ВЛАДА РЕПУБЛИКЕ СРБИЈЕ

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Reforming the Serbian Public Employment Service to Improve Service Delivery to Disadvantaged Youth

Document prepared within the MDG-F Youth Employment and Migration Programme in Serbia

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1 INTRODUCTION

The purpose of this report is twofold: first, to review the type and sequence of employment services offered to disadvantaged youth in Serbia with a view of improving their effectiveness; and second, to present a brief overview of and commentaries on the two-day workshop that was conducted on monitoring and evaluation of active labour market programmes.

For the first part, particular attention is given to:

- The current organizational structure of the NES with reference to service delivery to vulnerable groups structure process used by NES in client profiling, case management and individual employment counselling for the targeted group;

- The workflow of the services as they apply to the ALMPs concerning:
  - Job search assistance;
  - Employment counselling and vocational guidance;
  - Job matching services; and,
  - Labour market information

Recommendations are made in light of best practices in strategies and procedures that that have proven successful in the design and delivery of ALMP's elsewhere in Eastern Europe and other countries with transition economies.

In the second part, an overview is presented on emerging issues and planned activities resulting from the conduct of a two-day workshop on Monitoring and Evaluation of ALMP's targeting disadvantaged youth.

In the Annexes, a sample of guidelines for conducting a Counsellor Training Needs Identification and an Outline for an intensive one week training course on the Assessment Component of Employment Counselling are proposed. The purpose of these documents is to serve as a basis for the organization of staff development program tailored to the needs of the various employment assistance services targeting youth at NES.

The report is based on a review that was conducted through a series of interviews and in-depth discussions with the key players involved in policy development at the MERD and direct delivery of services at NES, as well as on direct observation at a local employment center in Belgrade.

The organizations and individuals involved in the discussions included:

- ILO and UNDP team members involved in the joint program policy development;
- Key representatives of the Ministry of Regional and Economic Development, responsible for the administration of NES employment programs and services;
- Officials from the Statistics department responsible for data collection and analysis for NES programs;
- Resource persons from the University of Serbia and expert consultants on LMI data collection; and,
- Employment counsellors directly involved with the delivery of these services to both worker and employer clients at the NES.

This report also examines the issues raised during the interviews regarding special measures for sub groups in the youth population experiencing particular employment difficulties, including: clients with a low level of education, Romas, young women facing systemic barriers to employment; and, people with disabilities.

2   BACKGROUND AND STATEMENT OF THE PROBLEM

The current roles of the employment counsellor at NES involve the provision of typical public employment services (PES) which emerged early 1990's in most of Eastern Europe as a response to massive labour market adjustments in the economy associated with restructuring and privatization of state-owned enterprises. Employment counsellors are generally responsible for all aspects of employment service provision, including:

- Registering the unemployed;
- Paying unemployment benefits;
- Giving advice, guidance and counselling to job seekers; and,
- Delivering active labour market programs to job seekers facing employment barriers.

The problems facing the National Employment Service (NES) in Serbia as in other Eastern European countries in serving unemployed workers are multi-faceted: it is operating in an environment of an economic downturn; is experiencing double-digit unemployment rates; has to contend with under-funded programs; and, is operating with employment counselling staff that is burdened with extremely heavy caseload management.[1]

In the midst of high levels of youth unemployment in general, disadvantaged groups within the youthful population face even greater difficulties in finding suitable employment. This is particularly evident for young people with a low level of education, young women encountering systemic barriers, Roma's, and people with disabilities (only 13% of whom have access to employment according to NES studies). Nevertheless a good deal of progress has been made in Serbia in the last five years to overcome these barriers through various active labour market programs (ALMPs). Their focus has been on specialized measures designed to increase the labour market participation of the most vulnerable groups and implementation of specialized services at the NES through a step-by-step approach in providing employment assistance to program beneficiaries. The involvement of NES counsellors in the implementation of these programs/measures as well as new ways of conducting service delivery are well outlined in the Modernizing Employment Offices guidebook.[2]

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[1] Employment Service and Active Labour Market Programmes in Eastern Europe, Arvo Kuddo, World Bank, October 2009
[2] EU Employment Support Programmes, Guide to Modernizing NES Branch Offices, 2006

The discussions in the individual interviews with ILO, MERD and NES representatives focused on the challenges in the current organizational structure, the activity flow as well as the overall mechanisms for providing service delivery, particularly as regards to their disadvantaged youth target population. The following highlight the main problem areas and those measures that have been shown throughout the literature to be particularly effective in improving the overall mechanisms for an effective and efficient service delivery.

3 CHALLENGES IN IMPLEMENTING YOUTH EMPLOYMENT PROGRAMS AND RECOMMENDED COURSES OF ACTION

3.1 Counsellors' Workload at NES

The current demands of the counsellor's time at NES is particularly heavy because of the multi-faceted functions they are expected to carry out. The following outlines their main duties:

- Registering the unemployed
- Job brokerage (employer contacts and job matching)
- Employment counselling and vocational guidance
- Job search assistance (workshops, job clubs)
- Administration of training programs
- Referral of job seekers to ALMP's
- Management of unemployment benefits

3.2 Constraints Faced by Counselling Staff in Fulfilling Their Roles

Two of the main constraints facing employment counsellors in delivering employment services at NES are staff caseload and lack of relevant labour market information, but there are additional constraints that may prevent them from focussing on their mediation role and provision of employment assistance to individual clients. These are summarized as follows:

- Lack of flexibility at NES staffing level, i.e. rigidly defined counselling functions
- Excessive counsellor caseload
- Number of caseworkers and their case management workload seems excessive and doesn't allow for effective follow-ups
- Employment offices under-staffed for providing extensive job brokerage (mediation) or counselling services, (e.g. counsellors spending most of their time in administrative and other activities that are not related to employment counselling)
- Counsellors burdened with functions not typical of a PES, e.g. insurance registration, managing contracts with employers (for wage subsidy programs) etc. The main role of many counsellors seems to that of a provider of information with few opportunities to engage in depth employment counselling.
- Number of front line counsellors/advisors not adequate for delivering ALMP's
- Lack of relevant labour market information (which among other things impedes the job matching process from helping job seekers understand the labour market, including knowing where the jobs are and who's doing the hiring) to recruiting new employers
- In the job matching function, the lack of a clearly defined occupational classification system that provides occupational descriptions and job definitions that are identically understood by employers, job seekers, counsellors as well as training providers.

3.2.1   Determining Client Needs and Referrals to Service

All clients who are registered as unemployed at NES as well all those referred to ALMP measures must undergo an Individual Employment Plan (IEP) through an employment counsellor at NES.   In addition, those candidates for the Youth Employment Program are required to undergo an in-depth couselling session with a case manager who provides job counselling and information on current vacancies and directs the candidate to appropriate levels of job search assistance provide at NES. This "gateway" period, as it is called, lasts three weeks during which time the clients meet with the case manager on a weekly basis to determine their progress in their job hunt, determine what obstacles to employment they may be facing and to verify their level of job related skills and introduce them to a mix of programs that meet their needs.   It should be also be noted that, among other many administrative duties, the case manager is also expected to conduct at least two monitoring visits to partnering enterprises or partnering agencies during the program period.   In the case of the Youth Employment program participants, the IEP requirement on the counsellor's time is less time consuming since participants to the program would already have registered as unemployed and thus already in receipt of an IEP.   Nevertheless, the initial screening process, assessment interviews of referrals from the CSW, counselling, preparation of individual training plans, job search assistance and resources needed to monitor the program are likely to be highly labour intensive at the NES.

3.2.2   Case Management

Currently NES has set up facilities to do employment assessments before clients are referred to interventions to assist them in returning to work.   In the best of all possible worlds, all clients should benefit from employment assessment. However, given limited resources, each NES center must strategically select clients who will most benefit from assessment.

