

Employment and Social Affairs Platform 2 #ESAP2

# **REGIONAL REPORT ON WESTERN BALKANS PUBLIC EMPLOYMENT SERVICES (PES) BENCHLEARNING CYCLE-2022**



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PUBLIC EMPLOYMENT SERVICES (PES) BENCHLEARNING CYCLE-2022

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The RCC ESAP 2 project appreciates the valuable time and resources invested by the PES in WB to complete the 2022 WB PES Bench-learning cycle.

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\* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

# Executive Summary

This PES Bench-learning Report is based on the results of the 2022 PES Bench-learning cycle in the Western Balkans (WB) facilitated by the Regional Cooperation Council (RCC) in the framework of the Employment and Social Affairs Platform (ESAP 2), a regional project financed by the European Commission and jointly implemented by the Regional Cooperation Council (RCC) and the International Labour Organisation (ILO) in Western Balkan economies.

The main sources for this Report are the self-assessments completed by the WB PES in WB economies according to an adapted structure of the EU PES Benchlearning (BL) model as well as peer reviews conducted in WB economies in the period from May 2022 to September 2022. The RCC ESAP 2 project appreciates the valuable time and resources invested by the PES in WB to complete the 2022 WB PES Bench-learning cycle.

The WB PES performance self-assessment followed the EU PES BL assessment framework, adapted to the needs and circumstances of the WB region and to a large extent uses the EU PES excellence model<sup>1</sup> as a benchmark. Compared to the first WB PES BL cycle facilitated by ESAP 1, in addition to the core PES performance drivers, the PES performance concerning crisis management and the impact of the COVID-19 pandemic on the overall PES performance were discussed.

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<sup>1</sup> Presented in the PES Benchlearning Manual, 2021 <https://ec.europa.eu/social/BlobServlet?docId=18857&langId=en>

# 1. Introduction

This Regional Report is based on the results of the PES Benchlearning in the Western Balkans facilitated by the RCC ESAP 2 project. Its main sources are the self-assessment completed by the PES in WB economies according to an adapted structure of the EU PES Benchlearning (BL) model as well as peer reviews conducted in WB economies in the period from May, 2022 to September 2022. The RCC ESAP 2 project appreciates the valuable time and resources invested by the PES in WB to complete the 2022 WB PES Bench-learning cycle.

The WB PES performance self-assessment followed the EU PES BL assessment framework<sup>2</sup> adapted to the needs and circumstances of the WB region and to a large extent uses the EU PES excellence model<sup>3</sup> as a benchmark. Compared to the first WB PES BL cycle facilitated by ESAP 1, in addition to the core PES performance drivers, the PES performance concerning crisis management and the impact of the COVID-19 pandemic on the overall PES performance were discussed.

The Employment and Social Affairs Platform (ESAP 2), a regional project financed by the European Commission and jointly implemented by the Regional Cooperation Council (RCC) and the International Labour Organisation (ILO) in Western Balkan economies with the overall objective to improve employment opportunities and working conditions of women and men in the Western Balkans (WB).

This Regional Report is prepared by the ICON/ISG expert team (the RCC ESAP 2 contractor) and is based on the information included in the WB PES self-assessments, presentations made by the official representatives of the WB PES during the peer reviews, and outcomes of the discussions between peer PES representatives, external and local experts and the RCC ESAP 2 project team.

The analysis of the quantitative PES administrative data for the recent three years (2019, 2020, and 2021), as was anticipated in the applied BL methodology was done to the possible extent. Despite the efforts of the PES and local experts engaged by RCC the collected data set is limited as i) the historical data in many cases are limited and ii) the data are not cross-economy comparable since they are not adjusted for the environments within which PES operate, and iii) there are different levels of compliance with the definitions, as highlighted in the received meta-data and the raw data analysis.

Qualitative information provided by the local experts, such as the list of the active labour market policy measures (ALMPs) and their characteristics, were extracted mostly from the Operational Manuals for the implementation of ALMPs applicable during the period covered by the project. Good and inspiring PES practices were identified by the peer PES that participated in the peer reviews, and their descriptions are annexed to this report. The template used for their presentation is similar to the one used by the European PES Network members.

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<sup>2</sup> PES benchlearning promotional one-pager is presented in Annex 1

<sup>3</sup> Presented and in the PES Benchlearning Manual, 2021 <https://ec.europa.eu/social/BlobServlet?docId=18857&langId=en>

## 2. Description of the PES

### 2.1. Relationships to government and governance

The report covers PES systems in WB economies and includes the following PES institutions:

- Albania – National Agency for Skills and Employment (NAES)
- Bosnia and Herzegovina – Labour and Employment Agency (LEA) of Bosnia Herzegovina, the Employment Institute of Federation of Bosnia Herzegovina (PES FBiH), the Employment Institute of Republika Srpska (PES RS), and the Public Institute of Brčko District (PES BD)
- Kosovo\* – Public Employment Service
- Montenegro – Employment Agency
- North Macedonia – Employment Service Agency
- Serbia – National Employment Service.

