

YouMatch
Global Initiative on Innovative
Employment Services for Youth



**International
Labour
Organization**

Toolkit

Setting up effective Job Centres in developing countries with reference to sub-Saharan Africa, the Middle East and North Africa Regions.

Prepared by Eamonn Davern
With contributions from the YouMatch network



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Preface

The key role of Public Employment Services (PESs) is to improve jobseekers' chances of finding employment and to facilitate the matching of labour demand and labour offer. Therefore, the core client groups of Employment Service Centres are jobseekers¹ on the one hand and employers on the other.

PESs in Africa and the Middle East and North Africa (MENA) region are facing numerous challenges. PES Job Centres² are generally not equipped with the required resources and capacity to provide adequate employment services. For instance, they have too few staff, as well as insufficient financial resources and IT infrastructure. They also have insufficient access to labour market information. Cooperation with relevant stakeholders is often weak, and PESs undertake insufficient outreach to private sector companies to obtain job offers. These factors hamper effective job intermediation for jobseekers and employers alike.

German development cooperation actively supports programmes on employment promotion and endorses an integrated, multi-dimensional approach that encompasses measures on the supply and demand sides of the labour market, as well as active labour market policies and employment services. The Global Initiative on Innovative Employment Services for Youth - YouMatch II, financed by the German Federal Ministry for Economic Cooperation and Development (BMZ) and being implemented for 2018-2021 by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, is focusing on

the latter and especially on improving employment services through multi-stakeholder inter-regional dialogue.

The YouMatch network brings together around 90 employment service practitioners from 25 African and MENA countries within theme-specific interregional Communities of Practice (CoPs). The network is constituted of representatives from over 70 public, private and civil society organisations who exchange experiences, technical solutions, good practises and innovative approaches to foster youth employment. The ultimate objective of this interregional forum on employment services is the transfer of solutions from the network to national levels and the adaptation of employment services to local realities and challenges.

Backed by the expertise of an International Labour Organization (ILO) consultant, the YouMatch CoPs on 'Setting up effective Job Centres' and 'Setting up Stakeholder Cooperation and PPP for Employment Services' have developed this toolkit in order to provide guidance on how to establish and strategically run Job Centres and strengthen service delivery, especially for young jobseekers. To this end, guiding questions and recommendations have been formulated for the key intervention areas: Employment Services Design and Client Management; Job Centre Structure and Processes; Performance Management and Stakeholder Cooperation; and Public-Private Partnerships. For each of these key themes, a set of fundamental enabling activities has been identified which form essential

¹ In this report the terms jobseeker, and client are all used to describe users of PES services.

² For the purposes of this study, the term Job Centre is used throughout the report. Note that Job Centre is synonymous with Employment Service Centre/Employment Centre. These names are commonly used in different countries to describe local PES offices.

building blocks for the inception and effective running of Job Centres.

The toolkit includes reflections and good practice examples from YouMatch member countries and beyond, and it offers plenty of recommendations for further reading. Together with the accompanying 'ILO Guidelines on the Setting

up of Effective Job Centres', 2020, the toolkit is anticipated to be a starting point and basis for the systematic improvement of Job Centre governance and employment service delivery.

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It is within the framework of the YouMatch CoPs on 'Setting up effective Job Centres' and 'Setting up Stakeholder Cooperation and PPP for Employment Services' that acknowledgement is given to:

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Without their ongoing participation and contributions in the CoP and via the YouMatch network, this toolkit would not have been possible.

About the Author

Eamonn Davern is an independent PES expert. During a career commencing in 1982, he has worked with the United Kingdom PES and the European Union in a variety of management, strategic and policy development roles. He has led PES reform projects in many countries, particularly focusing on the development of delivery partnerships, modernisation of client service models and the labour market integration of long-term unemployed people. Eamonn has published studies on subjects including reform of PES performance management systems, PES delivery partnerships, and job carving. He has an MA in Public and Social Administration from Brunel University (London).

The toolkit includes reflections and good practice examples from YouMatch member countries and beyond, and it offers plenty of recommendations for further reading. Together with the accompanying 'ILO Guidelines on the Setting up of Effective Job Centres', 2020, the toolkit can become a starting point and basis for the systematic improvement of Job Centre governance and employment service delivery.

Acronyms and Abbreviations

| | | |
|----------|---|--|
| ALMP | - | Active Labour Market Programme |
| ANPE | - | Benin National Employment Agency |
| BA | - | Federal Employment Agency of Germany |
| BMZ | - | German Federal Ministry for Economic Cooperation and Development |
| CoP | - | Community of Practice |
| COVID-19 | - | Coronavirus Disease 2019 |
| ELE | - | Electronic Labour Exchange |
| GIZ | - | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| IDB | - | Inter-American Development Bank |
| ILO | - | International Labour Organization |

| | | |
|----------|---|---|
| ILOSTAT | - | ILO Department of Statistics |
| LMI | - | Labour market information |
| LMIS | - | Labour market information system |
| MENA | - | Middle East and North Africa |
| NEET | - | Not in employment, education or training |
| NEP | - | Egypt Network for Employment Promotion |
| NGO | - | Non-governmental organisation |
| OECD | - | Organisation for Economic Cooperation and Development |
| PES | - | Public Employment Service |
| PrEA | - | Private Employment Agency |
| PPP | - | Public-private partnership |
| SDG | - | Sustainable Development Goal |
| SamPES | - | Self-assessment model for Public Employment Services |
| SMART | - | Specific, measurable, realistic, achievable, and timebound |
| SSA | - | Sub-Saharan Africa |
| TNA | - | Training needs analysis |
| TWA | - | Temporary work agency |
| UNECA | - | United Nations Economic Commission for Africa |
| WAPES | - | World Association of Public Employment Services |
| YouMatch | - | Global Initiative on Innovative Employment Services for Youth |



This toolkit contains information on how to establish effective Job Centres and stakeholder co-operation in the field of employment services.

1. Introduction

1.1 What is this Toolkit about?

This toolkit contains information on how to establish effective Job Centres and stakeholder cooperation in the field of employment services. It presents concepts, tools, and examples of good practices providing information for Public Employment Service (PES) management and staff; the toolkit sets out to equip them with knowledge which can be practically applied to support PESs in achieving their objectives. This toolkit contains information based on a

defined set of principles and core services and is arranged around sections that expand on set themes:

- Employment Services Design and Client Management
- Job Centre Structure and Processes
- Performance management
- Stakeholder Cooperation/Public-Private Partnerships.

1.2 Who is this Toolkit for?

This toolkit is aimed at the following target groups of PES staff:

PES senior management responsible for strategic planning and the current and future needs of stakeholders. They have a crucial role in defining the PES strategy so that this provides a high-level framework for the effective and efficient delivery of services to operationalise employment policy.

PES middle management (team leaders, project leaders) have day-to-day management responsibility for front line operations and ensuring that local delivery units meet their objectives seeking to ensure the optimum return from often limited resources.

PES front line staff including individual counsellors and assistants provide the key interface between PES clients and the organisation. The successful labour market integration of unemployed and inactive citizens depends on professional quality interventions by front line PES employees, including the provision of well-managed registration services at initial client contact, and more intensive support through casework with clients facing particular barriers to integration.

1.3 How to Use this Toolkit

This toolkit is divided into sections reflecting the key steps in implementing knowledge management in a cycle of continuous improvement and learning, with **Sections 4–7** elaborating the individual steps required to develop an employment service/job centre. Each section focuses on one **key theme**, further explained through the elaboration of several **enabling activities**. Each of these enabling activities is introduced by a

hypothesis, developed, tested, and agreed by YouMatch Community of Practice (CoP) members. The hypotheses are followed by **key questions** which the CoP members have formulated and which you will need to address to take necessary steps to deliver a specific component of the PES service. Answers to these questions provided by CoP members complete each subsection.

- **Section 2** explains what the toolkit is for and **the methodology** used to develop it.
- **Section 3** provides a brief introduction to the **context for PES operation**, with special reference to countries in sub-Saharan Africa (SSA) and the Middle East and North Africa (MENA).
- **Section 4** describes essential issues to be considered when designing **employment services** to ensure effective **client management**.
- **Section 5** elaborates how to develop an optimum **structure and processes** for a **Job Centre**.
- **Section 6** illustrates the steps needed to introduce an effective **performance management** system.
- **Section 7** offers information on how to develop effective stakeholder cooperation, as well as **public-private partnerships**.
- **Section 8** summarises the development and application of a methodology for **monitoring and evaluating** your progress in developing Job Centre services using the **self-assessment model for PES** (SamPES) (see Section 1.4)
- **Section 9** introduces the use of the fundamental enabling activities used in this toolkit as building blocks to develop a **PES vision, strategy, and change plan** and refers to the essential systematic approach needed to manage policy and process change.
- **Section 10** summaries issues to be addressed by PES in maintaining and delivering services in the context of the Coronavirus Disease 2019 (**COVID-19**) **pandemic**.
- **Section 11** is a summary of the material contained in the toolkit and includes **conclusions** on the successful development of **Job Centres**.
- **Annexe 1** lists the countries involved in the development of this toolkit.
- **Annexe 2** provides an example from the German PES illustrating how selected processes and enabling activities related to the four key themes of Sections 4–7 can be organised.

- **Annexes 3–5** provide **key definitions, information on related policy fields** as well as a bibliography of **reference material** used to develop this document. This section also includes links to further information and training resources and details further support provided through the International Labour Organization (ILO) programmes to assist in PES development and relevant international standards and frameworks related to PES delivery.

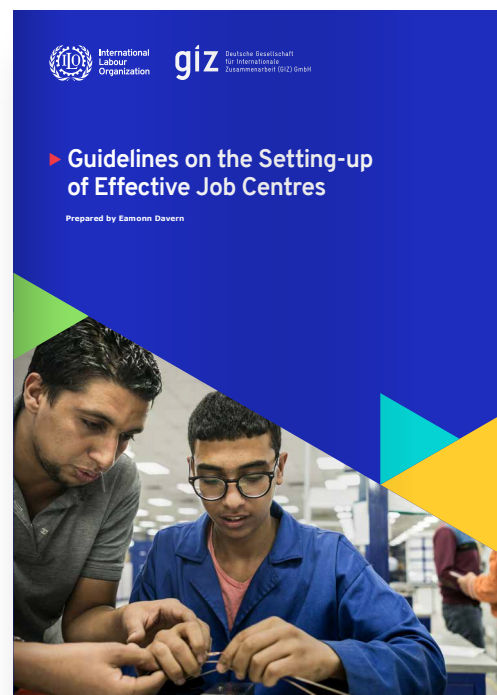
1.4 Public Employment Service Self-assessment

The World Association of Public Employment Services (WAPES) has developed a Self-assessment model for Public Employment Services (SamPES). This provides a framework, built on quality management principles of continuous improvement. This can be used to assess pro-

gress in introducing and developing PES services. This toolkit can provide an aide memoir to support such a PES business improvement process. A brief explanation and overview of SamPES methodology are contained in Section 8.

1.5 Cross References to the Job Centre Guidelines

The information contained in Sections 4–7 of this toolkit relate directly to the **'Guidelines on the Setting-up of Effective Job Centres'** published by the ILO which provide more detailed explanations of the concepts summarised in the toolkit.



2. Toolkit Concept

2.1 The Toolkit as a Practical Guide for Public Employment Service

This toolkit is intended to provide a practical guide for PESs to share, use and manage within their organisations to improve services. PESs will have different starting points for their service improvement and modernisation programmes. Some will be embarking on major restructuring and reform; others may wish to address specific details of their operations. For convenience in accessing the information and to meet these varying requirements, the sections are structured to provide information starting from first principles. However, this does not assume that PESs are operating in a vacuum without existing infrastructure.

Material is provided to:

- support and guide the CoP members and further stakeholders in the field of labour market policy and employment promotion through establishing effective Job Centres and designing client centred services;
 - enable improved employment service delivery utilising performance management tools to monitor and evaluate outputs;
 - assist in the continuing upskilling and training of staff and consultations with key stakeholders.
- build on inputs provided by YouMatch CoP members participating in the YouMatch project;

2.2 Principles for Establishing Job Centres

Through exploring the key themes (see Section 1.1) this document elaborates key principles and a sequence of steps required to establish, operationalise and strengthen Job Centres as vehicles for effective design and on the ground delivery of employment services.

Each of these are explored through consideration of several fundamental enabling activities described in key theme sub-sections of Sections

4–7. The toolkit provides concrete examples for PES in addressing challenges customised to meet the needs of SSA and MENA countries. It includes challenges and success factors including both critical questions and examples of good practices.

2.3 Methodology: How was the Information Gathered?

CoP members reflected on several hypotheses relating to the key themes and from these, a set of fundamental enabling activities were identified. Key guiding questions were developed relating to each theme. CoP members reflected on:

- challenges
- pros and cons of options
- required activities
- resource needs.

The toolkit has been built based on input from CoP members and other evidence obtained during the project.

3. Context and Background Public Employment Service Mandate

This section clarifies the role of Job Centres as part of the wider employment service ecosystem and describes the rationale for the establishment and modernisation of Job Centres as structures which can facilitate improved labour market operation and an enhanced labour supply/demand balance to promote more effective employment and social integration for citizens of developing countries.

The ILO has had the mandate to work on employment issues since its inception. The 1919 ILO Convention on Employment (No 2) both acknowledged the role of and promoted the establishment of PESs. The role of PES was articulated internationally with the adoption of the 1948 Employment Convention (No 88). This has been reaffirmed in the Global Employment Agenda (2003), Declaration on Social Justice and Fair Globalisation (2008), and Global Jobs Pact (2009).

The 306th Session of the ILO Governing Body (2009) defined PESs as Government Institutions that plan and execute many of the labour market policies which governments use to:

- help workers enter the labour market;
- facilitate labour market adjustments;
- cushion the impact of labour market transitions.

3.1 Core Functions

The PES mandate can be described as facilitating the matching of jobseekers looking for employment with enterprises needing workers to fill vacancies (Koeltz and Torres, 2016). The PES’s role is to improve the conditions for job searching and finding, as well as jobseekers’ employability, while responsibility for obtaining a job remains with the jobseeker.

This mandate is delivered through the provision of core services defined in ILO Convention No 88 (1948), as shown in Figure 1:

Figure 1 Provisions of core services in public employment services



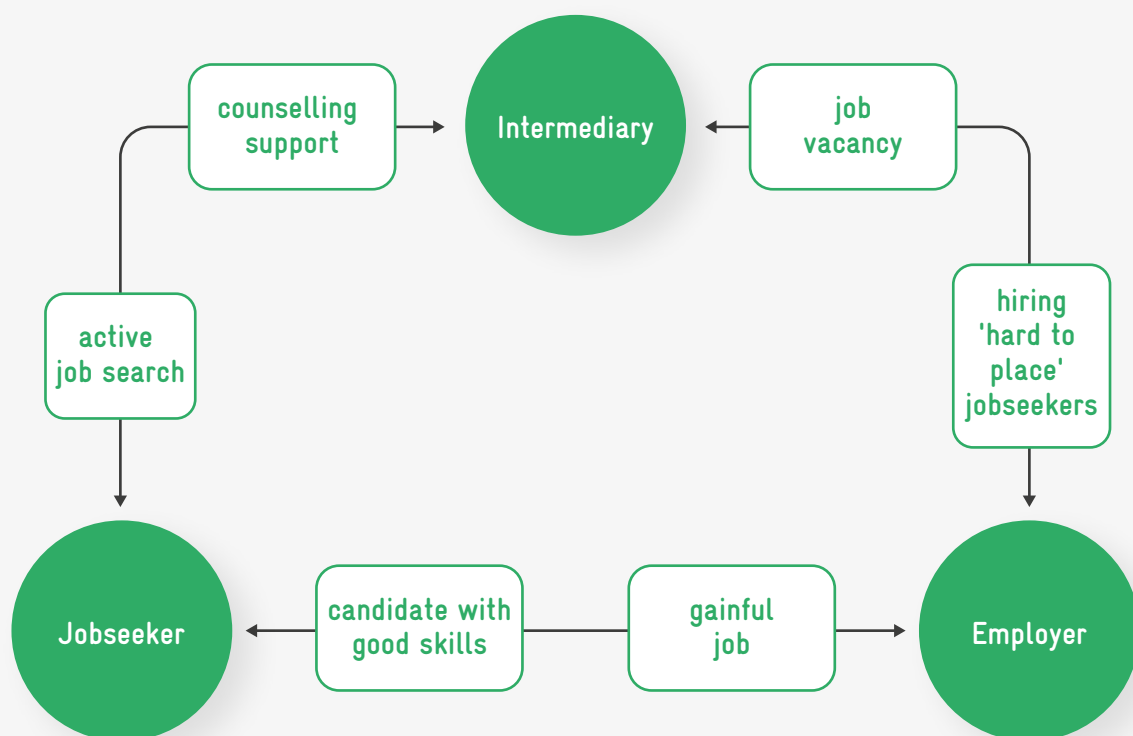
Source: Koeltz and Torres (2016), ILO Practitioners Guide on Employment Service Centres, Volume 2, Page 4, Figure 1.