3.2.3   Streamlining the Employment Counselling Process

To ease the transition of potential program beneficiaries into a designated program while reducing the burden on the case manager (employment counsellor), a Service Needs Determination (SND) process, as an early identification system, could be set up.   Such a mechanism, with proper guidelines, could involve an auxiliary staff member (or counsellor assistant) specifically trained to conduct group SND sessions.   This process could serve as a means of channeling program clients in a more timely and cost-effective fashion to the proper

level of service (including employment counselling and job search assistance) and/or programs that will best respond to their needs. The steps and illustration below describe the process:

<u>*Early Identification System*</u>

1) *Refine procedures for identifying client needs and referring them to programs and services provided through NES that best respond to these needs*
2) *Staffing level: auxiliary counsellor providing group information on policies programs and procedures that client needs to follow*
3) *Referrals to employment counsellors for IAE, career guidance/counselling, return-to-work action plan, and follow up*

An illustration of the Service Needs Determination (SND) Process is presented in Figure 3.1 below:

Figure 1
SND PROCESS
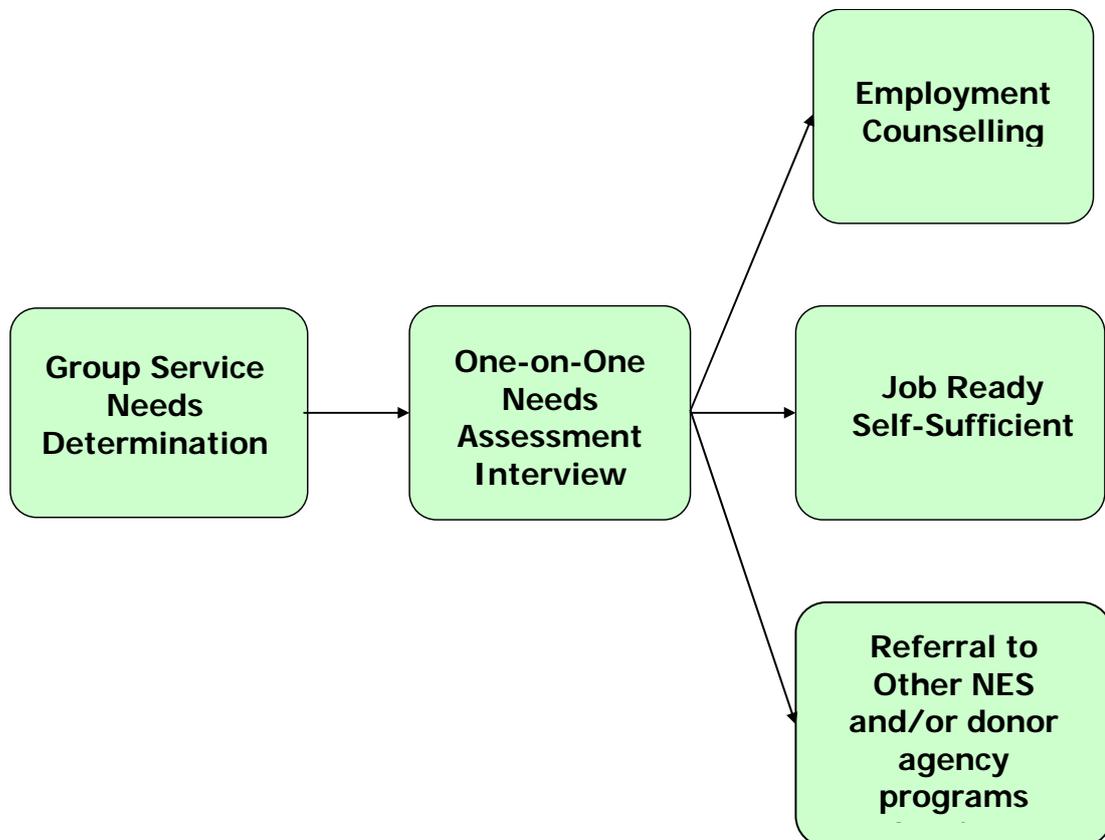
The purpose of the SND, as an early identification mechanism, is to help clients identify their employment needs, to provide them with information about all Programs and Services available to them, and to begin to articulate the best plan of action to assist them with re-employment.

Clients attend a 45 minute overhead presentation, complete a comprehensive self-assessment questionnaire, and meet one-on-one with an employment counsellor. While normally conducted in a group format, individual sessions can be arranged for special situations.

At an SND session, clients have the opportunity to explore employment strengths and barriers, assess individual employment needs, and identify available resources and tools to assist with these needs.

Through the one-on-one needs assessment interview, clients may choose to continue with the employment counselling process, obtain a referral to other appropriate services within the community or identify as self-sufficient and decline further counselling.

As a result of the SND session, an employment counselling file is opened for future use, and detailed information is gathered for statistical purposes.

Through the employment counselling process, clients are assisted in evaluating their employment difficulty, setting goals, and developing a realistic Return-to-Work Action Plan. This Action Plan includes activities and interventions that are designed to improve the client's employability, and assist with labour market integration and client self-sufficiency. It will also include specific counselling interventions in the areas of career decision making, job search, employment maintenance and skills enhancement.

All clients with a return-to work action plan are case managed by their employment counsellor. Utilizing a systematic follow-up process, the case manager monitors the client and ensures that the client is provided with all the necessary support measures to secure employment.

The role of the case manager is threefold:

1) To support the client and ensure that the client receives all the employment benefits or personal supports needed.
2) To co-ordinate NES and other programs and services offered through MOSW that are designed for disadvantaged youth
3) To perform regular follow-up in order to monitor the client's "return-to-work action plan" and record outcomes.

Through I.T. reporting system, the employment counsellor supports and tracks all case-managed clients. The Employment Counselling Process is outlined in Figure 2.

FIGURE 2

Streamlining the Employment Counselling Process

Client Intake

SND Assessment

Employment Counselling Assessment Interview

Return to Work Action Plan

Case Management

Client Follow-Up

File Closure

Client Self Sufficiency
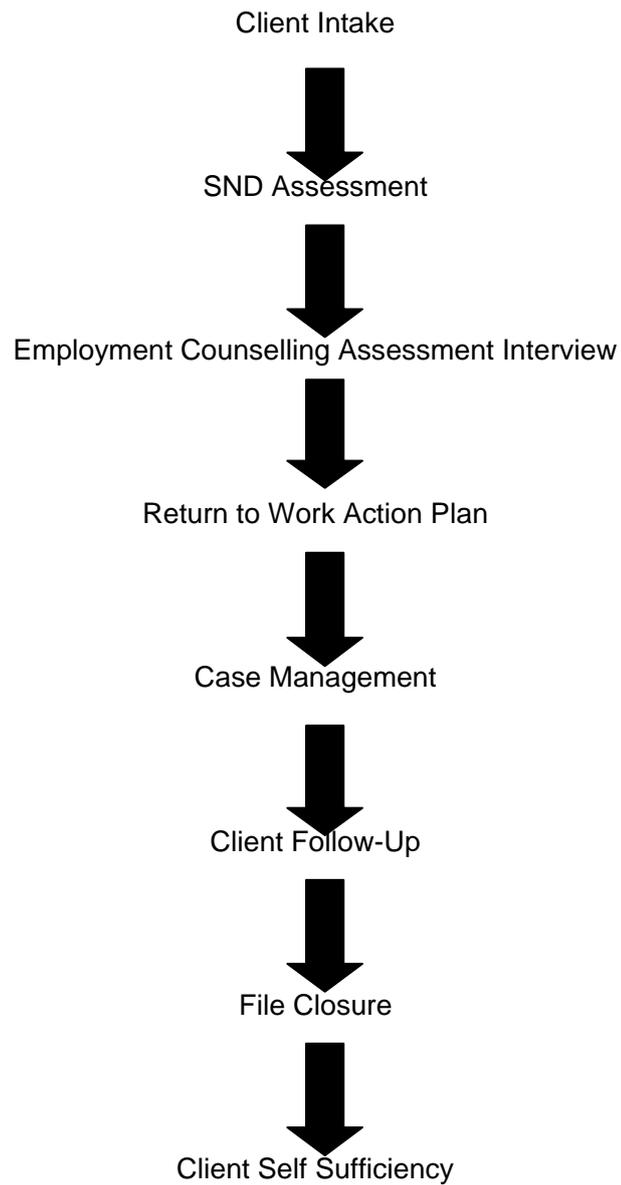
3.3 The Employment Assessment process is based on an Employability model of client self-sufficiency in five employability dimensions: *personal management* (i.e. personal and environmental issues affecting the job seeker's ability to find or keep a job, e.g. personal skills and attitudes such as self-esteem, communication skills, etc)*; career decision-making (*Job seekers need to have a clear idea of which direction they are heading before beginning training or job-search*); skill enhancement* (Once clients make occupational/career goal decisions, they must consider if they have the necessary skills to do the job); *job search* (Clients who have clear job goals and the necessary skills to do the job must also have the ability to look for work in a very competitive labour market (Some will need intensive assistance as provided by job clubs, others may need shorter, less intensive interventions such as one-day seminars or a self help book on job search techniques); and, *job maintenance* (i.e. interpersonal behaviour while on the job, often referred to as soft skills, which are in such great demand by employers, as well as the more technical hard skills).

