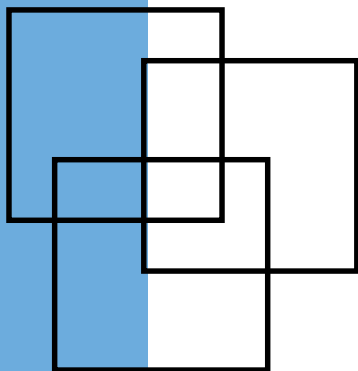




International
Labour
Organization

Practitioners' guides on employment service centres

Operating employment service centres

Volume 2



**Practitioners' guides on
employment service centres**

**Operating employment
service centres**

(Volume 2)

Donna C. Koeltz and Carmela I. Torres

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Preface

Public employment services (PES) have been recognized in the mandate of the ILO since its creation. The ILO Convention on Unemployment, 1919 (No. 2) recognized the role of employment services and promoted the establishment of national employment services in all member States. The role of public employment services was fully elaborated at the international level with the adoption of the ILO Employment Service Convention, 1948 (No. 88). Both jobseekers and employers are customers of employment services, both public and private, and most national employment services are guided by an advisory body that reinforces the principles of social dialogue between government, employers, and workers.

The *Practitioners' guides on employment service centres* (hereafter referred to as “the Guides”) are designed to assist member States, including within Asia and the Pacific, to improve labour market efficiency and participation, reduce unemployment, and enhance linkages and information flows between jobseekers and employers. This is consistent with the core elements of the ILO’s Decent Work Agenda, which emphasizes the creation of productive employment and skills development to increase the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth.

The Guides draw upon content originally published in the *Facilitator’s training guide on employment services* (2015), by the Employment Policy Department, with the

current Guides focusing more specifically on the practical operations of employment service centres and the delivery of employer and counselling services. The Guides also reflect the authors' professional experiences and international good practices of public employment services (PES) worldwide.

The Guides are a collection of resource manuals on public employment services delivery. There are four volumes in this collection. *Training of trainers on operations, counselling, and employer services (Volume 1)* is a companion to the three other procedural manuals on employment services: *Operating employment service centres (Volume 2)*; *Providing effective counselling services (Volume 3)*; and *Providing effective employer services (Volume 4)*.

It is hoped that the Guides will assist member States to enhance their employment services, a core component in the promotion of decent and productive work opportunities for women and men.



Tomoko Nishimoto
Assistant Director-General and Regional Director
Regional Office for Asia and the Pacific



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Acknowledgements by the authors

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Abbreviations and acronyms

CAMFEBA	Cambodian Federation of Employers and Business Associations
ESC	employment services centres
ILO	International Labour Organization
JSR	jobseeker registration form
LMI	labour market information
MOLSW	Ministry of Labour and Social Welfare
NEA	National Employment Agency
NOC	national occupational classification
PES	public employment services
PMF	performance measurement framework
TVET	technical and vocational education and training



Introduction

Operating employment service centres (Volume 2) is the first of three procedural manuals on employment services which, when used together, are intended to guide management and staff in:

- a. the establishment and maintenance of employment services centres (ESC);
- b. the provision of quality services to jobseekers; and
- c. the provision of quality services to employers or enterprises.

Operating employment service centres (Volume 2) was initially prepared as a key output of the ILO/China South-South Cooperation Project to Expand Employment Services and Enhance Labour Market Information in Cambodia and Lao People's Democratic Republic (Project). Following its introduction in October 2015, and based on specific requests from other countries, a decision was taken to publish the manuals for use within the region, as ministries work towards developing and enhancing their employment service operations. The preparation of the manual was facilitated by a review of earlier versions of employment service centres' operations manuals utilized in both Cambodia and the Lao People's Democratic Republic, which were developed through collaboration with the National Employment Agency (NEA), the Ministry of Labour and Social Welfare (MOLSW), and the ILO. The guide has been updated and enhanced to reflect international good practices in the operations of PES offices.

Operating employment service centres (Volume 2) aims to assist managers and staff to develop a clear understanding of:

- a. employment services concepts, systems, and procedures;
- b. how to organize and manage these services efficiently; and
- c. ensuring uniformity in the application of procedures in all ESC, by all staff.

Operating employment service centres (Volume 2) is intended to be used as an ongoing resource guide by the managers and staff of ESC and line agencies within relevant ministries, as they plan and execute their mandate to provide fair and accessible employment services to all jobseekers and enterprises that seek their assistance. It can also be used as a self-help instruction guide for new staff as they become oriented in their new job. While much of the information contained in this guide will be universally applicable for ESC operations, some sections may require some customization in order to accurately reflect procedures within individual countries. This adaptation would most appropriately occur at the national level in each country.

The other two guides will focus on providing guidance on how to deliver services to jobseekers and employers

The development of *Operating employment service centres (Volume 2)* is a continuous process, since systems and procedures need to respond to the changing needs of society and labour markets. The overall responsibility for maintaining this manual should rest at the national headquarters level within the appropriate ministry or department responsible for providing oversight and technical guidance in the area of skills development and employment services. When changes or improvements in the procedures outlined in this manual are required, recommendations should be forwarded to this office. Recommendations for change will be considered, and the department will issue amendments to all ESC as appropriate.

As information is updated or enhanced, these amendments should be reviewed by the ESC management and staff, and be incorporated in this manual. It is the responsibility of the director or manager of each ESC to ensure that this manual is accessible to all staff, and is kept up to date. In order to facilitate this process, it is recommended that this manual, as well as the other procedural manuals on employment services in this collection, be published in a format that makes it possible to add or delete sections of the manual without the need to reproduce the full document. Producing the manuals in a loose-leaf binder format is an ideal way to ensure maximum flexibility.



1. Public employment services: mandate and core services

Public employment services (PES) are government institutions that plan and execute many of the labour market policies governments use to help workers enter the labour market, to facilitate labour market adjustments, and to cushion the impact of economic transitions.ⁱ (In Asia offices are most commonly referred to as employment service centres. The terms PES and ESC will be used interchangeably in this manual.)

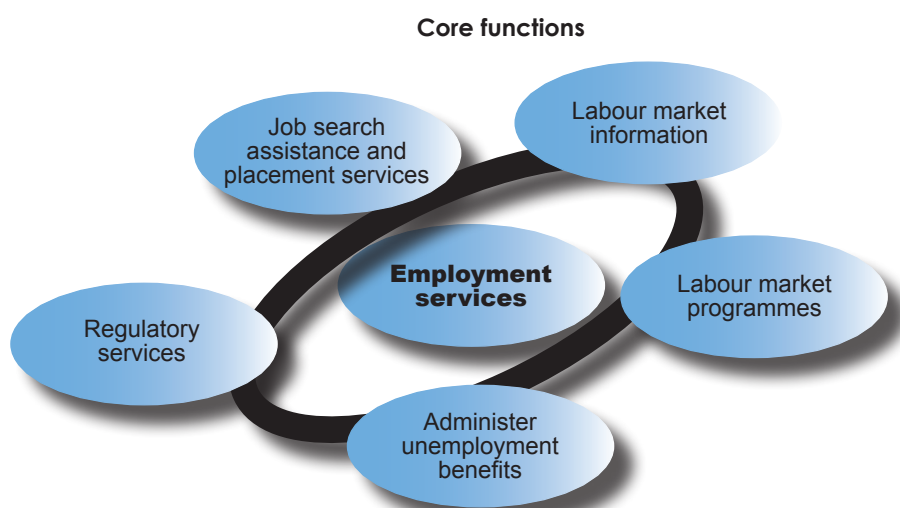
The mandate of the PES can be stated quite concisely as: to facilitate the matching of jobseekers who are looking for employment, with enterprises who need workers to fill their vacancies. There are three key words in this mandate. The first is **facilitate**. This is an important choice of wording, and more accurately reflects the true role of the PES. Many people expect that the PES will find them a job, and consider this to be the sole purpose of the PES. Many enterprises expect the PES to find the most suitable workers when they have job vacancies to fill. However, when we use the word “facilitate”, it suggests that while the PES does play a role in the job matching function, it does not have the lead role or responsibility, but rather provides the right context and conditions in order to set the stage for jobseekers to have a better chance of finding employment, and for enterprises to have a better chance to find the most suitable workers. The principal responsibility in finding a job remains with the individual jobseeker, and the main responsibility in finding a suitable worker remains with the enterprise.

