

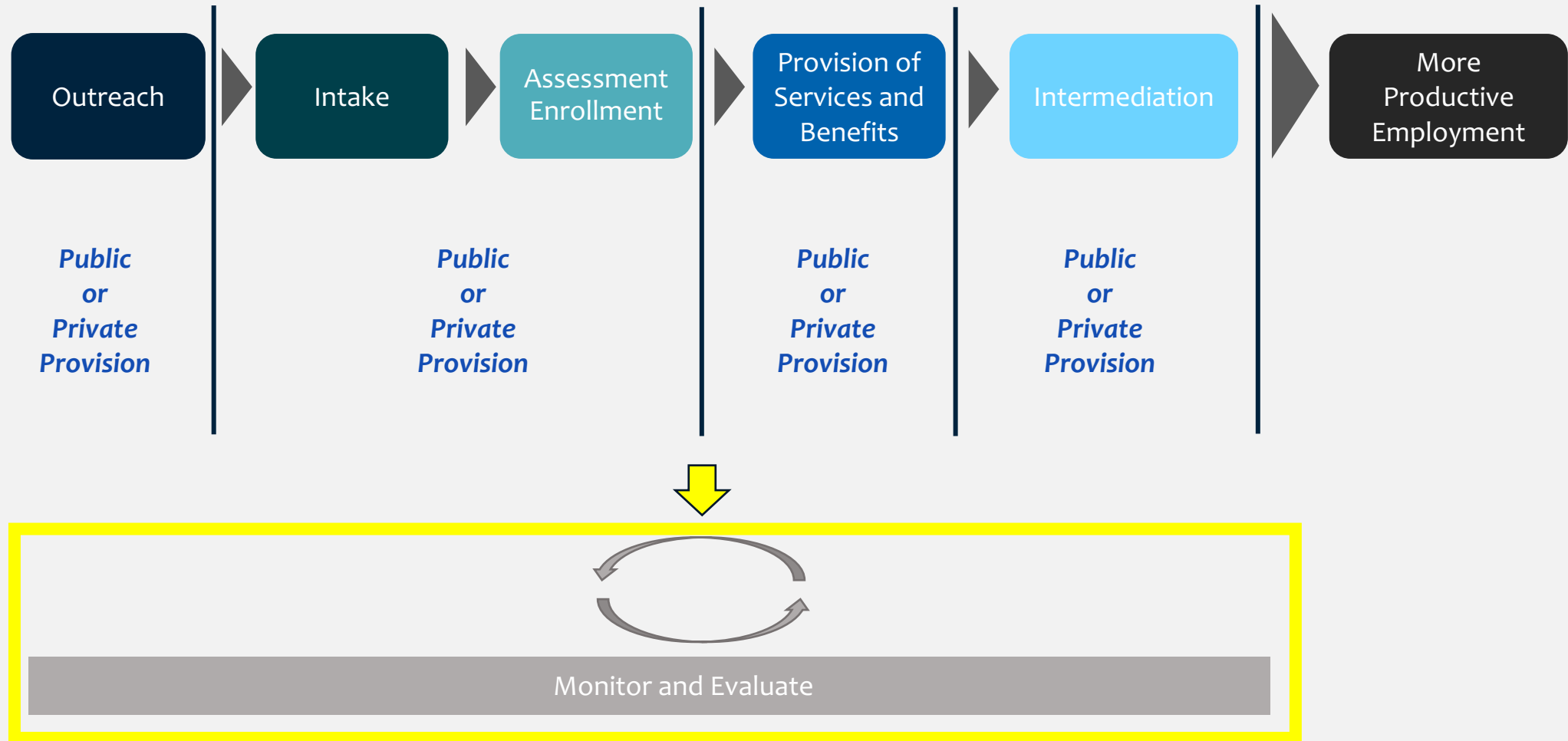


PES Review Workshop

Monitor and Evaluate

May 2021

PES delivery chain



Part V

Monitor and Evaluate

**The
monitoring
process is key
to guarantee
a well-
functioning
system**

Every PES should have systems in place to monitor the following:

1. Jobseekers' obligations, availability to work and jobseeking efforts.

2. The performance of external providers of PES services.

3. The functioning of the PES and of the overall system.

Monitoring Jobseekers



Monitoring jobseekers' obligations

- It is key to regularly monitor jobseekers to ensure they fulfil the job search and participation obligations set by the PES.
- Since in most PESs the jobseekers must sign some sort of commitment or action plan, their obligations are usually also defined during the intake process.
- How often monitoring happens varies across countries and with the jobseeker's profile or the type of benefit the person is claiming.
 - In the UK, unemployed claiming unemployment insurance benefits must report to the PES every two weeks, while in Korea and the Netherlands, they must do so every month.
 - In Denmark, the monitoring varies with the matching group (profiling) but unemployment insurance claimants must report more often (every month) than social assistance claimants (at least every third month).