Counselling Outcomes

The goal of the employment counselling process is client self-sufficiency. The self sufficient client has made a choice pertaining to an occupation, knows how to conduct an effective job search, and is able to maintain that job. Clients are self sufficient when, together with their employment counsellor, they establish that they no longer require the counsellor's assistance.

Due to the high number of clients in counselling with special needs and multiple barriers, self sufficiency for this target group is defined as the ability to conduct an independent work search or the acquisition of supported employment through ALMPs.

4   WORKFLOW FOR YOUTH EMPLOYMENT PROGRAMS AND SERVICES

The workflow proposed for implementing the Youth Employment Programs starts with individual counselling sessions (introducing the client to all the range of *gateway* services) to moving to further individual counselling (for the matching of clients to a mix of programs that meet their needs). All indications from the literature on ALMP best practices would indicate that intensive obligatory interviews between the job seeker and an employment counsellor are indeed very helpful in helping the unemployed maintain contact with the labour market and advance their opportunities in finding employment. They are also necessary to ensuring proper matching of the client to a mix of programs that address the multiple disadvantages that the client faces in the labour market. The Youth Employment programs also allow for time for job search, which may facilitate finding work before the end of the program.

The problem is that institutional constraints and other factors often hamper the implementation of these practices. For example, employment counsellors at NES are already expected to conduct eight (8) IEP sessions per day with their regular clientele. The IEP, together with case management functions brought on by ALMP's may limit frequent reporting and confirmation of employment status by job seekers, as well as opportunities for counsellors to monitor and encourage job search and deliver needed information and assistance. Another example is the NES system of "profiling"[3] of job seekers. This obviously has the potential to provide a systematic basis for allocating resources and improving targeting of employment programs for vulnerable youth; however, the lack of reliable LMI (as mentioned earlier) and the caseload of employment counsellors does not allow the outcomes of the programs to be monitored as planned.

Proposed course of action:

Given the institutional reality at MERD and NES, where staff reductions have already occurred, special attention will have to be given to staffing requirements for the proper implementation of youth employment programs and necessary steps to achieving their goals.   Special measures that could be taken to ease the burden on employment counsellors might include: lessening the requirement for IEP for all registrants at NES (whether they are self-sufficient in their own job search or not); improve job counselling/job search assistance by focusing more on group-based

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[3] "Profiling" is described as a method used for analyzing the needs of the unemployed and labour market information, assessing opportunities in the labour market and consequently matching NES services to client needs.

activities , such as collective sessions (as opposed to individual sessions) on job search skills training programs with practical assistance to the unemployed in their efforts to finding a job; encouraging greater self-help strategies that increase the chances for job seekers to identify job openings on their own - often the majority of publicly announced vacancies are advertised in local newspapers - and break into the "hidden job market" without necessarily relying on the mediation efforts of the employment counsellor; and, greater use of the self help centers of the NES.

An emphasis on various types of creative job search techniques should be a basis for all job search training sessions, (whether they consist of 1-day workshop or 2 week intensive job club sessions). These techniques could include: networking, informational interviewing, making direct employer contacts; building on opportunities provided by temporary employment and checking out electronic bulletin boards.

Another way of dealing with limited human resources and budget constraints is also to move away from costly face-to-face interactions with all job seekers and towards the expansion of self-service facilities and self-help resource materials for those clients who are 'job ready" and deemed to be self-sufficient. There is a plethora of materials on job search and job counselling on the market that deal with a wide range of topics, including CV building and steps to self-employment. These are available in employment offices of many countries in a variety of languages, as well as on the Internet. A careful analysis of the relevance and applicability of these materials to the realities of the Serbian labour market realities to determine if they could be adapted as self-instructional materials for NES clients.

More efficient use could also be made of the self-serve centers that already exist in some of the Serbian employment centers. For example, the current static CV format at the computer station at the NES center in Belgrade could be made to be more interactive with the addition of a simple software program which could also provide links with tips on building a CV and opportunities for employment in the region by linking up with the NES vacancy magazine.

5   JOB BROKERAGE: THE PROCESS OF MATCHING PEOPLE TO JOBS

In order to increase both the quantity and quality of job postings for disadvantaged youth, as discussed earlier, a good practice should include registering vacancies not only obtained through marketing, but also registering vacancies that are advertised elsewhere, such as: in local newspapers; special employment-related bulletins/papers; and , public postings of job offers at various locations/kiosks in the community. Also the employment service need not limit itself to longer-term jobs. Repeated temporary placements often lead to an offer of a permanent job.

Since the relationship between the NES offices and employers vary greatly form larger to smaller urban centers and centers with a greater rural mix, a greater level of independence should be given to each office in identifying local opportunities in a proactive way.   The mediation role should not be limited to matchmaking between labour force supply and demand but should include between the mediation between the companies and the training centers and schools, and private employment agencies. (cf note on the importance of establishing a reliable LMI system below)

Proposed course of action:

Need for Improved occupational descriptions and definitions for mediation and job matching procedures

Efficient job matching procedures are best carried out when there is a common understanding between the job seeker, the counsellor and the employer on the demands of a particular occupation within an industry sector, or in a particular occupation/job within a sector. For the sake of transparency, occupational descriptions should include: entry level requirements; job duties; skill level; and, qualifications required that are standardized and meaningful to all parties. The Serbian occupational classification system will need to be adapted to provide a compatibility/transparency of occupational standards with reference to ISCO-88/08 standards. Without such a system, employers do not have a means of precisely defining skill requirements by occupation and communicating them to the NES or even a means of evaluating the skills of individuals referred to them. Nor do youthful job seekers, particularly first entrants to the LM or youth working in the informal LM, have a means of documenting and communicating to employers or their NES counsellor, skills learned through formal and informal channels.

Work has already begun in Serbia on the development of Skills profiles for a common set of occupations. The identification of occupations most demanded by the labour market builds on the on the findings of the Occupation and Skills survey, conducted by the Republic Statistical office. As Serbia moves towards the establishment of a National Qualifications Framework, the Joint Program on Youth Employment and Migration should continue its efforts to develop competency lists and descriptors for additional occupations at least to cover the most recurring jobs for the targeted ALMP population. To get specific information on the descriptions of jobs, further development and broadening of the occupational groupings should provide a relevant base for assessment, job matching and, eventually in collaboration with training and education institutes, for education and training requirements.

6 USING LMI IN EMPLOYMENT COUMSELLING

6.1 Understanding LMI

Reliable labour market information is essential to any public employment service. Its main uses, among others, for NES operations include:

- Guiding strategic planning and policy decisions;
- Helping employers understand the labour market;
- Recruiting new employers;
- Helping job seekers understand the labour market
- Monitoring trends to track changes in the labour market; and,
- Supportive information on selecting and referring clients to ALMP's.