This mandate also clearly acknowledges that PES have two clients: **jobseekers** and **enterprises**. While jobseekers will always approach the PES as a client seeking services, enterprises can be clients looking for assistance in recruiting suitable workers or needing labour market information (LMI) to inform decisions to expand or move into a new product line; however, they may also be partners of the PES by providing opportunities for internships, on-the-job work components as part of formal training programmes, or to participate in subsidy programmes aimed at offering new graduates or hard-to-place clients opportunities to gain necessary work experience or to demonstrate suitability to the employer.

It is also worth noting that different countries define jobseeker differently. Some countries define a jobseeker as any individual who is actively seeking work. This can mean moving from unemployment to employment; moving from one job to another in order to increase hours of work from part-time to full-time; to move from temporary to regular employment; or simply to move to a more appropriate level of skill or a higher wage. Other countries define jobseekers eligible for their services as individuals who are currently unemployed and actively seeking work.

PES fulfil their mandate through the provision of core services (figure 1), which have been defined through the duties and services suggested in the ILO Employment Services Convention, 1948 (No. 88).ⁱⁱ

Figure 1. Provisions of core services in public employment services





When a country makes a decision to establish public employment services, it will generally begin by providing **job matching services**. Consistent with the ILO Employment Services Convention, 1948 (No. 88), the mandate becomes one of facilitating the matching of jobseekers with enterprises that are looking for workers to fill job opportunities. This can be done in a variety of ways, and will largely be determined by the resources available to the ministry. In some countries, jobseekers are still asked to fill out a manual registration form listing their contact information, educational background, specific skills and experience, and the type of jobs or occupations they are hoping to find. In other countries, jobseekers have the option to complete online or electronic registrations, and upload their resume or curriculum vitae. These may be computerized databases that are available only within the employment office, or they may be Internet-based systems.

1.1 Labour market information

At the same time, the employment offices are gathering information about the enterprises within their community, through the job vacancies being registered with them. Through these job notifications, they begin to collect information such as the type of business, normal occupations required within the business, the hours of operation, average wages and benefits available, and the general working conditions. Again, depending on the capacity of the employment service, this information may be collected and displayed manually, or it may be collected manually and later transferred into an electronic database, which again may or may not also be Internet-based.

Regardless of how the **information** is collected and shared, it is valuable information to assist the employment office understand the local **labour market** in terms of both the supply of potential labour and the current and anticipated future needs of businesses. As the employment office is successful in reaching out to more businesses and jobseekers, this accumulation of data will grow and enable the office to establish trends and predict future needs. This administrative data, collected for the purpose of providing a high-quality labour exchange function, then becomes the basis for the development of LMI. The collection and dissemination of this data often becomes the second of the core services offered through employment offices.

As the employment office expands and matures in the delivery of these services, it is often the case that staff in the office not only collect and share this information, but also analyse the data. Eventually, this analysis will be broadened to include

general statistical data collected by other government agencies through labour force surveys, providing even greater insight and value to the information collected.

This administrative information is useful to all clients of PES. Jobseekers will benefit from information on enterprises, and the skills needed, as well as information on what training is available locally to help them meet the requirements of employers, as PES help them select appropriate occupations. Enterprises can benefit from information about the current skills available in the local labour force, and the potential for new graduates in skills they may require as they make decisions related to expanding their businesses, introducing new product lines, or even for enterprises considering establishing a new business within the community. Training institutions can benefit by learning of the skills likely to be in future demand, and by knowing the needs of employers, as well as the skills of the existing workforce. This knowledge will help to develop curricula that will help to address these needs from both the supply and demand side of the labour market.

However, it can go beyond this. PES can also help to link enterprises requiring skilled workers, with training institutions, to organize customized courses to meet the needs of industries, or to cooperate on apprenticeship training or other types of on-the-job initiatives. As part of their regular employment services, PES can assist training institutions to arrange work placements as part of curricula that combine on-the-job experience with technical training. Further to this, PES can have a key role in assisting training institutions and students nearing the completion of their formal training programmes, to arrange internship opportunities or provide job-search techniques sessions in order to help prepare graduating students for their entry into the world of work.

Over time, the collection, analysis, and dissemination of LMI will lead to the design and implementation of **labour market measures** intended to help narrow the gap between the supply side of the labour market and the demand for workers. LMI drawn from this administrative data, combined with broader statistical data collected through government statistical agencies in the form of labour force surveys and regular census studies, will help inform the development of active labour market policies and programmes. It will help decision-makers determine which programmes are most needed, and to choose the most appropriate mix of programming and services to meet labour market requirements.



Continual monitoring of these sources of information will help to ensure that PES are ready to respond quickly to changes within a labour market, such as was the case in many parts of the world in 2008–09.

Labour market programmes in this way become a third core service offered through the employment office. There are several significant policy issues involved in the introduction of these programmes. First, it is necessary to identify which programmes will best serve the needs of both jobseekers and enterprises in closing the gap. Once this is determined, it is also essential that the means of financing the programme or programmes to be introduced is clearly identified. Specific eligibility criteria are also a key element, to avoid the risk of displacement of regular workers, as are clearly articulated measurement indicators, in order to ensure that results are sustainable.

Many countries have also introduced activation policies in combination with labour market programmes, and high-quality counselling assistance to help reduce the amount of time that individuals remain unemployed; however, this must be balanced with the need to ensure that jobseekers still have some choice in resolving their employment situation and are not forced into lower-paying jobs or labour market programmes that do not contribute to long-term employment security.

When an individual approaches an employment office seeking assistance in finding a job, one of the most common motivators is the need for some form of financial support. Clearly, concerns about where the money to pay the rent and provide the next meal will come from, will detract from any long-term strategy for moving into a sustainable and rewarding career. Getting a job and earning an income is paramount. This then can lead to jobseekers making poor decisions, and may make them vulnerable to exploitation and poor work conditions. This is why in many countries, employment offices are also centres that provide some form of **income support** to individuals, in order to alleviate some of the problems associated with periods of unemployment, allowing them to focus on issues related to increasing their employability and enabling them the opportunity to find sustainable employment. There has also been a growing trend to place conditions on continued receipt of these benefits, particularly as the length of unemployment increases, and these “activation” measures have now been introduced in many of the PES throughout the world.

Finally, it is recognized that there are often many other organizations and agencies that engage in providing at least some employment services to jobseekers or



enterprises. In addition to presenting this opportunity to PES to extend their outreach through partnerships with some of these service providers, it is also increasingly necessary for PES to perform **regulatory services** through licensing and monitoring the performance of these other agencies.



2. The delivery framework for public employment services

Figure 2. Delivery framework utilized by public employment services throughout the world

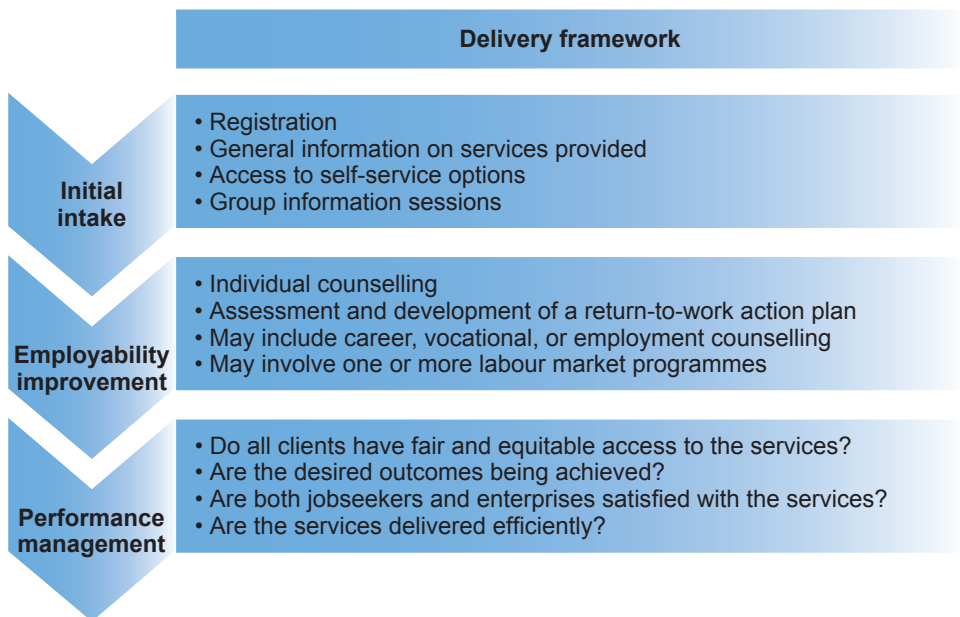


Figure 2 illustrates the delivery framework utilized by PES throughout the world as a means to structure their organizations to deliver a complete range of services to clients. Directors should always be aware that a client's perception of the ESC is often formed by the first contact.