3.1.1 Job search assistance and placement

The first step in establishing PES is introducing a system for registering jobseekers and aiming to match them with vacancies placed by enterprises seeking workers. Registration can be manual, automated or both. Irrespective of the method, an effective registration system is an essential prerequisite for the efficient operation of a PES. Information must be collected on jobseekers' skills, qualifications, experience, competencies and job search aspirations.

To use this data to match jobseekers to vacancies, a system is also needed to collect information on vacancies using manual, or partially/fully automated systems. The information on jobs must specify job requirements to enable effective matching. Matching therefore involves positive interactions between jobseekers and employers, with an intervention by an intermediary, the PES, needed where a jobseeker requires support (e.g. from counselling, with active job search) to enable them to successfully compete for labour market opportunities (see Figure 2 below).

Figure 2 Matching at the individual level: three actors, six expectations.



Source: Andersen, T., Feler, L. and Schulz, L., The role of Employment Service Providers – Guide to anticipating and matching skills and jobs, Volume 4, Publications Office of the European Union, Luxembourg, 2015. Guide produced with International Labour Organization (ILO), European Training Foundation (EFT) and European Centre for the Development of Vocational Training (CEDEFOP), Page 16, Figure 1,

3.1.2 Labour market information

ILO Conventions 88 and 181 note the crucial role of PES in collecting labour market information (LMI). As PES become more established and activities become increasingly advanced, they can collect, process, and develop a store of information on employer demand and labour supply. Information such as vacancies registered by occupation and sector, hard-to-fill vacancies, skills and competencies in demand, number of jobseekers by skill type, placements by duration should be collected. This can assist PESs in improving performance through analysis of trends and predictions concerning future needs. A PES can also process information from other sources for use by its clients for job search, employability, and human resource planning.

3.1.3 Labour market programmes

PES analysis and sharing of data obtained can be used to design and improve Active Labour Market Programmes (ALMPs). This enables PES to identify and prioritise funding programmes best suited for meeting needs. PES also plays a key role in implementing ALMPs directly to enhance employability and may also signpost jobseekers to social assistance programmes and other support from various organisations. This can assist jobseekers in overcoming employment and social barriers to labour market integration.

3.1.4 Administering unemployment benefits

In some countries which have unemployment benefit and other social welfare programmes, these are administered by PES; in others, PES ensures that certain eligibility criteria and access rules are met on behalf of other agen-

cies responsible for operating benefit systems. In most cases, these conditions require people receiving passive support from income replacement schemes to participate in activation measures. PES has an important role to play in ensuring that an appropriate balance is achieved between ensuring that funding is protected, and clients meet the eligibility criteria, while ensuring that jobseekers are not forced into exploitative and precarious work.

3.1.5 Regulatory services

While PESs originally operated as state monopolies, most now deliver employment services as part of a wider ecosystem in partnership with other public, private and non-governmental organisations. The potential benefits from PES cooperation with Private Employment Agencies (PrEAs) are recognised in ILO Conventions 181 and 188. Convention 181 promotes cooperation between PESs and PrEAs through recognising the role PrEAs can play in the labour market. This can be achieved by providing matching and placement services to supplement PES provision, and through protecting workers from exploitation. In some countries, PESs are therefore responsible for the regulation of PrEAs, while in others this is the function of the labour inspectorate/labour relations body. PESs therefore have an increasingly important role in 'signposting' clients to alternative specialist providers to meet their needs. They also can monitor, and where appropriate, license other providers to ensure that clients are protected from exploitative practices.

3.2 Public Employment Service in Developing Countries

There is often a lack of transparency in the labour markets of developing countries because of recruitment methods. Employers often do not advertise vacancies and operate inefficient and sometimes unfair hiring practices; further, jobseekers lack information on potential vacancies. Informal job search networks predominate and can reinforce existing disadvantage, while recruitment data is limited.

The African Development Fund has noted that jobseekers in developing countries are particularly affected by high levels of unemployment, poor working conditions, wage gaps and discrimination; therefore, finding a job does not

guarantee decent living conditions. The difficulties from poor working conditions are recognised through the United Nations Sustainable Development Goals (SDGs) through SDG 8 which prioritises decent work for everyone.

Key challenges to achievement of SDGs were identified as:

- increasing decent employment;
- improving youth employment;
- achieving workplace gender equality;
- responding to the environmental crisis;
- ending child labour.



3.3 The Context for Public Employment Service Delivery in SSA and MENA

Several SSA and MENA countries have strengthened their respective PESs with support from international institutions. However, many face significant ongoing problems with low capacity, ineffectiveness and a poor reputation amongst jobseekers and employers. In several countries

(especially where PES is a constituent part of Ministries rather than separate legal entities with Agency status) PESs have a low priority. Consequently, PES is often under-resourced, offering only extremely limited services.

3.4 The Challenge of the Informal Economy

Informal employment is increasing in SSA and MENA countries; PESs must therefore adapt their operations to consider the needs of the informal sector, while assisting in strategies to formalise enterprises and jobs. PES should prioritise support for efforts to combat exploitative working practices while recognising that not all informal work is characterised by

poor practices; further, informal employment often makes a considerable contribution to the Gross Domestic Product. PESs therefore have an important role in supporting the transition from informal to formal employment that will increase productivity, as well as growth within companies, workers' wages and security.

3.5 Public Employment Service and the Future of Work

Current changes in technology with increasing digitalisation and automation are having a profound influence on the labour market. This presents PES with both opportunities and challenges. Employer/employee relationships are changing with the rise of the platform 'gig' economy, and existing occupations are being replaced as new ones emerge more frequently than in previous periods of industrial transformation. The growth of transitional labour markets means that people are less likely to have a job for life but will increasingly have several job changes. PES will need to adapt and develop a role as career managers to support clients through these increasingly frequent transitions.

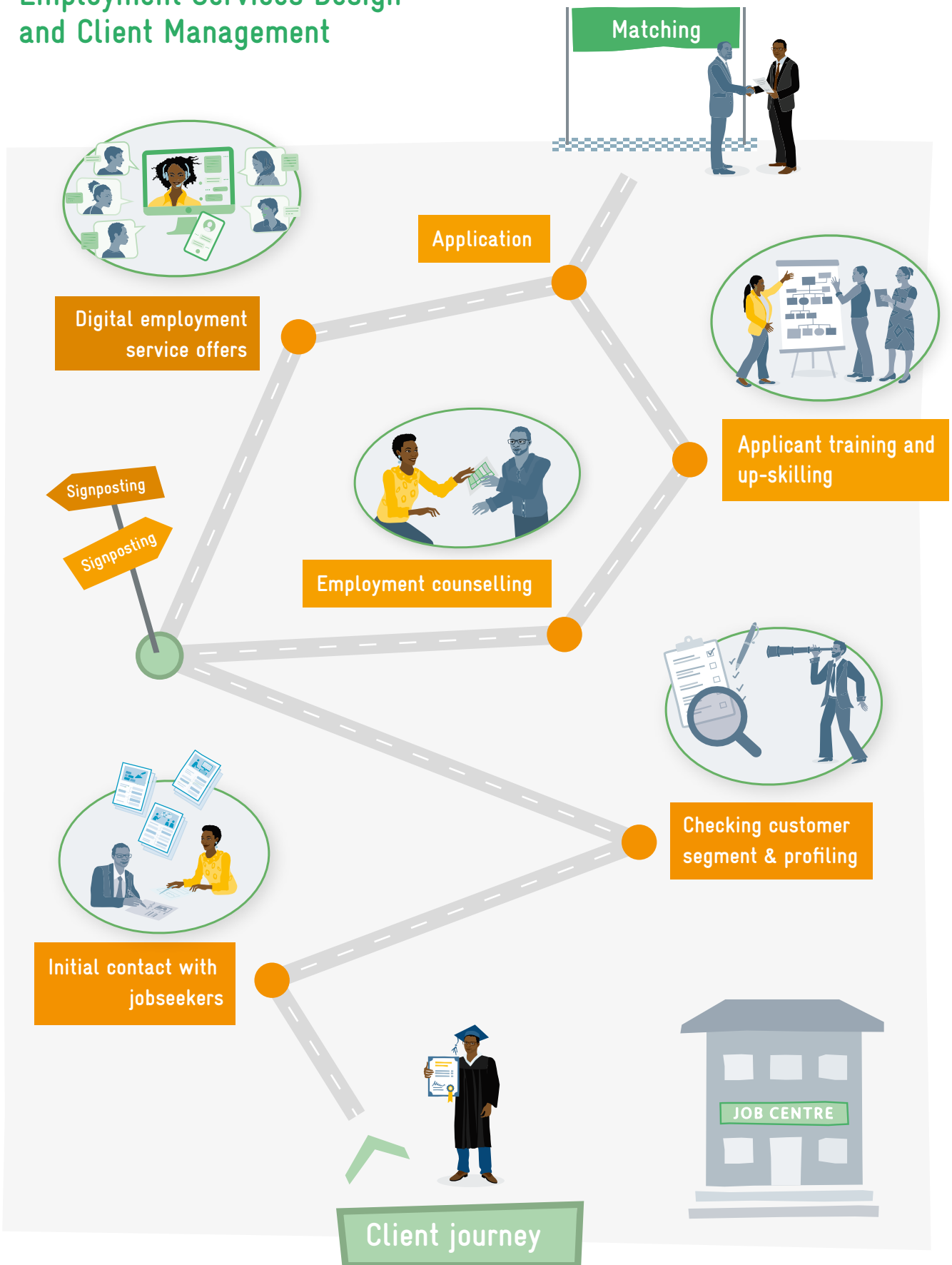
SSA and MENA countries are experiencing rapid increases in the size of their labour forces with rapidly expanding and increasingly young populations. The PES will have an important role in mediating transitions, especially to protect the most vulnerable workers from exploitation.



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Current changes in technology with increasing digitalisation and automation are having a profound influence on the labour market.

Employment Services Design and Client Management



4. Employment Services Design and Client Management

4.1 Identifying Challenges and Determining Public Employment Service Objectives

Increasing institutional capacity in PES is important to improve a country's capability to respond to labour market challenges (e.g. a growing population, high unemployment), a large informal economy, many people earning low wages of less than \$1 a day.

In addressing this issue, you must consider the main labour market challenges faced by the employment service in your country.

PES in developing countries faces several challenges in supporting jobseekers. PES must:

- ensure sufficient capacity to meet the needs of a growing population which (without labour market reform) will lead to higher unemployment, the continuance of a large informal economy and many people earning low wages of less than \$1 a day;
- provide particular support to clients with low skill and education levels and little work experience;
- note that some clients will have particular barriers to integration due to disability, age, being unemployed long-term, and migrant status;
- understand that these vulnerable clients are especially dependent on PES to address their extremely limited access to LMI;
- keep pace with megatrends through equipping jobseekers to deal with more frequent job transitions driven by automation and technological change;
- provide particular support to rural jobseekers by accessing labour market opportunities that can overcome barriers posed by poverty, limited infrastructure, remote locations and lack of digital access.

① More information on providing support for citizens affected by labour market changes can be found in Hansen, G. H., 'A guide to worker displacement: Some tools for reducing the impact on workers, communities and enterprises.' 2nd edition, International Labour Organization, Geneva, 2009

4.2 Collecting and Using Labour Market Information

Labour Market Information (LMI) refers to all information concerning labour market supply and demand and the interaction of these two variables. PES needs reliable up to date LMI to deliver successful employment policies. Examples of demand-side LMI include vacancy data, and information on wage levels; supply-side LMI includes data concerning the number of people entering or returning to the labour market.

PESs continually gather LMI in their day to day functions, especially supply-side information obtained from jobseeker registrations. Through analysis of vacancy notices and information obtained while providing other services to employers, PESs can obtain a significant body of information on labour market demand.

PESs can collect and collate LMI at the level of a local Job Centre. The pooling of LMI regionally and nationally can enable richer and more in-depth analysis from larger data stores.

To utilise LMI systems which are necessary to assess skill shortages and changing labour demand, you will need to investigate the following questions:

- how can Employment Centres in your country collect and utilise LMI to support and improve their service delivery?
- where do you see shortcomings and challenges in accessing LMI?

To develop LMI systems, PES can obtain information from both quantitative (e.g. population census data, PES statistics) and qualitative (e.g. consultation with companies) sources.

PES should work with other actors including statistical offices, education/training institutes and social partners to source information.

Box 1

Jamaica Labour Market Information System

The **Jamaica Labour Market Information System (LMIS)** IMPR improves the availability of LMI and facilitates better coordination among data providers, and between providers and users. It is a one-stop source of data and information, with the Jamaica Electronic Labour Exchange (ELE) linking potential employees and employers. The Ministry of Labour maintains the site which receives data from the National Statistical Institute, the Ministry of Labour, Education Ministry, public and private education and training institutions, employment agencies, employers, employees, trainers and educators. Services offered include general information, data and analysis. Access to the ELE, and information on educational, training and career counselling opportunities are also provided.

More information is available from the source: <https://www.lmis.gov.jm>

Box 2

Barbados Jamaica Labour Market Information System

The **Barbados Jamaica LMIS** is an online information system comprising an electronic labour market information resource.

It includes an **ELE** allowing jobseekers to review vacancies by occupational area, industry category, or by job title and to apply online. Employers can also review jobseekers' CVs online. A job-matching component assists jobseeker to locate occupations for which they are most qualified, in order of relevance.

An industry profile includes cross-sectional profiles of various industries including types of technology used, associated occupations and required qualifications, occupation-specific wages/ salary ranges, and industry prospects.

Job/occupational profiles contain specific job descriptions taken from the national Dictionary for Occupational Classification, including tasks, skills, knowledge, abilities needed and required qualifications. Information is used to assist vocational trainers, guidance counsellors, employers and employees to better understand the labour market situation.

An **education and training** index provides information on local and overseas education and training opportunities.

More information is available from the sources:

<https://labour.gov.bb/statistics>

ILO Revision of the Human Resources Development Recommendation Database, ILO IFP/SKILLS.

(Geneva 2002) available at

<http://www.ilo.org/public/english/employment/skills/recomm/main>

① Further information on the use of LMI is available in the ILO 'Quick Guide on Sources and Uses of Labour Statistics', International Labour Organization, Geneva, 2017

Table 1 below illustrates the strengths and weaknesses of different data sources in meeting a variety of LMI needs. Considering these issues can assist you in identifying which source/s can be most useful to assist decision-making in various situations.

Table 1 Strengths and weaknesses of different data sources

| Data source | Strength | Weakness |
|--------------------------------------|---|--|
| Labour Force Survey | <ul style="list-style-type: none"> • Provide structural information on individuals (age, gender, education, occupation) • Have the potential to cover informal employment | <ul style="list-style-type: none"> • costly • unusually do not cover population living outside households and in remote areas • need large sample sizes to get robust data and enable detailed breakdowns • political implications (particularly in countries with high ethnic or racial tensions) |
| Public Employment Service statistics | <ul style="list-style-type: none"> • use of existing data, no need for additional data collection • no sampling issues • provide information on occupations, qualifications and skills in demand | <ul style="list-style-type: none"> • only flows, no information on stocks • usually cover only a specific segment of the labour market |
| Enterprise statistics | <ul style="list-style-type: none"> • direct information from companies • complementary source to household statistics • enable linking employment trends to business trends | <ul style="list-style-type: none"> • require developed infrastructure at statistical institute as well as company level • often do not cover SMEs or some sectors • do not cover informal economy |
| Employers survey | <ul style="list-style-type: none"> • opportunity to get direct information at company level • relatively easy execution | <ul style="list-style-type: none"> • more informative for current situation than future • no information on population out of employment |
| Tracer study | <ul style="list-style-type: none"> • relatively low cost • relatively easy execution | <ul style="list-style-type: none"> • demand for detailed information about sample groups • findings may be biased |
| Qualitative Data Sources | <ul style="list-style-type: none"> • relatively cheap and easy to implement • can be focused specifically on skills • can bring more understanding on the underlying causes and processes | <ul style="list-style-type: none"> • subjective • risk of overemphasising marginal issues • partial, do not provide comprehensive information |
| Projections | <ul style="list-style-type: none"> • Provide future-oriented information • Provide structural information on labour supply and demand | <ul style="list-style-type: none"> • very data hungry, need robust time series • may give a false impression of bringing 'precise information as to what the future will be' |

Source: ETF, Labour Market Information (LMI) Systems – collecting information and data on labour market trends – Skills anticipation and background note, February 2017, page 5.