6.2 Using Reliable LMI: Opportunities for Job Counselling and Career Decision-Making

Currently it would seem that young people in transition from school to work do not get any career or job counselling since there appears to no systematic activities of guidance and counselling provided at the upper secondary school level. One approach to this situation is to foster the development of partnerships with key stakeholders in the labour market, such as: the Ministry of Labour; Ministry of Education: MERD; NES; employer associations; enterprises; chambers of commerce; and, municipalities. Together they could establish a labour market information system that could provide career and job related information in a systematic fashion to all potential beneficiaries, including the job seeker, employment counsellors, school guidance counsellors and employers. A well functioning LMI system at NES would reduce the time it takes for employers to find suitable employees and as well as shorten the job search period of workers looking for work.

Proposed course of action:

Improving the quality of labour market information would involve a major study focusing on policies and strategies which are beyond the scope of this report. Nevertheless, a review of initial basic steps in LMI development to address impending needs of NES operations are suggested as follows: First, take stock of the current situation by preparing for an in-depth environmental scan by LMI specialists. An Inception Mission could be planned whereby an expert advisor/ technical assistant (either local or international) would take stock on the current

labour market information situation in Serbia by conducting a needs analysis, and recommend an immediate action plan. The technical assistant together with a Statistics Department LMI expert counterpart, would need to meet directly with agency representatives involved in LMI production and use.

FIGURES 3: *The charts below describe 1) the current situation in Serbia, 2) the future requirements for a well- functioning LMI system; and, 3) what the information world would contain with a well-functioning LMI system.*

1. Providing Information for Occupational Decision-Making

Current Situation
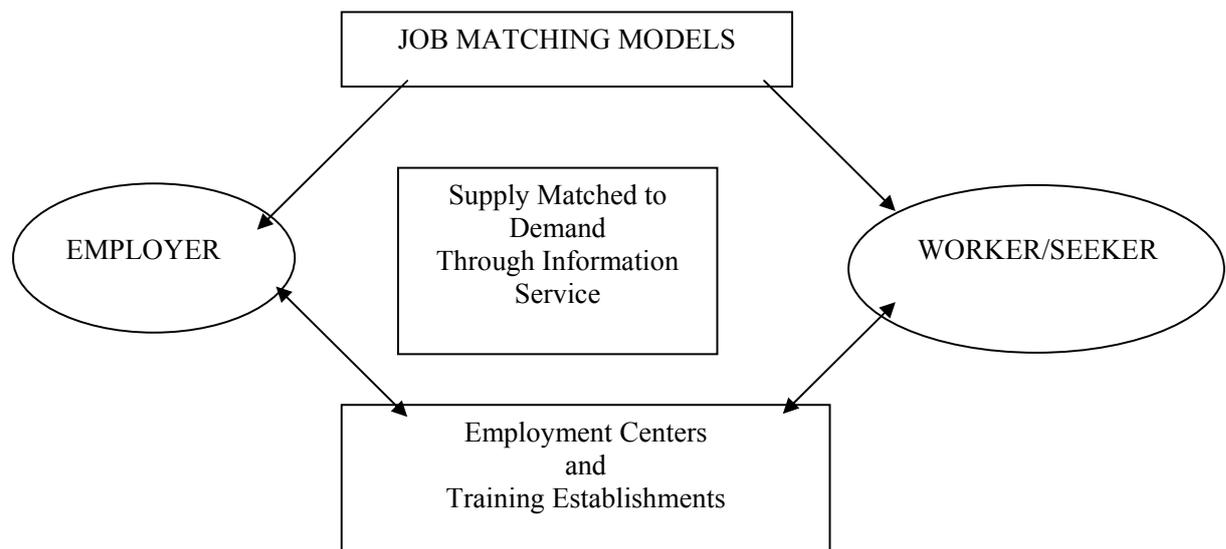
2. Future Requirements (Need for LMI)

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                    ┌──────────────────┐      ┌──────────────────────┐
                    │  Career Planning │      │ Recruitment Practices│
                    └──────────────────┘      └──────────────────────┘

┌──────────────────┐                                          ┌──────────────────────┐
│ Decision-making  │                                          │  Sectoral Career Info.│
│ Employment Center│            ╭────────────────────╮         └──────────────────────┘
│     Officers     │            │ The Information World│        ┌──────────────────────┐
└──────────────────┘            ╰────────────────────╯         │   Labour Exchange    │
                                                               └──────────────────────┘
┌──────────────────────────┐                        ┌──────────────────────┐
│ Training & Education Options│                      │ Government Program   │
└──────────────────────────┘                        │      Design          │
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Proposed course of action: ┌──────────────────────────┐
                             │ Occupational Info & Skills │
                             │   Standards   │
                             └──────────────────────────┘
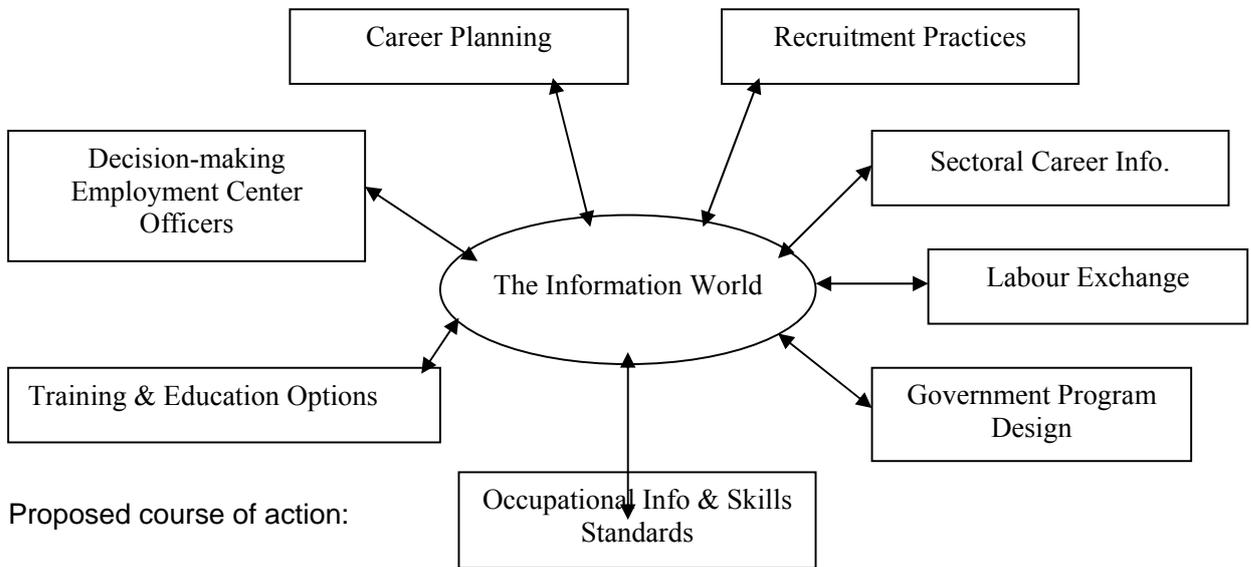
3. What the Information World Will Contain with a Revitalized LMI

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                          ┌──────────────────────┐
                          │  Work Opportunities  │
                          └──────────────────────┘

┌──────────────────────┐                              ┌──────────────────────┐
│ Labour Market Trends │                              │   Employer Profiles  │
│     & Forecasts      │                              └──────────────────────┘
└──────────────────────┘       ┌────────────────────┐
                               │ ➢ Worker           │  ┌──────────────────────┐
┌──────────────────────┐       │ ➢ Employer         │  │    Occupational      │
│ Education & Training │       │ ➢ Training Institution│ │    Descriptions      │
│      Programs        │       └────────────────────┘  └──────────────────────┘
└──────────────────────┘