In many cases, these services are delivered directly via government-operated ESCs. In some countries, the ministry responsible for the provision of employment services has chosen to develop partnerships with other stakeholders, to ensure that all three elements in the framework are covered in the most effective and efficient manner. Regardless of how governments choose to deliver these services, these three elements continue to be evident in all delivery models currently in use throughout the world.

Briefly, the basic services provided by ESCs occur during the initial intake phase, and include the jobseeker completing a registration form (or, in the case of an employer, a job vacancy notice), and receiving general information on the types of services he or she can expect to receive, as well as the obligations as a client of the ESC. During the initial intake process, clients will also have access to a variety of resource materials, including computers and Internet services, to enhance their self-service job search. Often, ESC will also offer group information sessions on relevant topics, scheduled according to the needs of the clients.

A jobseeker registration form (JSR) should be completed by every person who approaches the ESC seeking assistance in gaining employment. A copy of the JSR and instructions on completing the form can be found in section 7.1.

Clients of the ESC can be any member of the public who seeks assistance related to labour market issues, including:

- a. jobseekers (unemployed and underemployed individuals);
- b. employers and local recruitment agencies; and
- c. government or similar agencies.

Many jobseekers may choose to only use the self-service options when they first register with the ESC; however, as time passes and they are still seeking work, many will require more individualized counselling, which will be provided by an employment officer. During these more in-depth interviews, normally lasting 30 to 45 minutes, the employment officer will assist the jobseeker in identifying potential barriers to finding employment, discuss steps that can be taken to overcome these barriers, and assist



them in developing a transition-to-work action plan. This process of employability improvement is the second important element within the delivery framework of an ESC. It is also the element of service where it is likely that employment officers will focus most of their attention in their day-to-day work. This element will be the main focus of *Providing effective counselling services (Volume 3)* in this collection.

The third element in the delivery framework is performance management. This element is often overlooked, or at least neglected, particularly when an ESC is busy responding to the needs of jobseekers as well as its employer clients; however, it is a critical element for the long-term sustainability of the ESC. It is during this process that managers and staff assess the very core of their existence, seeking answers to the questions

- Do all clients have fair and equitable access to the services?
- Are the desired outcomes being achieved?
- Are both jobseekers and enterprises satisfied with the services?
- Are services delivered efficiently?

There are a variety of ways to measure performance and find answers to these questions, and this element will be covered in section 5 of this guide. This framework is supported by an organizational structure (figure 4) in section 3.

2.1 Layout of the employment service centre

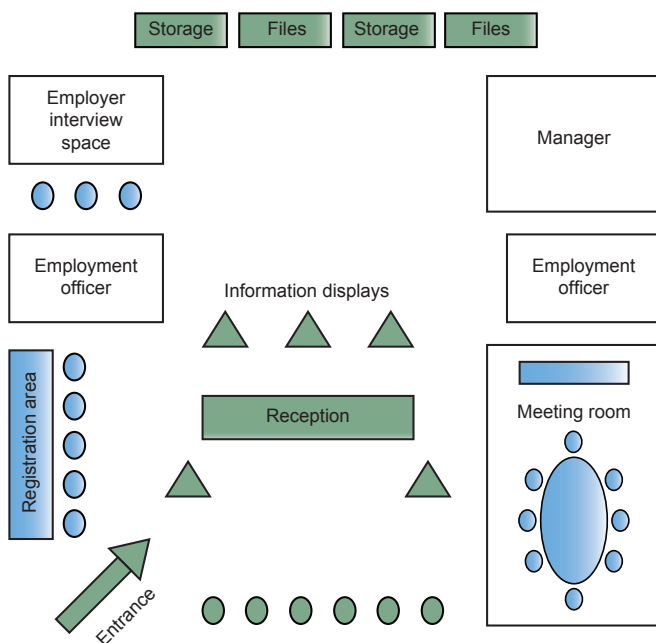
While employment service centres can vary greatly in terms of size and style, depending on the availability of suitable facilities, there are some key features that should, if at all possible, be found in all ESCs. Figure 3 below provides a depiction of the desired floor plan for the office. Whenever possible, these offices should be located at ground level, in order to ensure they are accessible to all potential clients, including those with mobility limitations. They should be situated in central areas that are easy to reach on foot or by public transit, and they should be well marked and easy to find.

Organization of the reception area

The success of the reception role in the ESC will depend to some extent on how well the reception area is laid out and organized. Careful thought should be given to the location of the reception counter or desks, and how these will affect the flow of clients visiting the centre. It is also important to ensure that clients can readily access

waiting and information areas without causing congestion. The reception, waiting, and information areas should always be maintained in a clean and tidy manner.

Figure 3. Depiction of the desired floor plan for an employment service centre



The waiting area

A range of useful client information should be available in waiting areas, which should be bright, well-lit, clean, and tidy. Chairs should be provided for clients who have to wait before being seen.

Information displays

ESCs should also have areas that provide employment, training, and other general information that will assist jobseekers. Information displayed should include:

- information on current job vacancies, both local and overseas;
- an enlarged sample of a completed jobseeker registration form;
- a list of documents required when registering for assistance;
- information about skills training courses;
- information about job-search techniques; and
- advice about self-employment.



If space permits, it is desirable to have a meeting room near the front of the office and close to the client waiting area. This room may be used to conduct group information sessions on such useful topics as how to prepare a resume or curriculum vitae; how to prepare for a job interview; and other helpful job-search techniques. The meeting room may also be used for special presentations by training institutions related to courses that they offer, or by chambers of commerce and business associations that may be promoting entrepreneurial activities. The meeting room can also be used for regular staff meetings.

Employment officers should have their own office space or partitioned area away from the reception area, in order to maintain the privacy and confidentiality of jobseekers' information.

If space permits, a separate office could be set aside for the use of employers who might prefer to conduct interviews in the ESC rather than in their place of business. This is not only a service to the employer, but also makes it easier for applicants to meet with the employer, and offers the added benefit of providing an ideal opportunity for the employment officers to immediately follow up with the employer regarding the outcome of the interviews.

The manager's office should be at the back of the office, but accessible to the employment officers, and near enough to monitor the overall activities of the office. ESC files, including registration forms, if they are completed manually, and ESC personnel files, can be stored in this area. Client registration files, once completed, must be considered to be confidential, and must at all times be handled in such a manner as to ensure this confidentiality. These files should be kept in an area that is not accessible to anyone other than ESC staff. Other materials such as extra brochures and miscellaneous office supplies can also be stored in this area. This will ensure that they are readily available when needed, without taking space in the front-end client areas.



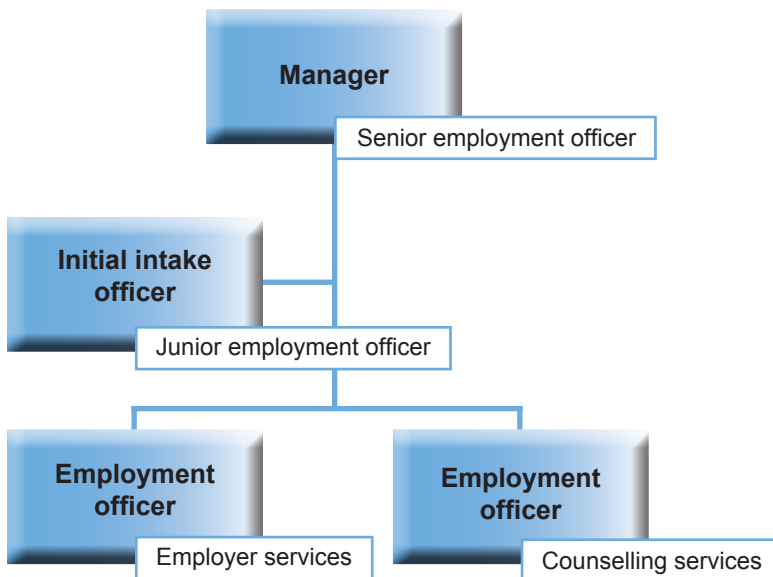
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3. Organizational structure of an employment service centre

Figure 4. Recommended organization plan



The manager may also need to perform duties as the senior employment officer, dealing with more complex or high-profile cases (both with jobseekers and enterprises) due to the small number of staff in each office.