4.3 Identifying Relevant Employment Services

Jobseekers require services to assist them in training and reskilling to promote integration into the labour market. These services include job search assistance, career guidance, placement services and access to Active Labour Market Programmes (ALMP).

Clients with barriers to labour market integration need effective counselling to resolve issues preventing their benefiting from ALMPs. To be effective, ALMPs must be focused on increasing employability; thus, employers should be involved in the design of programmes to ensure that their needs are met. Figure 3 below outlines the services provided by PESs.

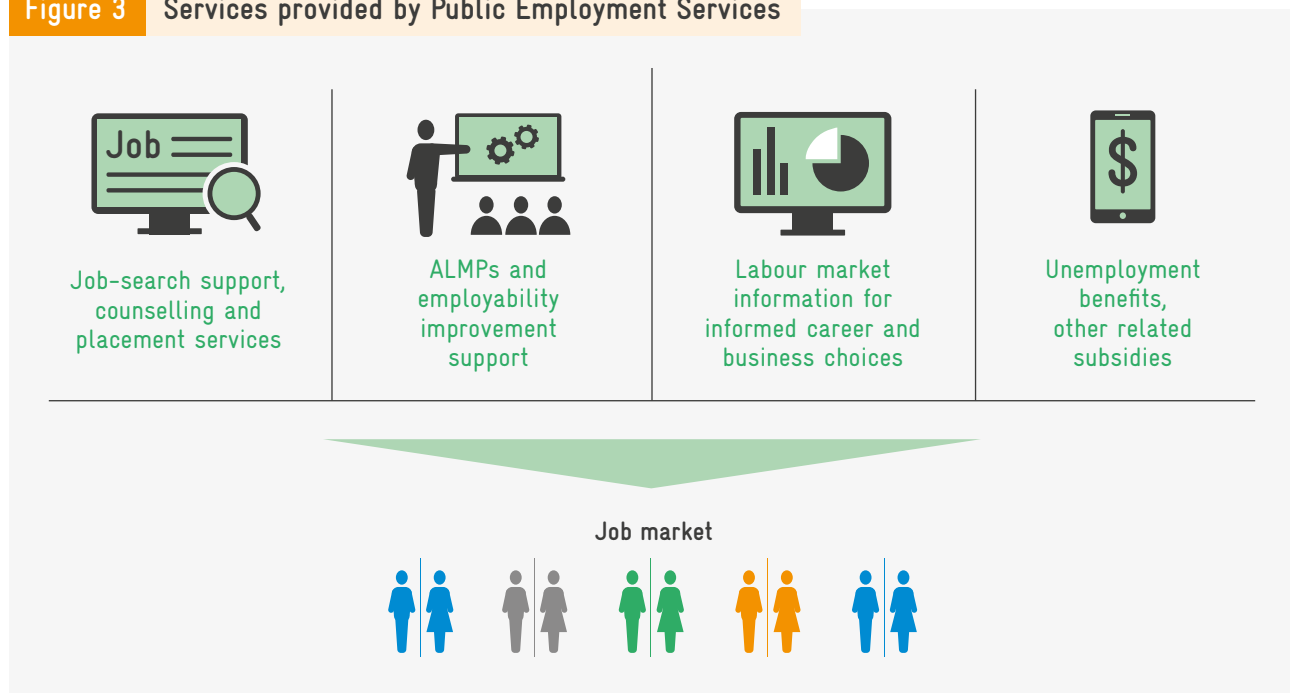
4.3.1 Assessing current service provision

In planning or upgrading your employment service system, you first need to:

- identify which employment services are currently provided in your country at the local, regional and national level;
- assess what works well, what is missing and where there are gaps;
- establish specific challenges for your organisation.

① More information on PES support for developing ALMPs can be found in Kuddo, A, 'Public Employment Services, and Activation Policies', Social Protection and Labour Discussion Paper No 1215, World Bank, Washington D. C., 2012

Figure 3 Services provided by Public Employment Services



Source: Avila, Z., Public Employment Services: Joined-up services for people facing labour market disadvantage ILO Brief on Employment Services and ALMPs, Issue no 1, International Labour Organisation, Geneva, 2019, Page 7

4.3.2 Specifying service requirements

Job Centres can help people find work but cannot find work for them.

Therefore, your PES must consider which support services jobseekers need to help them find work.

Effective services include:

- employment counselling
- providing accessibility to the internet for job research
- interactive job platforms
- jobs fairs
- re- and up-skilling programmes

Box 3

What services do Jobseekers require?

Jobseekers require services including job search assistance, career guidance, placement services and access to ALMPs to assist them in training and reskilling. **South Africa's PES** has developed structures to reflect its legal mandate, including a requirement to focus on barriers to work faced by young people and discouraged jobseekers. The PES provides both employment and careers advice and raises awareness of incentives including tax/wage subsidies, internships and community work schemes.

There is a strong incentive for **community partnerships** to provide a link between citizens and training, skills development, and work-based learning opportunities. Most services are now available online, but a 'drop-in' service is maintained to ensure that all clients can access services, as online-only channels can exclude disadvantaged, especially low-skilled clients.

① Further information on establishing effective counselling/coaching services can be found in Hansen, E. 'Career Guidance: A resource handbook for low- and middle-income countries', International Labour Organization, Geneva, 2006

4.3.3 Skills-related functions of employment services

Skills-related employment services are key to improving the matching between jobseekers and vacancies on the labour market (see Figure 4).

Figure 4 Skills-related functions of Public Employment Service at the operational level



Source: Andersen, T., Feler, L. and Schulz, L., The role of Employment Service Providers – Guide to anticipating and matching skills and jobs, Volume 4, Publications Office of the European Union, Luxembourg, 2015. Guide produced with International Labour Organization (ILO), European Training Foundation (EFT) and European Centre for the Development of Vocational Training (CEDEFOP), page 17.

Box 4

Identifying skills needs – UMEM Skills’10 Project

In **Turkey**, the employers’ organisation, the Union of Chamber of Trade and Commodity Exchange (TOBB) partners with the University of Economics and Technology in undertaking surveys analysing skills needed to support both the matching of trainees with companies for internships and their employment. The partnership coordinates a communication strategy through a website and a central information system. Information is shared with PES ISKUR which finances training courses, matches trainees with measures, and creates hiring incentives.

① Further information on the UMEM Skills’10 Project can be found in ‘How the private sector develops skills. Lessons from Turkey.’ United Nations Development Programme, Istanbul International Center for Private Sector in Development, 2014

① Further information on the identification of skills needs is available in Andersen, T., Feler, L. and Schulz, L., ‘The role of Employment Service Providers – Guide to anticipating and matching skills and jobs’, Volume 4, Publications Office of the European Union, Luxembourg. Guide produced with International Labour Organization, European Training Foundation, and European Centre for the Development of Vocational Training, 2015

① Further information on PES support for skills development is available in Arnkil, R., Spangar, T. and Vuorinen, R., Practitioner’s toolkit for PES – building career guidance and lifelong learning, European Union, Luxembourg, November 2017

4.4 Segmenting and Profiling of Clients

Client segmentation is needed to target resources towards those clients most needing support. Segmenting clients into specific categories also makes it easier for staff to manage caseloads.

To enable the identification of the specific client base of a Job Centre, potential clients need to be encouraged to register.

4.4.1 Registration of clients

All jobseekers should be encouraged to register at Job Centres. This provides the basis for gathering information on individual's labour market situations to enable the development of services to promote and support the labour market and social inclusion. This is especially important in assisting vulnerable groups to find work.

To provide essential support for the most vulnerable clients, you must consider how all jobseekers can be encouraged to register with your PES.

Joint events with educational institutes and direct contact to the local business sector allow for an enlargement of the client-base.

Furthermore, community outreach programmes and shared success stories can encourage client contact.

To encourage vulnerable jobseekers to register, dedicated client engagement strategies are needed. These should include:

- publicity
- marketing
- promotion events advertising PES services.

4.4.2 Analysis of client base

To enable prioritisation, you must analyse which client segments you are dealing with.

Client segments may vary dependent on the situation and the client/employer base of a particular PES. They can be identified by characteristics including level and field of education, past work experience, gender and age.

Possible **client segments** are:

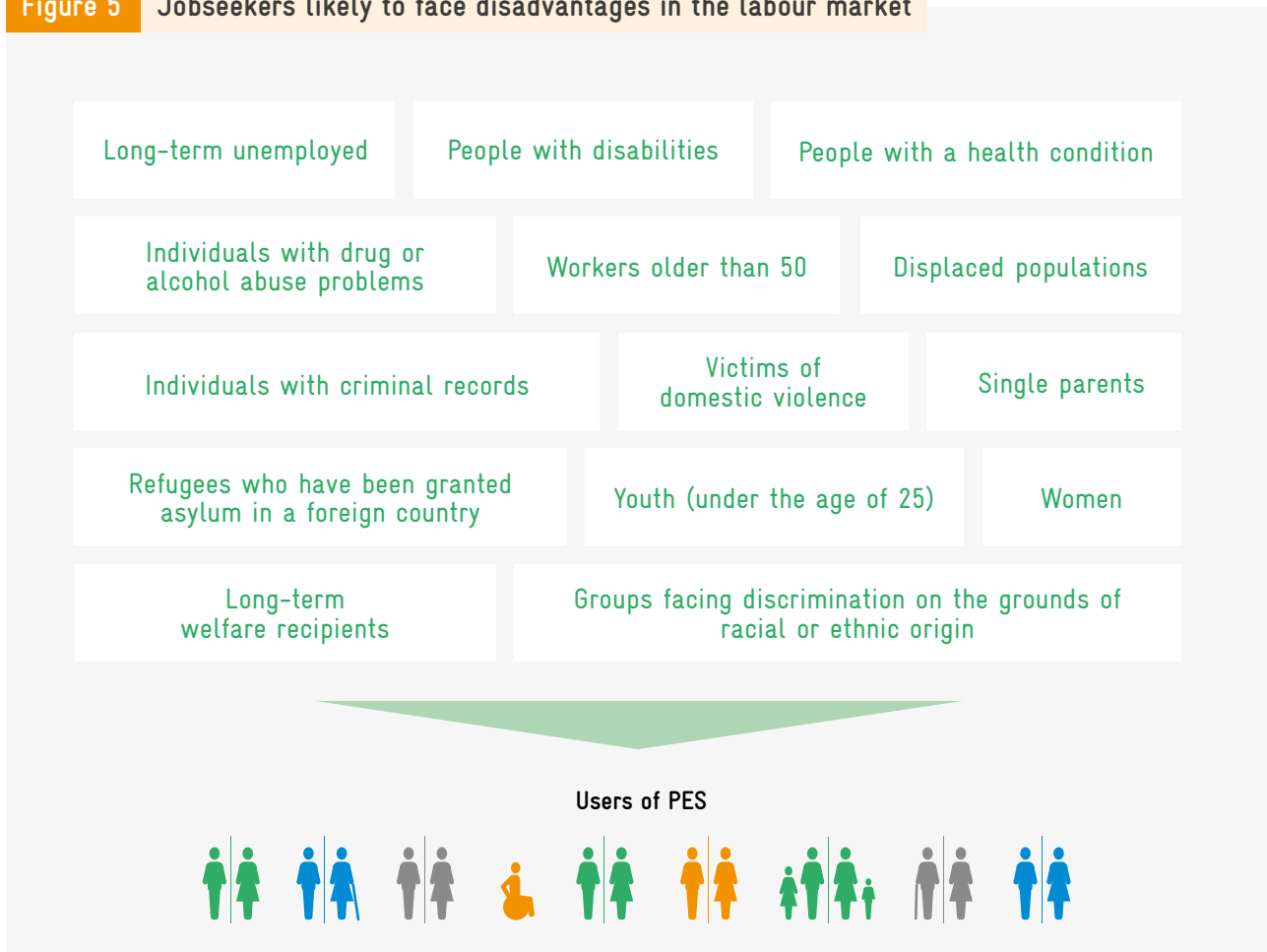
- school leavers and graduates
- technically skilled people/academics
- young jobseekers
- long-term unemployed and low-skilled people
- people with disabilities
- rural clients
- migrants.

4.4.3 Operationalisation of client segments

Once you have defined client segments, you must establish how to operationalise categories of clients.

Some PESs applies a 'traffic light' categorisation to jobseekers with the following client segments: Green (job-ready), Amber (some assistance needed) and Red (vulnerable clients with greatest support needs) (see Figure 5).

Figure 5 Jobseekers likely to face disadvantages in the labour market



Source: Avila, Z., Public Employment Services: Joined-up services for people facing labour market disadvantage ILO Brief on Employment Services and ALMPs, Issue no 1, International Labour Organisation, Geneva, 2019, Page 5.

① Further information on the ILO framework for establishing equal access to decent jobs for women can be found in ILO, 'Gender Equality and Decent Work; selected ILO Conventions and Recommendations that promote Gender Equality', International Labour Organization, Geneva, 2012

4.4.4 Client profiling

Profiling clients increases understanding of an individual's labour market situation.

To introduce a profiling system, you must first answer several essential questions:

- what are the benefits for your Job Centre from introducing a profiling system?
- what processes need to be in place in your PES to enable you to use the results from profiling?
- how can jobseekers' employability/distance from the labour market be measured?
- what are the requirements for your PES in introducing a profiling system?

Profiling needs databases to capture and maintain/update information on jobseekers. Profiling systems can also provide a quick and reliable service for employers seeking workers.

To use the results from profiling systems, PES need to be sufficiently resourced to offer a variety of service options and (re)integration pathways to clients. There are several different profiling models used by PES:

- statistical profiling uses hard administrative data and predictive variables;
- soft profiling allows for caseworker discretion, use of administrative data and qualitative assessments/psychological evaluation and other assessment tools;
- caseworker profiling uses a combination of subjective caseworker assessment based on experience and various assessment tools.

Box 5

Profiling tools for mapping barriers to employment

Profiling has been established as common practice in PES to determine the nature, timing and level of intervention jobseekers need. Systems range from sophisticated statistical tools to structured interviews and checklists used by job counsellors. Profiling systems screen the various factors influencing jobseekers' ability to find employment or start in self-employment; thus various types of data are collected:

- demographic information and details about the individual's situation, e.g. age, sex, civil status, disability/chronic illness and legal/financial problems;
- formal qualifications, capabilities, and employability skills;
- motivation and ability to engage in the job search;
- behaviour and aspirations;
- family situation, e.g. number of dependents/caring responsibilities;
- constraints related to transportation, lack of internet access or mobile phone.

These systems are instrumental in detecting barriers to employment that might not be obvious or visible. The resulting diagnosis, whether generated automatically by the profiling system or personally by the counsellor (or through a combination of both methods), indicates the type of services that are most likely to smooth the clients' transition into employment.

Source: Zulum (2019), based on Locha and Morgandi (2014)

① Further information on profiling is available in Loxha, A. and Morgandi, M., 'Profiling the Unemployed – A review of OECD experiences and implications for emerging economies', Social Protection and Labour Discussion Paper No SP 1424, World Bank Group, Washington D. C., 2014

4.5 Developing a Channel Strategy and Blended Services

4.5.1 Pathways for different client groups

A variety of client contact channels are required to meet the needs of identified client segments.

As a starting point to develop a channel strategy you should consider the following questions:

- What contact channels are currently provided by the Job Centres in your country?
- What further contact channels should be made available to citizens accessing the Job Centres?