┌──────────────────────┐                              ┌──────────────────────┐
│ Training Institution │                              │    Labour Supply     │
│     Information      │                              └──────────────────────┘
└──────────────────────┘
                          ┌──────────────────────┐
                          │     Government       │
                          │     Employment       │
                          │   Assisted Programs  │
                          └──────────────────────┘
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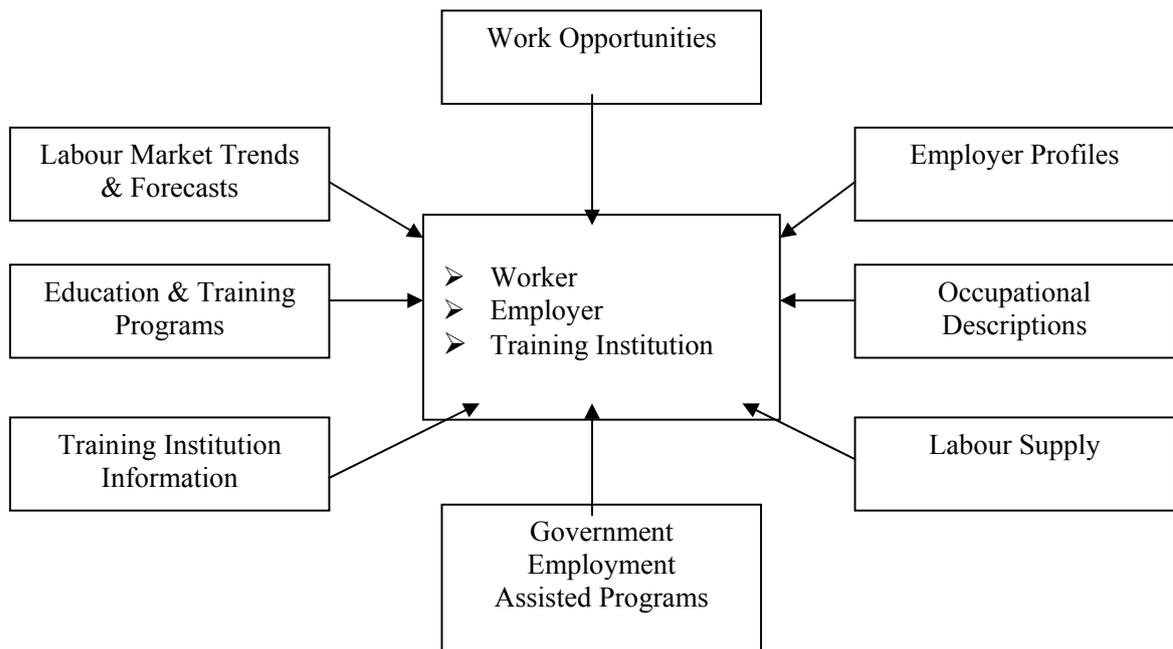
7   NES STAFF TRAINING NEEDS

The need for structured training programs for counsellors at all levels in the organization was underlined in our discussions with management staff at NES. Little formal training has been available of recent years, either in the upgrading of skills of experience staff and on the skills and knowledge requirements for new staff members. In addition, the roles and responsibilities of counsellors in the employment offices differ widely from region to region as well as in the offices in Belgrade as opposed to smaller urban areas. The roles of specialists will need to be redefined as NES continues on its path of modernizing their employment services and focusing on the identified needs of job seekers. Also the skill and knowledge requirements will change with any reforms in the organizational structure as new methods and procedures are introduced to improve the work activity flow as described earlier. There is also the need to ensure that training in made available to all new staff involved in direct delivery of services on a continuous basis. As described earlier, new flexibility in supportive roles between counsellors and other staff that would free counsellors from some of the more administrative and information processing functions to allow for a greater mediation role would also entail more specialized training on the whole employment counselling process, including needs assessment, development of a return-to-work action plan, case management, and client follow-up..

Proposed course of action:

Conduct a review of the situation of staff involved in front-end service delivery and the staff in the back-end who are involved in intensive one-on-one counselling and group job search training sessions to determine future staff training needs. An assessment of needs could be carried out for this purpose (See sample of a Needs Assessment " in Annex F .An outline of a one-week training workshop for new counsellors and/or upgrading of employment counsellor skills on the proposed employment counselling process are presented in ANNEX E.

The current protocol of Agency services is very detailed and replete with bureaucratic terminology and procedures It is recommended that a summary version in the form of a counsellor's compendium be developed that provides clearer guidelines on the mandate, structure, main functions, practices, formulas, methodology of interviews, information processes, employment counselling process , etc. of the employment services. This could then constitute a basis for future development of services provided by NES centered on client needs.

Develop a training package on methods and materials of employment counselling and counselling tools (e.g. compendium on occupational definitions" Train existing staff at NES in the areas of needs identification, assessment counselling , development of return-to-work action plans, employment counselling, job search training, canvassing the labour market and marketing job seekers, statistical and computer systems and performance monitoring and feedback. Enhance the sustainability of the new employment service structure by training a cadre of future trainers by including a training-for-trainers module in the training plan.

Adopt an annual performance evaluation report on the employment services at NES, including a follow-up system aimed at enhancing the role of the employment services for the better management of the labour market.

8   KEY ISSUES AND LESSONS IN BEST PRACTICES IN IMPROVING EMPLOYMENT SERVICE DELIVERY IN THE NES CENTRES

NES plays an essential role in promoting the employment of disadvantaged youth. In addition to the job matching function. It is also responsible for the administration and implementation of ALMPs as well as providing access to counselling, guidance and labour market information. As noted in Sections 3 to 7 of this report, we have identified a number of challenges or issues in reference to the effective and efficient delivery of employment services in the NES centers. The following provides a summary of the main issues and draws on examples of some best practices elsewhere, that could best adapted to the labour market realities of Serbia to improve employment service delivery.

1. *Responsibility-sharing with other service providers* and standards for service delivery
2. Early Identification of job seekers' needs and the tailoring of interventions to these needs
3. *Streamlining the employment assessment and case management processes*
4. *Using on-line services in the development of an LMIS for employment counselling*
5. *Expanding self services*
6. *Establishing appropriate national/institutional mechanisms through ICT to promote employment and   training opportunities to disadvantaged groups*
7. *Accessing occupational descriptions and definitions for the mediation and job matching processes*
8. *Staff training*

1.   *Responsibility-sharing with other service providers and standards for service delivery*

In its discussion on integrating labour market and social policies on pubic-private partnerships for youth employment in Serbia, a progress report[4] on achieving intended outputs, stresses the importance of establishing a system for capacity building and financial mechanism to develop public-private partnerships for youth employment. Responsibility-sharing with other service providers also become evident as the ranks of the unemployed swell and staff resources are more and more unable to cope with the demand for services. Collaboration with other partners is seen as inevitable in the drive for more efficient service delivery. Furthermore, a major shift can be observed in the institutional culture of public employment services (PES) worldwide as

the PES move away from being a largely self-sufficient organization, to one that sets to develop and manage working relationships with other agencies, both public and private, in the delivery of employment services. In developing partnerships in service delivery, the challenge for PES is to ensure a quality of service through the establishment of standards for service delivery while meeting the specific needs of the employment disadvantaged.

The case management approach used in Estonia provides a notable example of how the PES can manage relationships with other agencies that have specialized staff to work with the disadvantaged job seekers or long-term unemployed to move them towards suitable employment. The steps involved in the case-managed approach used in Estonia[5] include:

- The establishment of contact with the client and making an initial assessment on their employment related difficulties. The kind of support that the client needs is determined. Other primary-level specialists may be involved in the initial assessment process, including the local government social worker, rehab officer, etc.
- The assignment of a case-manager to the client.
- The carrying out of an in-depth assessment of the client's abilities, problems, environment, and resources. An outcome of this assessment is the production of an individual action plan to help the person into employment. (This assessment interview process is described in detail in point 3 below).
- The coordination of the implementation of the action plan.
- The evaluation of the attainment of the objectives.
- The direct delivery of specific services.
- The referral of the person to employment services and/or public care services (including rehabilitation services if warranted).