It is best to have a minimum of two employment officers, each of whom should receive training on counselling services and employer services. If desired, the proportion of time spent on each task can be outlined in individual job descriptions or in annual performance evaluations; however, with limited resources, it is necessary to ensure that both have the capacity to handle either function.

Ideally, there should be a designated junior employment officer working as the initial intake officer. This person can handle the front-end services and also provide support to the employment officers with the idea that, over time, he or she will develop sufficient capacity through on-the-job experience to move into the role of an employment officer.

Similarly, employment officers, over time, may develop the capacity, again through on-the-job experience, to fill the position of coordinator.



4. Job descriptions to support the organization plan

There are three key positions indicated on the organization plan for an ESC, and each of these plays a pivotal role in the smooth functioning of the ESC. It is important that there are clear guidelines related to roles, responsibilities, and relationships with other ESC members, and minimum requirements for each of these positions, in order to recruit suitable staff. It is also important that, once hired, each member of the ESC has a clear understanding of the individual job description. Finally, these job descriptions will form the basis for regular employee performance evaluations, as well as to assist management and staff in developing and implementing appropriate individual training and development plans.

4.1 Manager

Basic function

The manager will plan, organize, direct, control, and coordinate the financial, administrative, human resources, policy, and planning activities of the ESC, to ensure the smooth provision of labour market services to both jobseekers and enterprises.

Duties and responsibilities

The duties and responsibilities of the manager are to:

- a. develop and implement a strategic operational plan for the ESC based on the overall mandate and core services of the ESC;

- b. oversee the operation of the ESC, ensuring that client flow is efficient, and that all clients are served within an agreed upon time frame;
- c. support staff as they perform their tasks;
- d. proactively develop relationships with a wide range of enterprises, non-governmental organizations (NGOs), and other agencies and organizations within the geographic coverage of the office, to explain and market the role of the ESC, and to advocate strong collaboration between all partners;
- e. prepare reports based on a frequency specified by the relevant ministry, related to all operations of the ESC, such as the number of registrations, job vacancies received, referrals to vacancies, and vacancies filled;
- f. provide input as requested on identified gaps between supply and demand within the labour market, and recommend possible labour market measures to mitigate the gap; and
- g. when indicated, take on the role of senior employment officer to deal with more challenging jobseekers or large-account enterprises.

Relationships

The manager will report directly to the ministry responsible for the national oversight of the ESC operations. He or she will be the official liaison between the ministry, the ESC, and the local stakeholders, on all matters related to the mandate and role of the ESC.

Independence of operation

The manager's activities will be guided by the human resource strategies, basic operating principles and policies, procedures of the ministry responsible for national oversight of the ESC, and the government as a whole.

Supervisory responsibility

The manager directly supervises all staff of the ESC, including the initial intake officer and the employment officers.

Minimum requirements

The manager should have a university degree or college or technical and vocational education and training (TVET) diploma, preferably emphasizing human resources, social science, economics, public administration, or general management, plus a minimum of seven years' practical experience. A comprehensive understanding of the national labour market and issues facing predominant target groups within the country is also required.



In addition, the manager should demonstrate the following essential skills:

- a. excellent verbal and written communication skills, including the ability to understand and communicate complex written materials, concepts, and ideas;
- b. excellent interpersonal skills;
- c. excellent computer skills;
- d. superior networking skills;
- e. superior organization and planning skills;
- f. superior problem-solving and decision-making skills;
- g. ability to lead and motivate others; and
- h. a commitment to continuous improvement and self-learning, both individually and for others.

4.2 Employment officer

Basic function

Employment officers provide assistance, counsel, and information to jobseeker clients on all aspects of employment search and career planning. They also provide counsel and information to employer clients regarding human resource and employment issues.

Duties and responsibilities

Employment officers perform some or all of the following duties:

- a. interview clients to obtain employment history, educational background, and career goals;
- b. collect LMI for clients regarding job openings, entry and skill requirements, and other occupational information;
- c. provide information on job opportunities currently available within the local area, and which fit the jobseeker's qualifications;
- d. identify barriers to employment, and assist the jobseeker in developing an individual transition-to-work plan;
- e. assess the need for assistance such as rehabilitation, financial aid, or further vocational training, and refer clients to the appropriate services;
- f. assist clients in such matters as job readiness skills, job-search strategies, writing resumes, and preparing for job interviews;
- g. advise employers on human resource and other employment-related issues;

- h. collect information from enterprises within the geographic area of the office related to the nature of the industry, size and composition of the workforce of the enterprise, and working conditions including wages and hours of work;
- i. collect job vacancy information from enterprises, with the goal of assisting them in finding suitable workers;
- j. provide established workers with information on maintaining a job or moving within an organization, dealing with job dissatisfaction, or making a mid-career change; and
- k. provide consulting services to community groups and agencies, businesses and industry, and to organizations involved in providing community-based career planning resources.

Relationships

Employment officers report directly to the manager or supervisor of the office, and work cooperatively with other employment officers in their office on a daily basis. They collaborate with staff from other ESCs when required to assist clients and to share good practices and lessons learned. Employment officers will work closely with the initial intake officer for information regarding clients, as well as to provide mentoring assistance

Independence of operation

The employment officer's activities will be guided by the human resource strategies, basic operating principles and policies, procedures of the ministry responsible for national oversight of the ESCs, and the government as a whole.

Supervisory responsibility

There is no requirement for direct supervisory responsibilities in this position.

Minimum requirements

An employment officer should have a university degree, preferably emphasizing human resources, social science, economics, public administration, or general management, or a college or TVET diploma with emphasis on human resources, social science, economics, public administration, or general management, plus a minimum of five years' practical experience. An employment officer should also have a strong understanding of the national labour market and issues facing predominant target groups in the country.



In addition, employment officers should demonstrate the following essential skills:

- a. excellent verbal and written communication skills;
- b. excellent computer skills;
- c. good networking skills;
- d. ability to work with others, and to work under supervision;
- e. strong interpersonal skills;
- f. strong organization and planning skills;
- g. problem-solving and decision-making skills; and
- h. a commitment to continuous improvement and self-learning.

4.3 Initial intake officer

Basic function

The initial intake officer receives and welcomes jobseekers and employers, and responds to inquiries and requests, including arranging appointments. He or she routinely obtains and processes client information needed to determine eligibility for services

Duties and responsibilities

Initial intake officers perform some or all of the following duties:

- a. welcome jobseekers and employers, and provide information on ESC services;
- b. answer questions, address complaints, and disseminate and explain information;
- c. explain the intake and registration forms, and provide assistance to clients in completing registration;
- d. review the registration form with the client to verify the accuracy of the information provided, and ensure that the form is complete;
- e. enter the registration information into the electronic database if required;
- f. arrange interviews with an employment officer when requested by a client;
- g. maintain the information in the resource area, ensuring that it is up to date, and that promotional materials are in adequate supply;
- h. maintain client records, ensuring that clients comply with requirements to keep their registrations active;
- i. follow up with employers regarding results of referral of jobseekers to advertised job vacancies;

- j. produce regular reports on administrative data, i.e. number of registrations and job vacancies; and
- k. assist with other areas of work when required.

Relationships

The initial intake officer will report directly to the manager or supervisor of the office, and will work cooperatively and in a supportive role with employment officers on a daily basis, to assist jobseeker or employer clients.

Independence of operation

The initial intake officer's activities will be guided by the human resource strategies, basic operating principles and policies, procedures of the ministry responsible for national oversight of the ESCs, and the government as a whole.

Supervisory responsibility

There is no requirement for direct supervisory responsibilities in this position.

Minimum requirements

An initial intake officer should have a college or TVET diploma, with emphasis on human resources, social science, economics, public administration, or a minimum of three years' practical experience. He or she should also have an excellent understanding of the jobseeker registration forms and job vacancy notices, and a good understanding of the local labour market, including knowledge of other agencies and institutions that provide some elements of employment services, in particular to special target groups.

In addition, the initial intake officer should demonstrate the following essential skills:

- a. good verbal and written communication skills;
- b. excellent computer skills;
- c. good interpersonal skills;
- d. good organization and time management skills;
- e. ability to work with others, and to work under supervision;
- f. an orientation to helping others; and
- g. a commitment to continuous improvement and self-learning.



