, who bring together different enterprises. They may reflect local interests, for example within one town/city, or they may represent a certain sector. EMBOs have an in-depth knowledge of their members' needs now and in the future which will be useful for PES to access and use.

Key results can then be used to inform and shape PES enterprise-focused services so that they are well-placed to current and future service sector needs. This can then filter through to the delivery of jobseekers in terms of providing jobseekers with appropriate guidance, services and wider programmes that equip them to fit with enterprises' current and future needs.

The information gained through regional and sector analysis and working with network organisations can be collated and packaged to other external partners and organisations who may be interested in the labour market, for example this could include Chambers of Commerce, relevant government ministries and the media. This helps to promote PES' profile and knowledge about the labour market. How labour market information can be packaged and shared with partners is further explored in Section 7.

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76 ILO (2016) 'Value chain development for decent work: How to create employment and improve working conditions in targeted sectors' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_434363.pdf)

77 Ibid.

78 European Commission (2014) 'Targeted services to employers' (https://ec.europa.eu/social/BlobServlet?docId=14083&langId=en)

4.4.3.2 What can PES do to understand the local labour market?

PES can initiate activities that can help them to capture information about enterprises' plans, as well as gathering insights from other organisations within the local area, to build an overview of the local labour market. Having an in-depth knowledge about the local labour market needs and trends is important for PES to be able to provide efficient and effective counselling, plan ALMPs accordingly as well as anticipate future services.

4.4.3.3 What do PES need to do to collect information from local enterprises?

PES can conduct short surveys to collect information from local enterprises. This can cover points that include:

▶ Number of current vacancies

▶ Future recruitment plans

▶ Current and future skill needs

▶ Current and future training requirements

This type of information can also be collected on a more informal basis via regular communication and interactions between the PES and enterprises. This information can be collated and analysed to see if there are commonalities and to identify enterprises whom the PES can specifically target support to in the future as well as identifying where, and if, more promotional activities are required to raise awareness and encourage enterprises to make use of existing programmes and provision. The results of such activities may also highlight where changes can be made to enterprise focused programmes.

In addition, it can also be used to shape the delivery of counselling as frontline counsellors may be able to advise jobseekers of upcoming vacancies, or training that would increase their chances of being suitable for a position.

4.4.3.4 How can PES find out about enterprises' satisfaction with PES services and how can this shape PES' knowledge of the local labour market?

Satisfaction surveys with enterprises can help to monitor if PES services are filling their needs, highlight what areas can be improved and demonstrate any unknown needs. This can contribute to PES' understanding of what enterprises in their local area need, what they would like to see from PES and therefore how PES can improve their services and performance in respect of local enterprises.

Within the prolonged interaction with enterprises it is likely that their needs and expectations will change and therefore it is important for PES to 'check in' with enterprises to find out about this. It also means that it is important for PES to constantly monitor their satisfaction, particularly if enterprises are using online services.[79]

> PES can use a range of methods to establish enterprise satisfaction. This can include online questionnaires; on-site paper questionnaires; group discussions; and real-time face-to-face feedback.[80]

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79 European Commission (2016) 'Measuring customer satisfaction with PES: Increasing PES effectiveness by meeting customer needs' (https://ec.europa.eu/social/BlobServlet?docId=15854&langId=en)

80 Ibid.

The key issues that PES should seek to establish when conducting satisfaction surveys with enterprises can include:

▶ overall satisfaction;

▶ level of information on service prevision;

▶ satisfaction with online services (where they exist); and

▶ usefulness and relevance of networking events (where appropriate).

The results can be analysed and grouped by PES service, target group and enterprise size. This can help PES to understand any differentiation in results and where any specific targeting needs to take place.

> **Case Study 9. Development strategy to improve SMEs 2016 – 2030 in the Astrakhan Region, Russian Federation**
>
> In the Astrakhan Region, in the Russian Federation, they have in place a development strategy to improve SMEs (running from 2016 to 2030). The aim to increase share of SMEs in Astrakhan Region economy, moving from 20% to 40% in the future. It also aims to provide SMEs with support to create a business plan, offer independent expertise to them and support people to make their transition to entrepreneurship / SMEs.

4.4.4 What communication activities can PES do to promote enterprise-focused services?

Enterprises often have a low level of awareness of enterprise-specific services offered by PES, and the wider full complement of PES services. PES can undertake strategic communication-based activities to raise awareness and promote their services. This helps to raise the profile of PES as well as increasing the use and engagement of enterprises in services and activities. It can also help to dispel any myths or negative perceptions that enterprises may have about PES and to help them understand that the PES can offer services beyond vacancy matching.

> Strategic communication is used as an umbrella term to describe specific activities of an organisation that are designed to manage their relationships with internal and external stakeholders. Often this is to build a favourable image of the organisation by influencing stakeholder opinions of the organisation and its products or services. This is also sometimes referred to more broadly as communication activities or a communications programme.[81]

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81 European Commission (2018) 'Communication and (re-)branding toolkit for employment services' (https://ec.europa.eu/social/BlobServlet?docId=20004&langId=en)

Figure 4.3 below provides an overview of the timing of different activities that can communicate with enterprises to raise awareness, promote their services and to think strategically about the delivery of services to enterprises.

▶ Figure 4.3 Types of communication activities for enterprises

Short-term activities

▶ One-to-one contact
▶ Face-to-face visits
▶ Hosting events or meetings
▶ Attending events and meetings organised by other

Medium-term activities

▶ Establishing ageements with trade associations
▶ Undertaking media work to promote PES activities

Long-term activities

▶ Use of 'employer champions' that actively promote PES support
▶ Developing national or regional strategies for enterprise engagement

Source: ICF

▶ **Box 15. The importance of communication campaigns to other target groups**

PES need to develop communication campaigns to other target groups, such as jobseekers. Strategic and brand communication is an umbrella term used to describe 'specific activities of an organisation that are designed to manage their relationships with internal and external stakeholders. Often this is to build a favourable image by influencing stakeholder options of the organisation and its products or services'.[82] By undertaking communication activities, PES can raise awareness of their activities and services, create a positive narrative around these and (in time) overcome any negative perceptions that stakeholders may have of PES. Communication campaigns need to be specific to the target group and be mindful of how they consume information, when and where and any existing perceptions.

Strategic and brand communication activities should follow the below process:[83]

1. Identification of needs

   I. What communication needs does the PES have?

   II. What stakeholders does the PES have?

   III. What are the characteristics of each group of stakeholders?

2. Design strategy

   I. What activities are PES already delivering for specific groups, and what intelligence does this provide about stakeholders' interests?

   II. What does this mean for communicating with the target audience?

   III. What tools can be used to engage with different stakeholders?

3. Create messages

   I. What action-orientated messages can be developed and for which target groups?

   II. How can these messages support the broad objectives of the strategy?

4. Mobilise and monitor

   I. How will the messages be implemented?

   II. How can the PES monitor them to see if they are making a difference and are a good use of resources?

5. Evaluate and evolve

   I. What is the feedback on the activities from the intended target group?

   II. How can the feedback be taken into account to further evolve and improve future communications activities?

82   European Commission (2018) 'Communication and (re-)branding toolkit for employment services' (https://ec.europa.eu/social/BlobServlet?docId=20004&langId=en)

83   Ibid.

4.4.4.1 Establishing agreements with trade associations and using media to promote this work

PES can establish a working relationship formally, or informally, by setting up agreements with trade associations, or via other networking organisations. Other organisations could include EMBOs, chambers of commerce, small business federations and other alliances. This can be an effective way to reach out to groups of enterprises to promote PES services.

Using this approach, in some countries PES have been able to address priority sectors and work directly with organisations with high recruitment needs.[84]

> ▶ **Box 16. Using agreements with specific enterprises or EMBOs to promote wider services**
>
> Agreements can also be in place with specific individual enterprises, or EMBOs, to formalise collaboration. In such agreements, enterprises and EMBOs commit to communicate recruitment needs, provide information on vacancies and feedback to the PES. They can also include information on any commitment to hire jobseekers from disadvantaged groups. The PES can outline their support services in terms of vacancies and wider services that can be provided to the enterprise and EMBOs.[85]

Some PES have undertaken media work to promote and publicise their work with enterprises and EMBOs, within or outside the context of agreements. This can be used to show how PES have supported enterprises to grow and develop in terms of staffing levels and skills (where appropriate), and ultimately make a positive contribution to the economy. This can have a 'snow-ball effect' as it can increase the interest of other EMBOs and enterprises when they see the added value and business benefits of working closely with the PES.[86]

> ▶ **Box 17. Media work as part of wider strategic communications**
>
> Media work carried out by PES to promote services for enterprises can be part of a wider strategic communication plan. Strategic communication requires the following points:
>
> ▶ definition of PES identity and role
>
> ▶ identification of key stakeholder groups at all levels
>
> ▶ definition of the goals of PES communication and a communication strategy for each stakeholder group
>
> ▶ effective management of its relationships to key stakeholders, customers, and the public; and
>
> ▶ regular stocktaking of communication and working relationships, listening to stakeholders' views as well as informing them of news and developments.[87]

84 European Commission (2014) 'Targeted services to employers' (https://ec.europa.eu/social/BlobServlet?docId=14083&langId=en)

85 European Commission (2012) 'Agreements with large companies, practices and offers for these companies' (https://ec.europa.eu/social/BlobServlet?docId=14045&langId=en)

86 European Commission (2014) 'Targeted services to employers' (https://ec.europa.eu/social/BlobServlet?docId=14083&langId=en)

87 European Commission (2017) 'PES Network Seminar 'Making the PES Business Case' (https://ec.europa.eu/social/BlobServlet?docId=17482&langId=en)

4.4.4.2 Developing an enterprise strategy can help to focus efforts and resources

An enterprise strategy can provide an outline of the overall aims, objectives and intended long-term outcome of services for enterprises. It can help the PES to think about the anticipated shape of enterprise services in the future and what resources, measures and programmes they will need to put in place so that the desired outcomes can be achieved. Such strategies can be designed and delivered on either a national or regional level, depending on the PES governance structures in place in a specific country or region. National plans can also be adapted to regional/local levels so that they can be implemented in frontline delivery.

> A strategy is a set of measures designed to achieve a set of goals and realise a desired outcome. In our context, these refer to the relation between the whole PES and enterprises in the enterprise sector.[88]

A strategy for enterprise services can help to:

▶ Understand how working with enterprises is linked to PES strategic labour market goals

▶ Create a common vision of enterprise services for the whole PES organisation and staff

▶ Encourage PES staff to work in the same direction

▶ Make taking decisions and actions at operational levels easier and quicker

▶ Set priorities and resolve issues when resources are limited

▶ Communicate the work of PES externally, especially to enterprises, and internally to PES staff and managers.[89]

In addition, by closely working with member organisations or similar associations PES can help them to deliver high quality services, information and well-informed insights that enable their members to adapt quickly to the emerging future of work.[90]

> ▶ **Box 18. Indicators to monitor enterprise engagement**
>
> As part of an enterprise strategy, it is important to also think about indicators to monitor their engagement. This can help to see if the services provided are being used and provide some information on the market share PES and wider trends. Popular indicators for enterprise engagement include:
>
> ▶ number of enterprise visits within a time period
>
> ▶ number of job vacancies acquired within a period
>
> ▶ number/percentage of acquired job vacancies that are filled
>
> ▶ enterprise satisfaction rates in relation to services
>
> ▶ number of enterprises using particular services (e.g., accounts created on an online platform).[91]

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88 European Commission (2018) 'Engaging with and improving services to employers' (https://ec.europa.eu/social/BlobServlet?docId=19735&langId=en)

89 Ibid.

90 ILO (2012) 'Services by Employers' Organizations. A strategic approach to service development' (https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---act_emp/documents/publication/wcms_595792.pdf)

91 European Commission (2018) 'Engaging with and improving services for employers' (https://ec.europa.eu/social/BlobServlet?docId=18869&langId=en)

▶ **Box 19. Supporting sustainable enterprises:**

Below is a checklist of the key features that should be delivered in high quality services for sustainable enterprises:

▶ **An enterprise engagement strategy** at national, regional, and local levels including single points of contact and outreach for employers, and PES services tailored to meet the different needs of large/small enterprises and specific sectors

▶ An established **structure for communicating with enterprises** at local, regional, national levels, including regular enterprise engagement events including partnerships with trade associations

▶ Enterprise base analysed **enabling segmentation** to compare the jobs placed by enterprise with the skills and profiles of registered jobseekers

▶ **Policies to encourage enterprises to place vacancies**, manual and automated vacancy placing systems, built around enterprise requirements, including support for drafting vacancy advertisements

▶ **Dedicated trained enterprise-relations staff** (i.e., with related competencies that cover relationship management, communications, labour market sector knowledge and others)

▶ **Enterprise satisfaction surveys**, feedback mechanisms and an employer satisfaction target

▶ **Using LMI to identify labour market trends** at national, regional and local levels

▶ **Employer input to PES decisions on the design of ALMPs**

▶ **Systems to analyse vacancies** and match them to registered jobseekers' competencies

▶ Work with enterprises to **identify future skills needs** and assistance for enterprises, with support and access to programmes to upskill and reskill workers

▶ Receipt of **regular LMI concerning future skills needs**, growth sectors, vacancies and training requirements

▶ Help for **enterprises to access training** networks and provide support in pre-redundancy and redundancy situations

▶ PES **assistance for enterprises with recruitment** initiatives, e.g. selecting candidates for interview, work trials/internships

▶ **Box 20. Questions for self-reflection**

Use the questions below to think about the steps your PES need to take to develop and implement support services for sustainable enterprises.

▶ What systems do you have to communicate with enterprises, especially to encourage them to place vacancies? How can these be improved?

▶ What steps would you need to undertake to create the conditions to compare advertised vacancies with the skills and competencies of registered jobseekers?

▶ What measures do you currently have to assess enterprises' opinions of your services? How do you use the information you receive from enterprises to improve services?

▶ What do you use LMI for? How can this be exploited further to improve services to enterprises?

▶ 5. Creating inclusive labour markets

The ILO Centenary Declaration[92] calls for inclusive labour markets with equal opportunities and equal participation for all, including those with disabilities and others in vulnerable situations. PES have a special role and opportunity to be at the forefront of delivering holistic services that support and activate disadvantaged groups. By providing targeted support to those in vulnerable positions, PES can get more people into work and this can in turn contribute to boosting the labour force potential on a local, regional and national perspective.

The term 'disadvantaged groups' means groups that are in a vulnerable place within the labour market and do not have an equal footing compared to the rest of the population when applying for jobs. Groups facing disadvantage in the job market often need to overcome several barriers affecting their capacity to seek, find and maintain work. While some barriers may relate to core competencies or work ability, these are often coupled with non-employment-related challenges.[93]

Disadvantaged groups can include:

▶ Low-skilled adults

▶ Older unemployed

▶ Long-term unemployed

▶ Homeless people, including young people

▶ Migrants

▶ Refugees

▶ Disabled people or those with health issues (including mental health)

▶ Women returning from maternity leave

▶ Young unemployed, particularly those with little work experience

▶ Rural populations

▶ Ethnic minorities

PES can work with other social partners to put programmes in place to help address any potential discrimination and reduce labour market inequalities. As a result, PES' support can help individuals to enter into sustainable and stimulating quality employment. The box below outlines the key partners PES can work with.

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92 ILO Centenary Declaration for the Future of Work (2019) (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_711674.pdf)

93 ILO (2018) 'Public employment services: Joined-up services for people facing labour market disadvantage' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_632629.pdf)

▶ **Box 21. Key partners to work with for delivering services to create inclusive labour market**

To create inclusive labour markets, PES may consider working with the following types of organisations:

- ▶ NGOs
- ▶ Youth organisations
- ▶ Migrant organisations
- ▶ Disability organisations
- ▶ Specialist providers
- ▶ Education providers
- ▶ Community organisations
- ▶ Employers
- ▶ Ministries, or regional / local governments
- ▶ Employer and business organisations (EMBOs)
- ▶ Trade unions

The table below provides an overview of the people, processes and services involved in delivering services for creating inclusive labour markets.

▶ **Table 5.1 Creating inclusive labour markets: people, processes and services**

People	Processes	Services
Frontline counsellors	Initial assessment and referral	Active labour market programmes
Specialist support staff (e.g., youth workers)	Staff training	Vocational education and training programmes
Middle-managers	Outreach and activation (relating to young people)	Wage subsidies
	Subcontracting specific services to specialist providers	Second chance programmes

This section will outline how PES can invest in their staff so that they are a valuable resource and have the knowledge to develop and deliver services, programmes and measures for disadvantaged groups.

5.1 How can PES increase staff awareness and knowledge?

Providing staff with information and training on the needs of different disadvantaged groups is vitally important to create the conditions for well-informed frontline counselling and appropriate support and well-designed, appropriate support programmes. This is important as this will contribute to creating the conditions for an inclusive labour market, in which all workers are able to contribute to the labour market and those who are disadvantaged are given support to overcome any barriers.

PES staff should receive training and information so that they understand:

▶ Why PES need to work with disadvantaged groups, and how this links to wider local, regional and national economic policies

▶ What disadvantaged groups can offer to enterprises as an added value, in comparison to other types of jobseekers

▶ Understand the differences between disadvantaged groups and what different barriers they may face in accessing the labour market (e.g., access to transport, childcare, language barriers/abilities)

▶ Understand the possible provision available to different disadvantaged groups, and how and when different provisions can be used to facilitate an individual's transition to employment.

Giving staff this knowledge will provide them with knowledge that will help them to think of disadvantaged groups as individual jobseekers who have something to offer enterprises. This may help PES staff, particularly frontline counsellors, to think beyond stereotypes and help to unlock the skills' potential of each individual.

Training to PES staff should be ongoing across the year so that it is not 'one off' and staff are kept up to date with any new programmes, initiatives and support services that can be offered to particular disadvantaged groups. In addition, ideally training should be complemented with materials that staff can access at any time. For example, training can take place in a face-to-face format in each PES office and the training materials can be circulated afterwards and this can be complemented with a handbook and or materials available online.

External organisations like non-governmental organisations can offer expertise and in-depth knowledge on the needs and characteristics of particular groups, such as ethnic minorities or migrants. PES can take advantage of their expertise by accessing written information and PES can also invite social partners to deliver specific awareness raising sessions on the needs, characteristics and expected barriers on certain groups. This can provide PES staff with information on any sensitivities, cultural norms and barriers or solutions that can assist with disadvantaged groups' access to PES services.

PES counsellors who are at the frontline of delivery services to jobseekers require more intensive and tailored training. This is so that they are trained to assess each jobseeker carefully, including any specific needs and are able to explore any barriers that they may have to participating in any programmes or their job search. Each PES counsellor should have the knowledge to provide relevant guidance, specific solutions and alternative pathways to entering the labour market (where and if needed).