2.   Early Identification of job seekers' needs and the tailoring of interventions to these needs

The cornerstone of an effective public employment service is the targeting of individual tailored interventions (or "profiling") in order to (re) integrate the jobless into the labour market as quickly as possible and with lasting success. "Profiling" is defined here as a tool by the employment counsellor to assess the client's present situation along five dimensions (as discussed earlier in section 3) i.e.: personal management (specific individual barriers, motivation and commitment);

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[4] Review of progress in achieving the SMART outputs in the field of youth employment policy and programme, MDG Achievement Fund, April 2010
[5] from *Career Guidance in Europe's PES, Trends and Challenges*, Sultana & Watts, 2005

career decision-making (goals, abilities and aptitudes); skill enhancement (training needs, self-employment, ALM measures); job search needs; job maintenance issues. The assessment of labour market opportunities and the personalization of action plans to (re) integrate the labour market requires a clearer understanding of the job seeker's employment difficulty and his/her skills and knowledge than the general characterization of mostly objective measures obtained in the Service Needs Determination (SND) interview. The SND interview serves as a basis for tiering of services as one way of addressing the NES resource issue raised in section 3.1 of this report. A common model of tiering is to define three levels of service (as in Austria and Finland):

- Self-service, through the use of resource centres and websites;
- Group-based services and/or brief staff-assisted services (most of which are already in use at NES. These include: job clubs, motivation and self-confidence building, sessions on job seeking and other employability skills) ; and,
- Intensive case-managed services, including individual counselling (Example of these processes follow next)

3.   *Streamlining the employment assessment and case management processes*

Through an initial assessment interview, job seekers experiencing difficulties in finding employment are assisted in evaluating their employment difficulty, in setting goals, and in developing a realistic action plan to find suitable employment. This action plan includes activities and interventions offered through the PES and/or other agencies in the community to improve their employability, including intensive assistance (case management) and job search training. Case management provides functionality for action plans. The action plan is a document that states the occupational goal of the job seeker and specifies which initiatives will be implemented by the job seeker in achieving this goal. It also allows for a follow-up phase, which provides for how often and in what manner job seekers are to be received by the PES and partnering agencies.

The department of Human Resources and Skills Development Canada developed a prototype of an effective and efficient employment assessment model that has been been successfully applied not only in employment centers throughout Canada but in several countries with transition economies, including Egypt, UAE, PERU and Chile. It is based on the assumption that in order for clients to develop a successful plan of action to find and maintain suitable

employment, they should first go through a planning process, which helps them assess their needs in a supportive, focussed manner

4.   Using on-line services and other ICT tools in the development of an LMIS for employment counselling

PES managers need general information on vacancies, job seekers, and changes in skill and occupational requirements, career prospects in various industries and occupations, and education and training programs in planning for employment service delivery. In the case of disadvantaged job seekers, counselling staff require information on each individual's background, the employment difficulties they face, as well as their training and work experience in order to match them with the appropriate interventions or referrals to employment vacancies along with the skill and experience requirements and working conditions associated with each vacancy barriers. Information and Communication Technology (ICT) can provide effective tools to improve this type of effective employment planning and matching services. The use of ICT also makes it easier to update automated databases as new information is reported. LMI products are being developed and disseminated much faster than before via the Internet for example. A case in point is the widespread use of the new automated Electronic Labour Exchange System, recently inaugurated in Jordan [6].

Over and above its usefulness in the development and dissemination of LMI, the Internet can provide some very useful background information for those involved in the development of an LMIS. For example, Statistics Canada's web site[7] contains a section on statistical methods where copies of its surveys, questionnaires, definitions, methodologies, classification systems and guidelines can be downloaded. Since this agency has developed a significant share of its resources to the development of LMI, the surveys, questionnaires and methodologies it uses could provide a useful starting point for anyone establishing or upgrading an LMIS.

Other instances of related online services are becoming increasingly popular the world over. But are they including the employment disadvantaged, the very people that PES needs to reach? A project in Hungary gives a clear example of how eEmpowerment was used to provide

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[6] Known as the Electronic Labour Exchange (ELE) component of "Al Manar project" in Jordan, ELE has been recognized as a national program contributing to the knowledge-based society and economy and complementing the government's efforts in building up the eGovernment and elearning initiatives, Amman, Jordan 2007.
[7] Infostats@stascanada.gc.ca

employment services for Roma societies[8], a situation that could have implications for similar groups in Serbia.

The project was based on the cooperation between the players present in the community and society. The project leaders worked together with the local government, with the civil organizations with people through their representatives and the work of e counsellors. The e Counselor network in Hungary is a service through which trained local professionals provide personal assistance to the citizens of the affected groups by providing electronic information, services and knowledge to teach job search methods and employment opportunities to one of the most disadvantaged segments of Hungarian society due to their social, economic and racial exclusion, and only 5% of whom were deemed to have digital literacy.

5.   *Expanding self-services*

The European PES network conducted a survey[9] in 2004 to identify innovative practices in employment services. It indicated a major shift towards self-help services across Europe - innovations that would be particularly helpful in decreasing the burden on employment counsellors. These include*:*

- The development of self- and career-exploration packages, such as "Career Directions" in Austria and Estonia
- Web-based job-search facilities (e.g. Estonia's job bank)
- Web-based registration, integrating the possibility of entering one's c.v. (Norway)
- The use of call-centre technology (Hungary, Slovenia)

6.   Establishing appropriate national/institutional mechanisms through ICT to promote employment and training opportunities

Although Serbia faces several constraints in the development of a labour market information system, particularly as it concerns limited capacity and instruments to effectively, regularly and in a timely way, collect, process, analyze and disseminate relevant and reliable LMI. Nevertheless, it is possible to learn from the experiences of those countries that have managed to set up a well-coordinated LMI system with limited resources. A review of LMIS in countries

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[8] Project *EGYS the eEmpowerment for Gypsy societies* presented by Marianna POSFAI (Project manager, eHungary project, at a conference on ICT in public services, November 30-December 02, 2008, Vienna, Austria.
[9] Career Guidance in Europe's PES, Sultana & Watts, 2005

with limited resources has identified two strategies in particular that some countries have adopted to establish efficient mechanisms of assessing the usefulness of LMI to achieve a coherent, comprehensive and systematic flow of information from producers to users. The first and most popular strategy has been to adapt a coordinated data collection and dissemination system within the national government.

 A good example of this type of adaptive work is evident in the recently developed Human Resources and Information system (HRIS) developed as part of the Al-Manar project in Jordan[10]. The second strategy has been to set up National Employment and Training Observatories. A number of these have been set up across Central and Eastern Europe, the West Balkans and in French speaking Africa, notably in Morocco. They generally comprise of employment services, education and training providers, employment counsellors, SMEs , employer and employee organizations, NGOs and civil society groups involved in human resources development, skill formation and employment issues.

7.   *Accessing occupational descriptions and definitions for the mediation and job matching processes*

In order to achieve its objectives, both in terms of effectively working labour markets and providing work opportunities for disadvantaged groups, it is often considered vital for PES to register as many vacancies as possible. One of the reasons for this is that employers often prefer to use informal recruitment methods to fill job vacancies rather than use the services of the PES. Part of the problem is that the PES in most countries in the region lack modern occupational classifications and occupational standards/profiles[11] as key factors to refer to requirements in employment within an industry sector, or in particular occupations within a sector. In Serbia, as in several countries in the region, there is no international compatibility/transparency of occupational standards, for example with reference to ISCO-88/08 standards. As a result, workers do not have a means of documenting and communicating to employers and employment agencies skills learned through both informal and formal channels. While employers do not have a means of defining skill requirements by occupation and communicating them to the PES or evaluating the skills of job seekers presenting themselves for employment.

The development of occupational standards such as implemented by the Council Of Occupational Standards and Assessment (COSA) in Romania provides an excellent example of

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[10] Al-Manar and HRIS joint project with CIDA and the government of Jordan, Amman, 2007

a tripartite (government, business and worker associations), autonomous, non-governmental, nonprofit, public organization involved in implementing a system of assessment and certification of vocational competencies.