5. Performance management

The third element in the delivery framework for employment centres is performance management, a function that is done largely out of the public view but is nonetheless a critical element of any successful PES operation.

Performance management helps to establish benchmarks and performance indicators, clearly outlining the expectations and obligations of all parties, making it possible to easily measure the results obtained, and to identify where gaps between expectations and outcomes occur. It is also a vital part of managing and empowering the staff of employment centres, by identifying their strengths and weaknesses, in order to ensure that they are provided with opportunities to continuously improve their work.

A good performance management system should be designed to address the four core questions on performance:

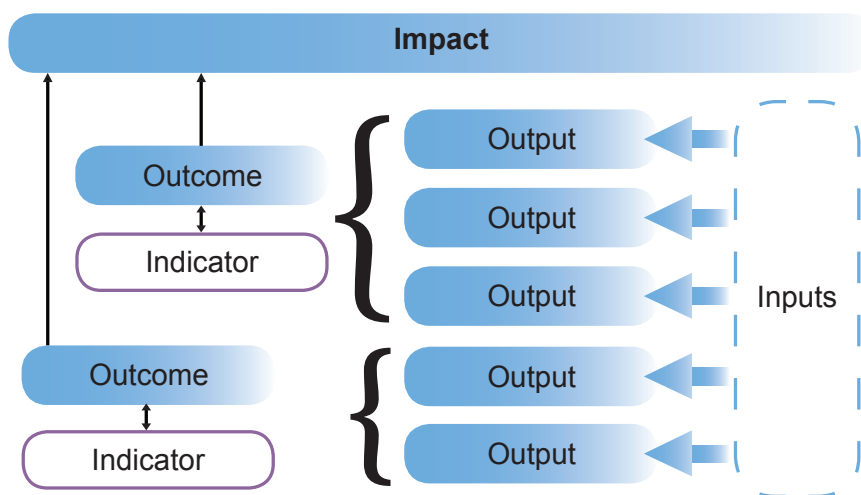
- Do all clients have fair and equitable access to the services?
- Are the desired outcomes being achieved?
- Are both jobseekers and enterprises satisfied with the services?
- Are services delivered efficiently?

In many countries, performance management has taken on greater importance, with a trend to partner with external service providers from both the private and not-for-profit sectors.

However, performance management is also important when all services are being delivered directly by government managed PES, and the system should make it possible to assess and measure both the delivery of services to clients, as well as the performance of PES staff. In this way, it is possible for PES to work towards continuously improving their services.

To understand the core components of a performance management system, it is first important to understand some key terminology. To do this, consider a **Performance Measurement Framework (PMF)**, as illustrated in figure 5.

Figure 5. Performance measurement framework



Performance management is most informative when the focus is on **results**, and so the measures will be based on what it is that leads to the end result.

When developing a results-based framework, we normally begin where we want to end, i.e. with the **impact** statement, which would be defined as a long-term change that has occurred based on our interventions. In the context of PES, this could be a lower rate of youth unemployment within a five-year period.

Having decided on the overall impact, it is then necessary to determine what needs to be done to accomplish this goal both in the short term (**outputs**) and the medium term (**outcomes**), and what types of resources (**inputs**) will be required.



Again, to put this in the context of PES, **inputs** will be the number of PES offices available, the number and qualifications of staff in the offices, the amount of budget allocated to special labour market programmes, and the general budget to support the operation of the offices and to provide necessary equipment and materials to staff.

Outputs will be the short-term, specific activities, such as group information sessions on job-search techniques, or on training opportunities; taking and posting job vacancy notices and accepting jobseeker registrations; and conducting initial intake interviews and engaging in individualized counselling of both jobseekers and employers. In other words, the outputs are the activities undertaken on a daily basis by the PES staff, and what was in the past a primary focus of PES performance measurement.

However, accomplishing the outputs is not in itself a measure of success under the modern approach to PES performance management. Instead, PES management focuses on the measurement of **outcomes** – the medium-term results that are achieved through the combination of a number of **outputs** that have been implemented over a period of time.

Examples of **outcomes** in the PES context could be an increase in the job vacancy-to-placement rate, or a decrease in the duration of unemployment benefits claims. It could also be higher or faster job placement rates for certain target groups (i.e. recent graduates), but it could also be higher numbers of jobseekers participating in labour market programmes (i.e. wage subsidy programmes) moving into permanent employment.

Over a period of time, if these outcomes are being met, then the desired impact, a lower youth unemployment rate, should be achieved. However, if the outcomes are not being met, or if the desired impact is not being achieved, management will need to review the outputs, as well as perhaps the available inputs, to determine where adjustments will be required in order to guarantee the achievement of the outcomes or the impact.

A wide range of approaches to performance management can be used. However, performance management systems should demonstrate the relationship between indicators and measures.

This is where a performance management system fits in. The system begins with the development of the performance management framework we have just reviewed, and concentrates on measures to determine if the performance indicators have been achieved. The indicators are established as part of the PMF and should fit the Specific, Measurable, Achievable, Relevant, and Timely (SMART) criteria.

Under a results-based management approach, outcome measures are of critical importance, as these measure the results, whereas input and output measures are important as indicators to help managers determine if their strategies will lead to the results desired. Box 1 provides more details on performance measures.

Typically, managers are not expected to report on inputs and outputs, giving them total flexibility in planning at that level. In other words, while it is normally difficult to significantly change outcomes within a specific planning cycle, managers are able to adjust the level of inputs and the specific outputs planned, as required throughout the planning cycle, in order to guarantee that they achieve the outcomes.

Box 1.

Details on performance measures

Input measures enable a comparison of the relationship between resources and performance, and may include figures related to number of offices, staff, and budgets for staff, programmes, and other operational needs.

Output measures track the volume and quality of activity and interventions, and may include figures related to vacancies registered, interviews completed, and number of referrals to various labour market programmes. Output measures may also include labour market penetration rates, the number of jobseekers registered, and the number of return-to-work action plans completed.

Outcome measures the medium-term results. These measures may include improvement in labour market penetration, the average length of unemployment, and the referral-to-placement rate.

Impact measures the longer-term results. These measures, by their nature, look at more strategic goals such as decline in the overall unemployment rate of an area, or increased participation of specific target groups in the labour market.



When selecting measures, it is important to ensure that there is a combination of quantitative and qualitative measures. Outputs may need more than one input, and generally outcomes will rely on more than one output.

Once inputs, outputs, and desired outcomes have been identified, and realistic measures or indicators have been agreed upon, the next step is to organize this in a usable format that is consistent with the planning and results work plans developed throughout all departments.

In conclusion, it is important to keep the following principles in mind when developing a performance management framework:

- Performance measurement should be based on robust data.
- Managers, decision-makers, and staff need to believe that the data is robust.
- Decision-making requires data that is both comprehensive and timely.
- The relative cost and benefit of performance measurement, and the collection of data, needs to be carefully assessed.
- Performance measurement needs to avoid generating perverse incentives.
- It is also important to bear in mind variations at different levels of analysis
 - some operate differently at different organizational levels.



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6. Labour market information

The collection of LMI is one of the five essential functions of any ESC. This section provides an outline of the concepts, uses, and sources of LMI.

6.1 What is labour market information

LMI simply includes all information about the two sides of the labour market – supply and demand – and how they interact with each other. Examples include vacancies and wages statistics on the demand side, and the number of new or returning entrants to the labour market on the supply side.

This is information that the PES continually gather as they undertake their mandate. They are able to acquire a great deal of information on the supply side, through the registration of jobseekers.

Similarly, in taking job vacancy notices, or through providing other services to employers, PES begin to develop a large pool of information on the demand side of the labour market. While each PES will collect this data in the local office area, the pooling of this information at the district, regional, or national level will result in a much larger cache of data.

6.2 Users and uses of labour market information

At this stage, the raw data in itself can provide a clearer picture of the national economy, or of specific sectors, or even particular industries within a sector. The data can provide insight into the typical occupations in demand within a labour market, the types of jobs available in various sectors, as well as the level of qualifications and competencies generally sought by industries in which these jobs are found.

This begins to help us understand why LMI is important to employment service providers. LMI in its raw data form can assist individuals in making more informed career, training, or investment choices. It will help policy-makers to monitor and evaluate the functioning of the labour market, and to identify gaps between supply and demand. This data will even contribute to the formulation and eventual assessment of employment-related policies and interventions, leading to the more efficient allocation and use of resources, i.e. time, people, and funds.