#### Albania

The employment agency of Albania, the National Agency for Skills and Employment (NAES), is a public institution under the Ministry of Finance and Economy.

The **mandate** of the NAES is legally defined by the Law “On Promoting Employment” and the Law “On Vocational and Educational Training” and the Decision of the Council of Ministers (DCM) 554 from 31 July 2019. It covers the following core tasks:

- provision of employment services
- administration and implementation of ALMPs
- administration and implementation of vocational education and training providers.

#### Bosnia and Herzegovina

The **Labour and Employment Agency** of Bosnia and Herzegovina – LEA – is a BiH-level institution with the main responsibility for representing BiH in the international arena. Additionally, there are three agencies involved in the delivery of PES services: the Employment Institute of Federation of Bosnia Herzegovina – PES FBiH, the Public Employment Institute of Republika Srpska – PES RS, and the Public Employment Institute of Brčko District – PES BD. PES FBiH, PES RS, and PES BD.

The Labour and Employment Agency for Bosnia and Herzegovina (LEA) is an independent administrative body within the institutions of Bosnia and Herzegovina. The line ministry responsible for this PES is the BiH Ministry of Civil Affairs. The PES mandate of the LEA focusses on two core tasks:



- fulfilling international obligations in the field of employment, often in cooperation with the Ministry of Civil Affairs of BiH
- coordinating activities in the field of employment in BiH within the framework of its competences.

Especially the latter task is accomplished in cooperation with the PES FBiH and PES RS and PES BD.

The **Employment Institute of Federation of Bosnia Herzegovina** (PES FBiH) is a public and extra-budgetary institution. It is financed from unemployment contributions and was established in accordance with the Law on Mediation in Employment and Social Security of Unemployed Persons. The PES FBiH is accountable for its work to the Government of the Federation of BiH, with the mediation and supervision of the Federal Ministry of Labour and Social Policy.

The mandate of the PES FBiH covers the following tasks. It:

- monitors and proposes measures to improve the employment and social security of the unemployed
- monitors and ensures the implementation of established policies and measures in the field of labour and employment in the territory of the Federation and informs the competent bodies of the Federation
- manages funds for ensuring material security during unemployment, in accordance with this law
- monitors, harmonises, and coordinates the work of employment services in the implementation of established policies and measures in the field of employment and social security of unemployed persons within the competence of the Federation
- monitors and proposes measures for the improvement of employment of disabled persons and their professional rehabilitation and ensures the fulfilment of conditions for their employment in cooperation with employment services
- supports the implementation of vocational guidance, training and retraining programmes for the unemployed and their re-employment in appropriate jobs
- consolidates and maintains summary records in the field of labour and employment of interest to the Federation and proposes measures and necessary resources for the development and functioning of a unified information system in this field
- monitors the implementation of international agreements and agreements in the field of labour and employment related to the Federation
- represents employment services in relations with bodies and services of Bosnia and Herzegovina, the Federation, and the Republika Srpska
- approves the employment of foreign citizens and stateless persons at the proposal of the Employment Service
- monitors and takes measures to create conditions for the return of citizens of the Federation from temporary work abroad and their employment

- performs other tasks determined by the law, statute, and acts of the Federal Institute and ILO conventions and recommendations related to the field of labour, employment, and social policy
- submits an annual work report to the Parliament of the Federation of Bosnia and Herzegovina
- submits the consolidation of the annual financial plans of the PES FBiH to the Federal Ministry responsible for labour affairs.

The **Public Employment Institute of Republika Srpska** (PES RS) is a public body with the characteristics of a legal entity, which is recorded in the court register or other records of institutions as stipulated by law or other regulations. The founder of the PES RS is the Government of the Republika Srpska.

The mandate of the PES RS covers the following tasks:

- employment mediation
- public information on employment opportunities and conditions
- professional orientation and providing counselling on career planning
- vocational training and preparation for employment
- implementation of ALMPs
- issuing work permits to foreigners and stateless persons
- exercising the rights of unemployed persons in accordance with the law
- performing organisational, professional, administrative and other tasks aimed at increasing employment or reducing unemployment.

The **Public Employment Institute of Brčko District** (PES BD) is a public service established in accordance with the Law on Employment and Rights during Unemployment.