▶ **Box 22. PES staff competences in disadvantaged groups**[94]

Within the EU, it is acknowledged that PES staff should be competent to acquire and use current knowledge of disadvantaged groups. PES staff who are able to demonstrate this are able to:

▶ Regularly acquire and update their knowledge of disadvantaged groups in the labour market

▶ Acquire and apply their current knowledge of local/regional/national labour market conditions for these disadvantaged groups, in order to convey relevant information to these clients

▶ Demonstrate knowledge of relevant actors, partners and programmes to support disadvantaged groups in the labour market

▶ Structure and appropriately apply this knowledge to individual cases

▶ **Figure 5.1 Cycle for creating and delivering services for activating disadvantaged groups**
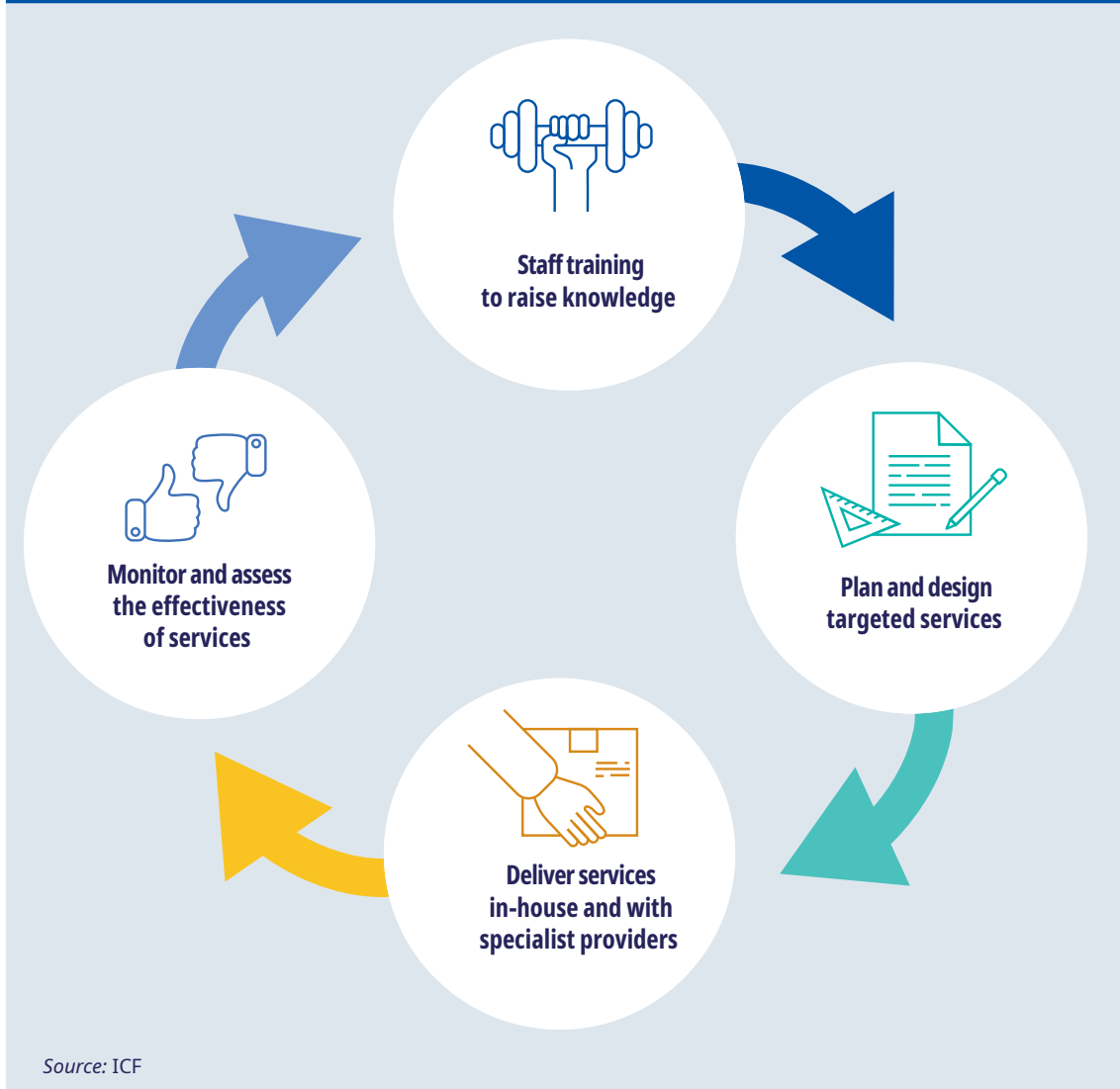
Staff training
to raise knowledge

Plan and design
targeted services

Deliver services
in-house and with
specialist providers

Monitor and assess
the effectiveness
of services

Source: ICF

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94   European Commission (2014) 'European reference competence profile for PES and EURES counsellors' (https://ec.europa.eu/social/BlobServlet?docId=14100&langId=en)

5.1.1 What skills are needed by PES staff who work with disadvantaged groups?

PES staff who are working with disadvantaged groups need to have some specific competences, which differ to those staff who are mostly working with other types of jobseekers or employers. This is so that staff can provide intense support, and PES can use resources effectively to place those who are furthest way from the labour market. In addition, multi-skilled teams are important to ensure that teams working with disadvantaged groups have a range of competences and areas of expertise so that they are well placed to offer holistic support to this target group.

The table below outlines the key competences and behavioural indicators, developed by the European Commission, which may be a useful source of inspiration and information for PES in the region when thinking about the skill set for PES counsellors working with disadvantaged groups.

▶ **Table 5.2 Key skills and behaviours of staff working with disadvantaged groups**

Specific skill	Key competences	Key behavioural indicators
Knowledge of disadvantaged groups in the labour market	Ability to acquire and use current knowledge of disadvantaged groups in the labour market	▶ Regularly acquire and update knowledge of disadvantaged groups in the labour market including (but not limited to): disabled people, parents returning to work, long-term unemployed, young unemployed, older unemployed, people with specific health-related problems, unemployed with low qualifications, ethnic minorities/migrants, etc. ▶ Acquire and apply current knowledge of local/regional/national labour market conditions for these groups, in order to convey relevant information to clients ▶ Demonstrate knowledge of relevant actors, partners and programmes to support disadvantaged groups ▶ Structure and appropriately apply knowledge to individual cases
Knowledge of labour market policy, ALMP measures/concepts for activation	Ability to acquire and use current knowledge of labour market policy, ALMP measures/concepts for activation	▶ Regularly acquire and update knowledge of labour market policy including (but not limited to): employment protection legislation, job creation policies, social security systems, work-life balance and equality issues, education and training systems, labour taxation and wage setting mechanism, etc. ▶ Regularly acquire and update knowledge of ALMPs/concepts for activation including (but not limited to): direct job creation schemes, hiring subsidies, business start-up support, internships, trainings and skills formation measures, etc. ▶ Acquire and apply current knowledge of local/regional/national labour market conditions in relation to effectiveness of labour market policies, in order to convey relevant information to the clients ▶ Structure and appropriately apply knowledge to individual cases

European Commission (2014) 'European reference competence profile for PES and EURES counsellors'

Case Study 10. Creating multidisciplinary teams for working with disadvantaged young people: The Swedish approach[95]

In Sweden, PES and municipalities worked together on a specific measure, UngKOMP, which aimed to support 5,000 young people. The project specifically targeted young people who were long-term unemployed or at risk of long-term unemployment, focusing most on young people with complex needs.

To deliver the measure, PES and municipalities pulled together a team with different skills sets and areas of expertise. This included employment advisors, psychologists, education workers and social workers. Having such a team in place was effective for young people who faced complex needs as they provided holistic, coherent and individualised counselling and support. This meant that young people dealt with the team, rather than several agencies.

The average duration of a young person's engagement with the multi-skilled team was eight months. The UngKOMP measure started in 2015 and ended in March 2018 and it was used in 19 Swedish municipalities.

5.2 How can PES plan and deliver different measures to activate disadvantaged groups?

5.2.1 What are the key considerations for delivering measures to disadvantaged groups?

'Integrated' or 'joined-up' services refer to a sequenced organisation of various types of support and measures to help clients who are not job ready or face complex barriers in the labour market – beyond job and employability skills – to secure employment.[96]

To deliver efficient and effective measures for disadvantaged groups, PES need to consider different aspects. These key considerations cover the resourcing, delivery mechanisms and needs of the target group. This can help PES move towards delivering joined-up services to help people facing complex barriers to employment to find work and build on their skills.[97] Reflecting on these points in the early planning stages of new activities will contribute to more efficient and effective activities and thus aid the transition of disadvantaged workers into sustainable, positive outcomes.

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95 European Commission (2018) 'Activation measures for young people in vulnerable situations: Experiences from the ground' (https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8142&furtherPubs=yes)

96 ILO (2018) 'Public employment services: Joined-up services for people facing labour market disadvantage' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_632629.pdf)

97 Ibid.

Firstly, it is important to understand the specific needs of a disadvantaged group. While individuals within each disadvantaged group will have slightly different needs there will be commonalities within the group. The initial assessment and profiling undertaken by a frontline counsellor (as described in Section 3.1.2) is an important step to understanding individuals' broad needs as this can collect information on their characteristics and assess what support they will need to make steps towards employment. The frontline counsellor should also be in the position to be able to view the full menu of options of programmes and support arrangements that could be available to the individual, given their circumstances, and select the most appropriate method of support.

On a strategic level, it is important for the measures and activities for disadvantaged groups to be reviewed and updated on a regular basis. This can help to increase the quality and relevance of existing provision but identify any gaps in provision and consider what measures and activities can be introduced. Going forward, the challenges presented by the rapidly evolving world of work reinforce the need to do this so that measures are 'fit for purpose.'

Secondly, it is important for PES to think carefully about who is best placed to deliver such measures. This may involve reaching out to organisations outside of the PES to deliver specific activities as they have specialist knowledge to do this. Using specialist organisations to deliver services may be most suited to specific groups, such as the disabled, where PES do not have in-depth knowledge. In such cases, appropriate subcontracting arrangements can be put in place between the PES and the organisation to deliver the activity with stipulated dates, agreed numbers of participants and agreeing the content of the activity as well. Using specialist providers to deliver some specific services is common in some EU countries, such as France, Germany, Sweden and the UK. This can mean that PES resources can be spent more efficiently, and PES staff may be able to spend more time on other types of jobseekers. This is also a way that PES demonstrate how they are working together with different organisations across the labour market to create inclusive, sustainable employment.

In terms of delivering joined-up services for disadvantaged groups, available evidence shows that this is often driven by the need of service providers to tackle barriers to employment in parallel to those in other areas, such as education, health and housing. This policy choice is aimed at improving the relevance and quality of services, producing sustainable outcomes and making more efficient use of existing resources. Evaluations of specific ALMPs with a strong emphasis on employability services conclude that integrated service delivery is particularly beneficial for populations facing obstacles to full participation in employment.[98]

Linked to the issue of resourcing, PES may wish to consider if some disadvantaged groups may respond better to PES if they have a single contact person. For the PES, this offers the benefits of:

▶ Creating trust between the young person and contact person, and indirectly the PES

▶ Developing in-depth knowledge of an individual, their needs and the (multiple) barriers they are facing.

This is more appropriate in cases where individuals have a set of complex needs and will require a lot of support before they are suitable for employment. Such groups could include young unemployed people, long-term unemployed or older workers.

Thirdly, the needs of the target group also need to be carefully considered when planning and delivering activities and measures for disadvantaged groups. Different disadvantaged groups may have different barriers and some barriers will cut across groups, such as access to transport and caring responsibilities. When planning, designing and delivering activities and programmes it is important to think about the barriers but also potential solutions as to how participation can be facilitated. This can help to reduce any drop-outs and disengagement from activities, thus ensuring that PES resources are efficiently used.

The figure below provides an example of the wide range of barriers faced by a young unemployed jobseeker and when participating in a support programme or wider activity, as well as suggestions for potential solution for each barrier. Some of these barriers and solutions will also be applicable to other types of disadvantaged groups and other groups may also have additional barriers and solutions that need to be considered. This demonstrates the different aspects that PES need to consider when developing and delivering activities for disadvantaged groups.

98   ILO (2018) 'Public employment services: Joined-up services for people facing labour market disadvantage' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_632629.pdf)

▶ **Figure 5.2 Barriers and potential solutions for a young unemployed jobseeker's participation in a support programme/activity**

Barriers	Potential solutions	Barriers	Potential solutions
Training/ placement starts at 9 am or earlier	Arrange later start time (if possible)	No financial resources for smart clothes/ specific clothing requirements	Costs can be covered by programme funding
Young person doesn't respond to communication	Provide different methods of communication (e.g. SMS)	Lack of, or poor access to transport	Costs for transport can be covered, or transport can be provided

Source: ICF

Young people have different needs, expectations and life experiences to other types of jobseekers as well as accessing and digesting information differently to other groups. Outreach to young people and their subsequent activation is vital to invest in their skills, knowledge and capacities so that they can become empowered to take control of their careers in the future. By activating young people and providing them with support with positive transitions to work, it reduces the likelihood of this cohort requiring the support of PES in the future.

Across different geographical areas, different PES have tried and tested different strategies and approaches to target young people. In terms of reaching out to young jobseekers, tried and tested methods include:

▶ Online self-service tools

▶ Job fairs

▶ Mobile facilities (e.g., buses or roadshows to rural locations)

▶ Using social partners to reach out to discouraged young workers or unemployed jobseekers.[99]

In addition, PES across the world have used a mixture of Internet-based and face-to-face contact session for offering career guidance. The wide range of different measures used by PES demonstrates that effective services for young people require diverse approach and there is no 'one size fits all' when it comes to young jobseekers. In fact, services need to be carefully targeted to the needs of individuals and therefore profiling activities are vitally important in this process.[100]

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99   ILO (2016) 'Mutual learning workshop: What works on employment services for youth' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/documents/publication/wcms_318139.pdf)

100 Ibid.

Case Study 11. PES services and support for young people in Uzbekistan

In Uzbekistan, it is expected that by 2030 the labour force will grow by 3.9 million people and it will become the fifth largest workforce in the transition economies of Europe and Central Asia. As a result, different measures have been implemented to enable young people's transition to the labour market:

▶ Organisation and delivery of training programmes to train and re-train young people, according to the skills needed in local labour markets

▶ Quotas for enterprises and other organisations to hire a minimal number of young people

▶ 869 labour fairs have taken place enabling 13,400 young people to enter employment

▶ Provision of microloans, in cooperation with the State Employment Promotion Fund and commercial banks, to provide funding for small projects in cities and outer regions. By July 2019, a total of 36.2 billion UZS has been provided via microloans to 2,403 individuals.

Looking to the future, the Uzbekistan government has established an Action Strategy, highlighting five priority areas for development between 2017 and 2021. Creating jobs and upskilling the labour force is an important part of this policy. In cooperation with the Korea International Cooperation Agency, vocational training centres have been established in Tashkent, Samarkand and Shakhrisabz, with more in the pipeline. This means that:

▶ Young people can participate in short-term professional training.

▶ The provision of training varies from region to region as it is designed around the needs of the local labour market.

▶ Centres collaborate with local, regional and national industries to create a 'bridge' between learners and the employers.

In addition, Uzbekistan is working with international donor organisations to promote youth employment and find out more about youth issues. Specifically, this includes:

▶ A joint project with the UN Development Programme on 'Promoting Youth Employment in Uzbekistan' launched in spring 2019. The aim is to promote formal employment, especially among young people. The three-year project will deliver measures around:

1) Supporting and promoting youth employment through ALMPs, especially college and university graduates, young women, returning labour migrants and vulnerable groups;

2) Promotion of youth entrepreneurship and business start-ups; and

3) Enhanced capacity of the Ministry of Employment and Labour, to provide services to promote youth employment.

A national study, in cooperation with UNICEF, is ongoing to review the aspirations, needs and risks of young people on their overall well-being and ability to exercise their rights. Young people are asked to complete a short survey on a weekly basis using mobile phones and social network platforms. The results will be used to improve and implement youth policy.

Young people who are furthest from the labour market, particularly those not in education, employment or training (NEET) often need to go through different phases before they are ready for employment. The figure below demonstrates each phase of their journey and highlights in-house measures and measures that need collaboration with other partners.

▶ **Figure 5.3 Key phases of NEET's journeys, in house measures and collaborative actions**[101]

| Preventing early school leaving (ESL) | Reintegrating early school leavers | Transition from school to work and further training | Fostering employability | Employer contact and removing barriers |

Beginning phase of journey — **Middle phase of journey** — **End phase of journey**

1.1 In-house
▶ PES giving information on work and careers
▶ Student visits to PES
▶ PES awareness rising events and job fairs

2.1 In-house
▶ Personal advisers, coaches and teams
▶ Assessment and individual action plans
▶ Job search skills
▶ Addressing employment barriers (like language)

3.1 In-house
▶ Vouchers
▶ Employment subsidies
▶ Subsidies for arranging working conditions
▶ Self-employment support

1.2 Collaboration with education and social work
▶ Data sharing on NEET
▶ Collaboration with youth outreach

2.2. Collaboration with NGOs, social work and trainers
▶ Improving coping and language skills
▶ Workshops
▶ One-stop-shops
▶ Job-specific training

3.2 Collaboration with employers
▶ Job fairs
▶ Internships
▶ Work trials
▶ Apprenticeships
▶ Employment

It is important for PES to regularly review measures and services that target disengaged young people, including NEETs, to:

▶ Identify what elements of existing programmes are effective;

▶ New interventions can build on what works;

▶ Gaps, fragmentation and overlapping in current service provision can be identified; and

▶ Service providers and organisations, suitable as potential partners, and specific activities or inputs can be identified.[102]

The box below outlines some guidelines for reviewing measures and service delivery mechanisms for young people.

101 Taken from European Commission (2016) Sustainable activation of NEETs (https://ec.europa.eu/social/BlobServlet?docId=16571&langId=en)

102 ILO (2017) 'Guide for developing national outreach strategies for inactive young people' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613351.pdf)

▶ **Box 23. ILO guidelines to review measures and service delivery mechanisms for young people**[103]

The purpose of this activity is to: *"Identify existing policies, measures and services targeting disengaged young people in the country"*. It involves the following tasks:

▶ Assess the extent to which social inclusion policies have worked to improve the integration of young people.

▶ Map the public and private providers that assist inactive young people at national and local level.

▶ Review the type, range and geographical distribution of existing services and programmes targeting disengaged young people.

▶ List the main gaps that are brought to light by the mapping of policies, measures and service delivery mechanisms.