To answer the second question, more specific requirements and opportunities should be analysed:

- In remote areas or when there are limited resources, mobile resource centres and group sessions can be provided.
- Clients able to use and with access to the internet should be encouraged to engage with the PES digitally. This can create more capacity for face-to-face counsellor resource to assist clients needing more intensive personalised support.
- PES offices and resources must be adapted to ensure that they can be used by persons with disabilities. Adjustments include braille enabled computers and voice-activated systems.
- A 'Client Journey' approach and 'route maps' can help to identify individual work steps, staff roles, responsibilities and costs.

4.5.2 Client route maps

To develop client route maps, you will first need to investigate:

- which contact channels could be provided to particular client groups and for which services/situations?
- how can clients' journeys be best described to identify individual work steps, staff roles, responsibilities and costs?

Different service options should be provided for client cohorts' needs;

- group information sessions can be highly effective in conveying information to groups of new jobseekers;
- clients with internet access, recent work experience and in-demand skills will often be well-suited for using online services;
- profiling information should include jobseeker access requirements, including internet access and digital skills.

4.5.3 Service mapping and identification of required resources for service delivery

Some services can be best delivered by PESs, while others can be most effectively provided through delivery partners. PESs need to identify the people and processes required to deliver the defined services and to determine staffing and other requirements.

To determine ownership of different parts of the process and costs, you must clarify which processes are needed, and determine the staffing that is necessary to deliver services in a Job Centre. Your PES needs to determine which services can

be best delivered in-house, and which through delivery partners.

To answer this question your PES must:

- establish if they have adequate resources to deliver essential core functions, i.e. registering jobseekers and collecting necessary LMI;
- assess overall employment service capacity through auditing training employment and advice services operating within their geographical area;
- agree on areas for cooperation, with other agencies.
- Discuss how they and other service providers can complement each other's services, address gaps and avoid duplication. Stakeholders best able to add value should be selected to lead partnerships.

Staffing requirements can include administrative/registration staff, employment and career counsellors, team leaders and office managers.

4.5.4 Developing digital employment service offers

An integrated strategy for resource allocation is needed to appropriately and flexibly develop and maintain digital employment services and to accompany clients throughout their client journey

Your PES will need to determine which proportion of business can be conducted (a) online and (b) through other primarily face-to-face contact methods:

- PES should gather information on clients' access to and ability to use different contact methods to determine the mix of online and other contact methods;

- clients should be encouraged to use digital contact methods, and offered training if needed to access the increasing number of jobs requiring digital skills;
- a mix of contact channels should be provided so that clients lacking digital access are not disadvantaged.

4.5.5 Developing cost-effective services

Digital contact methods are the most cost-effective way of providing services. Group sessions, online seminars and podcasts can widen client access to PES services, making them more cost-effective.

To plan cost-effective service delivery, your PES will need to investigate the following questions:

- how can your PES decide which channels are appropriate to specific client groups/situations?
- which services can your PES provide digitally?
- what does your PES need to consider when introducing/developing digital services?
- what actions are needed for your PES to deliver group sessions, online seminars and podcasts?

Your PES needs to gather information at initial contact to decide the appropriate channel for particular clients. When determining which services should be provided digitally and to ensure that no clients are excluded from support, your PES should explore whether certain services can be effectively delivered through digital media, consider the level of overall digital access amongst clients, their particular requirements and online capacity in specific areas.

4.5.6 Providing services for clients without digital access

It is important to identify and provide services for clients without digital access.

You will need to address how clients without digital access can be supported by your PES.

Your PES should develop outreach services. Mobile buses can provide services in rural areas, and Wi-Fi connections can be established from specific contact centres in remote regions.

① Further information on ensuring offices can be accessible for people with disabilities can be found in ILO, 'Managing disability in the workplace', ILO Code of Practice, International Labour Organization, Geneva, 2002.

4.5.7 Signposting Jobseekers

Jobseekers should be signposted to the channel most appropriate to their situation as identified through service mapping.

To signpost clients successfully effectively, you will need to investigate which categories of client can be effectively signposted/encouraged to use specific contact channels?

Clients can be signposted through bulk messages, on cell phones and by email. Your PES can make use of social media, Facebook pages, SMS and WhatsApp groups.



4.6 Setting up a 'Client Journey'

Each person's integration journey into work is different as their support needs will vary.

To enable appropriate integration journeys for your PES' clients, you must understand the individual's situation and, on that basis, define necessary steps in the client's journey from initial contact to integration into the labour market.

4.6.1 Contact with new clients

It is necessary to understand an individual's strengths and barriers to work to create a personalised journey for them. Some jobseekers may require referral to a counsellor for more in-depth support to overcome barriers, or specialist support provided by other organisations (see Figure 6).

To establish clients' strengths and barriers, you must investigate: a) which client information is needed to provide support for jobseekers; and b) how client data can be gathered by the PES:

- essential information should be collected including areas/places of residence, contact details, education/qualifications, skills, competencies and past work experience;
- clients should be given a personalised registration number which will be used for entering their personal information onto a PES database;
- where possible, your PES should develop individual profiles and personalised integration plans for jobseekers;
- Your PES has an important role in identifying and verifying client skills and, in cooperation with employers, determining how good a fit individual client skills and competencies are for the local labour market.

Figure 6 Potential barriers to employment

| Employment and skills-related barriers | Multiple barriers affecting ability to take up a job | | | |
|--|--|------------------------------------|-------------------------------------|--|
| Poor education, literacy or numeracy | Lack of effective transport | Housing instability | Family breakdown, domestic violence | Discrimination (racial or ethnic origin) |
| Long unemployment spells | Legal or financial problems | Physical or mental health problems | Alcohol or substance abuse | Disability |
| Lack of internet, computer access | Parenting, caring responsibilities and lack of affordable child care | Poverty and malnutrition | Welfare dependency | Disaster-induced displacement from place of origin |
| Lack of technical skills, no formal qualifications | | | | |
| Lack of relevant work experience | | | | |

Source: Avila, Z., Public Employment Services: Joined-up services for people facing labour market disadvantage ILO Brief on Employment Services and ALMPs, Issue no 1, International Labour Organisation, Geneva, 2019, Page 4.

4.6.2 Defining steps in a Client Journey

Potential steps of a Client Journey include:

- initial contact;
- registration, gathering information on the jobseeker's employment/social situation, and documenting of skills and aspirations;
- determining further support the needs of the client through profiling;
- identifying client segment and contact channels that are appropriate for the client's situation;
- arranging employment/career counselling or steering of the client to self-service channels as appropriate;
- referring the jobseeker to vacancies or training/upskilling programmes as required;
- periodic review of the client's situation;
- labour market integration through securing employment.

① Information on developing support packages for clients with barriers to employment can be found in the ILO, 'Training Toolkit on Establishing Fair Recruitment Practices – Public Employment Services and Private Employment Agencies in a changing Recruitment Landscape', International Labour Organization, Geneva, with the International Training Centre, 2018

4.6.3 Job Coaching

Counsellors providing counselling/advice on employment and careers are the most effective (but expensive) resource. They should be used where they can make the greatest difference to a client's situation. This may often be in supporting more disadvantaged jobseekers and referring them to other providers as appropriate.

In developing the role and making optimum use of Job Coaches, you will need to establish:

- what are the key functions of Job Coaches?
- how can a Job Centre decide which clients should have access to Job Coach services?

- how can your Job Coaches coordinate support for their clients?

A key function of counsellors is to provide advice and guidance to jobseekers; they can also liaise with experts in other support services to coordinate support packages for clients.

Employment centres will need to establish criteria for determining which clients should have access to Job Coach services. The criteria can be based on a needs' assessment after initial profiling and could reflect client segments (see Sections 4.9 and 4.10).

4.6.4 Reviewing and adapting the Client Journey

PES can improve Client Journeys through gap analysis adopting client segmentation and profiling.

You will need to investigate how your PES can improve the efficiency and effectiveness of Client Journeys:

- stakeholder partnerships can ensure clients receive the support needed for (re)integration;
- partnerships and contracts with other agencies should be focused on delivering improved employability; they should also be designed to enable assessment of impact.

4.7 Gathering Client Feedback

Using insight gained from client feedback enables more effective service planning. Clients (i.e. jobseekers and employers) should be surveyed at least annually.

The first step in developing client insight is deciding how your PES can gather clients' opinions on services being delivered.

Options for gathering client opinions include:

- client surveys
- ongoing feedback from transactions with clients.

4.8 Engaging with Employers

PESs need to develop effective links with employers and treat them as core clients alongside jobseekers, to deliver effective matching and placement services. PESs cannot be effective in assisting the labour market integration of jobseekers unless the PES is aware of and considers employer needs. This is essential to improve the reputation of PESs so that employers are motivated to use the services to meet employers' recruitment requirements.

A PES needs to develop employer engagement strategies that provide a high-level guide to the direction the PES will take in developing its links with employers (e.g. sectors, skills levels to focus on). To achieve this, a PES should:

- develop an ongoing dialogue with enterprises through employer organisations;
- regularly review their success in filling vacancies;
- seek regular feedback from employers on; the suitability of candidates referred to them, the effectiveness of PES in advertising vacancies, and the speed at which these are filled.

To develop effective links with employers, you will need to:

- consider which mechanisms are needed to operate effective links between Employment Centres and employers;
- review what can be learned from your country's experiences in this area.

The PES should assess the local employment market and seek vacancies suited to the skills and competencies of their registered jobseekers, to influence training provision orientating this to meeting employers' needs.

Figure 7 illustrates how different agencies (e.g. PES and PrEAs) and types of interventions (e.g. traditional matching, outplacement services, informal networks) are best suited for meeting employer recruitment needs for different sectors, occupations and skill levels.

Figure 7 Clustering of various employer types

| Enterprise type | Jobs | Matching process | Skills issues |
|---|--|---|---|
| Growth industry (technology-intensive, expert-oriented) | Top executives, specialists, technicians, high wages | Private employment agencies, social capital | Specialised training, company-oriented |
| Service industry | Flexible and atypical forms of work | Self-organised job search, temporary work agencies | Generic skills, innovative capacities |
| Traditional trades and crafts | Various forms of work contracts | Traditional matching services (PES) also informal recruitment practices | Skilled and semi-skilled, define skill profiles |
| Old industries, companies in restructuring | Downsizing and frequent mass lay-offs | Outplacement services requested (PES or specialised providers) | Obsolete skills, retraining required |
| Public sector | High employment protection | Regulated access and formalised hiring process, role of PES varies | Formal education requirements, public sector organised training |
| Informal economy, micro enterprises | Lack of social protection | Informal ways of hiring | Unskilled or low-skilled, upgrading |

Source: Andersen, T., Feller, L. and Schulz, L., The role of Employment Service Providers – Guide to anticipating and matching skills and jobs, Volume 4, Publications Office of the European Union, Luxembourg. Guide produced with International Labour Organization, European Training Foundation, and European Centre for the Development of Vocational Training, 2015, Page 47.

4.9 Engaging with the Informal Economy

PES is vital in the transition from the informal to the formal economy and needs to engage with it to formalise work and challenge exploitative employment practices.

You need to identify:

- which steps are necessary and can be taken in your country to achieve the objective of Job Centre engagement with the informal economy?
- where you see core challenges, and how you can tackle them?

PES should combine efforts to combat and remove exploitative employment practices with dialogue to promote benefits for both employees and employers.

PES should also advertise services to people involved in the informal sector, to further this agenda, including through social media, radio and information sessions.

① An overview of LMIs for monitoring progress towards achievement of sustainable development goal indicators for full, productive and decent work can be found in ILO, 'Decent work and the Sustainable Development Goals - A guidebook on SDG Labour Market Indicators', International Labour Organization, Geneva, 2018

4.10 Summary and Further Reflections from the YouMatch Network

There are insufficient employment integration programmes for people needing to retrain, older jobseekers and the most vulnerable users of PES services. Jobseekers have little or no work experience and users of PESs are typically unskilled. PESs do not tend to provide information on entrepreneurship. Assisting young people leaving school with low literacy levels is a particular challenge. Further, people with disabilities currently have few opportunities in the open job market.

There is an increasing skills mismatch as business models develop with the fourth industrial revolution and increasing application of artificial intelligence. Jobs increasingly require technical skills and competencies. Stakeholder partnerships between PES and the business, education and training sectors respectively, need to be developed to address this. Rural inhabitants face challenges in accessing formal labour market opportunities owing to poverty, low levels of literacy, a lack of infras-

tructure, their remote locations, and lack of access to information. PESs must provide distress counselling to deal with these issues. Employment services must provide effective reskilling programmes supported by tools such as psychometric testing. Programmes need to focus on meeting the needs of those jobseekers with the greatest barriers to integration, including ex-offenders and people with disabilities.

For successful matching, PES must take time to ensure that employers are provided with suitable candidates. Collaboration with delivery partners on placement services and access to labour market programmes is necessary. For example, partnerships with small and medium enterprises are especially valuable because they are an important source of jobs.

Jobseekers need information on available jobs, employment counselling, information on where and how to find work, and access to digital services. An important PES function is increasing career knowledge and self-knowledge of



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jobseekers. Effective integration of jobseekers needs reliable databases with systems for providing identification numbers; contact details and records of qualifications; skills; and previous work experience. Information obtained from clients should be used for profiling, identifying their distance from the labour market and those needing specialist more in-depth counselling support, i.e. those with low education/skills levels and/or no digital access.

Job Centres should be accessible to commuters on public transport, and sufficiently resourced; group sessions can provide a cost-effective way of providing essential information to jobseekers. Community outreach is also important. This can include mobile services introduced to meet the needs of citizens in remote areas, exhibitions and jobs fairs. Buildings should furthermore be accessible for disabled people and appropriate resources should be adapted for these service

users, such as providing materials through Braille and computers with voice-activated software.

Providing efficient user-friendly services for employers to contact the PES is an essential part of establishing and maintaining good working relationships with them. This is crucial to enable PESs to assist jobseekers. PESs must focus on improving their services to employers to improve the reputation of the former, thereby encouraging businesses to place vacancies and clients to register. Communicating and promoting good news stories can assist with this. PESs are key actors in supporting the transition from the informal to formal economy. They can promote this through advertising their services, including through social media and radio, and organising information sessions, such as providing incentives for attendance.

Job Centre Structure and Processes



5. Job Centre Structure and Processes

5.1 Deciding on Job Centre Location

To be effective, Job Centre locations must consider how much footfall is expected, as well as local labour market conditions and the composition of the population. The location should be based on client service and business needs, rather than political considerations

In deciding on your PES Job Centre locations, it is essential to identify which labour market and demographic factors to use in estimating footfall at a particular site.

Factors to be considered include

- size of the local population, working population and local labour force;
- number and nature of enterprises in the locality;
- unemployment/employment rates and poverty levels in the area;
- number of other related support service providers (e.g. training organisations) in the area;
- transportation links (especially public transport in rural areas), and where industrial zones are situated away from residential areas, provision of transport by employers;
- proximity to famous landmarks or streets;
- availability of promotional material and visibility of signage in the area where a Job Centre is situated;
- internet access;
- availability or absence of infrastructure (especially in rural areas);
- the proximity to tourist sites which can be a major source of employment, particularly in rural areas
- potential client volumes/footfall;
- local employer base, e.g. to assist matching whether the local labour market is primarily industrial or agricultural.

5.2 Determining the Mix Between Urban and Rural Job Centre Sites

Job Centre sites are needed in both urban and rural areas. Budget allocations must be enough to meet both capital investment and ongoing operational costs. It is more expensive to provide office facilities in less densely populated rural areas. The nature of the labour market in rural areas should also be considered in deciding on office locations.

Before deciding on the balance between urban and rural Job Centre locations, your PES will need to identify which criteria should be applied to inform this decision:

- if employment in a rural area is primarily agricultural, the availability of other potential employment opportunities should be a factor influencing a decision to open a Job Centre;
- links should be developed with business associations and local employers to develop recruitment pathways in other important sectors.

① Further information on interpreting labour market statistics can be found in ILO, 'International Training Compendium on labour statistics – Statistics of Employment, Unemployment, Underemployment, Economically Active Population', International Labour Organisation, Geneva, 2003



5.3 Selecting Delivery Partners

Job Centres are important actors in the employment service ecosystem; however, other service providers also need to be involved.

You will need to identify which other actors your PES should cooperate with to deliver employment services.

To ensure that clients receive appropriate PES support, the services should collaborate with NGOs, training organisations, PrEAs (both offices based and online), and social partners (see Figure 8).