Figure 6 describes other typical users of LMI, including the types of information they require, how they use this information, as well as the types of information they can contribute to a comprehensive LMI system.



Figure 6. Typical users of LMI

Users	What they need	What they can contribute
Employment policy-makers and planners at the national and provincial levels Typical uses include: - Assessing the employment problem; establishing employment targets; and identifying suitable labour market interventions to address gaps between supply and demand. - Promoting the integration of migration issues into national development planning and poverty-reduction strategies; and targeting policies that relate to aid, trade, and development, in order to reduce migration pressures and support better migration management and administration.	- Population, labour force, local employment and unemployment broken down by region, age, gender, industry, occupation, employment intensities of sectors, and skills shortages. - Overseas markets and demand for workers by sector and occupation. - Numbers and profiles of workers leaving the country. - Channels of recruitment, and profiles of recruitment agencies. - Remittances from workers abroad. - Impact of emigration on the local labour market and human resources. - Growth of irregular migration, including trafficking. - Impact of labour immigration on the distribution of income.	- Conditions of work for nationals abroad; stock of national migrant workers abroad, and their profiles. - Return migration and circulation; targets for social protection and integration policies and programmes. - Complaints of abuses and ill-treatment of nationals working abroad, and action taken to defend their rights. - Policies on admission of foreign workers in different countries.

Users	What they need	What they can contribute
Planners of education and vocational skills training programmes Typical uses include: • Planning educational development. • Assessing the relevance of existing courses. • Identification of new courses.	• Levels of education and skills of the population. • Skills requirements. • Skills shortages and surpluses.	• Number of students currently enrolled by age, gender, and field of study. • Number of students expected to graduate within one year. • Number of graduates who find related work within one year of graduation. • Number of graduates who find unrelated work within one year of graduation.
Users	What they need	What they can contribute
Employment centre staff Typical uses include: • Identification of areas where special programmes need implementation. • Identification of eligible beneficiaries, etc.	• Unemployment by localities. • Lists of eligible jobseekers or employers.	• Level of unemployment. • Level of underemployment. • Demographics of the labour market, and in particular the unemployed. • Skills in demand. • Emerging skills needs. • Obsolete skills in the labour market



Users	What they need	What they can contribute
Local employers Typical uses include: • To ensure that they offer competitive working conditions and wages, in order to attract and retain the best jobseekers. • To know the availability of workers with the skills they may need to expand or increase their product lines.	• Skills available locally. • Skills shortages. • Market rate for wages for various occupations. • Training institutions and courses offered. • Types of labour market programmes available.	• Plans they have for expansion of existing businesses. • Plans to develop new businesses or product lines. • Plans to introduce new technologies.
Users	What they need	What they can contribute
Foreign employers Typical uses include: • To understand the supply of potential workers available within various sectors and occupations. • To be aware of labour laws in the country of origin; and wages and working conditions.	• Skills available locally. • Wage levels. • Service conditions. • Modes of recruitment, etc.	• Emerging needs for skills within various sectors of the labour market within the country. • Wages and working conditions for specific occupations and sectors within the country.

Users	What they need	What they can contribute
Trade unions - To better understand the labour market, in order to provide quality advice and guidance to members. - To be better informed when negotiating with enterprises and sectors.	- Programmes for redeployment of retrenched workers. - Skills training programmes. - Job opportunities. - Self-employment opportunities. - Wage levels.	- Number of unemployed workers in specific trades and sectors. - Number of apprentices.
Users	What they need	What they can contribute
Jobseekers - To have a clearer understanding of the labour market in terms of jobs in demand. - To make more informed educational and career decisions as they prepare to enter the labour market.	- Job opportunities, wages, and service conditions. - Avenues for self-employment, selection procedures, etc. - Skills currently in demand, and also projected to be in demand in the near future.	Job registrations provide valuable information related to age, educational levels, and skills and work experience, which, when combined with similar information from other jobseekers, assists in developing a clear profile of the supply side of the labour market.



6.3 The role of employment service centres

ESCs are both sources and users of LMI. They generate very useful LMI through their operations which, when combined with other statistical data from other sources, provides detailed information on the overall labour market. This information enables the management and staff of the centres to more accurately recommend the most appropriate labour market programmes and interventions, to help close the gap between the supply and demand sides of the labour market.

ESCs also play an important role in providing information about the labour market to jobseekers, employers, training institutions, government departments and agencies, and other people in the community.

6.4 Sources of labour market information

In addition to the users listed in figure 6, there are many other important sources of LMI in any economy, including data produced by: various government departments; chambers of commerce and industry bodies; private recruitment agencies; private training organizations; the media; and the Internet.



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7. Documentation

As mentioned in the section on performance management, no matter how active an ESC is, and no matter how well the services are delivered, if these activities cannot be measured, then it will not be counted nor acknowledged. ESC activities, and the results they accomplish, are important to consider when allocating budgets for future operations, and so it is clear that all activities must be measurable. One way to ensure that it is possible to regularly report to decision-makers on the work of the ESC is through adequate documentation of activities and results.

It is also important to document the work of the ESC in order to understand the labour market in the area covered by the office. Administrative information such as the number of registered jobseekers, their basic characteristics, and their skills levels, combined with profiles and labour requirements of enterprises in the area, provide valuable insight for decision-makers and other key users of LMI.

This section provides a number of user-friendly forms that can be used to register jobseekers, build informative profiles of local enterprises, and to record job vacancy notices, as well as indications of the number and characteristics of jobseekers referred to these job opportunities. There are also several reporting formats to be used to capture the information from individual registrations and job vacancy notices, in order that staff and management are able to establish trends within the labour market, as well as demonstrate the effect that the ESC has within the labour market.

7.1 Jobseeker registration form * ESC-JSR

Job centre.....

Jobseeker ID no.						Occupation code:**				
Location:	L – Local employment; O – Overseas employment B – Local or overseas					Occupation:				
Identity card no.										

Personal details

Surname:.....Date of birth...dd..../.....mm.../.....year.....

First name..... M/F Marital status.....

Address:.....

Province:.....District:.....Village.....

Contact phone no:.....E-mail:.....

Transport:.....Driving licences held.....

Please state any disability:.....Special category code:.....

Languages spoken:.....

Qualifications			
Type	Field of study	Institution	Level
Elementary school			
Vocational training			
Technician			
College certificate			
University degree			
Other			

* This form is to be treated as confidential when completed.

** Assign the most appropriate code based on the national occupational classification (NOC) system used in the country. Ideally the NOC should be based on the International Standard Classification of Occupations (ISCO).



Skills	X		X		X		X
Professional		Computer		Selling		Fishing	
Teaching		Trade		Hotel/ restaurant		Forestry	
Information technology		Construction		Cooking		Factory	
Administration		Driving		Sewing		Labouring	
Clerical		Manufacturing		Farming		Other	
Briefly describe main skills:							

Employment experience				
Occupational title	Nature of duties	Date from	Date to	Employer/enterprise
Reason for leaving last job:				

Comments
Interviewing officer comments:
.....
.....
.....
.....
.....

Date of last contact:							

Jobseeker referral activity					
Date	Employer/recruitment agency	Occupational title	Occupation code	Result code	Date

Result codes:

P	Placed in the job
NE	Not engaged
NS	Not suitable
FTR	Failed to report for an interview
FTL	Failed to finish language course or failed the language course (in the case of referral to overseas employment)
D	Jobseeker has been deployed overseas
DR	Jobseeker was deployed overseas, but returned home without finishing contract
DNS	Overseas employer has advised that the Jobseeker was not considered suitable for the position

I agree to the provision of information included in this registration form to Employers for the purpose of assisting me in finding suitable employment.