5.2.1.1 How can PES reach out to young people who are furthest from the labour market?

Some groups of young people face particular challenges and barriers to access the labour market. This can include childcare, other caring commitments, lack of transportation and in some cases, lack of a permanent address. This can mean that certain groups of young people who may require the most support do not engage with PES and they can become 'lost' and remain outside the system.

PES need to use tailored approaches to reach out to such groups of young people as well as other measures to ensure early activation and engagement. Using specific approaches, PES can ensure that young people furthest from the labour market get the support they need to enter sustainable employment.

Young people at risk often require a lot of 'hand holding' as they may need support to develop wider transferable skills and behaviours as well as assistance with finding employment. For example, a young person who is facing multiple barriers to employment and has had negative experiences in education in the past may not automatically trust the PES, or a person representing the PES, and is likely to lack work-related behaviours. A person-centered approach can therefore help to build up trust with the young person and create in-depth knowledge about the individual's needs. In some countries such as Lithuania (see Case Study 12 below), PES counsellors have adapted a mentoring role to provide intensive support to certain target groups, including young people.

103 ILO (2017) 'Guide for developing national outreach strategies for inactive young people' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613351.pdf)

▶ **Box 24. Tips for successful early activation and engagement of young people furthest from the labour market**[104]

▶ Orientation/profiling is a useful step to engage young people and get them to voice their aspirations and interests. PES counsellors can work with the young person to provide them with realistic advice about the labour market and shape the next steps – whether this is work experience, vocational training, apprenticeships or further education.

▶ Individual action plans are a useful tool to outline the specific steps for the young person concerned, tailored to their unique situation.

▶ Financial support can provide a vital lifeline to some groups of young people, for example to pay for transport that is required so that they can participate in an ALMP.

▶ Combinations of counselling, mentoring and guidance delivered by specifically trained staff are effective.

▶ Holistic and person-centred approaches are a must. This can help to identify the needs of the young person, strengths and areas to develop.

▶ Trust between a young person and an advisor is critical. The young person may require a lot of support, and in turn the advisor may need some patience.

Case Study 12. Using mentoring for specific groups of jobseekers in Lithuania[105]

The Lithuanian PES use a mentoring programme to provide young jobseekers, long-term unemployed and jobseekers aged over 55 with tailored service provision. This provides them with intensified counselling to address the personal and professional barriers that inhibit their re-integration into labour market.

Mentors are selected from PES counsellors, via an application process. The mentors receive training from universities before they take on the role. Clients are selected on the basis of their personal and employment history, qualifications and skills. Mentors work with no more than five to ten clients at the same time, meeting them once or twice a week. The mentoring programme lasts for six months and clients continue to receive support from mentors when they have found a job. Mentors stay in touch with clients via email, phone calls or face-to-face meetings at least once a month.

The employment rate of young jobseekers increased by more than 25% and by more than 15% amongst older jobseekers in 2015, partly due to the mentoring programme. In addition, 120 job counsellors increased their qualifications by taking part in the training provided by the programme.

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104 European Commission (2018) 'Activation measures for young people in vulnerable situations: Experience from the ground' (https://ec.europa.eu/social/BlobServlet?docId=20212&langId=en)

105 https://ec.europa.eu/social/BlobServlet?docId=17007&langId=en

5.2.1.2 What is a person-centred approach and how can PES use this with young people?

Increasingly PES across the world are using a person-centred approach to develop and deliver services, particularly those targeting young people. A person-centred approach places the individual at the centre and a package of services are tailored to their specific needs. Wrap around support services provide ongoing support to the individual so that they receive assistance to navigate services, as minimum. In many countries, joined-up services is also designed with a person-centred approach in mind. This can help partners to work together to advise, support and develop holistic packages that are specific to an individual's context. Working closely with partners to deliver a person-centred approach can contribute to reducing the risk of an individual becoming 'lost' from the system.

A person-centred approach has four key aspects that PES can implement:[106]

1. Provide a package of services that include core services, such as face-to-face support, and additional 'add-on' services that are specific to needs of an individual and the barriers they are experiencing

2. Include of motivational-related activities (e.g., workshops, non-work-related opportunities to develop transversal skills) and psychological/social assistance, which are carefully selected and tailored to the individual's specific needs

3. A designated case worker, which supports individuals through their journey, guides them through different services and support. This could be from a dedicated youth team in the PES. Ideally, the contact should continue once the individual enters employment, particularly for those who have more complex needs.

4. Demonstrate to individuals that they can contribute to increasing the quality of their life and by giving them opportunities so that they feel like 'equal partners.' This can be via co-design of their service package, allowing them to express their views and working with them to improve service delivery (where possible).

5.2.2 What is the value of active labour market programmes?

Labour market programmes and policies can be divided between active labour market programmes (ALMPs) and passive labour market programmes. Passive labour market programmes provide income replacement to jobseekers, for example unemployment benefits as replacement for wages, early retirement incentives and social assistance. In many countries, the largest share of labour market expenditure is often sent on passive labour market policies, however active labour market programmes are increasing.[107] In contrast, ALMPs are available to jobseekers who are unable to find employment easily.[108] ALMPs are typically funded programmes that aim to improve the employment prospects of participants.[109] They typically include one or more of the elements outlined in the table below.

106 European Commission (2018) 'Activation measures for young people in vulnerable situations: Experience from the ground' (https://ec.europa.eu/social/BlobServlet?docId=20212&langId=en)

107 ILO (2004) 'Successful employment and labour market policies in Europe and Asia and the Pacific' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_elm/documents/publication/wcms_114329.pdf)

108 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

109 ILO (2017) 'Rising to the youth employment challenge: New evidence on key policy issues'. Niall O'Higgins (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_556949.pdf)

▶ **Table 5.3 Typical elements of an ALMP**

Element	What it includes
Employment services and job search assistance	This usually means that the PES takes a mediating role between jobseekers and enterprises that are looking for employees
Subsidised employment	This usually takes two forms: 1. Employment on public projects, e.g. construction of new infrastructure 2. Employment with private employers via wage subsidies
Skills training	This usually involves on- or off-the-job training with a view of providing young people with job-related skills

ILO (2017) 'Rising to the youth employment challenge'

In addition, ALMPs usually have common goals[110] that include:

▶ Reduce the duration of unemployment and long-term welfare dependency,

▶ Improve employment outcomes for registered unemployed jobseekers, and

▶ Improve system efficiencies (within PES and between PES and services provided by other labour market actors).

Within the region, ALMPs are in place but they are not widely accessed by unemployed people when compared to the wider pool of unemployed people.[111] There is the potential for PES in the region to further promote employability support, including ALMPs, in order to encourage more jobseekers to register with the PES and access ALMPs. This can increase the PES share of working with unemployed people, contribute to shortening the average duration of unemployment as well as demonstrating the added value for PES to ministries so that future investment can be secured.

PES can collect information on unemployment duration, participation in ALMPs, results in terms of employment after their completion (at set points such as within one week, one month and six months, to show sustainability), expenditure and cost-effectiveness of ALMPs.[112]

110 European Commission (2016) 'Issues emerging from combining active and passive measures for the long-term unemployed – the design and delivery of single points of contact' (https://ec.europa.eu/social/BlobServlet?docId=16863&langId=en)

111 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

112 Ibid.

An important aspect in the delivery of ALMPs is communication and promotion of these programmes to enterprises. It is important for enterprises to be familiar with the options available as their cooperation is critical to the delivery of some programmes, for example subsidised internships, specific training, wage subsidies or concessions for recruiting disadvantaged groups (e.g., tax breaks for recruiting disabled workers or young people who do not have any previous work experience).[113]

> **Case Study 13. Armenia – Employment promotion policies for people with disabilities in Armenia**[114]
>
> Armenia has developed, together with the ILO, services to promote the employment of people with disabilities. The State Employment Service Agency works with social partners, regional governments and non-governmental organisations to deliver support appropriate to each persons' needs. This includes vocational rehabilitation, vocational training, job placement support, lump-sum compensation for adapting workshops and promotion of self-employment.

It is worth mentioning that public works are one of the most widely used ALMPs within the Commonwealth of Independent States (CIS) region[115] and they are frequently used by young people. While they offer income, work experience and opportunities to develop work behaviours and undertake valuable work for communities, they are not always suitable for highly skilled individuals and often do not lead to future, sustainable employment.

This manual will explore two specific types of ALMPs – vocational education training and wider training programmes and wage subsidies.

> **Case Study 14. Creating employment opportunities for women returning after maternity leave in the Astrakhan Region, Russian Federation – 'My mother is an entrepreneur' project**
>
> In 2017, the PES in Astrakhan Region of the Russian Federation initiated a pilot project 'My mother is an entrepreneur', in partnership with:
>
> ▶ Amway Charity Foundation 'In Responsibility for the Future';
>
> ▶ The Federal Corporation for the Development of Small and Medium Enterprises (SME Corporation); and
>
> ▶ The Committee for the Development of Women's Entrepreneurship of the All-Russian Non-governmental Organisation of Small and Medium Business (OPORA RUSSIA).

113 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

114 Ibid.

115 Ibid.

The project targets women who left the labour market because of childbirth or childcare and aims to promote women's self-employment by helping the women bring their business ideas to fruition. Women who have children younger than 18 and are currently registered with the PES are eligible to participate.

Participants undergo a free-of-charge five-day intensive training course on the basis of entrepreneurship and business management, with mentoring support by professional entrepreneurs. A competition among participants' projects is held in the final stage of the training. A winner is selected by a jury of experts based on economic feasibility, originality and social significance.

The winner receives 100,000 Russian Rubles (in 2019) from the 'In Responsibility for the Future' Foundation. In addition, the PES provides all participants with the materials necessary to start their businesses (worth approximately 85,000 Russian Rubles).

A total of 88 women have participated in this project, 44 of whom have established their own businesses during the first three years of the project.

Case Study 15. Piloting Entrepreneurship Promotion Programmes in Azerbaijan

Azerbaijan implemented a pilot entrepreneurship promotion programme, with support from the ILO, to increase youth entrepreneurship in rural areas. The pilot programme targeted 20 young people and the lessons from this practice have now been transferred into a much larger national scale programme that focuses on self-employment. To date, the national project has now supported approximately 2000 families and a network of nation-wide trainers has been established. The national project has been established within the framework of 'Strategic Roadmap 2020', which identified that socio-economic development is important and that there are should be specific activities in place to help young people to expand their capacities and integrate them into society.

5.2.2.1 Vocational education training programmes can provide jobseekers with sector-specific knowledge and transferable, lifelong skills

Vocational education and training (VET) can provide jobseekers with knowledge, technical skills and competences specific to a certain job and career path as well as providing an individual with an opportunity to develop transferable cross-cutting skills like teamwork and communication that can assist with their future career development. The content of the training and education is closely linked to the needs of the labour market and it can respond to specific enterprise needs, which can contribute to developing jobseekers who have skills that enterprises need now and in the future. VET programmes can therefore help to increase the skill level of the local labour market, thus making the local area more attractive to enterprises and having the potential to make real contributions to local, regional and national economic strategies.

VET can be a suitable ALMP for disadvantaged groups, such as young people who have a low skill level, as it can include a range of different learning methodologies that mix classroom based as well as hands-on, work-based practical experience. As such, VET can be used as a route to provide training to different groups of disadvantaged registered jobseekers. For example, it can be a valuable offer to:

▶ Young people who do not have previous experience and have a low skill base; or

▶ Older workers who may need to upskill or reskill so that they have the appropriate skills required by the labour market.

To make sure that participation is worthwhile, and resources can be efficiently used PES need to carefully consider the following aspects for each individual:

▶ Education level and history;

▶ Qualifications; and

▶ Skills that they already have.

Within the context of the future of work, it is likely that the VET and other types of work-based learning will become much more important as they can be delivered in a short-time frame to deliver training on technical skills required by sectors. The content of VET training programmes can be quickly updated so that those participating, including disadvantaged groups, are equipped with the skills required by enterprises before they enter into employment.

PES need to work with local partners to deliver VET or other work-based learning training programmes. This can include enterprises, education providers and technical education providers. These partnership relationships are required so that the work-based elements can take place in either simulated work environments or real-life work environments. By working with local, or regional, organisations PES can allocate specific activities to specialist providers and in time, overcoming negative perceptions of PES. In addition, PES can also position their ALMPs and training delivery with partners within wider strategies, as this has been demonstrated in Azerbaijan.

Case Study 16. Youth of Azerbaijan Strategy

The Youth of Azerbaijan Strategy includes the provision of education and state-led programmes to unemployed young people and to highly skilled graduates as well as the organisation of events and labour fairs targeting young people/graduates to keep young people aware of the skills demanded by the labour market. It also includes a 'Youth Board', which covers the provision of part-subsidised jobs for graduates aged under 29. To date, 14,000 young people have participated in this specific aspect.

More widely, work-based learning activities can include apprenticeships, internships and on-the-job training. Programmes that include work-based learning aspects facilitate transitions to decent work and lead to better labour market outcomes for learners, enterprises and governments, in terms of better employment outcomes and wages for learners and positive rates of return on investment to enterprises and governments.[116] The box below outlines some benefits and advantages of using work-based learning programmes.

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116 ILO (2018) 'Does work-based learning facilitate transitions to decent work?' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_635797.pdf)

▶ **Box 25. Benefits offered by work-based learning programmes**[117]

Labour market participation seems higher for learnings which are paid for the work-based learning component of their programmes, for example for interns and apprentices, than those learnings which are not paid.

In terms of enterprises, the financial and non-financial returns are largely positive in the case of internships and apprenticeships, but the benefits vary by programme type, duration and skill level and the extent to which learners contribute to productive activities of the enterprise. For apprenticeships, early findings show that the benefits continue for enterprises after the apprenticeship is finished.

Technical vocational education and training is effective at getting younger age groups in the labour market as it brings workplace-based training into the education and training domain. Apprenticeships and paid internships are valuable in this context.

It is important for enterprises to get inputs and they should be provided with information on the potential costs and benefits concerning different types of work-based learning programmes.

5.2.2.2 Wage subsidies can be used to encourage enterprises to hire disadvantaged groups

Wage subsidies can be provided for a short period of time to enterprises to encourage them to recruit disadvantaged groups. The aim is to compensate enterprises for initial lower productivity plus additional costs of on-the-job training or mentoring of the worker.[118] This can provide enterprises with a lower cost work force and provide disadvantaged groups with employment and an opportunity to develop work-related skills. Over time, it is expected that the wage subsidies would be taken away and the enterprise would take on the worker full time.

However, the use of wage subsidies must be carefully designed and targeted. For example, they can be targeted to the hiring of specific groups such as disabled workers. In this specific case, it is often perceived that workers with disabilities often cannot perform at the same level as their fellow workers without disabilities, or that enterprises perceive their productivity to be lower.[119] By carefully considering their target group and their design, PES can reduce any dead-weight losses. They have been successfully used in the Commonwealth of Independent States (CIS) region as the case study box below shows.

Case Study 17. Azerbaijan – wage subsidies for enterprise to hire young people far from the labour market[120]

In Azerbaijan, launched a 50% wage subsidy is offered to enterprises for six months to hire young people who are far from the labour market. The programme has been very successful in helping to provide work experience to young people and in helping enterprises to change their attitude towards young people.

117 ILO (2018) 'Does work-based learning facilitate transitions to decent work?' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_635797.pdf)

118 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

119 European Commission (2016) 'Disability and labour market integration' (https://ec.europa.eu/social/BlobServlet?docId=16601&langId=en)

120 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

Existing literature demonstrates that the success of wage subsidies can be strongly dependent on how they are combined with individual coaching and enterprise involvement.[121] This could include a specific contact point either at the enterprise or the PES for the individual to 'check in' with and to provide them with any necessary guidance. Once the wage subsidy has ended, it is recommended that disabled workers are offered vocational training, which may help to facilitate their transition to non-subsidized work.[122] It is worth noting that evaluation literature on wages subsidies shows that only few wage subsidy programmes return positive results for young people, but they often perform poorly regarding their impact on the future employment prospects of participants.[123]

5.3 What can PES do to monitor and assess the effectiveness of measures for disadvantaged groups?

ALMPs need to be carefully monitored and evaluated to assess their effectiveness and establish what works and why. Monitoring ALMP activities can collect information that includes number of participants, length of unemployment duration after the ALMP, number of enterprises involved, number of participants who move into employment (and what type of employment) and gender split of participants (where relevant). Monitoring should be an ongoing activity and part of a standard approach to service delivery and the emerging outcomes are analysed, shared and discussed at management level so that higher levels are aware of the uptake, outcomes and potential impacts of ALMPs and any improvements can be made going forward. This can contribute to delivering high quality services that encourage equal participation in the labour market.

> Monitoring is a continuous process of collecting and analysing information about a programme and comparing actual against planned results in order to judge how well an intervention is being implemented.[124]

5.3.1 What methods can be used to collect data?

To be able to monitor the effectiveness of different measures for disadvantaged groups PES must have systems in place to collect data. This should be a standardised process across PES offices on a local, regional and country level so that results can be collated and viewed as a whole.

Certain metrics should be available via online systems, if they are used, where information can be added about each jobseeker upon registration with their personal information, employment and education history, results of initial assessment and any subsequent actions undertaken by the jobseekers including any ALMPs the jobseeker has been enrolled in. If data is not present in an online system, PES could consider the following points:[125]

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121 European Commission (2011) 'The role of public employment services in youth integration' (https://ec.europa.eu/social/BlobServlet?docId=14112&langId=en)

122 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

123 European Commission (2016) 'Disability and labour market integration' (https://ec.europa.eu/social/BlobServlet?docId=16601&langId=en)

124 ILO (2013) 'Monitoring and evaluation of youth employment programmes: A learning guide' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/documents/instructionalmaterial/wcms_384468.pdf)

125 European Commission (2019) 'Getting started with key performance indicators' (https://ec.europa.eu/social/BlobServlet?docId=20673&langId=en)

▶ Are there surveys or other ways to collect quantitative monitoring data?

▶ Are there ways to develop automated ways to collect this data to the IT infrastructure?

▶ Are there ways to collect qualitative information to find out about participants' views and experiences of ALMPs?

With regards to collecting qualitative information PES can undertake online or paper exit questionnaires. These can be used for two reasons. Firstly, and most simply, to find out about their satisfaction and general impressions of a programme. Secondly, an exit questionnaire can also be used to find out the 'distance travelled' and knowledge gained. These can be carried out at the end of a programme, for example vocational training programme, and where paper-based questionnaires are used they can be done 'on-site' to ensure a good response rate.

In addition, PES may also consider undertaking telephone interviews with participants at specific timings after the ALMP has ended, for example six weeks or one month afterwards. This can be used to collect feedback on the measure and to find out the jobseeker is now in employment.