Figure 8 Typology of employment service providers in relation to matching activities

| Type of employment service provider | Registration (of vacancies and jobseekers) | Direct matching of vacancies and jobseekers | Labour market information (collection, analysis, distribution) | Career guidance and counselling | Labour market training |
|--|--|---|--|---------------------------------|------------------------|
| Public bodies | | | | | |
| PES | ** | ** | ** | * | * |
| Public career guidance centres not within the PES (a) | | | * | ** | |
| PrEAs | | | | | |
| Private job brokers | ** | ** | | * | |
| Temporary work agencies | ** | ** | * | * | * |
| Private providers of guidance and counselling | | | * | ** | |
| NGOs | | | | | |
| Organisations promoting the interest of groups that are marginalised or in danger or being marginalised in the labour market | | * | | * | * |

(**) Most important activity; (*) frequently or sometimes undertaken; () rarely or never undertaken; (a) Guidance and counselling centres in schools and universities.

Source: This chart was developed by the authors and discussed at a validation seminar in October 2012.

Source: Andersen, T., Feler, L. and Schulz, L., The role of Employment Service Providers – Guide to anticipating and matching skills and jobs, Volume 4, Publications Office of the European Union, Luxembourg. Guide produced with International Labour Organization, European Training Foundation, and European Centre for the Development of Vocational Training, 2015, Page 23, Figure 4.

5.4 Assessing and Planning Budget Allocations

Budget planning for Job Centres must consider Job Centre infrastructure (e.g. IT), office maintenance and workplace safety.

To determine budget allocations for a Job Centre, your PES will need to ascertain which factors should be considered for funding:

- sufficient resources must be allocated to covering salaries, staff training, marketing, and office facilities (e.g. meeting rooms) and equipment;
- adequate IT access must be put in place to support service delivery (including performance measurement tools);
- funding is needed for client referrals to support services provided by other providers.

5.5 Identifying Staffing Needs

Staffing needs should be identified based on an assessment of client volumes and services to be provided.

To ensure sufficient staff resource for the delivery of agreed services, your PES will need to establish how to predict client volumes and workloads:

- demographic statistics, especially population distribution density, numbers of young people and LMI should be studied;
- Numbers of employers, recruitment patterns, occupational sectors and numbers of workers in waged employment compared to the self-employed should also be ascertained.

More information to assist your use of data to consider potential business volumes can be found in ILO, 'Quick Guide to Interpreting the Unemployment Rate', International Labour Organization, Geneva (2019)

5.6 Defining Staff Job Roles

Delivery Teams

An Employment Service Job Centre should include four **core functions**:

- 1. office management** allowing for the development and implementation of an operational plan for a Job Centre to deliver the PES mandate and core services;
- 2. registration and placement activities** through

obtaining information on clients' employment history, educational background, and career goals to enable appropriate support to be provided for jobseekers to secure employment;

- 3. employer liaison** to obtain information on job vacancies available in the local area which match the skills qualifications, and aspirations of registered jobseekers. Employers should be encouraged to advertise their

vacancies through the Job Centre. Advising employers on human resource and other employment-related issues is another employer liaison core function;

4. **counselling services** that identify clients' barriers to employment, assist jobseekers developing individual transition to work plans, and assess the need for assistance through rehabilitation, financial support or vocational training. Helping clients to develop job readiness skills, job search strategies, writing resumes and preparing for job interviews also falls under counselling services.

Office Structures

In small offices, individuals will need to be multi-functional, performing more than one function within their job role. If possible, you should implement a structure where there are two levels of employment officers. The specialist skills needed for liaison with employers and counselling are typically performed by senior officers. Junior staff can carry out administration-focused tasks such as registration duties.

Job Roles and Scope

Staff should have clear job descriptions specifying their responsibilities and the quality and quantity of outputs required.

Manager

The Manager is essentially responsible for the smooth running of the office on a day-to-day basis. Responsibilities include managing office budgets; liaising with staff, suppliers, and clients; and implementing and maintaining procedures.

Employment Officer

Employment officers provide support for jobseekers through profiling, job-matching and mentoring to help clients find jobs within agreed timescales. They encourage enterprises to place vacancies with the Job Centre, helping with

recruitment, contracts and human resources questions.

Registration Officer

The registration officer provides reception duties for Job Centre clients, answers basic questions, provides general information and performs administrative tasks for the registration of jobseekers. They refer clients to more senior staff who can give specialised support.

Service coordination

PES offices deliver services in partnership with many other organisations; furthermore, they have many internal client relationships. Thus, activities must be well coordinated. One member of staff can be given responsibility for ensuring that PES links with stakeholders are operating smoothly; they can intervene where needed to resolve difficulties to avoid escalation.

- ① More information on the organisational structures of Job Centres can be found in Koeltz D., and Torres, C. I. 'ILO Practitioners' Guide on Employment Service Centres. Operating Employment Service Centres', Volume 2, International Labour Organization, Geneva, 2016'.

5.7 Recruiting Job Centre Staff

Before determining the range of services to be offered, the capacity to recruit and train appropriate employees and a realistic assessment of their productivity must be established.

Before recruiting staff, your PES will need to clarify:

- what processes/methodologies must be applied to establish the staffing requirements for a Job Centre?
- what measures are necessary for your PES to ensure that suitable staff can be recruited and trained to ensure enough service capacity at a Job Centre?

To ascertain the availability and expected productivity of suitable candidates, staff roles should be defined, and the local recruitment market should be assessed. This needs to be done to ensure an appropriate range of skills and competencies that meets the needs of service users, while the PES will need to confirm human resource requirements, office organisational structure and job descriptions with clearly defined roles and qualifications needed for each position.

5.8 Developing the Capacities of Job Centre Staff

Job Centre staff must have appropriate skills and competencies to ensure necessary service capacity and quality. The PES should identify the competence levels of existing staff to ascertain the extent to which these meet the quality and quantity requirements for delivery of services as defined in the organisation's mandate. Following this, a programme for the provision of professional and technical training can be devised to equip staff with required skills.

To develop staff capacity, your PES will need to decide how to identify training needs to support them to acquire the necessary skills and competencies:

- a Training Needs Analysis (TNA) is the first step in identifying staff competencies and areas for development;
- a staff training plan should be based on the TNA and the PES strategy, with training modules customised to address PES issues;

- the programme can include training leading to awards of Employment Officer and Counsellor certificates; it can also assist in introducing a quality benchmark for PES service delivery.

Box 6**Assessment of staff needs**

How can PES assess the training needs of staff and support them to develop the required skills and competencies following this analysis?

Job Centre staff must have appropriate skills and competencies to ensure necessary service capacity and quality. The Egypt Network for Employment Promotion (NEP) is an employment support organisation which operates independently of the PES. It conducts training needs analysis of staff to establish current levels of staff competencies; it further develops customised training programmes. A specialised course was arranged to upskill NEP staff in blue-collar recruitment. An Employment Officer Certificate course is offered to NEP staff based on courses for Employment Officers in Germany and then adapted so that it is custom made for NEP requirements.

5.9 Securing IT systems for Job Centre Service Delivery

IT systems should be installed which enable the secure and reliable provision of specified services. Both 'off the shelf' and 'tailor-made systems' should be considered to ensure that the best option is taken in introducing IT support for service delivery.

Before deciding on which IT systems to introduce, your PES will need to establish how to evaluate the business benefits of different IT options, and identify the security features needed to protect client data and public funds:

- systems must be put in place to protect client data and public funds;
- PES staff should be involved in determining IT business requirements, followed by testing and piloting of applications.

5.10 Enabling Digital Employment Services

IT system functionality should enable digital employment service offers; these need to include mobile-friendly and self-service portals.

To introduce digital systems into your PES you will need to identify which IT systems are needed to enable client self-service and contact through digital, including mobile telephony, methods.

An online portal should be introduced to allow clients to place their personal profiles, apply for vacancies, and if possible, receive updates and notifications from prospective employers.

5.11 Maintaining Client Records

A secure, user-friendly and flexible system is needed to maintain client records. This should be accessible by staff and should interface with other relevant delivery systems.

When introducing a system for maintaining client records in your PES, you will need to identify which functions are required to ensure that these can be stored securely and in a user-friendly format, providing for the flexible use of data to support service delivery:

- all clients should have a personal identifier necessary to allow client/PES staff to access records;

- the PES procedural and human resources guidance should specify protocols for staff accessing client data;
- all Job Centres should have procedures for risk-based security test checks whereby managers periodically review system access. The assessments should include checks to assess whether procedures have been correctly applied;
- security breaches should be investigated, procedures reviewed, and where necessary, amended to reduce the likelihood of further problems.

5.12 Balancing In-house and Third-Party Provision in a Delivery Model

A balance between in-house and third-party provision by partnerships is needed to provide efficient employment services.

To ensure efficient service delivery, you will need to ascertain the optimum balance between in-house and outsourced provision for your PES:

- delivery through partnerships should be considered where input from other organisations has the potential to improve efficiency;
- partnerships should be considered where existing provision offers the opportunity to source expertise for training, and support for vulnerable groups such as disabled people and migrants.

5.13 Summary and Further Reflections from the YouMatch Network

PES are especially important actors in the employment service ecosystem but need to work closely with other providers to deliver effective services. In this regard, private recruitment agencies are particularly important. They provide services through both face-to-face and online services, NGOs, training providers, Investors Associations and Business Associations.

There are several key criteria to be considered when determining Job Centre locations which are required in both urban and rural areas. These include accessibility through public transportation and proximity to famous landmarks or streets. Promotional material and visible signage for the Job Centre in the area where it is situated is particularly important so that the building can be readily identified. The nature of the local labour market (e.g. Is employment primarily in industry or agriculture?) is an important consideration in deciding where to open an office. In rural areas, the proximity of tourist sites can be a source of employment and support the development of a Job Centre. In rural areas, transport access is important, and if employers are situated in industrial zones away from residential districts, it is equally important to provide transportation for workers. If a particular industry dominates an area, it can be difficult to convince jobseekers to look for work in other sectors.

When planning Job Centres, the budget should include allocations for salaries, staff training, resources for volunteers (if required), marketing and publications, employment events, and IT, in addition to rent and utilities.

Staffing requirements should be based on an assessment of population distribution and composition (e.g. wage cohorts), the number of employers and jobs in a district, nature of local employment and traditional preferences of the population and proportions of people in waged/

salaried employment as opposed to entrepreneurship.

Before deciding on the range of services to be offered, the PES should set a strategy and vision. They should consider who the beneficiaries are and what services do they need. The appropriate balance between digital and face-to-face service delivery should be determined through consideration of the client bases' characteristics. Following this, human resources needs should be identified, and an organisational chart formulated. Finally, job descriptions, with clear definitions of roles and responsibilities and qualification criteria can be produced.

It can be useful to utilise consultancy support in setting up a PES to provide the consultant's technical know-how that is gained from experience to support the PES internal team.

It is important to decide when it is appropriate to invest in new software, upgrade current systems or procure off-the-shelf packages for adaptation. A systematic study involving key personnel (especially system users) should be conducted to decide which approach is needed.

Developing digital systems can significantly increase the efficiency of job offers, especially for self-service clients. Online portals where vacancies can be posted, and jobseekers can create profiles and apply for vacancies which they select are especially useful. Competency assessment using mobile applications or online portals where jobseekers answer several questions to identify their competencies can also increase the effectiveness of matching.

Complimentary services such as training (especially in technical subjects) can be outsourced where this provides a more cost-effective method of delivering quality support.

Performance Management



6. Performance Management

6.1 Establishing a Performance Management System

Assessing the impact of PES activities requires performance management systems to be established that encourage appropriate staff behaviours for delivery of objectives.

Performance indicators must be developed and be based on Job Centre processes. So, you need to identify what employment management systems are needed in a Job Centre?

To be effective, a performance management system must address several **key questions**:

- do clients have fair and equitable access to services?
- are desired outcomes being achieved?
- are clients (i.e. jobseekers and enterprises) satisfied with services?
- are services delivered efficiently?

Resource requirements

PESs often face principle challenges in establishing performance measurement systems. Where resources are limited, staff tasks are often not systemised, there is an absence of standardised data gathering, limited or no IT support, and consequently, an effective performance management function is not in place.

To establish a performance measurement system, different resources are required. Data needs to be comprehensive and timely, and the relative costs and benefits from performance measurement and data collection need to be carefully assessed.

Results Orientation

The system must be focused on results comprising measures assessing processes and actions contributing to the desired outcome – this is known as **Results-Based Management**.

Results-Based Management requires several factors to be present in a PES:

- broadly defined strategic objectives
- consistent objectives
- systems which reflect the institutional setting of the PES
- consideration of political sensitivities
- a consistent approach to labour market interventions.

6.2 Defining Key Objectives of PES Performance

To measure performance, objectives, targets and indicators are required.

It is important to understand the different roles of the core components of performance measurement.

- **Objectives** are areas of operational performance that an organisation tries to improve to meet its strategy (LaMarco, 2019). For a PES, this could, for example, be contributing to increasing the employment rate for women.
- **Targets** are a management-based tool based on the 'management by objectives' principle established by Drucker (1954). In PES, they establish numerical benchmarks for the required level of delivery of task-related objectives. Examples of targets include the referral to placement rate of jobseekers, and transitions into various types of employment.
- **Key performance indicators (KPIs)** are critical measures of progress toward an intended result (e.g. achievement of an agreed performance level expressed in a target). They provide a focus for operational improvement, create an analytical basis for decision-making and help focus attention on the most important areas of operation. An example of a KPI for a PES could be the number of client information sheets completed by a registration officer. Each sheet should contain all the necessary information to establish the relevant needs of a jobseeker.

As noted by Nunn, Bickerstaff and Mitchell (2009), it is essential to establish the key objectives of your PES:

- **Key objectives** of a PES are to contribute towards reducing unemployment, facilitating decent employment, promoting social integration and improving living standards for citizens.
- **Intermediate measures** record the immediate outcomes of your PES's activities, such as the referral-to-placement ratio of jobseekers, and transitions into various types of employment.
- **Final measures** record the contribution your PES makes to overall improved labour market function such as the employment rate and unemployment rate.

6.3 Defining Process Measures

To operate effective performance management systems, Employment Centres must measure, inputs, outputs, outcomes and processes (see Figure 9).

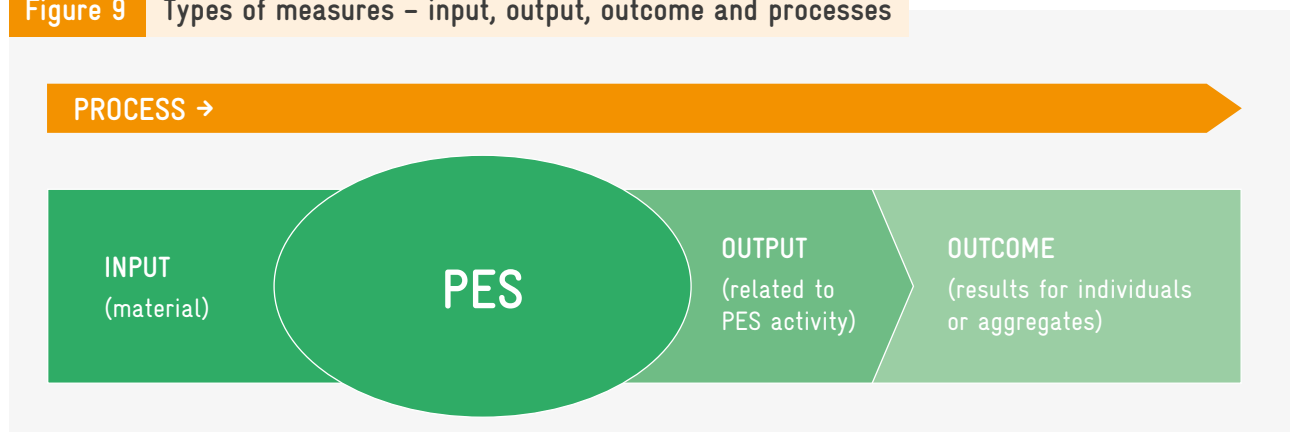
When considering process measures you must firstly:

- identify which are the main inputs, outputs, and outcomes in your PES, and how these can be quantified;
- find out what the main processes at a Job Centre are, and how their effectiveness is measured.

Input measures enable a comparison of the relationship between resources (e.g. staff budgets) and performance.

Output measures may include labour market penetration rates, numbers of jobseekers registered, number of employees returning to work and number of individual action plans completed.