Signature of jobseeker: Date:



Instructions for completing the jobseeker registration form (ESC-JSR)

Personal details	
Name	Record jobseeker's full name as it appears on official documents.
Date of birth	Record jobseeker's date of birth.
Identity card no.	Record the identity card number of the jobseeker.
Marital status	M (married) S (single)
M/F	M (male) F (female)
Present address	Address where the jobseeker is currently living.
Contact phone no	Phone number(s) or a telephone number where a message can be left.
Disability*	Record details of any disability that may affect performance at work.
Category code	Enter appropriate code from the list of jobseeker codes (section 7.2).
Languages	Enter the language(s) spoken.
Qualifications/skills	
Elementary school Technician Vocational training College certificate University degree Other	For each relevant area record: • Details of the main subject/field of study achieved. • The level completed and the certification attained. • The name of the institution where study was undertaken.
Skills	Enter details of the jobseeker's skills, briefly describing their key skills as well as making note of special licenses etc.
Employment experience	
Occupation	Record the occupation(s) that the jobseeker has been employed in during the past five years. If they have had numerous jobs, record the most recent jobs first, making note of the duration of each job and the reason for leaving the job. Include any overseas employment experience.
Nature of duties	Record the main duties that the jobseeker performed. This will assist in assessing their skills and experience, as well as determining the appropriate occupational code to assign to their file.
Date from	Record the date that they commenced employment. If unsure, record an approximate date.
Date to	Record the date they left employment. If unsure, record an approximate date.
Employer/enterprise	Record the full name of the employer or enterprise where the jobseeker was employed. For overseas employment experience, also record the name of recruitment agency (if applicable) involved in the transaction.

* It is important to remember that not all disabilities are visible, and proper documentation of this will be dependent on the openness and willingness of the jobseeker to self-identify disabilities. It is also important to remember that not all apparent disabilities will be barriers to employment, and this will depend on how well the jobseeker has adapted to their situation. Employment officers must handle this issue in a sensitive manner, in order to accurately determine the jobseeker's actual limitations.

Comments This section is on the reverse side of the JSR. It must be completed at the initial interview and updated at subsequent interviews or whenever the jobseeker provides additional information.	
Comments	This section should be used to record information about the jobseeker that is directly relevant to them obtaining employment or participating in a training programme. Details can include: a. the availability of transport; b. additional details about their skills or experience;* c. willingness to relocate to other areas in order to obtain employment; d. the nature of any disability that directly affects their capacity to work; e. other information that may impede their capacity to work, i.e. dependent family members who require special care; f. reason for leaving previous work/employment; and g. reason for returning before contract expires (for overseas employment experience). Comments of a discriminatory or judgemental nature should not be recorded.
Date of last contact	Each time a jobseeker contacts the ESC, the date should be entered in this box in pencil to allow for easy updating. It is important to do this in order to ensure that the jobseeker's record does not lapse due to lack of continued contact.

* Skills and expertise can be acquired both through years of experience or formal training.



7.2 Special category codes for jobseekers *

Young person (between the ages of 15 and 24 **)	1
Person with a disability	2
Long-term unemployed person (unemployed and still actively looking for work after a period of 12 months)	3
Ethnic minority group	4
Rural worker	5
Ex-service person	6
Retrenched worker	7

* The special categories of jobseekers may vary depending on the individual country, and should reflect the national policy of each country.

** This should include the official age range used to define youth within the country where the jobseeker is registering.

When applicable, these codes are to be entered on the jobseeker registration record in the personal details section. It is possible to add more than one code for a jobseeker – for example, a young person with a disability may be coded [1;2] or a young rural worker could be coded [1;5]. These special codes will signal the potential employment barrier to any employment officer who may subsequently deal with this jobseeker. Additional information elaborating on the jobseeker's situation should be noted on the reverse in the comments section.

7.3 Job vacancy details (ESC-JVD)

Job vacancy ID no.....	Occ. code.....		
Occupation.....			
Date received	Employer code:	Industry code:	No. of positions
Employer details: (L - local; O - overseas)			
Name:.....			
Address:.....			
Main activity of employer.....			
Total number of workers employed at this location			
Contact persons:			
Local facility		Other locations of operation	
Name:		Name:	
Phone no.:		Phone no.:	
Fax no.:		Fax no.:	
Email:		Email:	
Name:		Name:	
Phone no.:		Phone no.:	
Fax no.:		Fax no.:	
Email:		Email:	
Recruitment agency details (when applicable for overseas employment):			
Name:.....			
Address:.....			
Licence number:..... Licence expiry date:			
Contact person (locally).....			
Telephone no.		Fax no.	
Contact person: (overseas).....			
Telephone no.		Email.....	
Description of job duties:			



Requirements of the job:	
Qualifications:.....	
Specific skills:.....	
Experience:.....	
Other:.....	
Position details:	
Age:..... Starting date:.....	Full/part time:..... Perm/temp:.....
Days of work:..... Hours of work:.....	Salary range:.....
	Transport provided Y/N:.....

Job vacancy referrals				
Date referred	Jobseeker name	Jobseeker registration no.	Result code	Date

Result codes:

P	Placed in job
NE	Not engaged
NS	Jobseeker found to be unsuitable
FTR	Jobseeker failed to report for an interview
FTL	Failed to finish language course or failed the language course (for overseas employment)
D	Jobseeker has been deployed overseas
DR	Jobseeker was deployed overseas, but returned home without finishing contract
DNS	The overseas employer has advised that the jobseeker was not considered suitable for the position

7.4 Employer directory

The employer directory is composed of all employer directory records (ESC-ER-DIR) on file in the ESC. It is the main database for every enterprise or employer operating within the geographic boundaries of the ESC. A list of all overseas employers who are employing nationals will also be included in the directory, but should be kept separate from local enterprises and employers.

An employer directory record should be opened upon the first contact with an employer, and should be updated as required until the business no longer exists. The information to be included in the form can be taken from other records that the ESC may have, i.e. job vacancy notices (ESC-JVN), and additional information can be added during regular employer visits, or based on other contacts with the enterprise. As is the case with information contained on jobseeker registrations (ESC-JSR), the employer directory records should be treated as confidential and stored in a secure place in the ESC.

Detailed information on creating and maintaining the employer directory is provided in section 7.5.

Information contained in the employer directory is very useful to the management and staff of the ESC in helping to promote the most appropriate services available from the ESC; to obtain important LMI on the demand side; and for following up on the results of job vacancies for which referrals are made by the ESC.



7.5 Employer directory (ESC-ER-DIR)

Employer code no.

Employer contact details: L- Local; O - Overseas
Name:.....
Address:.....
.....

Contact persons:	
Local facility	Other locations of operation
Name:	Name:
Phone no.:	Phone no.:
Fax no.:	Fax no.:
Email:	Email:

Employer activity details

Industry sector code:

Main activity of employer
.....
.....
Normal recruitment method(s):

Workforce details

Main occupations employed	Average wage	Qualifications required	Number of positions		Current vacancies	
			Male	Female	Yes	No

Item	Quarter 1		Quarter 2		Quarter 3		Quarter 4	
	M	F	M	F	M	F	M	F
Total workers								
Total foreign workers								
Current skill shortages?*								
Current plans to recruit or re-trench workers#								

* Skill shortages – provide details. # Recruitment/retraining – provide details.

Job vacancy history									
Date	Occupation	Job vacancy ID no.	Positions		Date	Occupation	Job vacancy ID no.	Positions	
			Notified	Filled				Notified	Filled
Date	Occupation	Vacancy ID no.	Positions		Date	Occupation	Vacancy ID no.	Positions	
			Notified	Filled				Notified	Filled

Comment. (Use this area to record additional information about the employer. If the employer is located overseas, note also the recruitment agency the enterprise normally engages for recruiting workers.)



Instructions for completing the employer directory form

Item	Comments
Employer code	Enter allocated code number.
Employer contact details	Name, address, and contact details for the employer.
Employer activity details	Enter the industry sector code and describe the main activities of the employer. Also enter information about the main methods of staff recruitment used by the employer.
Workforce details	Enter the main types of occupations employed in the company.
Workforce statistics	Contact the employer and obtain the statistical information at the end of each quarter, i.e. March, June, September, December.
Skills shortages	Record details of any existing or upcoming skills shortages.
Recruitment or retrenchment	Record details of any planned recruitment or retrenchment activities.
Comment section (reverse side)	Record any additional information about the employer, e.g. seasonal labour requirements, willingness to train workers, etc.

When creating and maintaining the employer directory, the following points should be taken into consideration:

- The employer record should be created immediately following the first contact with an employer or enterprise.
- When an enterprise is closed, or the employer ceases to operate the business, the employer record should be moved to a **dormant** or **inactive** file. This ensures that the information is retained but not kept in the active database.
- Enter changes in details of an existing employer, such as the contact official's particulars, as soon as the changes are known.
- Employer directory records should be reviewed and updated on a regular basis, and no less frequently than once every six months.
- In order to facilitate easier use of the information, employer records for local and overseas enterprises should be filed separately.