5.3.2 How can data be used to monitor and assess the effectiveness of measures?

PES can collect a vast amount of data by recording information via the methods outlined above. PES should collate this on a monthly basis, or less frequently, and draw out interesting talking points from the data and share these points with senior management. For example, the data could show that more (or less) disadvantaged groups are participating in ALMPs, which groups are well or less represented, and transition time to employment. This can also be coupled with an analysis of the qualitative data, if available, that can highlight any areas of improvement from an individual's perspective. In the Russian Federation all regional PES offices are required to collect information using a dedicated form called '2T-Jobplacement'.[126] The form is collated by the regional PES and the data is then analysed by the Russian PES.

Information can be collated and referred to within the context of the 'Plan, Check, Do, Act (PCDA)' cycle. This can be an important part of a PES' quality management approach which can help them to continuously monitor delivery (including objectives, targets, and indicators), evidence-based evaluations, and subsequent innovations and improvements.[127] The figure below shows the PCDA cycle.

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126 An example can be found here: https://normativ.kontur.ru/document?moduleId=44&documentId=42180&from=similarforms

127 European Commission (2018) 'Methods of quality management' (https://ec.europa.eu/social/BlobServlet?docId=20389&langId=en)

▶ **Figure 5.4 PCDA cycle**[128]
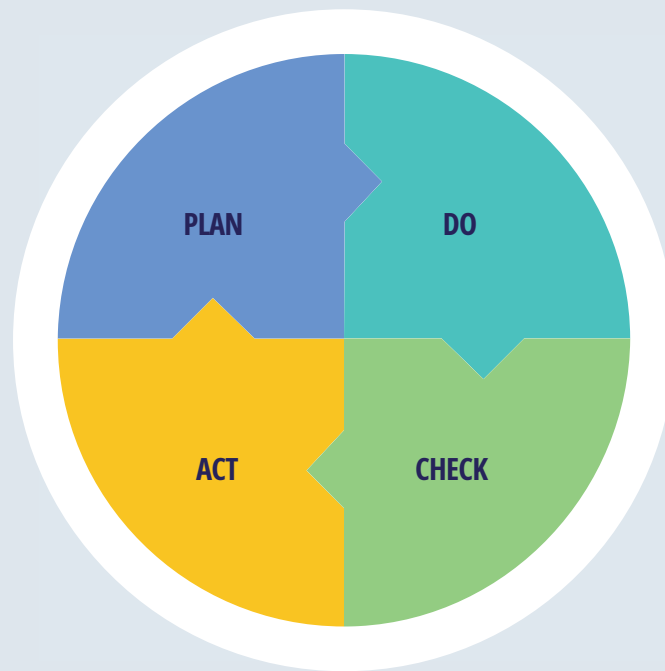
Plan: Defining objectives, identifying hurdles, developing strategy.

Do: Implementing plan to achieve objectives and overcoming hurdles.

Check: Monitoring and evaluating progress.

Act/adjust: Standardising what worked; changing what did not work.

Evaluation is the assessment of an intervention to determine its relevance, efficiency, effectiveness, impact and sustainability.[129]

128 European Commission (2018) 'Methods of quality management' (https://ec.europa.eu/social/BlobServlet?docId= 20389&langId=en)

129 ILO (2013) 'Monitoring and evaluation of youth employment programmes' (https://www.ilo.org/wcmsp5/groups/public/---ed_ emp/---emp_policy/documents/instructionalmaterial/wcms_384468.pdf)

In order to carefully evaluate and assess the effectiveness of different ALMPs PES need to consider a number of questions, these will help to establish a clear direction for evaluation activities. The questions below are a good starting point for evaluation activities:[130]

▶ What do we want to know about PES services?

▶ How can we build up such knowledge?

▶ What conclusions can we draw to inform the PES strategic and operational decisions?

Establishing systems for evaluation systems requires several prerequisites, which include:

▶ Appropriate legislative basis

▶ Demand for evaluation results from decision-makers

▶ Good quality data

▶ Data warehouses and appropriate IT systems

▶ PES staff who have the knowledge and methodological know-how.

However, PES can work towards this without all these different prerequisites in place. For example, using pilot schemes is a good starting point for PES to run a small scale 'test' of a specific approach. This can help to identify what works and what needs to be improved before the pilot is rolled out to a larger level. Pilots are used by some regions in the Russian Federation to test approaches to delivering ALMPs to young people (see the Case Study below).

Case Study 18. Republic of Kalmykia, Russian Federation, – design and adoption of wage subsidies for long-term unemployed young people[131]

The Republic of Kalmykia in the Russian Federation launched a pilot employment programme in 2015 aimed at getting long-term unemployed young people into work. A 50% wage subsidy was offered to enterprises for six months to encourage them to hire the target group. Sixteen young people took part, most of them had only short-term, low quality work experience. Thirteen young people got permanent employment with the same enterprise after the wage subsidy expired and three other young people secured permanent employment with other enterprises. The scheme was incorporated into the region's employment programmes since 2016.

When dealing with young people who are furthest from the labour market, it is important to develop monitoring and evaluation approaches that consider the long-term positive impacts on the individual. By considering the longer-term impact, PES can develop insights into what does or does not work and this can be used to adjust or re-design specific programmes.

One successful approach is using the 'distance travelled' approach.[132] Instead of looking at a vulnerable young person's employment situation at the end of a specific programme, it looks at the 'distance' and progress the young person makes since he first accessed support. This can also account for different interventions that may not necessarily help the young person to enter employment straight away.

130 European Commission (2018) 'PES Network Seminar on piloting and evaluation' (https://ec.europa.eu/social/BlobServlet?docId=19254&langId=en)

131 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

132 European Commission (2018) 'Activation measures for young people in vulnerable situations: Experience from the ground' (https://ec.europa.eu/social/BlobServlet?docId=20212&langId=en)

5.4 What is the added value of working with partners to deliver these services?

It is worth stressing that in order to deliver appropriate and effective ALMPs to disadvantaged groups it is important to work with specialist providers and other labour market actors to do this. This is so that the most appropriate services can be provided in a cost-effective manner and it also means that PES resources can be funnelled towards other activities, such as supporting and counselling easier-to-place jobseekers. By working with other actors, PES also expand their network and, as a by-product, promote their range of services and improve others' understandings and perceptions of PES. This section will provide some details on the importance of staff training as well as providing an overview of the different partners who PES may want to work with.

5.4.1 Why should PES staff be specifically trained to deal with disadvantaged groups?

Staff training is very important to ensure that all relevant staff have the right knowledge and expertise and are equipped with the PES' key messages around partnership working and the benefits of working with disadvantaged groups.

Firstly, PES staff who deal directly with enterprises need to be able to convey to enterprises why they should participate in measures and incentives for disadvantaged groups. PES staff should be able to emphasise the unique opportunities, views and skills that some disadvantaged groups may offer to an enterprise. For example, some migrants may be able to speak different languages that could be of an advantage to enterprises or young people with a low experience level may be more au fait with new technologies and may be able to bring in new, innovative ideas that may enhance and improve enterprise practices.

In some European countries, the PES have created special awards or badges for enterprises to recognise their work in hiring disadvantaged workers and their contributions to fair, equal and inclusive employment.[133] This is a win-win situation for both PES and enterprises as it is something that enterprises can promote as a good example to jobseekers as a sign of a quality workplace, to other businesses and they may also promote this in the media. For the PES this can be used as an example of the 'added' value of PES that can be shared with other enterprises and stakeholders.

Secondly, PES staff should also be knowledgeable about the needs of disadvantaged groups and be in the position to help enterprises to overcome any potential biases, such as gender bias that may be held by enterprises in specific sectors. PES can also produce (or work with specialist organisations to produce) training and information materials that may contribute to changing the perceptions of enterprises. This is an important step to create workplaces and labour markets that are without bias or discrimination.

5.4.2 Who should PES work with to develop and deliver ALMPs and why?

Partners need to be carefully selected so that they can make appropriate inputs into the design and delivery of ALMPs. This can help PES to deliver high quality, effective ALMPs that can aid the transition to the labour market for disadvantaged groups. The table below outlines some of the different partners whom PES can consider working with to develop and deliver ALMPs. The list is not exhaustive, but it is intended to indicate the value of gaining insights from others and that PES cannot delivery ALMPs alone.

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133 European Commission (2014) 'Targeted services to employers' (https://ec.europa.eu/social/BlobServlet?docId=14083&langId=en)

▶ **Table 5.4 Partners to work with in the development and delivery of ALMPs**

Partner type	Reason(s) to work with them
Local governments and public administrations	Development and in the delivery of public work schemes Raising awareness of ALMPs
Local enterprises	Promote ALMPs to them and encourage take up of wage subsidies Encourage enterprises to host on-the-job training, internships and apprentices
Local education and training institutions	Providing VET related programmes
Youth organisations	Outreach to young people Provide input in the development of ALMPs targeting young people Provide input in the support to young people participating in ALMPs, e.g. as mentors
Disability-focused organisations	Advising on the development and delivery of ALMPs for disabled people
Migrant-focused organisations	Advising on the development and delivery of ALMPs for migrants
EMBOs	Promoting ALMPs to them and work in partnership with them to further promote ALMPs to their members Encouraging members to become involved in ALMP delivery, e.g. hosting an internship, on-the-job training or apprenticeship
Trade unions	Raising awareness of ALMPs and reaching out to specific target groups Provide input in the development of specific schemes

ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia'.

In addition, with the rise of social media PES in the Commonwealth of Independent States (CIS) are working with vloggers ('video bloggers', i.e. individuals who create videos about certain topics and upload them to social media) to promote PES services to young people, some of them may not have very much experience. This is an innovative way to reach out to young people and could be used to raise awareness and take up of ALMPs within young people.

Case Study 19. Using social media 'celebrities' to reach young people – Republic of Komi, Russian Federation

The PES in the Republic of Komi have established a project to provide high school students with career information, partnering with a popular YouTuber to do so. The Ministry of Labour, Employment and Social Protection of the Komi Republic started the "Tomorrow Is You" project in spring of 2018 to help high school students with determining their professional pathways by familiarising them with popular specialities. Activities include:

▶ organising meetings for high school students with guest speakers of various professions

▶ site visits to enterprises in different sectors

The project cooperated with Nikita Chernov, a YouTuber who is popular with young and has more than 53,000 subscribers. With support from the Youth Library of the Komi Republic, which acted as a platform for the project's implementation, the YouTuber created an 80-second video where he introduces the project. The video promoted the message that the project offered positive outcomes for young participants. He also attended a meeting with high school students and helped to get them interested in the project. The cooperation with the YouTuber raised awareness of local and other young people in the "Tomorrow Is You" project and, increasing the number of its participants, contributed to enhancing the ability of youth to determine their career trajectory.

5.4.3 What tools can be used to manage working arrangements?

Working with different partners will require governance structures in place so that the roles and responsibilities of the PES and the partner are confirmed, and both are clear on the aims and objectives of the collaboration. Putting such arrangements in place will minimise any potential for confusion, and conflict.

The table below outlines some of the different governance structures that can be used by PES to work with partners in the developing and delivery of ALMPs.

▶ **Table 5.5 Partnership governance mechanisms for delivery and development of ALMPs**

Governance mechanism	Details
Partnership boards	A joint consultative forum for stakeholder partnerships that are not market based. The frequency of meetings depends on what is being consulted, and more operational meetings can be organised on a regular basis (e.g., monthly basis), while strategic meetings tend to take part on a quarterly basis
Partnership agreements and contracts	This is a formal agreement, which can be legally enforceable. Statements of intent and mutual commitment can also be used. Written commitments can ensure commitment from all partners and shared objectives. They can also explain any hierarchies and individual contact points
Informal and unwritten agreements	These are informal working relationships, primarily based on mutual trust. They are therefore often dependent on working relationships between certain individuals and can be at risk if an individual departs an organisation
Commercial contracts	These are legally enforceable and cover market-orientated (i.e., providing a service for a financial value) goals. They are often more legally different to partnership agreements

European Commission (2015) 'Trends and developments in PES partnership-working'

▶ **Figure 5.5 Workflow for activation measures**
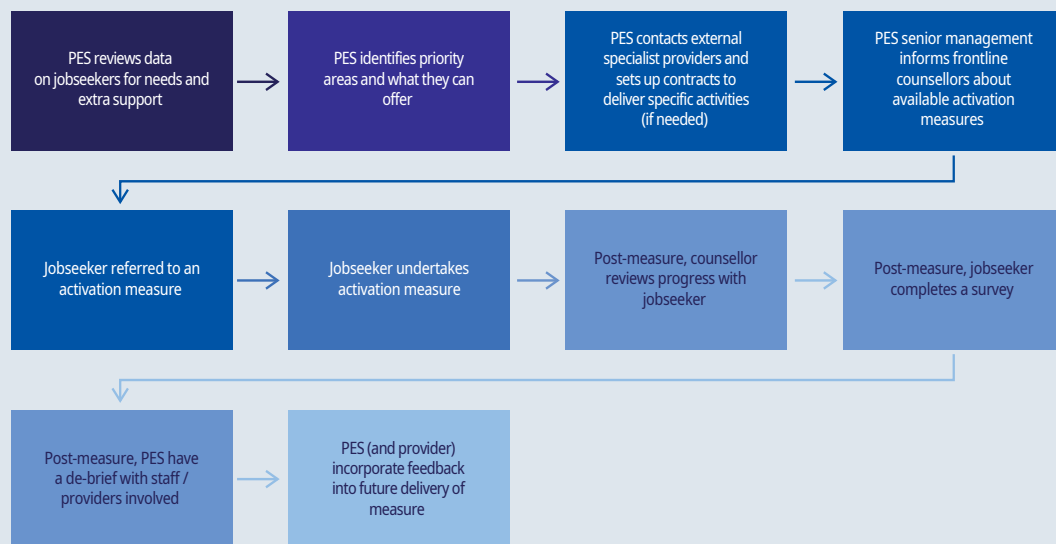
Source: ICF

▶ **Box 26. Creating inclusive labour markets**

Below is a checklist of the key features that should be delivered to activate disadvantaged groups and help to create inclusive labour markets:

▶ A **definition of disadvantaged groups** to be prioritised, enabling a customer segmentation strategy

▶ A process for capturing relevant information to provide counsellors with **a client case history**

▶ A comprehensive **list of stakeholder organisations** who can work in partnership with the PES

▶ A **programme to train staff** in meeting the needs of disadvantaged groups

▶ A **partnership strategy** to determine which services the PES should provide and which should be delivered through other organisations

▶ **ALMPs** in place that address both the barriers of disadvantaged clients and meet the needs of employers

▶ A **system for assessing the effectiveness of support measures** in meeting the needs of disadvantaged clients

▶ **Incentives to encourage enterprises** to recruit disadvantaged clients

▶ **Vocational and education (VET) training schemes** designed to meet labour market needs

▶ A system for collecting **qualitative and quantitative data** to monitor the effectiveness of ALMPs

▶ A process for **tracking the (re)integration journeys** of disadvantaged jobseekers towards employment and measuring sustainability post-recruitment

▶ A transparent governance structure **defining the responsibilities of PES and partners** for the delivery of ALMPs, that are targeted to meet the needs of disadvantaged people

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▶ **Box 27. Questions for self-reflection**

Use the questions below to think about the steps your PES need to take to develop and implement to create inclusive labour markets:

▶ Do client record systems capture sufficient information to enable personalised support to be provided for disadvantaged clients to overcome barriers to integration? If not, how should these be enhanced?

▶ Are systems in place to track clients' progress towards (re)integration? If not, how can these be introduced?

▶ What systems do you need to introduce to ensure that ALMPs increase the employability of disadvantaged people?

▶ How comprehensive is your stakeholder engagement? Do you need to expand this to ensure that the interests of disadvantaged clients are properly represented?

▶ 6. Result-based management and performance management

PES need to carefully manage their resources and consider the inputs and how they relate to the results achieved. This encourages PES to think critically about their approach to all activities and to consider what works, and why and what is the impact of these activities. It is important for PES to be able to align their thinking around result-based chains so that PES can improve the performance of their services, where needed, and contribute to a well-functioning labour market. In addition, by being aware of PES performance they can demonstrate their value for money and their added value. This is increasingly important within the context of shrinking public funds and limited resources.

This section will explore the basics around effective results-based management before providing some information on performance management and how PES can use data available to produce labour market information and share this with partners.

▶ **Box 28. Key partners to work with for around results-based management**

To create systems for result-based management and performance management, PES may consider working with the following types of organisations:

▶ Media

▶ Ministries, or other regional/local government bodies

▶ Trade unions

▶ Employer representative organisations

▶ Chambers of commerce

▶ Media

6.1 What is results-based management?

Results-based management allows PES to look at the inputs, outputs and outcomes of a specific activity and to see what actions are contributing towards the desired outcome, and thus helping the PES to 'perform.' This type of approach can provide information to senior managers on the use of resources, where efficiencies and improvements can be made to business processes. This covers all types of resources – human resources, IT and financial resources. The results of such activities can be used by governments to look at overall performance, evidence-based policy making and public sector reforms.

▶ **Box 29. Results-based management: a definition**[134]

Results-based management, also known as performance management, has been defined by the ILO as concerning the production of information on performance:

"It focuses on defining objectives, developing indicators, and collecting and analysing data on results. The based purpose of a results-based management system is to generate and use performance information for organisational learning and decision-making purposes."

Results-based management has seven stages, as outlined in the figure below.

▶ **Figure 6.1 Results-based management stages**[135]

Identifying indicators
For each objective specifying exactly what is to be measured along a scale or dimension

Monitoring results
Developing performance-monitoring systems that regularly collect data on the results achieved

Integrating evaluations
Conducting evaluations to gather information not available through performance monitoring systems

1 2 3 4 5 6 7

Formulating objectives
Identifying in clear measurable terms the results being sought and developing a conceptual framework for how results will be achieved

Setting targets
For each indicator, specifying the expected level of results to be achieved by specific dates, which will be used to judge performance

Reviewing and reporting results
Comparing actual results against the targets (or other criteria for judging performance)

Using performance information
Using information from monitoring and evaluation for organisational learning, decision-making and accountability

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134 ILO (2013) 'Monitoring and evaluation of youth employment programmes. A learning package' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/documents/instructionalmaterial/wcms_384468.pdf)

135 Ibid.

The figure above demonstrates that data collection, and defining what data is to be collected and why, is an important activity for results-based management as this provides a basis for many steps outlined above. Defining what data to collect and what aspects of PES performance are to be measured should be discussed and agreed at senior management level within a PES and the same approach should be taken across PES offices in a regional or national context to allow for comparability. Importantly, collating data will help to demonstrate the achievement of key performance indicators (this is reflected further in Section 6.3).