Figure 9 Types of measures – input, output, outcome and processes



Source: Weishaupt, J. T., 'Establishing and Operating Performance Management in Public Employment Services'. Analytic Paper for the European Network of Public Employment Services, European Commission's Mutual Learning Programme for Public Employment Services in collaboration with ICF International, March 2016, Page 8.

6.4 Operating Performance Management

6.4.1 Inputs

To operate effectively, a PES must assess the impact of services and programme interventions.

As a first step in developing a performance management system, you need to establish what the

services and programme interventions are provided by the employment service in your country.

Effective delivery of PES services is dependent on several inputs being successfully introduced to initiate a Job Centre process. Examples are expenditure on staff and programmes, and provision of office infrastructure.

6.4.2 Outputs

To evaluate services and programmes it is necessary to identify gaps between expected and achieved output results.

You need to determine which outputs are expected from your PES's services and programmes and how gaps between expectations and results can be measured.

PES **outputs** are necessary to deliver desired policy **outcomes**.

Output measures record the types of activities undertaken, such as the number of:

- vacancies registered;
- completed jobseeker interviews;
- referrals to third parties (i.e. training organisations).

Outputs measure volumes of activities but do not themselves measure the success of these activities, (e.g. the number of people moving into work).

6.4.3 Outcomes

Performance targets are a tool, not an end in themselves, and it is acceptable not to achieve all targets.

To make use of performance targets, you must establish which are the desired policy outcomes from your PES's activities and how you can use targets as a tool to deliver these.

Performance measurement systems are enablers providing the means to assist individual PES staff and managers, as well as the wider organisation, to support improved labour market operation.

Performance data provides essential information on PES strengths and areas for improvement; it is a driver that facilitates a 'continuous improvement' learning culture.

6.4.4 Targets

To be meaningful, targets must be **SMART** (specific, measurable, achievable, realistic, time-bound), disaggregated, and must facilitate the achievement of objectives. They need to specify what is to be delivered, to what standard, and within which timescale.

You must establish:

- which SMART targets can be introduced to assess the achievement of your PES's objectives;
- how targets can be formulated by disaggregated categories.

Targets must be disaggregated by:

- client segment
- service provided
- category of labour market programme
- type of employment obtained by clients
- sectors in which vacancies are situated
- different operational tiers, e.g. local office levels.

Individuals should be defined by characteristics including:

- age
- sex
- level of education
- prior work experience
- disability
- periods of unemployment
- other disadvantages presenting barriers to their labour market integration.

Targets show if performance indicators have been achieved. They can be set up as follows:

- **employment outcome from interventions** defined by: Total number of participants who are employed six months after receiving specific support from a Job Centre (e.g. their participation in a training programme);
- **average cost per placement** defined by: Total cost of service/programme versus the total number of participants employed;
- **percentage of job vacancies filled** defined by: Total number of vacancies identified versus the total number of vacancies notified.

Source: ILO, *Monitoring and evaluation of youth employment programmes: A learning guide*, International Labour Organization, Geneva, 2013

6.4.5 Indicators

To encourage appropriate staff behaviours that will enable delivery on objectives, performance indicators must be developed based on Job Centre processes.

You will need to establish:

- which indicators are needed to encourage PES activities contributing to the achievement of objectives?
- which incentives could be introduced to motivate staff to achieve the objectives?

Indicators should be reported monthly, with quarterly, half-yearly and annual summaries. They can be defined based on the following **data** the PES needs to record:

- numbers of registrations;
- whether or not jobseekers are on the register;
- numbers of jobseekers referred for jobs and ALMPs (e.g. training schemes);
- vacancies placed by employers and filled.

The following specifications can be useful for the identification of indicators:

- **provision of services** by PES (these should include the provision of information, counselling, vocational guidance, individual employment planning and jobs fairs);
- **referral of clients** PES to various **labour market programmes** (these should include labour market training, subsidised employment, support for self-employment, and public works);
- recording of characteristics of **employment offers**, (these should include type [wage employment/self-employment], contract duration, average earnings, skill requirements/matching records, the link between training scheme attended and job placement);
- Recording of information on the **vacancies** placed with the PES (these should include: occupation; type and group; the size of the enterprise; economic sector, and level of qualifications required for the position).

6.4.6 Monitoring plan

To render performance management effective, the achievement of objectives and progress of respective measures need to be regularly monitored.

A **monitoring plan** should be built based on a structure such as shown in Tables 2 and 3 below.:

Table 2 Example of a monitoring plan

| Monitoring Plan | | | | | | | | | |
|-----------------------|-----------|----------|-----------------------|------------------------------------|------------------------------|---------------------------------|-----------|-------|--|
| Institution | | | | | | | | | |
| Implementation period | | | | | | | | | |
| as off: | | | | | | | | | |
| Output | Indicator | Baseline | Target and Milestones | Data collection method/data source | Frequency of data collection | Responsible for data collection | Resources | Risks | |
| O.I. | ID.I.1 | | | | | | | | |
| | ID.I.2 | | | | | | | | |
| O.II. | ID.II.1 | | | | | | | | |
| | ID.II.2 | | | | | | | | |
| O.III. | ID.III.1 | | | | | | | | |
| | ID.III.3 | | | | | | | | |

Source: YouMatch

Table 3 Annotations and explanations for the monitoring plan shown in Table 2

| | |
|------------------------------------|--|
| Output | See Section 6.4.2 |
| Indicator | See Section 6.4.5 |
| Baseline | Baseline values in indicators make it possible to measure the situation 'before and after' a measure or project. They provide the initial values for measuring results and thus make sure the project can be evaluated. Only if data is available for the baseline situation at the start of the project is it possible to assess whether changes have occurred, and to what extent. |
| Target and milestones | To prove progress made by an intervention, indicators are not only mapped with baseline and target values; but they are also measured at milestone intervals. Milestones are essential for project steering because they provide statements on where the project stands at present in terms of achieving its objectives. This makes it possible to monitor whether the project is on the right track or whether corrective action needs to be taken. |
| Data collection method/data source | Description per indicator, ascertaining whether you want to rely on secondary data or collect primary data, and determining which quantitative or qualitative method you want to use to collect data. |
| Frequency of data collection | For each indicator, it should be stated how often, and at which points in time you are planning to collect data. |
| Responsible for data collection | For each indicator, a person should be declared responsible for data collection and analysis. |
| Resources | Resources include human financial and financial resources needed to collect data and monitor the indicator. This might be, e.g. the time needed to develop a questionnaire, or the fees for a consultant to carry out a baseline study. |
| Risks | Explanation of specific risks regarding that data collection and monitoring that might impede the usefulness of an indicator. |

Source: YouMatch

6.5 Promoting a Trustworthy Management Culture

A culture of ownership, trust and commitment is needed in an organisation if performance measurement systems are to improve outcomes.

To create an appropriate environment for effective implementation of a performance management system in your PES, you must identify how an open and trustworthy culture can be developed to encourage performance improvement:

- PES must actively promote a transparent culture focused on delivering the best results for clients;
- individual staff and team accountabilities should be clear; collaboration ownership and taking responsibility should also be encouraged;
- front line staff should be encouraged to empower others through their innovation;
- front line staff should also propose improvements to systems and processes that can contribute to high-quality outputs and improved services.

Box 7

Developing an open and trustworthy culture in a PES

How can an open, and trustworthy culture be developed in a PES to encourage Performance Improvement?

A culture of ownership, trust and commitment is needed in an organisation for performance measurement systems to improve outcomes. The **Morocco** PES uses several channels to guarantee a fluid and transparent exchange of information between managers and staff at all levels. The aim is to implement a management approach whereby managers regularly review the progress and results of actions undertaken by staff. Management dialogue is promoted by several media including internal electronic bulletins, quality circles, performance dashboards and documents stating commitments to staff. Regular staff satisfaction surveys are conducted followed by management feedback in response to issues raised by employees. Opportunities for both team and individual dialogue are provided through regular team meetings, participative workshops, brainstorming sessions and regular professional reviews to evaluate employees' work, progress and performance.

The intention is to ensure clarity and shared management support for delivery of a specific level of service, based on a given resource. This is supported through the encouragement of a delegation by managers with a role as facilitators and gatekeepers. The objective is encouraging (as broad as possible) participation by staff and the exercise of responsibility with increasing levels of involvement.

6.6 Establishing Performance Dialogues

Open dialogue between managers and staff, and learning from mistakes, are a fundamental component of continuous performance improvement.

To enable effective performance dialogue, you must identify which mechanisms are necessary to establish open dialogue between managers and staff in your PES concerning performance.

Performance measures should be designed to limit the potential for generating perverse incentives.

Regular **Performance dialogues** should be held to encourage feedback and a two-way flow of

information between staff and managers. These can include:

- electronic bulletins
- quality circles
- performance dashboards providing contextual analysis
- office meetings
- regular internal staff satisfaction surveys
- opportunities for 360-degree feedback.

Internal benchmarking between clusters of offices can be used to promote learning and good practice exchange, and to identify previously unrecognised problems in need of attention.

① More information on establishing PES performance management systems is available in: Pieterse, W., in conjunction with ICF, 'Getting Started with KPIs – A study guide on creating KPIs and Measuring Success for PES'. European Commission, 2019

6.7 Summary and Further Reflections from the YouMatch Network

Many PES in sub-Saharan Africa and the Middle East provide only basic services and have limited IT support, which means that services are often not cost-effective. However, the existence of PES structures provides the basis for improving services for jobseekers and employers and opportunities to combat illegal employment.

There are often some overlaps in responsibilities between PESs and other government agencies which can reduce PES effectiveness. In SSA and MENA, limited promotion of Job Centre services can curb client interest. PESs may have insufficient resources and trained staff, and poor coordination with other employment service providers (including private agencies).

PESs can consequently have poor reputations and limited support from governments.

PESs need to strengthen partnerships with employers and PrEAs should improve their communications, including through investment in IT to improve their cost-effectiveness. Governments need to review and rationalise their wider support systems and administrative structures to better coordinate services and remove costly inefficient duplication.

Successful performance management systems should be designed to address four core questions: Do clients have fair and equitable access to services? Are desired outcomes being

achieved? Are both jobseekers and enterprises satisfied with services? Are services delivered efficiently?

PESs have abundant information that can be used to measure performance. However, their data gathering, and reporting methods are often unsystematic. PESs need a results-based framework with measures supportive of, and consistent with, PES goals. The framework needs to focus on results with data sets, and measurement systems that are clearly understood by staff. An impact statement measuring both short-term interventions and longer-term change (e.g. lower rates of youth unemployment over five years) is required. The resource required to achieve specific target performance levels must be identified and cost-effective measurement systems need to be established. Robust, timely (but cost-effective) data is required to support performance metrics designed to avoid creating perverse incentives. Performance targets should be SMART

(i.e. specific, measurable, achievable, realistic and timebound). This is crucial to ensure that performance systems motivate staff who may be overworked and may even be demotivated. Targets should be capable of disaggregation by client segment and to the local office level. It is also important to note that performance systems operate differently at the various organisational tiers.

Performance systems should motivate staff, recognise their contribution, and encourage rather than suppress staff innovation. This requires an open and trustworthy management culture. A positive environment promotes quality and identifies performance systems as learning and continuous improvement tools; areas needing improvement are acknowledged and studied to enable improved service following a review of outcomes. Open dialogue should include frequent performance feedback where managers encourage front line and junior staff to be empowered and their input is welcomed.



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Stakeholder Cooperation and Public-Private Partnerships



7. Stakeholder Cooperation and Public-Private Partnerships

7.1 Identifying Areas for Cooperation and Appropriate Partners

To optimise staff capacity and effective use of budgets, PES should combine and coordinate services with other actors providing employment services. This can pool expertise and increase service coverage, especially in rural areas.

The first step in developing a partnership strategy for your PES is to identify which employment services could be considered for delivery by other actors working in partnership with your organisation.

Next, you will need to **identify which organisations you should develop delivery partnerships with:**

- PESs will need to systematically review their capacity to deliver core services and identify gaps and areas for potential expansion; the best option for obtaining further resources will also need to be determined.
- key criteria for partnerships are sustainability, potential to achieve outcomes and capability of mainstreaming working alliances;
- service mapping should identify silos, expose service duplication, and enable a focus on bridging gaps.

Box 8

Employment services by other actors

What employment services could be considered for delivery by other actors operating in partnership with PESs?

To optimise staff capacity and effective use of budgets, PES should combine and coordinate services with other actors providing employment support services. The Botswana PES partners with NGOs to provide job-matching services for socially disadvantaged groups and places them in the business sector and community projects. Local Entrepreneur Authorities (LEAs) partner with the PES in providing skills training needed by employers to improve the chances of unemployed youth and unemployed graduates being absorbed into the labour market. LEAs also provide training on entrepreneurial skills.

Box 9

Employment services by other actors

In Benin, the National Employment Agency (ANPE) has introduced a collaborative model organising expertise in career advice and job counselling. Employers and professionals in sectors experiencing recruitment difficulties are invited to participate. While career choices are traditionally determined by cultural context and family influence rather than LMI, the aim is to influence the career choices of young people and improve the alignment of education, skills training and future occupational alignments. ANPE organises exhibitions where employers and workers from targeted sectors, supported by PES counsellors, lead round table discussions with young people. These sessions are used to promote opportunities and identify and challenge factors that might deter clients from pursuing careers in growth occupations.

Sources: Case Study – Andersen, T., Feler, L. and Schulz, L., The role of Employment Service Providers – Guide to anticipating and matching skills and jobs, Volume 4, Publications Office of the European Union, Luxembourg. Guide published with International Labour Organization, European Training Foundation, and European Centre for the Development of Vocational Training, 2015

Maixent, D. (2012) The predictive management of underemployment and unemployment in Benin: The Jobs Saturday case. Presentation at the ninth WAPES world congress 2012, Seoul, 26 to 29 June 2012

7.2 Setting up a Regulatory Framework

Partnership governance arrangements can be formal, informal or contractual. To operate effectively, partnerships must be results-oriented, and objectives and partners' responsibilities must be clearly defined.

In establishing a regulatory framework, your organisation must decide:

- what type of Partnership Governance is appropriate for each stakeholder relationship i.e. formal, informal or contractual;
- how PrEAs and TWAs should be regulated to ensure the optimum outcome for employment service clients;
- how the responsibilities of your PES and other stakeholders in delivery partnerships should be determined.

To secure 'buy-in', the interests of all partners must be aligned.

Though legal contracts will not be needed, to oversee non-commercial arrangements, statements of intention and memoranda of understanding will, in many cases, add value.

Box 10**Information sharing between the PES and PrEA**

Means of cooperation between the PES and PrEA can be found in many countries. In **Lithuania**, the PES and PrEAs exchange information, whereby PrEAs receive regular updates on the labour market situation and developments. PrEAs can report on their activities on the PES premises. The PES and PrEAs in **Poland** exchange information on jobseekers and have jointly organised jobs fairs and co-operated in handling hard to fill vacancies. In **Slovakia**, the PES website includes a list of PrEAs and displays these in its offices.

Source: Barbier, J.-P., Hansen, E. and Samorodov, A., 'Public-Private Partnerships in Employment Services'. Skills Working Paper No. 17, International Labour Organization, Geneva, 2003.

Box 11**Effective regulation of Private Employment Agencies**

The **Nigeria PES** is vested with the statutory mandate of regulating the activities of PrEAs, including labour contractors in the country; further, general rules and regulations are developed to guide their operations. Applying the principle that effective self-regulation is most effective, the PES in collaboration with the ILO developed a code of conduct for licenced PrEAs who are members of the Human Capital Providers Association of Nigeria (HuCaPAN) to fortify the regulatory framework.

The code seeks to facilitate a principle-based approach to maintain and enhance consistency, fairness, transparency, accountability and diversity in recruitment practices. It is intended to provide PrEAs with a clear and concise guide to the approach they should take to ensure a fair, open and transparent process that produces a quality outcome and commands public confidence. It is intended to contribute to the development of best practice in the field of recruitment and general human capital development. The code recognises that PrEAs require flexibility to deal efficiently and effectively with the diverse range of services they provide whilst all agreements signed under the code must comply with relevant employment and equality legislation.