Monitoring and sanctioning jobseekers

Which conditionalities are set out for jobseekers can vary across countries. As mentioned, there is usually an individual action plan to follow, but there are also some general conditionalities that most benefit claimants must fulfil. These include reporting to the PES when required, searching for jobs, and accepting ALMPs and jobs offers.

Which failures end up in sanctions, the level of the sanctions and their strictness also varies across countries.

Germany

General conditions for benefit claimants

Fulfill the obligations included in their individual plan, actively search for a new job, attend follow-up interviews, participate in ALMPs and take suitable job offers.



Sanctions

For UI benefit recipients → suspension

- If the person fails to report to the PES or notifies job search efforts late, benefits are suspended for 1 week.
- If they exhibit insufficient personal efforts to find work, the suspension lasts 2 weeks.
- If they refuse a job offer or ALMP, the benefit is suspended for 3 weeks for a first failure, 6 weeks for a second and 12 weeks for a subsequent failure.

For UA benefit recipients → reduction

- If the person repeatedly violates their duties, the benefit will be reduced gradually by a maximum of 30% of the relevant regular requirements for a maximum of three months.

Australia

General conditions for benefit claimants

Enter a Job Plan, look for a certain number of jobs, attend interviews at the provider, complete Work for the Dole or any other approved activity for six months each year, and accept suitable job offers.



Sanctions for all benefit claimants (no UI in the country, only UA is available)

- If a person fails to meet their requirements, they will get demerits. Reasons for demerits include not completing job-search and not participating in mandatory activities. If a person gets five demerits in six months, they will move to financial penalties.
- In the penalty zone, the person will lose half of their fortnightly payment for the first penalty, lose all of their fortnightly payment for the second penalty, and their payment will be cancelled for a third penalty.
- Stricter sanctions are in place for severe breaks, like failing to accept a suitable job. In such case, the payment will be cancelled, and they must wait four weeks to reapply.

Good practices



Double Monitoring of Jobseekers

In Denmark, jobseekers claiming UI benefits are monitored by the PES and by their Unemployment Insurance Fund. The interviews with the job centre are focused on job-search assistance, and the interviews with the UI fund address the recipient's availability for work. When an unemployed person attends a meeting at the UI fund, they have to bring their job-search plan and several examples of job applications.

The PES caseworkers are also expected to ensure that the individual is available for work and participates in activation measures. If the claimant fails to do so, the caseworker must notify the relevant benefit authorities.



CV Quality Card

The CV Quality card contains information obtained by connecting anonymous data from CVs and vacancies and then determines how well and extensively the CV of a person is completed and how well an employer can find it.

The card is an automated report resulting from a data mining process that compares a jobseeker's CV and job search activities with other jobseekers with similar characteristics. After the analysis is completed, it offers an overview of the flaws in the CV and provides suggestions to improve the 'findability' to better match results and search behavior. Coaches use this information during personal counseling interviews to advise jobseekers on the job search (e.g., occupations, geographical area).

CV Quality Card

Illustration 2: Example of a Q-Card outcome presenting what is good vs what needs to improve

	Good	To improve
Amount of desired professions:	3	
Amount of identical desired professions:	0	
Do the desired professions have a explanation:	Yes	
Are the desired professions in line with the experience / last profession:	Yes	
Filled in employment record:	Yes	
Complete description of the employment record:		Description is missing (3 times)
Filled in education record:	Yes	
Complete description of education record:		Education and / or birthdate is unlikely (2 times)
Has a personal presentation:		Nee
Has a search radius of more than 20 km:	Yes	
Has email-service:		Nee

Monitoring Providers

Performance management of providers is equally important to avoid failures in the service provision.



Evaluation of the Work Programme: fully outsourced program for long-term unemployed

A review of this program in 2013 showed that even though performance management was in place -through performance commissioners and monthly reviews- some issues were present:

- The review found that minimum service standards varied widely between providers. Moreover, Performance Managers reported that minimum service delivery standards were insufficiently well-defined to be monitored effectively.
- It also found that providers failed to use differential pricing to target different types of support, even though they were supposed to.

→
Mechanisms to conduct evaluations must be in place to allow for timely problem identification.