When defining objectives, it is important for them to be clear, concise and consistent. A useful acronym is SMART:[136]

Specific – identifying a specific area for the objective;

Measurable – the objective can be measured;

Assignable – a person can be identified to take forward this objective;

Realistic – the objective measures realistic and relevant content;

Time-specific – identifying a specific time frame for when the objective will be measured.

Training and investing in PES staff are important to ensure that they have the right skills, knowledge and competences to analyse and draw out key conclusions (at management level) as well as recognising the importance of results-based management (at all levels). By investing in skills and raising awareness of results-based management activities, PES can create conducive environments for these activities to take place and, in time create the conditions for continuous learning and improvement within PES.

It is important to note that good IT and data support systems are important for the collection of data. A suitable IT infrastructure for collecting key performance indicators can include:

▶ A data storage platform

▶ Analytics application to create metrics

▶ Dashboard, or other applications to display key performance indicators

▶ Access created for those who need it.[137]

Such systems can take some resources to establish but they can pay dividends in the longer term as it is easier to see how the PES is performing, and which areas need further attention.

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136 European Commission (2019) 'Getting started with key performance indicators' (https://ec.europa.eu/social/BlobServlet?docId=20673&langId=en)

137 Ibid.

Box 30. Sustainable Development Goals – key labour market indicators for youth – what they are and sources of further information[138]

The Sustainable Development Goals (SDGs) continue the work undertaken under the Millennium Development Goals, working towards inclusive, decent work for all ensuring that no one is left behind. They refer to the quantity and quality of employment and other issues.

Goal 8 'Promote inclusive and sustainable economic growth, employment and decent work for all' includes a specific focus on young people not in education, employment or training (also known as the 'youth NEET rate'). It defines young people as those aged between 15 to 24 (inclusive). This indicator shows the number of young people not in education, employment or training as a percentage of the total population of young people. It helps to indicate the potential young people who could enter the labour market and it is a measure of the lost potential of human resources.

National labour force surveys can be used as a source to calculate the indicator. The calculation should be complemented with information that allows policy makers to see if the problem is with young NEETs not being able to find suitable employment, or if the problem is that they remain outside of the labour force.

▶ **Box 31. Results-based management: selected terminology**[139]

This box provides an overview of common terms and their definitions used by the ILO in the context of monitoring and evaluation work. These can also be applied to PES activities in relation to results-based management.

Activity: Actions in the context of programmes through which inputs (financial, human, technical and material) are mobilised to produce specific outputs and contribute to intended outcomes.

Baseline: Data that describe the situation at the starting point for measuring the performance of a programme or project. A baseline study would be the analysis describing the situation prior to the start of development cooperation. The baseline is an important reference point for measuring the results achieved with development cooperation.

Goal: A broad statement of a desired, usually longer-term, outcome of a program/intervention. Goals express general program/intervention intentions and help to guide the development of a programme/intervention. Each goal has a set of related, specific objectives that, if met, will collectively permit the achievement of the stated goal.

Impact: The overall and long-term effect of an intervention. Impact is the longer-term or ultimate result attributable to a development intervention – in contrast to output and outcome, which reflect more immediate results. Examples: higher standard of living, increased food security, increased earnings from employment, increased savings, reduced incidence of workplace accidents due to improved standards and/or enforcement of standards, etc.

Indicator: A quantitative or qualitative variable that provides a valid, reliable and simple way to measure achievement, assess performance, or reflect changes connected to an intervention.

Inputs: Resources applied to and utilised in the production of outputs in a project or programme. Such resources include funds, personnel and physical items used in implementation.

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138 ILO (2018) 'Decent Work and the Sustainable Development Goals A Guidebook on SDG Labour Market Indicators ' (https://www.ilo.org/ilostat-files/Documents/Guidebook-SDG-En.pdf)

139 ILO (2016) 'ILO Decent Work Country Programme: A practical guidebook' (https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---program/documents/genericdocument/wcms_561025.pdf)

Outcome: Actual or intended changes in development conditions that an intervention(s) seeks to achieve through the production and utilization of multiple outputs. The contribution of several partners may be required to achieve an outcome. Outcomes are shorter term and less far reaching, and lower on the hierarchy of results than impact.

Output: Tangible product (including services) of an intervention that is directly attributable to the initiative. Outputs relate to the completion of activities and are the type of results over which managers have most influence. An example of an output for a project for trade union management may be the number of trade union leaders trained. Multiple outputs are usually required for the achievement of development outcomes or development impact.

Result: A broad term used to refer to the achievements of a programme or project and/or activities. The terms "outputs", "outcomes" and "impact" describe more precisely results at different levels of hierarchy.

Target: The objective a programme/intervention is working towards, expressed as a measurable value; the desired value for an indicator at a particular point of time.

Theory of Change: A comprehensive description and illustration of how and why a desired change is expected to happen in a particular context. It is focused in particular on mapping out or "filling in" between what a programme or change initiative does (its activities or interventions) and how these lead to desired goals and development changes. It does this by first identifying the desired long-term goals and then works back from these to identify all the conditions (outcomes, outputs) that must be in place (and how these related to one another causally) for the goals to be achieved. Theories of change are generally developed in reverse from the highest level of programme hierarchy, or development goals and impact through outcomes and outputs to the activities and inputs that are required to achieve them.

6.2 What are results-based chains?

Results-based chains are a valuable starting point for PES to move towards results-based management approaches. They involve looking carefully at inputs, outputs and outcomes involved in a process and they can help PES to think about the differences that their activities have and the potential impact of their activities and processes internally (i.e., on PES staff, financial resources and IT resources) as well as externally (on other organisations, jobseekers and enterprises). This can be an initial starting point to look at the labour market outcomes for individuals and thus help to establish what effect the PES has on the overall efficiency of the labour market.

▶ **Box 32. Results-based chain frameworks: ILO definition**[140] **and terminology**[141]

The ILO defines results-based chain framework as:

"The results chain sets out the programme logic that explains how the final objectives are to be achieved. It shows the links from inputs to activities, to outputs and to outcomes, to understand how the changes brought about by the programme affect the well-being of individuals."

When formulating results-based chains, it is important to be consistent and to use the same terminology throughout. There are some of the most important terminology to be aware of when developing results-based chains:

Development objective: this is the long-term change to which the project aims to contribute. It is linked to the national context. It is the stakeholders' responsibility, and a result to which the project will make a significant contribution, but one that they cannot achieve on their own. The development objective may not be realisable within the project period and may be dependent on the results of other projects and interventions.

Immediate objective or outcome: this is the specific change that the project is expected to bring about by the end of the project – in the quality and quantity of the services provided by the target group, and/or the way in which they are delivered by the direct recipients. The changes defined in the immediate objective are the changes in the:

▶ **Target groups**, such as capacities, quality of existing or new services, etc.

▶ **Context** in which the target groups operate, such as policy, legislation, information, etc.

▶ **Outputs** which the project directly produces, such as training, legislative proposals, policy documents, methodologies, information, awareness raising, intervention models, etc. An output is a product or service that the project delivers to a direct recipient in order to achieve the outcomes. They are the necessary and sufficient means to achieve the outcomes.

▶ **Activities:** these are the necessary and sufficient actions to produce the outputs.

The figure below outlines an example of a basic results-based chain for PES for the activity of providing job search assistance – note that this would cover all aspects of job search assistance from counselling sessions to online information that could be accessed by an individual without close support from the PES

The example demonstrates how the results-based chain approach can encourage PES to think about specific inputs into a process, what the potential outcomes will be for PES (and in this case, jobseekers) and what the potential impact will be on labour market outcomes (in this case, increased numbers of jobseekers into employment).

140 ILO (2013) 'Monitoring and evaluation of youth employment programmes: A learning guide' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/documents/ins tructionalmaterial/wcms_384468.pdf)

141 ILO (2018) 'Development Cooperation Internal Governance Manual' (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/publication/wcms_452076.pdf)

▶ **Figure 6.2 Example of PES results-based chain**

Input	PES outcome	Impact on labour market outcomes
Job search assistance	Jobseekers enter into employment	Increased numbers of jobseekers into employment
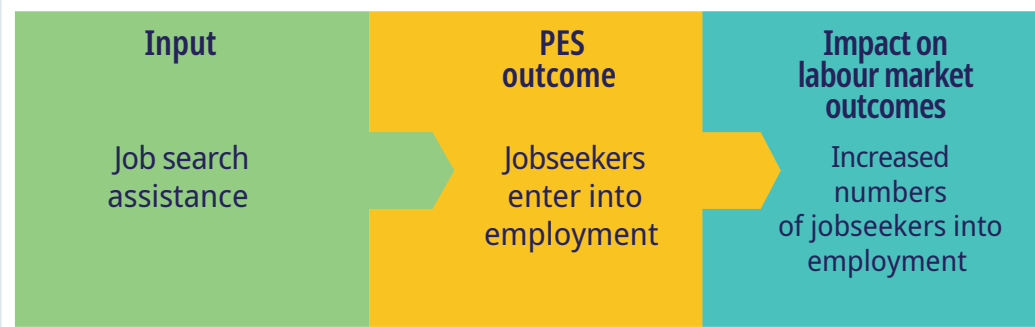
Source: ICF

6.3 What are key performance indicators?

Key performance indicators can be a useful tool to start to develop and implement once PES have established and worked with results-based chains for some time. Key performance indicators help PES to make an extra step away from looking at inputs, outputs and outcomes. In addition, they can encourage PES to move away from undertaking routine monitoring activities to looking more strategically at what they are doing, and why, and the general direction of progress.

▶ **Box 33. Key performance indicators: a definition**[142]

The European Network of Public Employment Services defines key performance indicators (KPIs) as those performance indicators of the progress towards meeting the highest-level organisational goals and the critical success factors contributing to these goals. Within the context of PES, KPIs are those indicators that are most crucial when understanding whether the PES is achieving its goals.

Key performance indicators are different to monitoring indicators as they look at the higher-level performance and monitoring activities collect information on an ongoing process to look at performance against results. Whereas, key performance indicators is the process of setting high-level indicators that determine what performance means to an organisation, for example what performance levels do the PES view as being the most important when they are considering if the PES is contributing to an effective and well-functioning labour market?

Key performance indicators are usually set by senior management in either the regional head office or the national head office (depending on the governance arrangements in place). The key performance indicators are then communicated to local, and/or regional PES offices, so that they have awareness, and ultimately 'buy-in', of what these are and what 'good performance' means to a specific PES. In some European countries, senior managers from national offices have previously undertaken 'roadshows' to present their views and approaches to local/regional PES offices so that they can communicate this

142 European Commission (2019) 'Getting started with key performance indicators' (https://ec.europa.eu/social/BlobServlet?docId=20673&langId=en)

personally and they can answer any questions from staff on-the-spot. This can be a useful approach if and where key performance indicators are being introduced for the first time or if existing approaches are being changed.

Across the Commonwealth of Independent States (CIS) region, some PES have already started to collect data to support the review of key performance indicators and these look at both process-driven indicators as well as results-based indicators. By separating out process and results-based indicators, PES can collect information for individuals, services and programmes as well as measuring the quality of service delivery. The table below provides some examples of process and results-based performance indicators that could be introduced by PES in the region.

▶ Table 6.1 Key performance indicators

	Performance indicator	Disaggregation and calculation method
Process	Number of registered unemployed receiving employment services	Number of participants in a period over total number of registered unemployed **Individuals:** age, sex, level of education, prior work experience, benefit receipt, disability, unemployment spell, other disadvantage **Service:** information, counselling, vocational guidance, individual employment planning, job mediation, job fairs
	Number of registered unemployed participating to active labour market programmes	Number of participants in period over total number of registered unemployed **Individuals:** as above **Programme:** labour market training, recruitment subsidy, self-employment schemes, public works
	Coverage of the target population	Number of participants to services and programmes over total target population **Individuals:** as above **Service/programme:** as above
	Average cost per participant	Total cost of service/programme over total number of participants **Service/programme:** as above
Results	Employment rate (gross)	Total number of participants who are employed six months after the end of the programme over the total number of participants **Individuals:** as above **Service/programme:** as above **Employment:** type (wage employment, self-employment), contract-duration, occupation, average earnings, skills matching, social protection entitlements, usefulness of service/programme
	Average cost per placement	Total cost of service/programme over total number of participants employed **Service/programme:** as above
	Percentage of job vacancies filled	Total number of vacancies filled over total number of vacancies notified **Vacancy:** occupation, type and size of enterprise, economic sector

ILO (2013) 'Monitoring and evaluation of youth employment programmes: A learning package'.

This is not an exhaustive list, but it provides some examples of performance indicators that can be used by PES.

There are different methodologies to using key performance indicators within a wider performance management approach. PES across Europe use a variety of approaches that cover:

▶ Including measures of satisfaction and services among jobseekers and enterprises;

▶ Data presentation systems, such as balanced scorecards (see the case study below); and

▶ Analysis of management information and overall labour market information.

Case Study 20. Balanced scorecards: a definition and application in Austria[143]

A Balanced scorecard (BSC) is a performance management tool that objectively compares PES organisational units against each other based on the key objectives of the PES' mission statement. The BSC is weighted to take account of key resource dimensions, including staffing and budgets, and different local situations. It helps to define targets and focal points for development for the local PES offices and, on a wider level, it helps to implement the PES organisation's overall mission strategy.

The Austrian PES has used the BSC approach since 2015. Since its introduction, the performance has significantly improved for almost all local PES offices, along with the performance average of local offices. The gap between the best and worst performing PES offices has also reduced. The indicators that have seen most improvement are customer satisfaction and reaching labour market goals.

When developing and introducing key performance indicators and a performance management system, PES may want to consider the following pointers[144] that can contribute to smooth implementation:

▶ Piloting and pro-typing: PES could consider using a small-scale pilot, or prototype, before it is rolled out on a larger scale. This can be a useful process to gather feedback and make any necessary improvements before any systems, or tools, are rolled out further.

▶ Staged roll out: This means that a system and tools can be rolled out slowly and across one, or several, PES offices or areas at specific time points before it is rolled out on a full basis. This can be useful if it is a large-scale change as it allows more time for communication with PES staff and for any changes to be made.

▶ Dashboards can be developed on different levels (if, and where, they are used): They can be adapted to each users' needs so that information is tailored to different audiences, but they still retain an element of transparency.

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143 European Commission (2016) 'AMS – Balanced Scorecard' (https://ec.europa.eu/social/BlobServlet?docId=15215&langId=en)

144 European Commission (2019) 'Getting started with key performance indicators' (https://ec.europa.eu/social/BlobServlet?docId=20673&langId=en)

▶ **Figure 6.3 Workflow for Key Performance Indicators (KPIs)**

KPIs set by senior management	→	KPIs communicated to local / regional PES offices	→	Recording systems put in place (e.g., IT systems)
Senior managers undertake roadshows to PES offices (if possible)	→	Data collection takes place	→	Local / regional PES offices review progress
Senior management review progress	→	KPIs to be updated (if needed)		
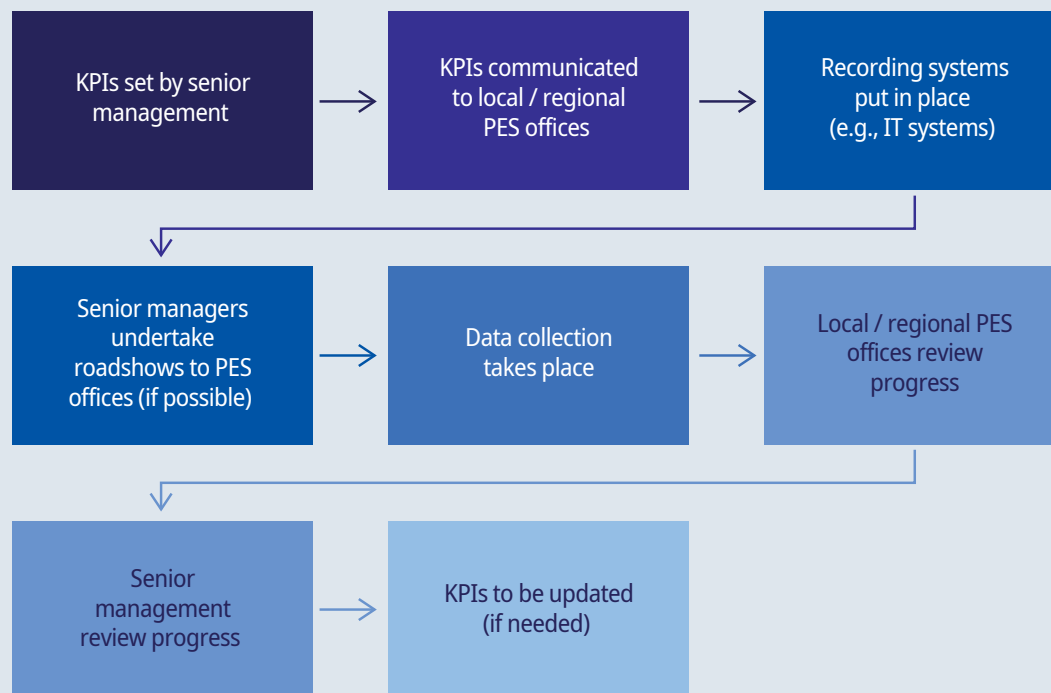
Source: ICF

The ILO has outlined some common mistakes to avoid when developing indicators. These include:

▶ Not measuring the change you want to see: Take time to make sure that output indicators measure outputs, and outcome indicators measure outcomes and that indicators measure a target group that is the same in which you expect change to occur.

▶ Not thinking about slow change, and fast change: The size of change can affect the reliability of statistical indicators at outcome level. Indicators need to be carefully selected and considered whether rolling averages need to be provided to avoid potential spikes in performance.

▶ Not realising indicators are part of a package: To be able to measure performance, indicators must come with baselines, milestones and targets as these describe the starting point and the desired end point.

These common pitfalls are important to factor in when looking at client satisfaction (sometimes known as customer satisfaction) can be incorporated into performance management systems and it can be something to consider when considering and developing key performance indicators. The box below provides a short summary of what client satisfaction is, how their levels of satisfaction can be measured and how the results can be used to drive forward performance.

Case Study 21. Introduction to client satisfaction

Client satisfaction activities in PES find out how their clients, primarily jobseekers and enterprises, value PES services. It is important to collect this information and measure their satisfaction as it can help to continuously improve PES services, particularly in terms of ensuring that these services are more closely linked to customer needs.[145] As PES collect information and insights from clients on a regular basis, it provides information as a basis for regular improvements to services and this may help to improve the efficiency of PES services. In addition, by conducting client satisfaction activities it can create a sense of transparency and public accountability of PES.