An employer visit or contact schedule should be prepared and implemented on a quarterly basis, to ensure that all active enterprises are contacted at least once (preferably twice) per year. More details on providing high-quality services to employers are set out in the final manual in this series, *Providing effective employer services (Volume 4)*.



Operating employment service centres



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8. Employment service centre activity reporting

There are three periodical reports that should be generated by ESCs. They are the ESC-R1 Monthly Activity Report, intended for the use of the management and staff of the individual ESC, and prepared on a **monthly** basis; the ESC-R2 Narrative Report, prepared on a **quarterly** basis; and the ESC-R3 Quarterly Activity Report, which is a compilation of the monthly activity reports. Both the ESC-R2 and ESC-R3 should be submitted to the ministry's head office on a quarterly basis.

ESC reports can be useful to study:

- a. trends in the numbers of jobseekers and job vacancies;
- b. trends in the job vacancies for employers in different sectors and different countries;
- c. the relationship between job vacancies and jobseekers in different occupations; and
- d. the effect of migration on the local labour market and human resources.

Monthly Activity Report (ESC-R1)

This report should be prepared at the end of each month. At the top of the form, record the name of the ESC and the reporting period covered. The report will be based on the information recorded on the jobseeker registration record and job vacancy details form found in sections 7.1 and 7.3 respectively.

Once completed, monthly reports should be discussed by the manager and staff, to determine if there are any discrepancies or significant variations with data recorded for the current month compared to previous months' activities. All monthly reports should be kept in a secure file, in chronological order, making comparison easy. These monthly reports will become the source of data that will be recorded at the end of each quarter (March, June, September, and December)¹ in the ESC-R3. This data will in turn form the basis for the narrative analysis contained in ESC-R2.

Quarterly Narrative Report (ESC-R2)

The ESC-R2 is very important for LMI purposes. The narrative report should be prepared on a quarterly basis by the ESC at the end of March, June, September, and December of each year, and forwarded to the head office of the ministry responsible for providing national oversight for the ESCs. Each aspect should be covered briefly, indicating highlights for the reporting period, and should include the following information:

- a. the overall employment situation within the office area;
- b. the number of workers employed during the reporting period, by both local and overseas employers;
- c. general operations of the ESC;
- d. significant skills shortages and retrenchments within the area;
- e. skills developments; and
- f. other major developments within the labour market.

Results provided in this report should correspond to statistics taken from the monthly ESC-R1.

Cumulative Activity Report (ESC-R3)

This quarterly report will summarize the results recorded in the internal ESC-R1 prepared by each ESC. The ESC-R3 will be forwarded to the head office of the ministry that provides national oversight for the ESCs, within one week of the end of each operational quarter. It will be complemented by the ESC-R2.

1. All dates for quarterly reports are listed based on the calendar year; however, individual countries may prefer to align these reports with dates in line with their fiscal years, which may differ from the calendar year.



8.1 Monthly Activity Report (ESC-R1)

Summary of activities for the month of 2.....

Employment services centre.....

Contact officer:.....

Jobseekers		Youth (15–24) *		25 years and older	
		M	F	M	F
No. of new jobseeker registrations	Seeking local work				
	Seeking work overseas				
No. of jobseekers awaiting placement	Seeking local work				
	Seeking work overseas				
No. of jobseekers referred to jobs	Locally				
	Overseas				
No. of jobseekers placed in jobs	Locally				
	Overseas				
	Total				
Employers		Local		Overseas	
Total job vacancies notified by employers					
Total job vacancies filled by the ESC					

* The age definition for youth should reflect national policy.

Instructions on completing ESC-R1

In all cases the information should be broken down by gender as well as for those jobseekers who fall within the official definition of youth (i.e. between the ages of 15 and 24).*

Item	Explanation
Number of jobseeker registrations in the month	Record the total number of jobseekers registered, for whom jobseeker's details records have been created during the month.
Number of jobseekers awaiting placement at the end of the month	Record the total number of jobseekers on the active register, i.e. all jobseekers who are available for referrals at the end of the month, whether they were registered in the current month or in any earlier month.
Number of jobseekers referred to job vacancies in the month	Record the total number of jobseekers referred during the month to notified job vacancies. (Include all jobseekers who were actually referred during the month, even if some of the job vacancies for which they were referred were not notified in the current month but in an earlier month.)
Number of jobseekers placed in jobs during the month	Record the total number of jobseekers placed in job vacancies during the month, even if some of them were placed in job vacancies notified during an earlier month.
Number of job vacancies notified by employers in the month	Record the number of job vacancies notified directly by employers and recruitment agencies locally and abroad during the month. In cases where a job vacancy notice includes multiple numbers of vacancies, ensure that all vacancies are recorded in the total.
Number of job vacancies filled in the month	Record the total number of job vacancies (local and overseas) that were filled during the month, regardless of when the job vacancy notice was first received.

* The age definition for youth should reflect national policy.



8.2 Format for completing the Quarterly Narrative Report (ESC-R2)

Topic	Contents
1. Overall employment situation	A brief outline of the size of the labour force, employment, and unemployment in the area, on the basis of the latest annual survey of labour and employment.
2. Number of workers employed by both local and overseas enterprises	Number of employers or enterprises and workers in the region. Identify important industries that are growing in employment.
3. ESC operations	Comment on ESC business levels during the quarter. Review changes in the number of jobseekers registered, vacancies, etc. (from the monthly reports – ESC-R) during the quarter, providing possible explanations for variations.
4. Skills shortages and retrenchments	Outline the occupations and industries where there are skills shortages. Indicate those industries and employers where retrenchments have taken place or are likely to occur in the near future. Indicate also job vacancies that are difficult to fill.
5. Major development activities	Outline important expansions in development activities in the area, such as roads, industries, and services, during the quarter. Indicate new industries coming into the region.
6. Skills development	Outline of any new training programmes or skills development activity occurring in the region during the reporting period.
7. Other labour market developments	Outline of any other significant developments in the labour market, including the rise of new markets for overseas employment, changes in migration policies, etc.

8.3 Cumulative Activity Report (ESC-R3)

Jobseekers		Q1				Q2				Q3				Q4			
		YM	YF	M	F	YM	YF	M	F	YM	YF	M	F	YM	YF	M	F
No. of new jobseeker registrations	L																
	O																
No. of jobseekers awaiting placement	L																
	O																
No. of jobseekers referred to job vacancies	L																
	O																
No. of jobseekers placed in job vacancies	L																
	O																
	Tot.																
Employers		L		O		L		O		L		O		L		O	
Total job vacancies notified by employers																	
Total job vacancies filled by the ESJC																	

L = Local; O = Overseas; YM = Male youth; YF = Female youth (where youth is defined as 15–24 years of age)

Print on legal-sized paper.



Annex 1

This annex should contain a listing of occupational codes representing the national occupational classification (NOC) system currently used for statistical purposes within the country. Ideally, the NOC system should be based on the International Standard of Occupational Classification (ISCO), which will facilitate cross-border comparability.

ISCO: <http://www.ilo.org/public/english/bureau/stat/isco/>



Annex 2

This annex should contain a listing of the current industrial classification codes used for statistical purposes within the country. Ideally, this coding system should be based on the International Standard of Industrial Classification (ISIC), which will facilitate cross-border comparability and referencing.

ISIC: http://unstats.un.org/unsd/publication/seriesM/seriesm_4rev4e.pdf



End notes

- i. ILO: *ILO support for the role of public employment services in the labour market*, Governing Body, 306th Session, GB.306/ESP/3/2, Geneva, 2009, www.ilo.org/gb/GBSessions/GB.306/esp/WCMS_115454/lang--en/index.htm [accessed 13 November 2015].
- ii. ILO Employment Service Convention, 1948 (N0. 88), www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C088 [accessed 13 November 2015].

Practitioners' guides on employment service centres

Operating employment service centres

Volume 2

Operating employment service centres (Volume 2) is the first of three procedural manuals in the collection entitled *Practitioners' guides on employment service centres*, which is intended to provide guidance to management and staff in delivering effective and efficient services to clients.

Operating employment service centres guide (Volume 2) aims to assist managers and staff in developing a clear understanding of employment services concepts, systems, and procedures; how to organize and manage these services efficiently; and ensuring uniformity in the application of procedures in an employment service centre by all staff. This guide is intended to be used as an ongoing resource by managers and staff, and line agencies within relevant ministries, as they plan and execute their mandate to provide fair and accessible employment services to all jobseekers and enterprises.

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