Attempt of introducing placement vouchers

- The PES attempted to subcontract specialized job placement services to private providers in 2012. This was done through a pilot voucher program for municipal employment offices
- ✗ However, the voucher mechanism for job placement was suspended after only 12 months of operation due to difficulties faced in measuring the performance of private providers.

How do countries monitor providers?

Australia

- Star Rating System: assesses the efficiency and effectiveness of the provider in placing the jobseekers in a sustainable job compared to other providers. This not only helps the performance evaluation but also informs jobseekers when choosing a provider.
 - New Quality Assurance Framework: measures providers' compliance with the Deed and assesses the quality assurance by comparing the performance against the Service Guarantees and Delivery Plans.
 - Feedback is given by the departmental account managers every six months to each provider.
 - Site visits by contract managers may occur early in the delivery cycle to identify emerging problems.
 - An independent complaints telephone line is published on each provider's websites.
- Low performing providers may be reallocated after 18 and 36 months of being in the system.

Korea

- Annual assessment on a five-level scale, giving high performers additional status while poor providers are excluded from service delivery.
 - Performance metrics vary in relation to the service but generally include job placement and employment retention rates. The qualitative evaluation includes customer satisfaction, field assessment, and level of cooperation with the Job Center.
- The organizations that receive the lowest ratings are not allowed to continue service delivery in the following year; organizations with the second-lowest rank for two years in a row are not allowed to continue service delivery in the following year. The organizations that achieve the highest position may be awarded an outstanding status.

Monitoring PES and overall system

Monitoring the PES's performance is key to recognize issues and innovative practices

The usual elements for evaluation used by the PESs include:

- Evaluations conducted by external agencies.
- Frequent reviews and reports on target achievement and progress.
Monthly/ quarterly/ annually
- Performance evaluation of the local units conducted by the upper levels of management, including performance dialogues.
- Customer surveys: jobseekers and employers.
- Benchmarking across units is also present in certain countries.
e.g. Austria and Denmark

Innovative benchmarking practices



AMS Balanced Scorecard

A performance management tool that objectively compares PES organizational units against each other based on the key objectives of the PES mission statement. It is weighted to consider key resource dimensions, including staffing and budgets and different local situations.

It has 25 indicators, covering impact, quality, and outputs. This includes indicators on the outflow of unemployed people into jobs within six months, the satisfaction of jobseekers with ALMPs, the satisfaction of employers, etc. The indicators are reviewed once a year and re-defined if necessary.



Jobindsats

Jobindsats.dk is the PES' public website that provides statistical information on the labor market and the results of the implemented ALMPs for officials in the municipalities, politicians, and the general public.

The platform collects data from various sources on the labor market situation, benefits recipients, and ALMPs. The information is then processed and uploaded to the portal.

The information is used to benchmark and assess the results of local job centre activities. Portal users can compare results of ALMPs across municipalities, job centres, and UI funds.

⚠ Possible issues with target setting



Target: off-flows from benefit

The British PES operates with only two targets:

- 1) off-flows from benefit
- 2) reduction of the monetary value of fraud and error

An off-flow from benefit performance measure can be effective in giving the PES staff an incentive to ensure that only jobseekers who are available for and actively seeking work remain on unemployment insurance benefits.

→ However, this target does not measure the PES' performance to move people into employment as it only tracks the end of benefit claims.

The reasoning behind this target is that the PES holds only incomplete information on claimant destinations and does not routinely gather claimant feedback on whether the PES has helped them moving into employment (as this is not considered cost-effective), making it problematic for performance evaluation.

Cooperation across agencies offering public employment services is also important to guarantee a functioning system

- Coordination among municipalities and with the central PES
e.g. role of the central PES (STAR) in Denmark
- Cooperation between municipalities/district authorities and the PES in Germany, France and the Netherlands, to offer one-stop-shops for benefit claimants.
- Cooperation to avoid double serving and provide integrated services
e.g. Korea has the classical job centers and several additional centers which target certain groups (e.g. New Centers for Women). Cooperation among these agencies is key to avoid double serving. This is done mostly through interconnected information systems.

Concluding thoughts

- Monitoring and conditionalities are important to maintain beneficiaries active in most systems.
- The performance and monitoring of the providers is important to recognize issues early on and avoid having to cancel programs and services once they have been introduced.
- The evaluation of the overall PES systems allows the managers to observe which weaknesses and strengths are present and steer accordingly. However, in order to monitor the goal of getting people into employment, the PES must set the correct targets.
- Benchmarking across PES units can be useful to identify issues and innovative practices and enable mutual learning.

Q&A and Discussion



Thank you!