PES can use a range of different methods to collect client satisfaction ranging from surveys (by phone, mail, Internet or in person (e.g., exit surveys after a PES visit) to face-to-face interactions such as interviews, focus groups, customer journeys (more information below), to site visits in the case of enterprises.[146]

Outcomes of client satisfaction activities can be reviewed and analysed with a view of identifying poor performing areas or services, and any suggested steps for improvement.

▶ **Figure 6.4 Workflow for client satisfaction from design to results**
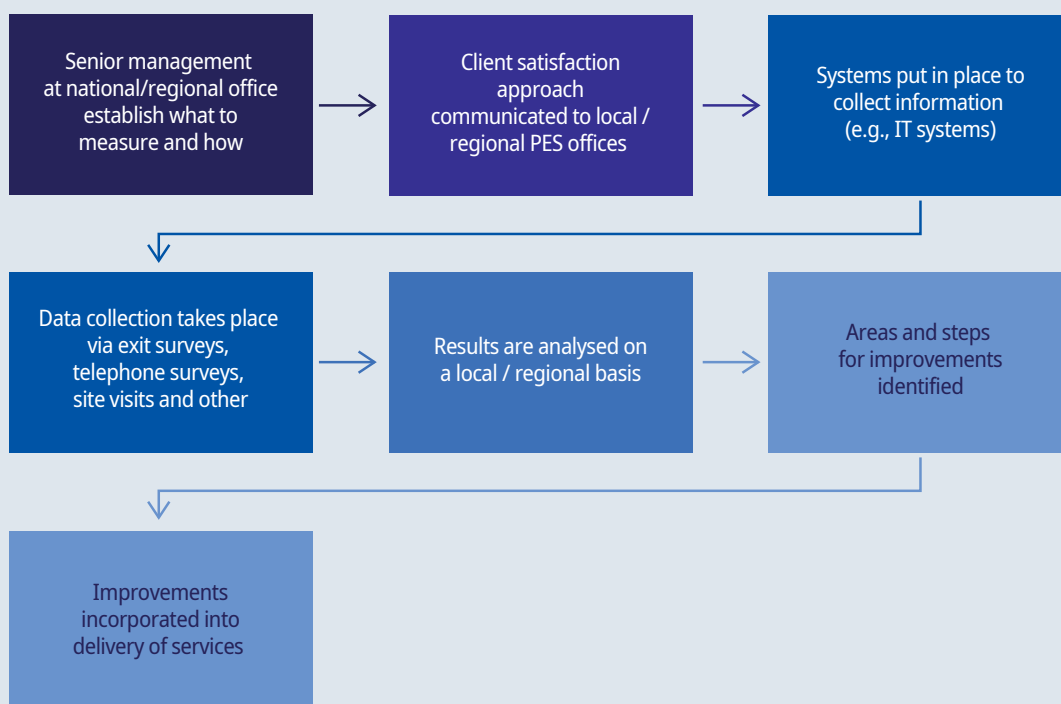
Source: ICF

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145 European Commission (2016) 'Practitioners' toolkit to assist PES with the development of customer satisfaction measurement systems' (https://ec.europa.eu/social/BlobServlet?docId=15855&langId=en)

146 European Commission (2018) 'Methods of quality management' (https://ec.europa.eu/social/BlobServlet?docId=20389&langId=en)

6.4 How can PES collate and promote labour market information?

PES have a unique position in the labour market as they have access to in-depth information about the current state of the labour market, future trends and can offer interesting insights on what the implications of these trends can be on enterprises, jobseekers, ministries and wider society. By having systems in place for monitoring the labour market, PES can create data sets that tell the story about the economy which can be of value to other organisations, such as partners and the media. Sharing such knowledge and insights can therefore reinforce the knowledge of PES and their added value.

PES can package labour market information together and provide this to stakeholders as a PES service. Different stakeholders such as other ministries, trade associations, chambers of commerce and local/regional governments are often interested in the state of the labour market and as PES have access to such data they are in a unique position to provide this to partners. PES can also use the data to identify key messages, trends and implications for wider society or a specific group, tailored to the needs and interests of the recipients. Such activities can be part of a PES' wider strategic communication activities and can be factored into any planning around communications. By showing in-depth knowledge and expertise in the labour market, this can reinforce and strengthen PES' position in the labour market and demonstrate their added value.

The figure below outlines the process of collating and sharing labour market information and, as a result, demonstrates PES' knowledge and expertise.

▶ **Figure 6.5 Process of collating and sharing information to demonstrate PES' knowledge**

Collate
Pull together and analyse labour market information
Example: Number of vacancies filled

Share
Create press release and share with stakeholders
Example: Media, ministries, other partners

Demonstrate
Demonstrates the PES's unique insights and knowledge
Example: Media produces news using PES information and enchances PES profile

Source: ICF

Across Europe some PES collect labour market information on a monthly basis and share this information with the media.[147] This includes the number of registered unemployed people, number of vacancies filled, number of open vacancies and the job growth. This has helped to create a positive impression of PES as they are viewed as the go-to institution for facts and statistics about the current state of the labour market. However, creating a positive view of PES has taken time.

Labour market information is also important for other partners who want to view the skills and sectors that are in demand and highlight where there are skills gaps. This can be useful to education providers, education ministries, chambers of commerce and trade associations and others who may be involved in the development and design of qualifications, particularly those involving work-based learning.

▶ **Box 34. Importance of using LMI in skills anticipation and matching for the development of apprenticeships and work-based learning**[148, 149]

Labour market information can help stakeholders to identify current and future skills needs as this information can identify current and future gaps in the types of jobs that have vacancies and the skills that jobseekers have. Such information can be used to make decisions and develop activities that help to re-address the imbalance. This can help to bridge the gap between education and the labour market and make sure that those (re-)entering the labour market have appropriate opportunities to help them to upskill or reskill, in line with the needs of the labour market.

Partnership working is important for this to be successful. Participating in social dialogue can aid the dissemination of information and insights that PES have on the labour market. As a result, partners can make informed decisions about the provision of skills training.

The case study below demonstrates how the PES in Kyrgyzstan work with other partners to use labour market information to forecast skills needs and to guide low-level jobseekers into their next steps towards sustainable employment.

Case Study 22. Kyrgyzstan – developing and using a 'demand map' to demonstrate the labour market needs

Labour market institutions in Kyrgyzstan have worked together with enterprises and workers organisations to develop a 'demand map', to forecast the demand for skills in the country. The demand map is used by PES to provide relevant, practical vocational guidance and training to jobseekers who have a low skill level, or outdated skill sets, and want to improve their skills. Education providers also use the demand map to adjust curricula so that it best fits the needs of enterprises. The demand map has been a useful tool as 70% of people who have been directed to training, in line with the demand map, have found employment after completing their training.

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147 European Commission (2017) 'Making the PES business case' (https://ec.europa.eu/social/BlobServlet?docId=17482&langId=en)

148 ILO (2017) 'ILO Toolkit for Quality Apprenticeships Volume 1: Guide for Policy Makers' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_607466.pdf)

149 ETF, Cedefop and ILO (2016) 'Using Labour Market Information: Guide to anticipating and matching skills and jobs' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_534314.pdf)

▶ **Box 35. Results-based management:**

Below is a checklist of the key features that should be included in a good quality approach to developing results-based management approaches:

▶ A set of organisational outcomes, and strategic objectives, which are supported by **SMART Key Performance Indicators (KPIs)**

▶ A system for **collating, analysing, and promoting labour market information** (LMI)

▶ **Workflow data** (on activities/processes) can be recorded to enable performance measurement

▶ **IT systems** record staff actions for input to performance measurement system

▶ A **system to report on and review results, and communicate these** to staff, customers, and external stakeholders

▶ A mechanism established for **using performance information for monitoring**, evaluation, assisting service improvement, and ensuring accountability

▶ Required **HR and legal permissions** to operate KPI system secured

▶ **Defined and costed Inputs, Outputs and Outcomes**

▶ **Disaggregated definitions enabling client characteristics** to be recorded, i.e. age, gender, level of education, prior work experience, receipt of unemployment benefit/social assistance

▶ **PES services described by function**, e.g. counselling, vocational guidance, individual employment planning, job mediation, job fairs

▶ **Status of Employment recorded** by type (wage employment, self-employment), contract duration, occupation, average earnings, skills matching, social protection entitlements

▶ **Vacancies classified by occupation**, type and size of employers, economic sector, occupational group, type and level of qualifications required

▶ **Guidance for staff** on operation of KPI system

▶ **Box 36. Questions for self-reflection**

Use the questions below to think about the steps your PES need to take to develop and implement to develop results-based management approaches.

▶ To what extent do KPIs support PES strategy, achievement of objectives, and delivery of labour market policies? Can the KPIs be redefined to better achieve this?

▶ What use is currently made of labour market information? How can more benefits be obtained from further exploiting this?

▶ What further use can be made from analysing performance management information including enhanced monitor and evaluation of PES service delivery?

▶ Does performance data provide sufficient information on services for particular priority customer groups, if not how can this be achieved?

▶ 7. Strategic partnerships to create the conditions for sustainable employment

A stakeholder is a person, or a group of people, who have an interest in the organisation, such as employees, suppliers, public, media, etc.[150]

Strategic partnerships mean working with other organisations who have an interest in PES activities (i.e., stakeholders) to develop and shape strategic decision making and the future direction of PES services. Through the involvement, adequate consultation and participation of stakeholders, partnerships develop cross-cutting perspectives and integrated approaches to multidimensional problems.[151]

Working with stakeholders in the short term can provide opportunities for others to provide quick feedback on specific activities, open up access to other networks and specific target groups and PES can also 'piggy-back' on others' communication activities to spread the word about PES activities and services. Longer-term, strategic partnerships can create the foundations for embedding closer relationships between PES and other stakeholders and, over time, help to change any negative perceptions of the PES.

In addition, strategic partnership working can be multi-layered from local to policy level to enhance PES delivery, as well as policy planning.[152] By working in strategic partnerships, PES can develop more well-informed policies and measures and deliver services more effectively, thus contributing to better labour market conditions.

150 European Commission (2018) 'Communication and (re-) branding toolkit for employment services' (https://ec.europa.eu/social/BlobServlet?docId=20004&langId=en)

151 European Commission (2013) 'Successful partnerships in delivering public employment services' (https://ec.europa.eu/social/BlobServlet?docId=14096&langId=en)

152 Ibid.

▶ **Box 37. PES stakeholders: who are they?**

There are lots of different stakeholders for PES and many of these are suitable for PES to work together with in a strategic partnership arrangement. Some organisations have been noted below as a starting point. The precise list of stakeholders and potential partners for each PES depends on their local, regional or national context.

▶ Education and training providers (including schools)

▶ Organisations representing specific groups of jobseekers, e.g. disability-rights organisations, youth organisations

▶ Employer and business membership organisations (EMBOs), or other industry-based membership bodies

▶ Chambers of Commerce

▶ NGOs

▶ Municipalities, or other local/regional/national government bodies

▶ Other relevant public services/departments, e.g. social services

▶ Private employment agencies (PrEA) services

▶ Local/regional or national media (online, broadcast and print) – note, this should focus on promoting the results and outcomes of services and share information on the state of the labour market

PES offer unique insights and knowledge about the labour market and the challenges that are faced by jobseekers and enterprises, as well as having access to labour market information. This is information that other stakeholders may not have access to and therefore PES can use this within the strategic partnerships to overcome any negative perceptions that other stakeholders may have around PES. This is important for PES to consider when establishing working relationships with other organisations as this can contribute to creating a 'win-win' situation for the different actors involved.

PES need to consider the level of activity or scope of discussions as this will determine the reach and scale of the intended partnership. PES should think if the activity is better framed within a local, regional or national perspective and then consider which stakeholders would be best suited for the topic. If it is national (or regional, in cases where PES are decentralised) topic, then there may be local perspectives that still need to be addressed and in this case the PES could consider if any stakeholders will have a national head office and local/regional offices whom local/regional PES offices could 'partner' with. This will help to ensure that the conversations at each level are appropriate, fruitful and are of benefit to all parties.

PES may also want to seek out working with network organisations which can represent the views of a specific group of stakeholders. This is often an efficient and effective way of gaining insights into a large, or dispersed, group of stakeholders and PES can use them as a vehicle to disseminate and gather information with others.

It is also worth highlighting that the media can be used by PES to promote positive results and new programmes. The media can therefore be an important partner in terms of reaching out to (potential) jobseekers, enterprises and developing a wider awareness in the general public of PES and PES services. By providing the media with labour market information and creating key messages around this, PES can demonstrate to the media that they are the labour market experts.

7.1 What are tripartism and social dialogue and how can they contribute to partnership working?

Tripartism and social dialogue are important concepts in strategic partnerships, and they are the foundations for respectful, equal and high-quality partnership working. The box below provides the ILO definitions of tripartism and social dialogue. The key principles include building consensus, equality of all views, respect and commitment from participants. To be successful, both tripartism and social dialogue focus heavily on processes around exchanging information, communication and negotiation (where needed). By developing strategic partnerships around these important principles, it is likely that PES will be able to gather more in-depth insights from other organisations at important decision-making moments and throughout the development, design and delivery of important policies as well as on-the-ground activities. This will increase the likelihood of PES delivering efficient and effective services that meet real needs on the ground.

> ▶ **Box 38. Definition of social dialogue and tripartism**[153]
>
> The ILO's guide to tripartite social dialogue states that social dialogue includes "all types of negotiation, consultation or information sharing among representatives of governments, employers and workers or between those of employers and workers on issues of common interest relating to economic and social policy."
>
> Tripartism is a form of social dialogue. The ILO defines tripartism as "the interaction of government, enterprises and workers (via representatives) as equal and independent partners to seek solutions to issues of common concern." All of the different viewpoints and arguments offered by the separate groups are treated as equal.
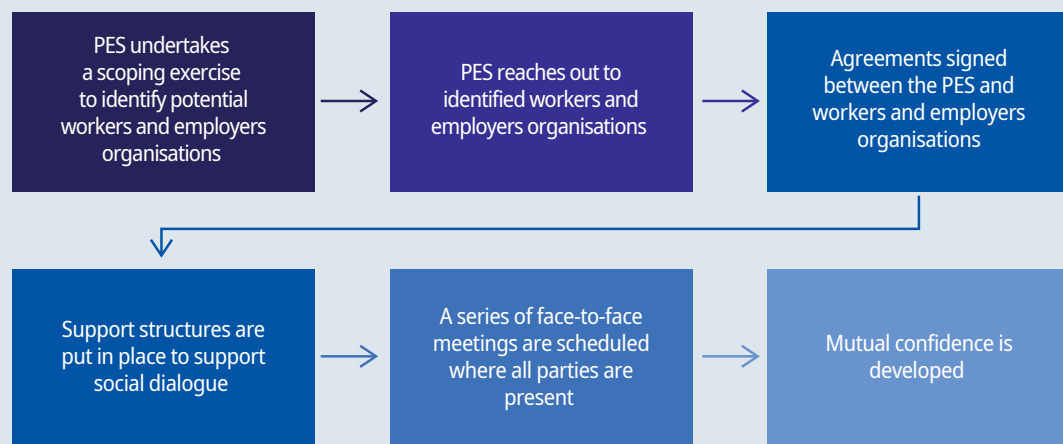
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153 ILO (2013) 'National tripartite social dialogue: An ILO guide for improved governance' (https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---dialogue/documents/publication/wcms_231193.pdf)

It is important to remember that there is no 'one size fits all' approach to social dialogue as it needs to be adjusted to institutional arrangements, legal frameworks, traditions and practices in a specific context.

The ILO recommends that there are four aspects[154] that need to be in place as a precondition to social dialogue being used:

1. Strong, independent workers' and enterprises' organisations exist and they have the technical capacity and access to relevant information

2. Political will and commitment from all parties to engage in social dialogue

3. Respect for the fundamental rights of freedom of association and collective bargaining

4. Enabling legal and institutional framework.

▶ **Figure 7.1 Key steps to apply the ILO social dialogue approach**[155]

| PES undertakes a scoping exercise to identify potential workers and employers organisations | → | PES reaches out to identified workers and employers organisations | → | Agreements signed between the PES and workers and employers organisations |

| Support structures are put in place to support social dialogue | → | A series of face-to-face meetings are scheduled where all parties are present | → | Mutual confidence is developed |

Source: ICF

Knowledge sharing is at the heart of social dialogue and tripartism. This is a two-way process where PES can share insights into the labour market, programmes and policies and the insights offered by partners can be wide-ranging. The diagram below shows what PES can offer to partners and what information partners can provide to PES.

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154 ILO (2013) 'National tripartite social dialogue: An ILO guide for improved governance' (https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---dialogue/documents/publication/wcms_231193.pdf)

155 Ibid.

▶ **Figure 7.2 Sharing knowledge with stakeholders**

PES share insights info:
▶ the state of the labour market
▶ current service
▶ aticipated stateges, services and programmes

Partner provides information on:
▶ barriers to participation and real needs of target group(s)
▶ insights into future policy directions or economic strategies

Source: ICF

Dialogue with partners should not be a one-off, tokenistic activity and instead it should be in-built to both the development of any new services and the ongoing planning, delivery and review of current service provision. This ensures that feedback and different views can be regularly captured. There are different mechanisms for this but importantly, this should at least initially include face-to-face contact, which will help to develop personal connections and mutual trust between the PES and partners.

One proven approach to working with partners is having regular quarterly meetings with local, or regional, stakeholders. This can include:

▶ Presenting information on the local labour market

▶ Expected trends

▶ Presentation of new programmes or activities and their results to date (if known)

▶ Opportunity for others to offer views on PES developments, and results

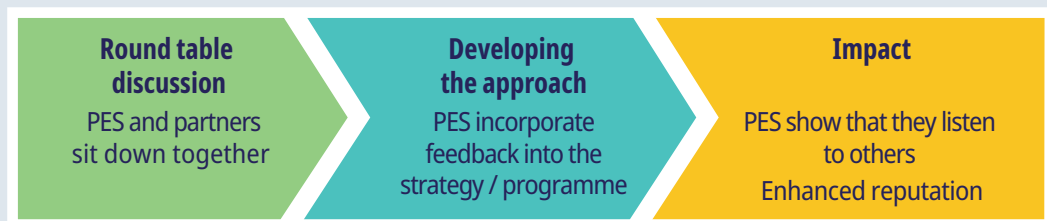▶ Input from others on their developments.

It is advisable that this can be complemented by a written note produced afterwards as well as sharing of information and news from the PES in between meetings. For example, a similar approach is used in the Astrakhan Region in the Russian Federation. This PES has a social council in place that brings together trade unions, the education sector, enterprise representatives and others with the aim to monitor and improve employment conditions. In addition, in Armenia, a 'tripartite commission' has been established which brings together enterprises, employment centres and trade unions on a regular basis to share information and make common agreements.