Source: Document produced by HuCaPAN to codify their 2014 agreement with the Nigerian Government; for further information refer to: <http://hucapan.org/resources/>

- ① More information on managing partnerships between PES and PrEAs is available in: ILO, 'Guide to Private Employment Agencies: Regulation, monitoring and enforcement, International Labour Office', Geneva, 2007; and ILO, 'Partnerships and International Labour Office (ILO) Employment Working Paper No 226, Partnerships and contractors in the delivery of employment services and ALMPs: a literature review, International Labour Organization, Geneva, 2017

7.3 Mobilising Potential Partners and Initiating Cooperation

Stakeholders require encouragement to join partnerships with PESs and need to identify the advantages of cooperation.

You need to consider how to best explain that your PES's interests and those of potential partners are directly and implicitly aligned.

Box 12

Career guidance delivered by private partners

Philippines Career Systems, established in 1983, is recognised as a pioneer in career guidance services in developing and transition economies. It provides career counselling and training programmes including mentoring, coaching and transition programmes for retrenched employees; this involves being retrained for new careers or self-employment after company closure.

Source: Watts, A. G. and Fretwell, D. H., 'Public policies for career development: Case studies and emerging issues to designing career information and guidance in developing and transition economies', Report No. 28598, World Bank, 3 January 2004, available at <http://www-wds.worldbank.org>

Box 13

Public/Private cooperation to enhance PrEAs capacity

In line with Article 17 of ILO (Private Employment Agencies) Convention 188, since 2014 the Nigeria PES has been collaborating with the Human Capital Providers' Association for Nigeria (HuCaPAN), the umbrella organisation for licenced PrEAs to organise annual workshops to strengthen the capacities of PrEAs operators. These events were introduced as a strategic intervention by the PES to build PrEAs, and especially labour contractors' competencies in the areas of promoting decent work in contract employment and strengthening the existing regulatory framework. The collaboration provides a platform for interaction and exchange of ideas on the most important issues in labour administration as these relate to PrEAs.

7.4 Coordinating Cooperation and Communication with Partners

Successful partnerships require stakeholders' inputs to be coordinated and decisions to be clearly communicated to all participating organisations.

To coordinate cooperation and communication, you will need to identify which actions are necessary to ensure that partners' activities are coordinated and communicated to other stakeholders:

→ effective coordination needs partners to agree on their expected contributions and reciprocal undertakings which should be recorded in an appropriate format;

→ for informal arrangements, a general statement of intention to cooperate may be sufficient with more detailed agreements to record closer working;

→ partnership governance arrangements should include the establishment of steering committees. to communicate results within participating organisations and to external stakeholders, including PES clients.

Box 14

Public Registers of PrEA in the Philippines and Singapore

Models of public registers with licenced PrEAs that increase transparency within the job placement market can be found in countries including Singapore and the Philippines. Both countries have made a list with all currently licenced agencies; this has been made publicly available on the internet. This allows potential job-seekers to cross-check in advance whether the agency they are seeking services from is licenced or not. Additionally, the Philippines have included details of PrEAs that have been delisted, banned, suspended; had licences revoked; or had renewal applications refused.

Sources: Singapore <https://www.mom.gov.sg>
Philippines <https://www.poea.gov.ph>

7.5 Monitoring Cooperation and Results

Obtaining maximum benefits from working with partnerships needs ongoing performance measurement, recording of good practice and monitoring of progress.

You will need to identify:

- which measures should be applied by your PES to monitor partnership operations and assess outcomes;
- how to share knowledge, expertise and good practice between your PES and delivery partners

Agreements should record the expected quantity and quality of client 'referrals between the PES and other agencies, where possible through SMART targets.

Appropriate measures are needed to **assess progress** and **harmonise feedback**.

Targets should be relevant for internal use and monitoring of joint work.

7.6 Reviewing Partnership Benefits

To determine whether a partnership is continuing to play its role in adding value, partnership governance and objectives must be periodically reviewed.

To review the benefits and effectiveness of employment services partnerships, you will need to identify appropriate review systems, and further, how frequently reviews should take place:

- Partnership steering committees should meet regularly to review results;
- Arrangements should be made to resolve any issues emerging in day-to-day business. Liaison meetings should be conducted quarterly if possible, with formal reviews at least once a year;

- A formal review should incorporate a full assessment of the added value from joint working, a record of successes, areas for improvement, need for significant changes, and ultimately, decisions on the future operation of specific stakeholder partnerships.

7.7 Summary and Further Reflections from the YouMatch Network

Working with partnerships can assist PESs by encouraging complementarity through removing service duplication, taking advantage of synergies, and enabling more effective use of resources. Services stakeholders can work with their PES by providing services including, registration, career guidance, job-matching and placement, skills training, support for youth employment and entrepreneurship programmes, and post-civil conflict assistance for employees. In YouMatch countries, partnerships can help a PES to overcome capacity challenges, promote employment service provision and access to the population (especially youth and women).

To be successful, partnerships require a 'win-win' relationship to be established; this needs common goals and objectives which can be reflected in a shared strategy and plans. At the outset, the roles of partners need to be clearly defined (focusing on each partner's strengths), benefits of the partnership need to be ascertained. To identify partners, PESs should conduct a stakeholder analysis identifying organisations delivering employment services.

The most appropriate means of governance of partnerships should be identified on a case-by-case basis; formal and informal agreements have both advantages and disadvantages. Certain situations are more appropriate for formal arrangements, particularly where clearly defined outputs are required, and legal liabilities are involved. However, formal agreements can become bureaucratic and inflexible; informal arrangements can be well-suited to local arrangements and can promote creativity. It is nevertheless important to have focus and to have clearly defined roles and responsibilities. Whether governance is formal or informal, the regulatory framework should include defined standards that optimise the outcomes through

cooperation; processes for resolving disputes also need to be in place.

PES should develop Monitoring and Evaluation Committees representing all participants in the partnership. These committees should agree on objectives, measures/indicators, baseline targets, monitoring and reporting arrangements, and systems and protocols for data collection and dissemination.

Digital marketing and communication strategies should be used to promote partnerships to clients and to encourage engagement by stakeholders through identifying the win-win opportunities. A PES can further social inclusion and employment, and other partners may be attracted by potential pooling of resources and sharing of expertise and funding. Partnership results should be collected monthly and quarterly, and the overall impact of a partnership assessed after three to five years, depending on the length of the agreement. Impact evaluation should consider the socio-economic impact on clients.

The main obstacle to effective partnerships is insufficient participation by some partners. This can be mitigated by the ongoing review of the value added by participation. Restrictions placed on face-to-face contact imposed by the COVID-19 pandemic have limited partnership activity; however, greater reliance on e-services can counter this.

8. Monitoring and Evaluating Progress: The SamPES Tool

8.1 Striving for Continuous Improvement of Service Quality

The successful development of a PES service requires phased implementation, commencing with basic services and expanding to more sophisticated and integrated systems including performance management systems. Implementing the key enabling activities following the steps described in Sections 4–7 of this toolkit will put in place the essential foundations for a Job Centre. Continuous service improvement is needed to build the reputation

of the PES and attract jobseekers and employers to use your services. To learn from what has worked well and areas requiring improvement, you will need to reflect on, monitor and evaluate services. Attracting more users requires your PES to place ‘meeting client needs’ at the centre of its delivery model. This means you must strive to improve quality of service.

8.2 The SamPES Tool

WAPES has developed a self-assessment tool called SamPES which provides a structured approach for the ongoing review of PES services. The SamPES tool describes seven key areas of focus for assessing the quality of PES performance and development of client-focused services as illustrated in Figure 10 to the right:

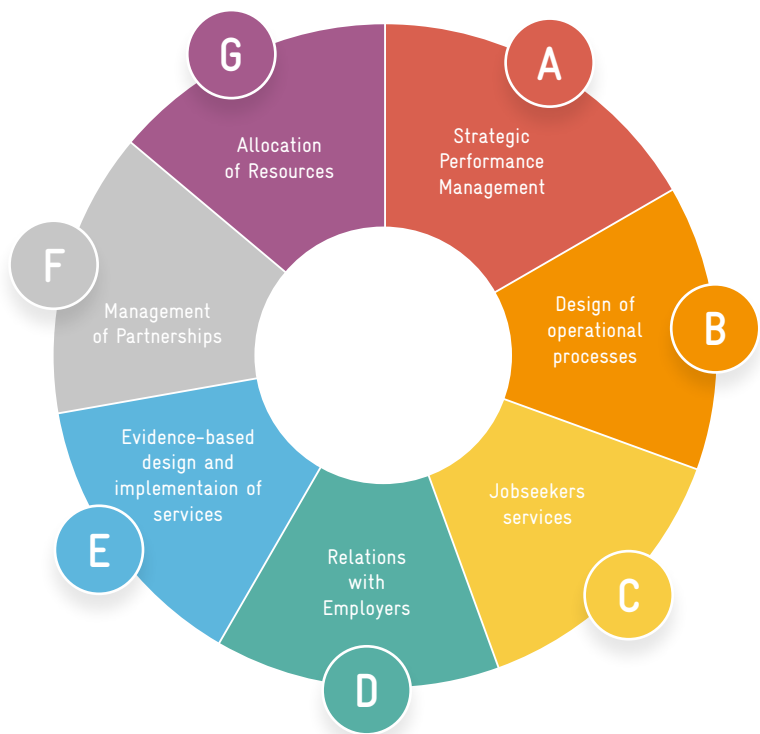


Figure 10 7 topics and 19 enablers of the Self-Assessment Model for Public Employment Services (SamPES)

Source: WAPES 2020

Each of these performance assessment criteria comprises several enabling activities:



A balanced approach considering strengths and areas for improvement on all of these criteria can facilitate overall service improvement. Initial review of your PES through completion of structured questionnaires by staff across your organisation and analysis of the data gathered can provide a quality benchmark. Subsequent periodic monitoring can then assess progress against this benchmark.

Once you have established a Job Centre using the key topics in this toolkit, you can apply the SamPES methodology in future reviews of your PES. The key areas of the SamPES model can be cross-referenced with the major themes from the toolkit. This can support analysis to determine the key enabling activities that need to be prioritised to improve the quality of PES delivery.

9. Developing an Employment Services Change Plan

The four key themes forming the basis of this toolkit can also be applied as the building blocks of a PES development plan. The PES plan should stem from the organisational vision. The vision should be a clear, comprehensive, 'photograph' of an organisation in the future. It provides direction because it describes what the organisation needs to be like. A future vision portrays what you want to achieve in the future.

Annexe 2 provides an example from the German PES, highlighting key success factors for the effective running of Job Centres. The example illustrates how the Federal Employment Agency of Germany organises selected processes and enabling activities on the four key themes of Job Centre development discussed in this toolkit. The step-by-step guidance provided in the toolkit is summarized in Annexe 2 in the form of several key questions that can provide a framework within which to develop a detailed strategy and delivery plan.

A systematic approach is crucial to the successful implementation of a policy/process change. The following **policy and procedures checklist** comprise essential steps to take when planning a change in your PES, and elements and issues to be considered while reviewing implementation.

In a change process you need to:

- identify and clarify the issue the change is addressing;
- determine if the organisation has the authority to make the change;
- identify the person(s) responsible for drafting the change;
- identify and involve key stakeholders;
- identify examples of good practice delivery models;
- include drafting a policy and documenting this process;
- check for dependencies/synergies/conflicts with existing policies/procedures;
- review changes with stakeholders;
- review changes with legal advisors;
- review and finalise changes;
- complete the approval process;
- publicise and implement the change.

Effective change processes incorporate several key elements:

- **findings** – brief statements of fact and/or statistics that outline the issue being addressed and support the requirement for the change;
- **purpose** – a statement that explains the goal which the change is intended to achieve;
- **definitions** – detailed explanations of the key aspects of the change;
- **provisions of the change** – a statement on the prohibitions and/or requirements of the policy and identification of parties to which these apply;
- **exceptions/exemptions** – requirements that are necessary to identify to achieve the purpose of the change.
- **enforcement section** – identifies the parties responsible for enforcing the change, outlines the procedures for enforcement, sanctions for non-compliance, and appeal processes
- **implementation section** – states the effective date for the change and the steps to communicate the new arrangements.

Change review answers questions including:

- have all key elements been considered, and in the correct order?
- are the findings evidence-based?
- do the findings support the purpose of the change?
- do the findings anticipate possible challenges to delivery?
- does the purpose explain the goal of the change?
- are all key items defined?
- are any definitions redundant?
- do the definitions provide for new/revised processes?
- are all requirements reasonable?
- do the provisions of the change have an impact on the purpose?
- are the provisions consistent with other processes and related laws?
- are the provisions stated clearly?
- is it clear who the provisions apply to?
- are the exceptions as narrowly defined as possible?
- do the new processes include a statement of who is responsible for delivery?
- do the new processes include a statement of the consequences of non-compliance?
- do the new processes explain an appeal procedure?
- are the same terms used to define the same concepts throughout the change document description?
- is the change statement clear and concise?

10. Responding to Crises like the COVID-19 Pandemic

PESs have an important part to play in public efforts to deal with crises, such as the COVID-19 pandemic, that heavily affect economies and labour markets. They must provide agile and proactive responses. PESs should have existing Business Continuity (Contingency) Plans which can be implemented to ensure that services can be maintained with suitable adaptations in the event of crises. These documents should be reviewed regularly to ensure they are fit-for-purpose and should always be revised when new emergency situations occur. The COVID-19 pandemic has severely restricted the possibility for face-to-face engagement

with clients and has caused significant labour market disruption. PESs have responded by shifting many clients to digital contact channels, introduced working from home for some staff, and reappraised the labour market (particularly longer-term demand following economic disruption). Although these actions have been in response to COVID-19, increasing digitalisation and a reconsideration of skills needs in the context of the future of work were already developing before the COVID-19 crisis. The present emergency has thus accelerated existing trends and provided learning on how to modernise delivery systems.

Several actions should be considered as part of your PES response:

- review Business Continuity Plans (or develop these if you do not have them) to ensure that they are fit-for-purpose and incorporate learning from the PES response to the COVID-19 pandemic;
- identify priority actions (e.g. registration), and where necessary suspend non-essential activities to protect these core services, keeping the situation under review;
- make alternative arrangements for clients to contact the PES when face-to-face contact may not be possible, to allow clients to register and receive essential information and support through digital methods. For those who do not have digital access, make arrangements for contact by telephone;
- consider how your operating systems need to be adapted to deal with COVID-19 contingencies, making the best possible use of available resources;
- discuss your contingency plans with all key stakeholders, maintain regular communication with delivery partners, and ensure that all changes are advertised amongst your job seeking and employer clients;
- monitor changes in caseloads, as part of your regular emergency service review, and analyse LMI to plan medium- and long-term adjustments based on the reappraisal of labour market skills needs.

① More information on delivering PES services in emergency situations can be found at ILO, 'Guidelines for establishing Emergency Public Employment Services, International Labour Office', Geneva, 2003

11. Summary

Employment services have a key role in matching jobseekers with employment opportunities and are therefore essential for a well-functioning labour market.

They are provided by governments, through Public Employment Services and Private Employment Agencies. Effective public/private co-operation can be of mutual benefit to both state and private actors and it has a positive impact on the labour market. This can improve the prospects of jobseekers through improved access to good jobs. Public and Private Employment Services form part of a wider ecosystem where, through partnerships with training and skills providers and specialist support services for those clients with particular barriers to integration, jobseekers receive the support needed to enable them to acquire competencies and skills needed by employers.

To work effectively, Job Centres need to be established as vital components in a wider employment service ecosystem involving a range of partners and support agencies who contribute to the provision of complementary services. Developing and strengthening Job Centres requires coordination, a systematic approach and careful planning. Adequate resources must be identified and provided for both investments in new services and ongoing delivery. It must be ensured that appropriate infrastructure is in place to deliver services in line with labour market needs.

Beside other vulnerable groups of jobseekers, young people find it particularly difficult to gain a foothold in the labour market. According to the ILO, the global youth unemployment rate is three times higher than the adult unemployment

rate (13 % versus 4.3 %) and the issue is particularly acute in Africa and the MENA region. Without work experience and the necessary networks and strategies to support their job search, finding a decent job becomes particularly challenging for youth. Improving the quality of career guidance services, more efficient school to work transitions, better vocational preparation, adequate job placement services and robust LMI systems could significantly improve their prospects for employment.

The young populations of developing countries present both a challenge and a great opportunity. Engaging in the effective establishment and strengthening of Job Centre services is a sustainable investment in the integration of youth into the labour market. This integration supports the personal and social development of young people, as well as the cohesion and prosperity of societies as a whole.