8.   *Staff training*

As discussed earlier, NES faces several constraints in terms of access to professional training on counselling methodologies and techniques. It is not alone. A survey of PES centers across Europe[12] identified four main areas crucial to staff training that required most attention: 1*) improved understanding of the world of work and labour market trends*; 2) *specific training in methods and models in employment counselling;* 3) *re-training and continued training in order to implement service models* in the delivery of employment counselling; and, 4) *training in the use of ICT that supports the employment counselling process.* In addition, the lack of reliable labour market data and of occupational-related information, and their availability in forms that are meaningful to clients, are also very restricted as are self-service resources that could potentially take some pressure off staff so that they could deal more fully with the needs of special target groups like disadvantaged youth. Such training and resource gaps need to be addressed if the whole range of employment counselling services can be applied in a professionally sound manner.

Several European countries, particularly those in early stages of a more client-centered approach to employment counselling have utilized the mechanisms of Study Tours of PES staff to European public employment services. These involve seminars and observations in model demonstrations on the application of methods and materials of employment counselling with a view of forming a cadre of trainers (through a training-for-trainers approach). International development partners often use this approach to kick start and maintain an on-going staff training program for the national employment service of the host country. A good example is a current project led by the ILO in coordination with CIDA and the government of Lebanon that has Lebanese PES staff undergoing training in Quebec, Canada. An employment demonstration/resource centre there provides a professionally accredited training-for-trainers

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[11] Arvo Kuddo in Employment Services and ALMPs in Eastern Europe, World Bank Discussion Paper, 2009
[12] *Career Guidance in Europe's Public Employment Services :Trends and Challenges*, European Commission, October, 2005

program to initiate PES staff from countries with transition economies on their exemplary employability development strategies for difficult-to-place youth.[13]

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[13] Carrefour jeunesse emploi de l'Outaouais, 350, boulevard de la Gappe, Gatineau, Quebec , Canada e-

9   OVERVIEW AND COMMENTS ON THE MONITORING & EVALUATION WORKSHOP

During the April mission, a two-day workshop was conducted to train key staff of the Employment Department and the National Employment Service on the steps to be taken to:

- Regularly collect and aggregate the data for monitoring and evaluation of ALMP's;
- Verify the attainment of the employment policy and action plan indicators;
- Measure the effectiveness and efficiency of the measures implemented; and,
- Evaluate the net impact of programmes on individuals in the labour market.

The first part of the workshop centered on the concepts of monitoring and evaluation applied to ALMP's. The second part examined the importance of attaining agreement from the key parties on a performance monitoring plan that focused on the achievements of outputs rather than the implementation of activities. Discussions evolved around the steps in planning and execution of the monitoring plan with application to the current situation with the monitoring ALMP's in Serbia in terms of asking the fundamental questions in measuring progress of what MERD and NES want to achieve.

Problems identified include:

- The confusion between the policies, programs and roles of the two ministries involved in labour market programming, i.e. NES is responsible for the execution of ALMP policies; however, it remains unclear what MERD wants to report on.

- Difficulties encountered in data collection thus far. Since the I.T. platform necessary for collecting and storing data is not yet fully operational, the data collection task very difficult.

Discussions centered on using the Work Breakdown Structure model for Results-based monitoring approach (See ANNEX D) as a means of focusing on desired outcomes of a given labour market program/measure and then identifying what inputs and outputs were needed to achieve the intended outcomes.

Group activities in the workshop centered on the application of the model to elicit from the participants those actions required to measure progress towards outcomes in relation to

identified performance indicators. The purpose of these activities was to help the participants identify those steps required in preparing a performance monitoring plan, identifying the performance indicators from identified sources that provide information on whether the results were achieved as planned, in terms of:

- Effectiveness and efficiency of the programme in meeting set objectives;
- Relevance of the programme/project activities to the needs identified; and,
- Eventual impact of the intervention over time.

The latter part of the workshop dealt with program evaluation. In terms of impact of the intervention, discussions were held to clarify the distinction between "gross" and "net" effects, the various types of evaluation and the contexts in which they are applied

Observations on current problems:

- MERD needs to be clear about the type of reporting that they want built in the M&E system.
- NES needs to become more focused on the outcomes of the ALMP's as opposed to the number of programs.
- MERD should clarify with NES what their expectations are, i.e. what does MERD want to measure and why. While NES needs to focus on how to use M & E to focus on what needs to be improved; what needs to change to have the desired impact; and how this can be done without further burdening counselling staff.
- GIS system needs to be connected to financial data, i.e. calculation on disbursement, UI benefits, staff and administration costs calculated by number of beneficiaries. Without this data it's impossible to assess the impact of individual services/interventions.
- Data on self-employment and temporary Vs full-time employment not available.

Recommendations:

Using the logical framework approach in planning the performance monitoring has three main advantages:

- Can be an effective management tool for guiding the implementation and monitoring of the program
- Ensures that decision-makers ask fundamental questions
- Provides guidelines for analyzing and checking assumptions

Disadvantages:

- If managed too rigidly, can stifle innovation
- If not updated beyond initial indicators, will not reflect changing conditions

- Staff training on performance monitoring and follow up are essential to effective application

ANNEX A
PEOPLE INVOLVED IN MISSION INTERVIEWS AND DEBRIEFINGS

Name/Title	Date	Subject Area
Me Valli Corbanese Ms Dragana Marjanovic	April 13	ILO project on Youth Employment & Migration (YEM)
Ms Svetlana Aksentijevic	April 13	Analysis and Planning unit, Employment, (MERD office 410)
Ms Milena Milic	April 13	ILO Focal point, National Employment service(NES), Programme Department(MERD)
Ms Vesna Fabian	April 13	Adult Training Department, NES,(Decanska office 509)
Ms Milena Isakovic Natasa Ivanovic	April 13	UNDP (NES Decanska)
Ms Momira Vlajin	April 14	Department for Persons with Disabilities, NES (Gundulicev vanac office 6)
Ms Milka Vujatovic	April 14	Information Technology Department, NES
Mr. Nikola Atanackovic	April 14	Labour Market Statistics Department, NES (Gundulicev venac)
Ms Ljiljana Dzuver, Assistant Minister for Employment MERD	April 14	
Ms Dragica Ivanovic, Head Active Employment Policy, Ministry of Economy and Regional Development (MERD)	April 14	
Ms Vesna Cekic	April 14	Vocational Counseling and Career Guidance Department NES (MERD Room 410)
Mr. Zlatko Panic, NES Branch Office Subotica	April 15	
Ms Snezana Krgovic, NES Branch Office Subotica (MERD Room 410)	April 15	
Mr. Zoran Antic, NES Branch Vranje (MERD Room 410)	April 15	
Mr. Dragna Djukic, Vocational Counseling and Career Guidance Department-Adult Training Expert, NES	April 15	
Ms. Bozena Milivojevia, NES Branch Office Belgrade, Vocational Counseling and Career Guidance Department Ms Snezana Markovic, NES Branch Office Belgrade, Adult Training (Gundilicev venac Room 215)	April 16	
Ms Gorana Krstic,	April 16	Monitoring and Evaluation of ALMPs; prior experience

Name/Title	Date	Subject Area
Ms Milena Isakovic	April 16	Monitoring Report YEM
Mr. Pavie Golicin	April 19	Monitoring and Evaluation of ALMPs: prior experiences
Mr. Vladan Bozanic	April 19	Republic Statistical Office, LFS Unit
D. Ivanovic, S. Akesentijevic, N. Atanckovic, M. Vujatovic, V. Fabian and M. Milic	April 21	Induction Training Monitoring and Evaluation of ALMPs
D. Ivanovic, S. Aksentijevic, N. Atanckovic, M. Vujatovic, V. Fabian and M. Milic	April 22	Induction Training Monitoring and Evaluation of ALMPs

ANNEX B
REFERENCE DOCUMENTS

1   *Approaches of Public Employment Services(PES) to Long Term Unempl*oyment, Draft report from seminar in Budapest, 22-24 March 2006

2   *Assessment of the Effectiveness of Active Labor Market Programs*, ESPI Institute Employment Project, Belgrade, September 2006

3   *Career Guidance and Counselling Strategy*, Belgrade, December 2007

4   *Change Strategy of the National Employment Service*, 2006-2008, Belgrade, September 15, 2005