When PES are developing new strategies or programmes a round table discussion can include other partners with specific expertise and interest relevant to the new proposal. These partners can be invited with a clear remit to provide constructive feedback on the idea in focus. A round table discussion can include:

▶ Presentation from the PES on the new idea, and the reasons behind it,

▶ Opportunity for each participant to provide feedback on the strengths of the idea – what do they like?

▶ Opportunity for each participant to identify what they think needs to be improved – what changes would they like to see, and why?

PES can use the feedback when developing the strategy, or programme. The figure below outlines this process and what the impact can be on partnership working. This type of approach is successfully used in the Russian Federation by the Republic of Bashkortostan in developing a strategic programme (see the Case Study below).

▶ **Figure 7.3 Using round table discussions to develop approaches**

Round table discussion
PES and partners sit down together

Developing the approach
PES incorporate feedback into the strategy / programme

Impact
PES show that they listen to others
Enhanced reputation

Source: ICF

Case Study 23.   Using tripartism to develop strategic programmes: the example of Republic of Bashkortostan, Russian Federation and 'Decent Work in the Republic of Bashkortostan'[156]

The Republic of Bashkortostan, in the Russian Federation, was the first region in the country to design and adopt a tripartite format to develop and design the 'Decent Work in the Republic of Bashkortostan' programme. Tripartism helped the PES to work with other parties to define task and responsibilities for its implementation until 2025. Tripartite and bipartite social dialogue at all levels aims to improve employment conditions and defend workers' rights.

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156 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

7.2 How can governance structures support the implementation of local partnerships for employment?

PES governance arrangements can strengthen, or inhibit, PES' ability to work with local partners. Governance arrangements can provide more flexibility at local levels (e.g., decentralised arrangements), with more responsibilities placed with local or regional offices to form their own approaches, partnerships and other such matters. In contrast, centralised governance arrangements mean that all decisions are taking at a central office, most often on a national level. In terms of partnerships, this can mean that decisions to work with others are made at this central office and they advise, or inform, local and regional offices who to work with. This can place certain 'restrictions' on local offices on whom they could work with. Ultimately, governance systems should be in place to create supportive conditions for meaningful local partnerships to be established and mechanisms for ongoing communication and exchange between PES and local partners.

Across the world, most PES work with local partners, but the types of partnerships/working arrangements and the ability to cooperate often differs across, and within, national boundaries due to:[157]

▶ Issues with PES capacity (e.g., PES ability to have staff in local areas and their ability to work with local partners to collect timely and relevant data);

▶ Differences in local flexibility across regions, and by management approaches (e.g., local offices having more autonomy versus a 'centralised' system);

▶ Level of decentralisation of the PES, i.e. how much power and freedom a local PES office has to decide who they want to work with, when and why; and

▶ Different 'top down' and 'bottom up' initiatives that are in place to encourage collaboration, such as policy initiatives to bring different partners together or the establishment of local task forces to tackle unemployment in one specific city/local area.

Governance systems can also provide strategic frameworks for the context of partnerships. At local and regional level, strategic frameworks can provide the 'structure' for working with local partners and indicate the benefits of such work, including:

▶ Gathering insights at local level on policy and programme intervention on what does and does not work;

▶ Becoming aware of issues that may cause labour market exclusion, particularly local factors, and being able to efficiently plan use of resources so that partners and services can work together;

▶ Developing and identifying shared objectives and priorities, creating common visions and integrated strategies; and

▶ Strengthening the ability for PES and partners to develop innovative solutions that are adapted to local situations.

7.2.1 What steps and tools can PES use to make sure that they have the right governance in place?

Strategic flexibility can help PES to develop and achieve operational excellence within local contexts. The OECD defines strategic flexibility as the 'ability of PES actors working at the local level to develop strategies and customise policies and programmes that respond specifically to local labour market conditions.'

The table below outlines key aspects that are useful to have in place when developing PES local governance.

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157 InterAmerican Development Bank (IDB), the World Association of Public Employment Services (WAPES) and the Local Economic and Employment Development Programme of the Organization for Economic Co-operation and Development (LEED/OECD) (2015) (https://www.skillsforemployment.org/edmsp1/idcplg?IdcService=GET_FILE&dID=350665&dDocName=WCMSTEST4_171855&allowInterrupt=1)

▶ **Table 7.1 Key aspects for PES local governance**

Area	Key questions to consider
Designing policies and programmes	▶ Do sub-regional offices have any input into the design process? ▶ Are they consulted and can they influence the design features or target groups? ▶ Can local PES implement programmes outside of the standard programme portfolio? ▶ Can local PES offices design local employment strategies?
Budget allocation	▶ Do sub-regional PES offices have flexible global budgets, or line item budgets for active measures? ▶ How flexible is it to move resources between budget items?
Eligibility and target criteria	▶ Can local PES offices decide on their target groups for their programmes, or are these set centrally?
Performance management	▶ To what extent are goals and targets centrally determined? ▶ Are sub-regional goals developed, or is there some flexibility in adapting goals to local circumstances? ▶ Are targets and indicators negotiated with regional or local actors? ▶ Is performance purely assessed on quantitative criteria?
Managing networks of local development policies/ collaboration	▶ Are local PES offices free to participate in partnerships? ▶ Can local PES offices decide freely who they can collaborate with locally?
Outsourcing	▶ Are local PES offices responsible for outsourcing services to external providers? ▶ Can local PES offices influence the terms of reference of contracts with service providers?

Source: IDB; WAPES and OECD (2015) 'The World of Public Employment Services: Challenges, capacity and outlook for public employment services in the new world of work'

The OECD has also outlined a set of different tools that can be used by national governments, and can be applied by PES, to promote and increase a culture of flexibility:[158]

▶ Negotiating targets – consulting at the local level when setting government targets

▶ Increasing the use of outcome targets, rather than output targets;

▶ Establishing common and cross-sector targets which incentivise local actors to work together;

▶ Boards and scrutiny panels which allow a wider group of local actors to scrutinise delivery of national programmes;

▶ Flexible funding schemes and special funds to encourage creative solutions at the local level; and

▶ Incremental responsibility – devolving decision making where accountability risk is judged to be minimal.

As well as tools to foster the conditions for the right governance, PES also need to ensure that they have appropriately skilled staff in place to ensure that they can work successfully with strategic partners. The next section provides an introduction to the key requirements around staff resources in this area.

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158 https://www.oecd.org/cfe/leed/promotinggreaterflexibilityinlabourmarketpolicy.htm

7.2.1.1 What staff resources are needed to work with strategic partners?

Internally, PES need to have the right staff resources available to ensure that they can create conditions conductive to strategic partnership working. When working with stakeholders through strategic partnerships PES need to be able to respond to partners quickly and using clear communication. This is important to demonstrate PES' expertise, capacities to work with other partners and provide them with the time to build relationships with other stakeholders. Larger PES may have the resources and access to a dedicated external relations team. Smaller regional or local PES may have a small group, or a lone individual, who can undertake the role of 'partnership manager'.

> The role of partnership manager is an important position within this process as they are needed to pool knowledge, coordinate activities and manage the various tasks of the partnership.[159]

The individual, or team, undertaking the role as partnership manager needs to have excellent interpersonal skills, be client-oriented and be able to network internally within the PES as well as with different external stakeholders, upholding the key principles of social dialogue and tripartism. For internal communications, they will need to work closely with respective units where and when required but also maintain an excellent knowledge of different PES activities and individual units as well as the wider labour market. This is important as they are the key contact for stakeholders and therefore their attitudes, behaviours and overall professionalism will reflect the working practices and attitudes of the PES as a whole.

It is therefore vital that the partnership manager(s) receives appropriate training and support to develop their skills in terms of communications as well as ensuring that they keep up-to-date with wider PES activities. Partnership managers must therefore be included within all required internal information networks and receive appropriate updates and briefings. This is particularly important as the skillset of partnership managers is slightly different to other professions within the PES. PES need to invest in tailored training programmes so that they can build effective partnerships as this will have long-term benefits to the information and insights available to PES as well as how they are viewed.

7.2.2 How can PES demonstrate the contribution of employment services to achieving employment policies?

PES play a key role in the labour market and undertake valuable work that contributes to achieving national employment policies. The ILO reported in 2018[160] that across the world many PES have gone beyond the core functionality of job-matching and instead, they now offer much more comprehensive and holistic support to the labour market. For example, many PES have now fully developed services for employers and jobseekers that address skills mismatches and enhance employability. Through designing and delivering active labour market programmes they also can directly support workers and employers.

With such activities, PES can collect data and use this to create a portfolio of evidence to demonstrate how their services have made an impact and contributed to employment policies. The ILO reports that since the economic crisis in 2008 many countries are now expecting evidence-based advice on policies

159 European Commission (2013) 'Successful partnerships in delivering public employment services' (https://ec.europa.eu/social/BlobServlet?docId=14096&langId=en)

160 ILO (2019) 'Fifth meeting of the SRM Thematic Working Group (23-27 September 2019). Technical Note 1: Instrument concerning unemployment policy and services' (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---normes/documents/genericdocument/wcms_715383.pdf) and ILO (2019) 'Fifth meeting of the SRM Thematic Working Group (23–27 September 2019). Overview document: Background information for the review of instruments concerning employment policy and promotion' (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---normes/documents/genericdocument/wcms_715382.pdf)

and interventions. Countries are increasingly wanting to know 'what works, for who and why' so that they can create more job opportunities for all types of workers. By learning about what works and improving practices, PES can develop more efficient and effective measures and support services for employer and jobseekers, leading to better matching. In the long term, this will help to maximise the potential of the labour market as it can increase employment rates and thus contribute to greater economic activity.

PES are at the forefront of delivering services that put economic and employment policies into action. To help support and shape future employment policies PES have the potential to gather data via their delivery and reporting mechanisms. By collecting and analysing such data, PES can show to a wider group of stakeholders (e.g., government and local/regional partners) the impact of their services, including targeted programme delivery. Communicating results and outcomes may help to boost their profile and enhance their reputation.

Strategic and brand communication can be an important tool to overcome common reputational challenges related to PES, which often include:

▶ Negative attitudes about governments in general

▶ Funding limitations

▶ Different levels of brand recognition

▶ Different approaches to strategic and communication processes[161]

PES can enhance their reputation with partners by undertaking tailored strategic and communication activities. Strategic and communication activities follow a five-step process, as outlined in the table below.

▶ **Table 7.2 Five-step process for strategic and brand communications**

Step	Process	Central objectives
1	Identification of needs	Help PES understand its communication needs; stakeholders and the characteristics of stakeholders and PES needs in a complex and diverse environment
2	Design strategy	To develop measurable objectives and message frameworks in order to translate the needs identified in Step 1 into aligned, actionable and measurable objectives
3	Create messages	Help PES apply information from Steps 1 and 2 to produce effective, action-orientated messages that appeal to targeted stakeholder groups
4	Mobilise and monitor	Focus on implementing the communication plan and evaluating its success; identify strategic changes that need to be made and demonstrate return on investment of resources
5	Evaluate and evolve	Undertake a summative evaluation (see the box below for information), assess the outcomes and results and feedback into future communications activities helps PES to build on their reputation and improve communication outcomes

European Commission (2018) 'Communication and (re-)branding toolkit for employment services'

161 European Commission (2018) 'Communication and (re-)branding toolkit for employment services' (https://ec.europa.eu/social/BlobServlet?docId=20004&langId=en)

> ▶ **Box 39. Summative evaluation: What is it?**
>
> It is the final assessment of campaign's outcomes, relative to its intended and unintended effects. Its intended effects focus on the assessment of how effectively the campaign was able to meet its measurable objectives based on the thresholds established before the campaign (and potentially adjusted during the communications campaign). Its unintended effects recognise that often campaigns may result in outcomes (both positive and negative) that were not foreseen. Summative evaluation is used as a way for organisations to critically reflect the campaign in order to determine action-steps and future campaign development.

Ultimately, PES need to be sufficiently funded so that they can deliver high-quality, successful services and also undertake communication activities. The ILO[162] recently called for PES to be adequately funded so that they can face the challenges of the labour market, provide effective support with the increasing transitions in the labour market and evolve into a more proactive organisation. An important part of the new approach is levering the potential of local, regional and national partnerships to ensure that PES can work with others to develop approaches that are 'fit' for purpose. Such partnerships can also include working with private employment agencies (further information can be found in 7.2.3.1).

7.2.3 What can PES contribute to employment policies according to their core institutional mandates?

Understanding the core institutional mandates for PES is fundamental to understanding the role, responsibilities and objectives that need to be in place. These can then be aligned and tailored accordingly towards national, or regional, employment policies. Indeed, at the foundation of all PES activities, they contribute to three main national objectives:

▶ Support labour market inclusion;

▶ Facilitate labour market adjustments; and

▶ Mitigate the impact of economic transitions.

> ▶ **Box 40. ILO Employment Service Recommendation, 1948 (No. 83)**[163]
>
> The ILO Employment Service Recommendation of 1948 (No. 83) provides recommendations on the organisation of employment services. Some of the key components outlined include:
>
> ▶ PES need to provide support on labour market inclusion by re-addressing inequalities and employment barriers faced by disadvantaged groups (e.g., assisting with the motivation, employability and job opportunities) and help such groups to enter the labour market.
>
> ▶ PES should facilitate labour market mismatches, for example over-supply, unemployment and skills shortages as well as over/under qualifications and looking at current skills and future labour market skills' demands.
>
> ▶ PES can use labour market information as a strategic tool to analyse cause and effect of labour market mismatches (i.e., between supply and demand).

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162 ILO (2019) 'Work for a brighter future – Global Commission on the Future of Work' (https://www.ilo.org/wcmsp5/groups/public/----dgreports/---cabinet/documents/publication/wcms_662410.pdf)

163 https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:55:0::NO::P55_TYPE,P55_LANG,P55_DOCUMENT,P55_NODE:REC,en,R083,%2FDocument

▶ PES have a role in facilitating the mobility of labour. The ILO Recommendation outlines four categories of worker transitions, which include transfer between regions with oversupply of labour to labour shortages; between economic sectors; imbalances between labour and the demand for labour; and international mobility (e.g., migrant workers).

▶ PES should have a role in mitigating the impact of economic transitions, covering moves between recessions/economic decline and periods of growth; structural transformations into higher productive sectors (i.e., from informal to formal); moving from industrial to digital based economies; local to global labour markets; and carbon-based to green economies.

It also stresses that employment services should collect labour market information on:

▶ Current and prospective labour market requirements (including the number and type of workers needed, group according to industrial, occupational or geographical basis)

▶ Current and prospective labour supply (including number, age, sex, skills, occupations, industries, location, applicant characteristics)

Further, it recommends that employment services can undertake continuous or 'special' studies on areas that cover:

▶ Causes and incidence of unemployment, including unemployment related to technological developments;

▶ Placement of particular groups of applicants for employment such as disabled workers or young people;

▶ Factors affecting the level and character of employment;

▶ Vocational guidance in relation to placement;

▶ Occupational and job analysis; and

▶ Other aspects regarding the organisation of the labour market.

The ILO Employment Services Recommendation also states that 'employment services should co-operate with other public and private bodies concerned with employment problems.' It specifically states that employment services should consult with such bodies around the questions of:

▶ The distribution of industry;

▶ Public works and public investment;

▶ Technological progress in relation to production and employment;

▶ Migration;

▶ Housing;

▶ Provision of social amenities (e.g., schools, health care); and

▶ General community organisation and planning, which may affect the availability of employment.

The following section provides further information on how PES can work with private employment agencies.

7.2.3.1 What is the difference between public and private employment agencies and how can they best work together to achieve common employment aims?

Public employment services and private employment agencies (PrEA) have some similarities in common but they also have some very important differences that need to be considered. Both PES and PrEA provide support to enterprises and jobseekers with regards to the matching process. However, PES are provided by the state where as PrEA are commercial-based organisations which are completely independent of the state. PrEA tend to:

▶ Offer services to enterprises, for a fee, with an aim to provide a quicker matching process;

▶ Concentrate on skilled job candidates for enterprises, upon demand; and

▶ Actively recruit for foreign workers for enterprises in their country or can organise migration for work abroad.[164]

In many countries, there are specific types of PrEA that offer temporary forms of employment. These temporary work agencies offer their workers for short term employment assignments to enterprises. These can help to fill specific gaps for enterprises and a flexible, accessible workforce. The box below provides information on the ILO convention on PrEA.

▶ **Box 41. ILO Private Employment Agencies Convention, 1997 (No. 181)**[165]

The convention terms private employment agency means any natural or legal person, independent of the public authorities, which provides one or more of the following labour market services:

(a) services for matching offers and applications for employment, without the private employment agency becoming a party to the employment relationships which may arise therefrom;

(b) services consisting of employing workers with a view to making them available to a third party, who may be a natural or legal person (referred below as a "user enterprise") which assigns their tasks and supervises the execution of these tasks;

(c) other services related to job seeking, determined by the competent authority after consulting the most representative employers' and workers' organisations, such as the provision of information that do not set out to match specific offers and applications for employment.

It is worth noting that in some countries the protective provisions established in law may not cover certain types of workers who are recruited via PrEA and in many countries only jobseekers registered with the PES are eligible to participate in ALMPs.

PES and PrEA are not competitive, instead cooperation between PES and PrEA can be mutually beneficial. Cooperation can provide opportunities to:

▶ Share information;

▶ Cooperate on job matching services that are provided to different groups of jobseekers;

▶ Cooperate in delivering complementary services for enterprises;

▶ Share approaches and techniques to improve efficiencies, as in case of the Netherlands; and

▶ Contract out certain services from PES to PrEA (such as pilot programmes, as seen in Kazakhstan).[166]

Case Study 24. Local Employment Partnerships in Bosnia and Herzegovina[167]

The ILO and EU-funded Instrument for Pre-Accession Assistance (IPA) funded activities in Bosnia and Herzegovina bring stakeholders closer together and further develop the labour market. The objective of the activities was to foster sustainable, partnership-driven active labour market frameworks at local level with a view of increasing access to formal employment, particularly in areas that had been affected by natural disasters in recent years. The project had four main components:

1. Country-wide awareness raising activities on funding opportunities available

2. Capacity development and technical support for applicants and local employment partnerships

3. Monitoring, institutional strengthening and capacity development activities for local employment partners

4. Dissemination of project results, further activities and capacity development activities for local employment partnerships

The project supported 19 local employment initiatives and institutional development, facilitating a shift from traditional models of working to flexible, partnership-driven models based on local needs. Activities offered by local employment partnerships included:

▶ Re-training for known employers;

▶ Training unemployed people in agriculture;

▶ Providing support to start up entrepreneurs;

▶ Providing support to the provision of social services; and

▶ Supporting social entrepreneurship.