Annexe

Annexe 1 – YouMatch Participating Countries



Member countries of the YouMatch CoPs on Job Centres and Stakeholder Cooperation

- Botswana
- Egypt
- Ethiopia
- Ghana
- Jordan
- Malawi
- Morocco
- Nigeria
- Palestinian Territories
- Rwanda
- South Africa
- Uganda
- Zambia

Source: YouMatch

Annexe 2 – Building a PES Vision Supporting Development of Job Centre Operations. The Example of the Federal Employment Agency of Germany

The Federal Employment Agency (BA) is the main public provider of employment services in Germany. The vision of BA and some key success factors for the effective running of Job Centres are summarised below. Furthermore, this section illustrates how BA organises selected processes and enabling activities related to the four key themes of Job Centre development discussed in this toolkit.

Vision 2025

- equality
- equal opportunities
- diversity
- inclusion

- reduction of long-term unemployment and need for help;
- improving the transition from school to work;
- securing labour and skilled workers;
- offering attractive digital services;
- further development of performance management;

- further development of culture and leadership;
- automation of suitable processes;
- sustainable human resources management.

Key success factors for the effective running of Job Centres and the integration of further labour market stakeholders include:

- good balance between central support or standardisation and decentralised responsibility;
- opportunities to respond to the local actors and to decide on actions in a collaborative way;
- responsibility/accountability of the Job Centre to a supervisory body/supervisory authority;
- networking of Job Centres among each other: enabling Job Centres to learn from each other;
- service orientation put first;
- professional leadership.

Employment Services Design

How does BA design and further develop its range of services?

Using a decentralised approach, each Job Centre individually decides whether to use the support services provided by SGB II (Code of Social Law II).

In this context, individual requirements, as well as the economy and effectiveness of services, are considered. The headquarters of BA support **joint institutions**³ in the implementation of support services (e.g. with technical instructions for the legally compliant use of services, IT support, tender documents, and templates for the application and approval process).

³ For further information see box on Stakeholder Cooperation below.

To professionalise the counselling in Job Centres, BA developed the **counselling concept SGB II** (BeKo SGB II) and has had it on offer to Job Centres from 2013. Most Job Centres in joint ownership were introduced by BeKo SGB II between 2013 and 2016. BeKo is not a static concept, but rather is a learning system into which current developments and findings are incorporated.

To further develop the range of services in Job Centres and thus better meet the expectations and needs of clients, new counselling approaches, processes and focus areas are currently being developed and tested in selected regions (such as applicant-orientated employer contacts, alternative ways of counselling, situation-orientated integration strategies at the local level, promotion of insurable employment in general and in the social labour market).

Findings are gained both through practical observation and through evaluation (case studies). The aim is to determine success factors and criteria and to develop recommendations for nationwide deployment.

Job Centre Structure and Processes

How does BA organise its human resources development and qualification?

According to § 44c SGB II (Code of Social Law II), the board of owners/general assembly plays a special role in every joint institution of BA. The general assembly decides on law pertaining to organisations, personnel, and personnel management; it also covers legal representation regarding personnel matters pertaining to the joint institution. These include the appointment and dismissal of the managing director; administrative process and organisation; change in the location of the joint institution; decisions as to whether individual tasks are performed

by the executing agency or by third parties; the approval of service agreements with staff representatives; the establishment of the capacity plan; and guidelines for job management. The general assembly also decides on relevant basic regulation of the internal, social, and personnel policies affecting employees. Further, the board of owners advises on how to determine personnel requirements of the relevant joint institution.

A practical example of the effective relationship between personnel and operational task completion is provided by the analysis of factors influencing the staffing needs for the legal system SGB II (carried out in 2014/2015 as part of a project 'Personnel assessment for the provision of services in the joint institutions according to SGB II'). The results of that project have been incorporated into the **'Process model for determining the staffing of the joint institutions'** (i.e. for the legal area SGB II). The project indicated the optimal design of staffing necessary to complete key tasks. Influencing factors were identified. The process model was first used in 2017 for staff budgeting purposes.

The process model for determining the staffing of joint institutions:

- enables the optimisation of the use of resources to results ratio
- strengthens the responsibility of decentralised decision-makers;
- as a derived/recognised method, provides a combined benchmarking process;
- is understandable and consensual for all involved actors;
- is a dynamic, continuous process considering all relevant current key indicators to achieve the right qualities in, and numbers of, staff;
- can be expanded with relevant key data (central and decentralised);
- supports the derivation of need for action;

- the bottom-up budgeting procedure is binding on joint institutions;
- checks the structures and processes.

Human resources development/qualification of personnel

Responsibilities of BA, as these pertain to SGB II, comprise e.g. the training and qualification of the staff of joint institutions.

The core goal of training BA employees in line with SGB II is to impart the necessary qualifications in a way that is appropriate, effective and efficient. However, the joint institutions independently decide on the use of BA offers.

BA offers a comprehensive and high-quality training and qualification system based on four pillars:

- **introductory programmes** (to guarantee work ability, professionalisation, and mandatory basic and advanced programmes for newly appointed employees);
- **individual qualification** (individual capacity development; a broad range of qualifications for individual further development);
- **institutional qualification** (general requirements for the respective workplaces of the BA; mandatory qualification due to the introduction of new products or programmes);
- **leadership development** (leadership as a key success factor; broad-based programme for the systematic development of managers).

BA continues to develop its human resources based on greater individualisation and use of digital contact methods as well as closer proximity to the workplace.

Performance Management

How does BA set objectives and organise performance management?

The steering of Job Centres is primarily geared towards their statutory goals. These are: reducing the need for help, improving integration into employment, and reducing citizens need to claim long-term benefits. The Federal Ministry of Labour and Social Affairs (BMAS), together with the federal states, BA and local umbrella organisations, have developed indicators and supplementary indicators for each target that enable the extent of attainment of targets to be measured and explained.

However, the success and quality of the work of the Job Centres cannot be defined and promoted solely by measuring the achievement of the three goals mentioned. There are further aspects on which BA and/or Job Centres work:

- development, and if necessary, the adaptation, of a strategy considering relevant framework conditions (e.g. labour market situation, client characteristics structure, and financial and human resources);
- planning of labour market policy measures takes place annually based on the target indicators;
- development of a modern culture of leadership and cooperation, including definition and evaluation of leadership performance;
- carrying out further development and monitoring of Job Centre processes; this is especially important for those processes with a direct impact on the client relationship;
- creation of/participation in networks to promote interdisciplinary cooperation in the interest of the clients.

These measures are on the one hand meant to better meet client needs, while on the other hand they also indirectly influence the achievement of the above-mentioned goals.

Stakeholder Cooperation and Public-Private Partnerships

What types of Job Centres are there in Germany? Which cooperation models and structures have been implemented, and how does BA manage cooperation with its partners?

The fourth law for modern services in the labour market brought together unemployment benefits and social assistance for the employable in a new benefits system, with basic security for jobseekers. The legislative procedure was preceded by debate as to whether basic unemployment benefits should be administered exclusively by BA or only administered by the municipalities. The joint implementation of basic unemployment benefits by BA and the municipalities represents a compromise. Local agreements are made within the area of responsibility of the agency. In addition to the **joint institutions of BA and the municipality**, 104 municipalities carry out basic security as their own responsibility (option municipalities).

Legally prescribed bodies associated with Job Centres are the board of owners and the advisory board. The sponsoring assembly consists of members of BA and the municipality as sponsors of the joint institution. The regulation of responsibilities is regulated in § 44c SGB II (in particular the appointment of the managing director, location of the Job Centre, regulation of organisational structure and organisational process). The board of owners can also serve as a forum to deepen the cooperation between the municipality and the BA.

The advisory board consists of members of social institutions, social partners (employers, employees) and similar actors. The regulation of the advisory board is laid down in § 18d SGB II. The advisory board is responsible for advising

the Job Centre on the design of employment services.

Further, as contractors of the Job Centre, **cooperation partners are employment service providers that:**

- carry out vocational training, job orientation and professional integration measures for the Job Centre;
- are commissioned by the Job Centre following a public tender process;
- are supported as closely as possible by the Job Centre, to ensure factors including being quality providers of networks;
- supply social services relevant to the integration of the service recipients. These include childcare, social counselling, health services;
- support organisation and maintenance for local or regional networks through the Job Centre or via bilateral cooperation;
- coordinate needs and engage in mutual exchange with the BA about offers and organisation of cooperation;
- organise organised locally under the decentralised responsibility of the Job Centre, as other social service providers are usually / regionally.
- provide central **cooperation with nationwide actors (employers or other authorities, e.g. BAMF)**. These providers in turn establish a framework/provide procedure, and they organise and implement cooperation mostly on a local level.

In addition, **some alliances optimise cooperation between different agencies**; this also includes the Youth Employment Agency. The Youth Employment Agency is based on the idea of closely interlinking and coordinating the competences of the responsible cooperation partners, the employment agency, Job Centres and youth welfare. From 1 July 2020, an IT system ('You

Connect') was made available nationwide for optional use, which enables the digital data exchange of the institutions as part of joint casework.

Source: Federal Employment Agency of Germany (Bundesagentur für Arbeit), 2020.

Annexe 3 – Definitions

Active Labour Market Policies:

policies from the Tool Kit of Policy Makers that combine transfer payments with either work or training activities – Peter Auer, Umit Efendioğlu, Janine Leschke – ILO Guide Active Labour Market Policies around the world (2005)

Disability:

defined by Article 1, paragraph 2, of the UN Convention on the Rights of Persons with Disabilities as a long-term physical, mental, intellectual, or sensory impairment which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.

Employment:

employed persons are defined by ILO as those above a specified age who, during a specified brief period (either one week or one day) were either in paid employment or self-employment – ILO Resolutions Concerning Economically Active Population, Employment, Unemployment and Underemployment Adopted by the 13th International Conference of Labour Statisticians 1988. The employment rate: defined by ILOSTAT as the proportion of a country's working age population that is employed.

Labour force:

(formerly known as the economically active

population) is defined by ILOSTAT as the sum of the number of persons employed and the number of persons unemployed.

Long-term unemployment:

defined by ILOSTAT as all unemployed persons with continuous periods of unemployment extending to one year or longer (52 weeks and over).

Private employment agency:

any legal or natural person who acts as a mediator for employment or who provides employers with workers for either direct or indirect pay.

Public employment services (PESs):

the primary government institutions responsible for implementing a variety of ALMPs including the provision of career guidance and labour exchange services. ILO <https://www.ilo.org>

Unemployment:

employed persons are defined by ILO as being without a job (having not worked for at least one hour during the reference week), having been actively seeking work in the past four weeks and available to start work in the next two weeks, or out of work, having found a job and are willing to start it in the next three months.

Unemployment rate:

defined by ILOSTAT as the number of unemployed persons as a percentage of the total number of persons in the labour force.

Working-age population:

ILOSTAT defines by as persons aged 15 years and older (though the age limits can vary from country to country).

Youth unemployment:

The ILO defines youth unemployment as the share of the labour force aged 15–24 inclusive without work but available and seeking employment.

Annexe 4 – Information on Related Policy Fields and Further Resources

Decent work for persons with disabilities. Promoting rights in the global development agenda, International Labour Organisation, Geneva, 2015

Delivering on SDG 8 – Integrated pathways to economic transformation and inclusive labour markets, International Labour Organisation / Swedish International Development Cooperation (Partnership on Employment), 2020

Gender Equality and decent work: selected ILO Conventions and Recommendations that promote gender equality, International Labour Organisation, Geneva, 2012

Gender Equality at the heart of decent work: Report VI, International Labour Organisation Conference 98th session, 2009

Gender Equality and social dialogue. An annotated bibliography, International Labour Organization, Geneva, 2012

ILO Guide on Monitoring and evaluation of youth employment programmes. A learning package, International Labour Organization, Geneva, 2013

International Standard Classification of Occupations (ISCO-08), Presents the structure and definitions of all occupational groups in ISCO 08 and includes correspondence tables with previous versions.

International Training Compendium on Labour Statistics of Employment, Unemployment, Underemployment: Economically Active Population, International Labour Organisation, Geneva, 2003

Managing Disability in the workplace ILO Code of Practice, International Labour Organisation, Geneva, 2002

Moving toward disability inclusion. stories of change, International Labour Organisation, Geneva, 2015

Quick Guide on Interpreting the Unemployment Rate, International Labour Organisation, Geneva, 2019

Quick Guide on Sources and Uses of Labour statistics, International Labour Organisation, Geneva, 2017

Women in labour markets: Measuring progress and identifying challenges, ILO Geneva, 2010

Youth and COVID-19: Impacts on jobs education, rights and mental wellbeing, Survey Report, ILO Geneva, 2020

Further Resources

The **Counsellor Resource Centre (CRC)** is an online international resource for career development and employment counselling specialists. It is maintained in partnership by the Canadian Human Resource Development Agency (HRDC) and the International Association for Educational and Vocational Guidance (IAVEG). The site provides a forum for career development and employment counselling specialists to share best practices and exchange information. The site has English, French, German, Finnish and Spanish language versions; for more information see <https://onlinelibrary.wiley.com/doi/abs/10.1002/j.2161-1920.1999.tb01017.x>

International Labour Organization (ILO) Revision of the Human Resources Development Recommendation Database ILO-IFP/SKILLS. Geneva, 2002 available at: <http://www.ilo.org/public/english/employment/skills/recomm/main.htm>

ILO tools to promote the employability of persons with disabilities: guides to assist employment service placement officers to assist jobseekers with disabilities to find work – available from the ILO Documentation Centre at EDEMPDOC@ilo.org

- Placement of jobseekers with Disabilities: Elements of an Effective Service
- Assisting Disabled Persons in Finding Employment: A Practical Guide

African Guidance and Youth Development Centre Malawi facilitates national workshops to train

more trainers of trainers. The programme seeks, through multiplier effect to encourage young people to realise their full potential, and particularly challenge gender stereotypes hampering female career development.

A training package on Guidance and Counselling has been prepared by African specialists from various countries. It consists of several training modules including –Guidance, Counselling, Behaviour, Gender Sensitivity, Guidance and Counselling Programme Development, Workshop Administration and Conduct guidelines. Supporting materials are drawn from relevant programmes being implemented in African countries. Material designed to be used by all young people but particularly relevant in guidance programmes for women and girls.

Sources:

<http://www.unesco.org/education/mebam/governers.shtml>:

<http://www.unesco.org/education/mebam/centres.shtml>

The **ILO Programme of Support for Public Employment Services** focuses on three interrelated areas, services, knowledge development and advocacy. Support services include

- Conducting PES assessments in Member States – identifying areas in need of strengthening and supporting the development and implementation of technical cooperation to enhance employment services, particularly in Africa.
- Supporting post-crisis recovery plans following natural disasters or civil unrest. Emergency employment services are set up as an immediate response; in the longer term, the ILO supports the development of sustainable PESs.
- Providing technical training courses on PESs, on career counselling to support the transition of youth from school to work, and on guidance and policies concerning the regulation of PrEAs.

- Promoting the benefits of co-operative efforts between PESs and PrEAs.
- Assessing how PESs could extend core employment services to workers and enterprises in the informal economy to help them in the transition to the formal economy.
- Drawing lessons from information collected on PES's labour market programmes in response to the global economic crisis;
- Strengthening the role of PESs in Member States' efforts to improve the collection and dissemination of LMI.

The International Standard Classification of Occupations (ISCO-08), 2012, presents the structure and definitions of all occupational groups in OSCO 08 and includes correspondence tables with previous versions.

International Standards and Frameworks

Global Employment Agenda, 2003, developed in response to a call for the ILO to develop a coherent and coordinated strategy for the promotion of freely chosen productive employment places employment at the heart of economic and social policies.

Global Jobs Pact, 2009, emphasises the important role employment services play in contributing to a sustained recovery.

ILO Convention on Employment, 1919 (No 2), recognised the role of national PESs and promoted their establishment in all Member States.

ILO Employment Service Convention, 1948 (No 88), fully elaborated the role of PESs at the international level.

ILO Private Employment Agency Convention, 1997 (No 181) and its accompanying Recommendation (No 188) recognise the positive contributions from the development of PrEAs in providing services to a rapidly expanding and flexible labour market.

ILO Declaration on Employment for Social Justice and a Fair Globalisation, 2008, confirmed the job-matching role of PESs, working in collaboration with Private Employment Services, as central to a well-functioning labour market

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