5   *Employment Services and Active Labor Market Programs in Eastern European and Central Asian Countries*, Arvo Kuddo, October 2009

6   *Evaluation of the Active Labor Market Program "BEAUTIFUL SERBIA", FINAL REPORT, (UNDP)*, Bonn February 2006

7. *Guidelines to administer active labour market programmes targeting disadvantaged youth*, MDG Achievement Fund, April, 2010

8. *NES Information System Development Action Plan for 2007*

9. *Public Employment Services: Developing Perspectives*, ILO-WAPES - Geneva, February 22, 2007

10. *Practical Guide to Modernizing NES Branch Offices*, EU Employment Support Programme, 2006

11. *Practical Guide for Monitoring & Evaluation in Active Labour Market Measures*, EU Employment Support Programme, September, 2006

12. *Protocol of Agency Services*

13. *Report and Proposals for Modernization of the National Employment Service*, Employment Support Programme, Belgrade, July 6, 2005

14. *Report on the activities performed in the area of youth labour market data by the Joint Programme on Youth Employment and Migration (YEM)*, Farhad Mehran, MDG Achievement Fund, March 20, 2010

15. *The Public Employment Service in a Changing Labour Market*, Thuy, Hansen and Price, ILO

16. *Two-Day Profiling Training Workshop*, Trainers Guide, Employment Support Programme

ANNEX C
PROPOSED CHECKLIST FOR MONITORING NES YOUTH SERVICES

1.   NES Youth Services Policy Objectives are included in the National Development Strategy

Outputs	Achieved Yes	Achieved No	Achieved P	Methods of Verification	Date Verified	Data Sources	Progress Towards Outcomes / Discrepancies Noted (In Relation to Interim Performance Indicators)*
1. YS policy objectives are included in National Development Strategy	□	□	□				
1.1 Knowledge base on YS improved	□	□	□				
1.2 Policy on YS developed and linked to employment policy and strategy	□	□	□				
1.3 YS targets included in national development strategy	□	□	□				
2. Integrated LM and Social services targeting youth are developed by national institutions	□	□	□				
2.1 System integrating LM, youth services established & functioning	□	□	□				
2.2 Capacity of NES, MOLSP, MOYS to deliver targeted youth employment & social services strengthened	□	□	□				
2.3 Long-term nat. financial mechanism to implement employment measures targeting disadvantaged youth established and implemented	□	□	□				
3. YS programs and services implemented in target districts	□	□	□				
3.1 Local partnerships for youth employment linked to social services strengthened	□	□	□				

Outputs	Achieved			Methods of Verification	Date Verified	Data Sources	Progress Towards Outcomes / Discrepancies Noted (In Relation to Interim Performance Indicators)*
	Yes	No	P				
3.2 Integrated packages of ALMMs implemented through the YEF	□	□	□				

2. Gender Equality, rural/Urban Divide and Poverty

Outputs	Achieved			Methods of Verification	Date Verified	Data Sources	Progress Towards Outcomes / Discrepancies Noted (In Relation to Interim Performance Indicators)*
	Yes	No	P				
2.1 Gender equality, Urban divide and poverty issues integrated in NES structure	□	□	□				
2.2 Gender sensitivity issues / concerns are integrated in EC and other materials	□	□	□				
2.3 Data dis-aggregated by: • Gender • Age • Socio-economic groups • Ethnic groups	□ □ □ □	□ □ □ □	□ □ □ □				
2.4 Young women's experience with program components tracked	□	□	□				
2.5 Roma's experience with the program are tracked	□	□	□				
2.6 Experience of clients from rural areas are tracked	□	□	□				
2.7 Experience of clients from urban areas are tracked	□	□	□				
2.5 Gender-based , rural/ urban & Roma indicators are developed	□	□	□				
2.6 Responses to Improvements on Gender and other cross-cutting issues are published	□	□	□				

3.   Sustainability Issues

Outputs	Achieved			Methods of Verification	Date Verified	Data Sources	Progress Towards Outcomes / Discrepancies Noted (In Relation to Interim Performance Indicators)*
	Yes	No	P				
3.1 Continuous monitoring	□	□	□				
3.2 Target group ownerships	□	□	□				
3.3 Capacity / development linkages made	□	□	□				
3.4 Joint research with major stakeholders undertaken	□	□	□				
3.5 Information shared with other stakeholders	□	□	□				

APPENDIX D
WORK BREAKDOWN SRTUCTURE
Methodology for a Monitoring proposal

Work Package
100 IDENTIFICATION
101   Defining the overall goals and objectives
102   Understanding the context
104   In-depth project analysis
105   Identifying the risks & risk mitigation measures

106   Seeking the cooperation of the key players
        - the stakeholders
        - the implementers
        - the beneficiaries

200 DESIGNING THE MONITORING PLAN
201   Identifying key areas to focus the Monitoring
202   Agreeing on the selection of the key indicators[14] for measuring progress and impacts during implementation
203   Identifying, selecting, and prioritizing both quantitative and qualitative indicators
204   Adjusting to the possibility that indicators may evolve and change over time as circumstances change
300 IMPLEMENTING THE MONITORING PLAN
301   Selecting the most appropriate methods for collecting the data
302   Collecting the data for each indicator at regular intervals including: - recording data on project operations - assessing compliance with work plans and budget - obtaining periodic data on the project's actual achievement of results (short-term outputs, medium-term outputs, and long-term impacts)
303   Analyzing and interpreting the data based on the selected indicators
304   Encouraging participation of the key players in the all phases of the implementation plan
305   Addressing Gender Equity and other cross-cutting issues identified as an MERD / NES project priorities
400 DISSEMINATING THE MONITORING RESULTS

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[14] Performance indicators should be G-SMART:
- Gender inclusive
- Specific – precise and unambiguous
- Measurable – quantitative and/or qualitative
- Achievable – realistic in what is to be achieved
- Relevant – appropriate to subject at hand
- Time bound – clearly stated target date

401	Managing interactions with people who will be involved
500 PROVIDING ASSISTANCE AND ADVICE TO PROJECT STAKEHOLDERS	
501	Keeping MERD/NES/ILO abreast of significant issues and project developments
502	Ensuring there is project/program cohesion
503	Identifying opportunities for policy influence
504	Debriefing on an as-needed basis with MERD and/or ILO

ANNEX E
Outline of a Course on Employment Counselling Training

DESCRIPTION	TOOLS
Module 1: Introduction • Objectives of the course and review of the training agenda • Major components of an employment counselling service • The Employability Model in the Serbian Labour market context • The employment counselling process • Client workflow in an employment counselling service	Pre-course reading material

Module 2: Client-centered approach, the helping relationship, and the employability development model
• Overview of the assessment component of employment counselling
• The three basic principles of a helping relationship
• Using a client-centered approach to employment counselling
• Counsellor competencies:
   - Attitudinal qualities
   - Communication skills
   - Helping Relationship skills
   - Career/employment assessment skills
• Employability dimensions and self-sufficiency
	• Course handouts: assessor competencies
	• Observation sheets for group feedback sessions

Module 3 A problem solving process in employment counselling • Phase 1: Identification of the employment difficulty • Phase 2: Clarification of the employment difficulty • Phase 3: Development of an action plan • Phase 4: Implementation, monitoring and evaluation	• Employment counseling documents
Module 4: Development of a personal plan to assist client in finding and maintaining suitable employment and case management • Steps in the NES workflow, including: registration, service needs determination; employability assessment; group job search assistance and counseling; action planning; profiling and referral to resources(including self service options);insertion into programs; and, monitoring • Referrals to job vacancies in the NES Employment Centre registry • Documenting the development of the IEP and a personal return-to-work action plan	• Form for documenting the Action Plan • Job referral form • Case file monitoring report • File closure form

Module 5: Monitoring the employment counselling process	• Checklist for monitoring Youth Services Programs
• Verifying achievement of the counselling goal • Verify the attainment of the employment policy and action plan indicators of the ALMPs • Determining the client's employment self-sufficiency	