The project achieved the following:

▶ Participation of 143 organisations;

▶ Local employment partnerships developed 38 new services;

▶ 1,584 people trained gained higher qualifications;

▶ 517 people were formally employed.

Stakeholders welcomed the local employment partnership model. This helped to strengthen the links between local employment offices, social partners, and civil society. Formal structures were supported by municipal authorities, which should ensure future local level activities. This will help to improve local economic development and lead to an increase in employment opportunities.

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166 ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_575550.pdf)

167 ILO (2019) 'Final Report: Local Employment Partnership in Bosnia and Herzegovina' (for more information about the project see: https://www.ilo.org/budapest/what-we-do/projects/WCMS_478081/lang--en/index.htm)

Case Study 25. Unleashing the potential of youth to succeed in business and to access to decent work: Global initiative on Decent Jobs for Youth[168]

The global initiative on Decent Jobs for Youth is the first United Nations system wide effort to promote youth employment on a world-wide basis. It brings together different groups and organisations across the world to ensure that young people have access to decent work, and it focuses on how best to promote decent jobs for young people through entrepreneurship and self-employment. Key aspects include:

▶ Creating a business environment – policies need to be in place to create the right environment and enhance skills

▶ Facilitating access to markets, networks, knowledge and skills – bring young people and others together to strengthen collaboration and share knowledge

▶ Skill development (including ICT skills) – equip young people with the skills they need to make their entrepreneurial aspirations a reality and increase access to markets

▶ Networks and peer-to-peer support – networks help to mobilise resources, dissemination information and foster innovation

▶ Access to finance to be combined with training and support – training, advisory support and access to finance are the key for greater success

7.3 How can PES participate in strategic partnerships to create integrated services to disadvantaged groups and increase coherence between employment and social policies?

Disadvantaged groups often face multiple, complex barriers that can prevent them from entering employment or from staying in work. Barriers can include issues around housing, childcare, transportation, health issues (including mental health), substance abuse, among others.[169] These are often coupled with employment and skills related barriers, such as poor literacy and numeracy skills, lack of technical skills, long-term unemployment and little (or no) work experience. Integrated approaches that bring providers together can help to address these issues in a more efficient manner than fragmented service provision. This can ensure sustained access to the labour market.

For PES to make the shift from standalone services to working with others to deliver integrated provision, they need to start to build partnerships with others. This can include government agencies and stakeholders with core mandates related to economic and social rights.[170] However, the extent to which they work together varies across national contexts, governance structures, institutional capacity and levels of investments in PES and ALMPs.

PES can look beyond government agencies to the private sector, not-for-profit organisations and non-governmental organisations to maximise capacity, bring in expertise and knowledge of specific groups and therefore develop and deliver services that closely meet the needs of specific disadvantaged groups. This can in turn lead to sustainable outcomes and better use of resources.

Existing PES practices across the world indicate that successful strategic partnerships for integrated service delivery to disadvantaged groups share the following core attributes:[171]

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168 https://www.decentjobsforyouth.org/

169 ILO (2018) ILO briefs on Employment Services and ALMPs. Issue No. 1 'Public employment services: Joined-up services for people facing labour market disadvantage' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_632629.pdf)

170 Ibid.

171 Ibid.

▶ A client-centred approach, which builds services around client needs;

▶ Multi-disciplinary teams drawn from different agencies, and/or partners;

▶ Ease of access to services by different providers;

▶ Information sharing and individual case management; and

▶ Flexibility to adapt services to local conditions.

The European Commission[172] have outlined four steps to integrating services to support market integration of minimum income recipients. The four steps can also be tailored and applied to other disadvantaged groups. The table below outlines the four steps and the key messages for each step.

▶ Table 7.3 Steps to develop and deliver integrated services

Key step	Key messages
Step 1: Political commitment and goal setting	▶ The goal of the reform should be chosen in view of the initial institutional setup and the reform capacity of the government ▶ Ambitious integration reforms require strong and sustained political commitment, especially in countries where local governments have considerable autonomy in service provision
Step 2: Planning and designing the coordination of services	▶ Choose partners with care based on their 'service relevance' ▶ Assess the capability of each partner with care ▶ Consider piloting your proposed model to test its relevance and effectiveness
Step 3: Implementing a service integration initiative	▶ The cooperating units should explicitly share a clear headline goal to reduce long-term unemployment ▶ Cooperation is not automatic; it needs to be encouraged by clear incentives ▶ The improvement in information exchange can greatly increase efficiency, but reaping such gains requires careful planning and implementation ▶ Staff training may be necessary even if PES staff are very experienced
Step 4: Monitoring and evaluation of integrated services	▶ Introduce a unified monitoring system and include detailed process indicators ▶ Evaluations can significantly help in identifying the most effective arrangements

European Commission (2018) 'Integrated services to support the labour market integration of minimum income recipients – Practitioners' checklist'

172 European Commission (2018) 'Integrating services to support the labour market integration of minimum income recipients: Practitioners' checklist' (https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8147&furtherPubs=yes)

These steps can also be considered when thinking of designed and developing integrated services to long-term unemployed. The European Social Fund Platform Thematic Network on long-term unemployment[173] identified that integrated service delivery can be a successful approach to achieving sustainable outcomes for this disadvantaged group. In particular, PES can work with other organisations around specific actions that can help to increase the employability of long-term unemployed people, including areas on:

▶ Providing support around psychological and mental health

▶ Building individuals' confidence and developing attitudes to work

▶ Integrating migrants, providing debt counselling and other support

▶ Provision of work trials and placements

▶ Raising and adapting the skill level of individuals, e.g. via VET-based ALMPs

▶ Developing individuals' basic and transferable skills

However, PES may have several barriers to overcome before they deliver joined up, or integrated, services. Barriers can include clashes between local and national priorities; fragmented services; lack of employer involvement or buy in; and 'ownership' issues around certain target groups, services and activities.

▶ **Box 42. Key elements to overcome barriers to joining up services**

The ILO[174] has identified five elements that can be helpful to consider when overcoming barriers to developing and delivering joined up, or integrated, services:

▶ Ensuring that analysis of the multiple barriers affecting each jobseeker's ability to take up a job is part of the client's initial assessment. This approach is necessary even when the main entry door to service provision is not the PES but another agency or provider working with population facing disadvantage. Employment should be viewed as a key goal in helping target population to gain autonomy in the long term.

▶ Achieving joined-up services by building on existing programmes and good practices at local level. Packaging services for target groups in line with available of human, financial and technical resources at local level ensures that interventions are sustainable and overcome institutional divisions within and between government agencies.

▶ Involving employers in joined-up interventions. Actively involving employers can influence recruitment practices in favor of social inclusion and reduce the social stigma attached to disadvantaged population groups.

▶ Creating collective responsibility among government agencies and providers to develop re-engagement strategies. Protocols for follow-up are important element to avoid duplication and ensure that clients do not 'fall through the cracks' in the system.

▶ Providing local flexibility but within a national framework to enable the alignment of interventions towards overarching goals. This requires working simultaneously in both the policymaking and the management dimension to organise provision from different providers. Investment in the skills of staff in PES and other providers is also necessary to facilitate referrals through the chain of services across providers and keep vulnerable groups motivated and engaged.

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173 European Union (2017) 'White Paper 1: Tackling long-term unemployment: The role of integrated services' (https://ec.europa.eu/esf/transnationality/content/white-paper-1-tackling-long-term-unemployment-role-integrated-services)

174 ILO (2018) ILO briefs on Employment Services and ALMPs. Issue No. 1 'Public employment services: Joined-up services for people facing labour market disadvantage' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_632629.pdf)

7.4. What is the role of partnerships for reducing skill mismatches and fostering cooperation between education and the world of work?

The management of labour market transitions, with its constant need to identify, train, and match skills throughout life-long careers, is complex and ever-changing.[175] There has been a shift from the traditional approach of initial education, a job for life and then retirement to an increasing number of transitions in the labour market, within and between different sectors, as well as rapid technological changes. This means that workers need to be actively engaged in skill development throughout their working life so that their skill sets are appropriate to their work and to the technology that they will encounter. Training is not limited to the workplace, or a formal classroom setting, with an increasing range of training being delivered online and by different partners (PES, VET schools, private providers, among others).

While PES currently have a limited scope and small market share in the area of skill development, they have the potential (and they will need) to play a greater role in the future as they venture into area of career guidance and lifelong learning. Therefore, an important part of developing such services and reducing issues around skills mismatches is working with different types of partners to collect up-to-date information on skills needs. The IDB, OECD and WAPES (2015) suggest that if PES can collect, analyse and disseminate information about skills supply and demand it can lead to the PES having a greater influence in this arena.[176]

Partnerships need to be in place to help job seekers build, develop, and maintain an employable profile from an early age, and to help employers fill in the skills that will contribute to growing economies and a coherent global society. PES are a natural partner in this. With more capacity, new technology, better information coverage (and the knowledge to use this information), and results-driven stakeholder management, public employment services can become the driving force in matching skills for the life cycle.[177]

Apprenticeships are an important vehicle in many countries to equip workers (most likely young people) with the right education and skills that employers need now and in the future. Apprenticeship programmes bring together VET institutions and the labour market to share knowledge and develop programmes that produce well qualified workers. In many countries, small and medium enterprises use apprenticeship programmes to deal with skills shortages and as a way to hire well-skilled young people.

> SMEs play a large role in local economies therefore apprenticeship programmes can be a really important tool to bring together different partners to foster cooperation between education and the world of work and address skills needs.

175 InterAmerican Development Bank (IDB), the World Association of Public Employment Services (WAPES) and the Local Economic and Employment Development Programme of the Organization for Economic Co-operation and Development (LEED/OECD) (2015) (https://www.skillsforemployment.org/edmsp1/idcplg?IdcService=GET_FILE&dID=350665&dDocName=WCMSTEST4_171855&allowInterrupt=1)

176 Ibid.

177 Ibid.

Such partnerships can increase knowledge exchange, improve the quality and effectiveness of training. In the longer-term quality apprenticeship programmes can also:

▶ Increase productivity;

▶ Lower the cost of recruitment; and

▶ Enhance employee retention.[178]

PES can work together with other public authorities (such as local education authorities); enterprise' associations; VET institutions and social partners to develop and promote quality apprenticeship programmes. For example, the PES can have a key role in advising young people that apprenticeships are a valuable career path and PES can broker the matching (or recruitment) process. In many countries across Europe and further afield, committees are established to discuss different aspects of policy design and the implementation of VET training, including apprenticeships. These tripartite committees can include stakeholders such as:

▶ Trade unions;

▶ Employers' associations;

▶ VET training centres (or associations);

▶ Qualification bodies;

▶ Government representatives; and

▶ PES (in some cases).[179]

178 ILO (2017) 'ILO Toolkit for Quality Apprenticeships Volume 1: Guide for Policy Makers' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_607466.pdf)

179 Ibid.

Case Study 26. Establishment of youth employment partnership: Khanty-Mansi Region, Russian Federation

A partnership to address youth unemployment issues was established in 2016 in the Khanty-Mansi region of the Russian Federation. This was established in the form of the Coordination Council for the Promotion of the Employment of Young People. Under the administration of the city of Nizhnevartovsk, the Council consists of representatives from:

▶ The city administration

▶ Local employers

▶ Local workers' associations

▶ Local PES

▶ The Duma (lower house) of the city

▶ Education and vocational training institutions

▶ Local chamber of commerce

▶ Small and medium enterprise organisations

▶ Entrepreneurship support fund

The Coordination Council's aim is to ensure that there are coordinated actions by, and between, different actors regarding youth employment issues. It meets at least once every six months. To date, it has undertaken activities that include facilitation interactions between different representatives (including local government) and developing a set of recommendations for employers on youth employment issues. The Coordination Council has also created the foundations for internship programmes for graduates and students, coordinated employment of new graduates between education institutions, local employment centre, city administration and employers.

The youth partnership was supported by the ILO project 'Partnerships for Youth Employment in the CIS', Phase I (2013–2017). The Project was funded by LUKOIL, a Russian oil company.

Social dialogue is an important aspect of developing high quality apprenticeship training systems. Ideally, social dialogue should be in place at a national and sector level so that programmes can be in line with sector demands and national policies. However, ensuring that the views of employers and trade unions are incorporated in the development of apprenticeship programmes is an issue in some countries. A possible solution is to develop appropriate institutional frameworks that promote social dialogue. This can include formal agreements between organisations that lay down the foundations for such dialogue and exchange.[180]

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180 ILO (2017) 'ILO Toolkit for Quality Apprenticeships Volume 1: Guide for Policy Makers' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_607466.pdf)

Case Study 27. Promoting quality apprenticeships for young people: Innovative approaches

The global initiative for decent work for youth has identified five innovative approaches[181] to promoting quality apprenticeships:

▶ Fostering the development of transversal and transferable skills across occupations and sectors by:

    ▶ combining technical skills with soft (core work), entrepreneurial and digital skills; and

    ▶ incentivising the mobility/rotation of apprentices across different companies.

▶ Improving the quality and responsiveness of trainer–apprentice interactions through digital technologies. ICT is enabling instantaneous interaction and feedback using technology-enabled applications for on-the-job training. Furthermore, ICT is fostering the participation of disabled young people in quality apprenticeship schemes.

▶ Enhancing careers advice and counselling services through collaboration between training providers, employment services and companies.

▶ Making apprenticeships more affordable by integrating learning facilities and delivery in the workplace. In addition to reducing the cost of training, this is improving its quality and labour market relevance while enhancing occupational safety among young apprentices.

▶ Experimenting with different financing mechanisms. Using mechanisms long established for public technical and vocational education and training, such as levy systems and public and private financing, some countries have found solutions to make quality apprenticeships more affordable for governments and enterprises.

▶ **Box 43. Strategic partnerships:**

Below is a checklist of the key features that should be included in developing strategic partnerships and establishing tripartite and social dialogue arrangements:

▶ A comprehensive **database of potential partners**

▶ **Key stakeholders** adding the most value to (re)integration activities have been identified

▶ PES are exploring the scope to increase effectiveness through **utilising social dialogue and tripartism**

▶ **Specific resources** are available to manage partnerships, e.g. through dedicated external relations teams or individual staff

▶ Mechanisms are in place for **information exchange with partners**

▶ There is a summary **services list which can be improved through delivery partnerships**

▶ PES are considering the value of **sharing mutual information with partner organisations** to establish mutual benefits

▶ There are opportunities for **partners to input to development of PES policy and strategies**

▶ Systems are in place for **partners to provide feedback** on the delivery of PES services

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181 https://www.decentjobsforyouth.org/wordpress/wp-content/uploads/2017/08/Thematic-Plan-2-Quality-Apprenticeships.pdf

▶ **Box 44. Questions for self-reflection**

Use the questions below to think about the steps your PES need to take to develop strategic partnerships and to build the conditions for tripartite and social dialogue:

▶ What systems do you have to assess the benefits of working in partnerships with specific stakeholder organisations? Can these be improved?

▶ What opportunity do partners have to input to the development of PES policies and strategies?

▶ Is your current range of partners sufficient to provide stakeholder feedback on all areas of PES activity? Why is this? If not, how can you broaden this to engage with other organisations?

▶ How can you improve social dialogue and tripartism structures to raise the profile of the PES and increase its impact on sustainable employment?

▶ Annex 1. Further resources

A1.1 ILO resources

Useful websites:

Future of work webpages (https://www.ilo.org/global/topics/future-of-work/lang--en/index.htm)

Find the ILO Declaration on the future of work, 'Work for a Brighter Future' report and other useful resources

Decent Jobs for Youth initiative (https://www.decentjobsforyouth.org/)

Find out more about Decent Jobs for Youth, the global initiative to scale up action and impact on youth employment in support of the 2030 Agenda for Sustainable Development.

Useful reports:

ILO (2008) 'Conclusions on Skills for Improved Productivity, Employment Growth and Development' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_103457.pdf)

ILO (2004) Human Resources Development Recommendation (No.195), (https://www.ilo.org/dyn/normlex/en/f?p=1000:12100:::NO:12100:P12100_INSTRUMENT_ID:312533)

ILO (1974) Paid Educational Leave Convention (No. 140) (https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:312285)

ILO (2019) 'Final Report: Local Employment Partnership in Bosnia and Herzegovina' (https://www.ilo.org/budapest/what-we-do/projects/WCMS_478081/lang--en/index.htm)

ILO (2018) 'Decent Work and the Sustainable Development Goals A Guidebook on SDG Labour Market Indicators' (https://www.ilo.org/ilostat-files/Documents/Guidebook-SDG-En.pdf)

ILO (2018) 'Public employment services: Joined-up services for people facing labour market disadvantage' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_632629.pdf)

ILO (2017) 'ILO Toolkit for Quality Apprenticeships: Volume I: Guide for Policy Makers' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_607466.pdf)

ILO (2016) 'Value chain development for decent work: How to create employment and improve working conditions in targeted sectors' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_434363.pdf)

ILO (2013) 'Monitoring and evaluation of youth employment programmes. A learning package' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/documents/instructionalmaterial/wcms_384468.pdf)

A1.2 Resources focusing on Commonwealth of Independent States region

Useful websites:

Work in Russia (https://trudvsem.ru)

An online platform, developed by ROSTRUD, where enterprises can add vacancies and jobseekers can add their CVs and search for vacancies.

Skillsnet (implemented by the Russian Federation) (https://skillsnet.ru)

This website was developed by ROSTRUD to help jobseekers to engage with enterprises.

Useful reports:

ILO (2017) 'Towards policies tackling the current youth employment challenges in Eastern Europe and Central Asia' (https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_590104.pdf)

A1.3 European-based useful resources

Useful websites:

European Network of Public Employment Services webpages (https://ec.europa.eu/social/main.jsp?catId=1100&langId=en)

The PES Knowledge Centre websites includes publications, reports and studies undertaken by the European Network of Public Employment Services (on the Knowledge Centre pages) and previous and current approaches undertaken by PES across Europe (available on the PES Practices pages).

Useful reports:

European Commission (2014) 'European reference competence profile for PES and EURES counsellors' (https://ec.europa.eu/social/BlobServlet?docId=14100&langId=en)

A1.4 Wider resources

InterAmerican Development Bank (IDB), the World Association of Public Employment Services (WAPES) and the Local Economic and Employment Development Programme of the Organization for Economic Co-operation and Development (LEED/OECD) (2015) (https://www.skillsforemployment.org/edmsp1/idcplg?IdcService=GET_FILE&dID=350665&dDocName=WCMSTEST4_171855&allowInterrupt=1)

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