The mandate of the PES BD includes three main areas. It

- mediates between employers and the unemployed in order to help the unemployed to find a job and adjust their qualifications and skills to the requirements of the labour market
- is in charge of disbursing unemployment benefits, thus providing material security to the unemployed
- offers human resources for the successful functioning of economic entities.

## Kosovo\*

The Employment Agency/PES is an independent body (a legal entity) within the Ministry of Finance, Labour and Transfers (MFLT). It is led by its Director appointed by the Ministry and supported by the Advisory Board<sup>4</sup>.

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<sup>4</sup> According to the Article 12 of the Law, the Board does not have a decisive voice but rather provides an advice <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=8983>

The **PES mandate** is defined by the Law on the Employment Agency<sup>5</sup>. The PES is an executive body responsible for the

- provision of employment services
- administration and implementation of the ALMPs including vocational training
- provision of labour migration counselling
- payment of maternity leave compensation
- proof of unemployment status as a condition for access to social assistance.

## Montenegro

The Public Employment Service of Montenegro (the PES) is a legal entity with the status of a government fund. It falls under the authority of the Ministry of Labour and Social Welfare.

The PES is in charge of all activities related to employment as determined by the Law on Mediation in Employment and Rights arising from Unemployment, further regulations, and the Statute of the PES. According to its **mandate**, the PES

- monitors, analyses, and researches economic, social, and other trends, employment and unemployment, as well as their mutual influences, on the basis of which it proposes measures to increase employment
- monitors and analyses data on unemployed foreigners, who are registered as unemployed persons, and on employed foreigners in Montenegro, based on data obtained from the competent authorities
- monitors and evaluates the effects of the implementation of active labour market policies (ALMPs) in order to improve existing and create new ALMPs
- keeps records in the field of employment
- cooperates with employers, educational institutions, and other legal or natural persons in the implementation of employment-related activities
- implements international employment agreements
- cooperates in the field of employment at the international level
- decides on rights during unemployment in accordance with the law
- performs further activities in the field of employment in accordance with the aforementioned law and other regulations.

## North Macedonia

The Employment Service Agency of North Macedonia (ESA) was founded by the Government of North Macedonia as a public institution whose operations are based on a number of legal acts, strategies, action plans, and programmes that concern various labour market aspects. The **main activities** of the ESA are the following:

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<sup>5</sup> <https://gzk.rks.gov.net/ActDocumentDetail.aspx?ActID=8983>

- intermediation for employment,
- counselling for employment,
- professional orientation,
- insurance in the case of unemployment,
- providing active labour market programmes and measures,
- issuing personal working licenses for foreign workers and providing opinion for quota accomplishment and the actual needs on the labour market in North Macedonia,
- creating analytical, development, and specialised materials in the domain of the ESA work,
- providing public information about the labour market.

The ESA is also in charge of processing applications regarding unemployment benefits granted in case of unemployment as specified in the Law for Employment and Insurance.

## Serbia

The National Employment Service of Serbia (NES) is a legal entity with the status of a mandatory social insurance organisation. Its **mandate** is defined on the basis of the Law on Employment and Unemployment Insurance and covers the handling of the following tasks:

- employment
- unemployment
- records in the field of employment and employment abroad.

In addition to the above, the NES also performs professional-organisational, administrative, economic-financial, and other general tasks in the field of employment and unemployment insurance.

**To sum up**, the WB PES provide job mediation/brokerage services which include the activities of helping jobseekers find work, take vacancies notified by employers, etc., though the range and extent of these services are likely to differ. All PES except for the LEA also provide (to varying extents) ALMPs (Table 1.). All but two PES (Kosovo\* and the LEA) are involved with the administration of benefits such as calculating, monitoring eligibility, and making benefit payments (though there may be differences in benefit systems and eligibility criteria). These three activities form the core of PES work but other activities commonly found were monitoring the labour market (gathering information and analysing it), in addition to providing labour market information and labour migration counselling.

Table 1. **PES responsibilities for service delivery**

Service responsibility	AL	BiH/ LEA	BiH/ PES FBiH	BiH/ PES RS	BiH/ PES BD	Kosovo*	ME	NM	SR
Job mediation services	✓	x	✓	✓	✓	✓	✓	✓	✓
Provision of ALMPs	✓	x	✓	✓	✓	✓	✓	✓	✓
Unemployment benefits	✓	x	✓	✓	✓	x	✓	✓	✓

## 2.2. PES administrative structures

### Albania

The administrative structure of the NAES consists of three tiers:

- the central level with one General Directorate
- the regional Level which comprises 12 Regional Employment Directorates and 10 Regional Directorates of Public Vocational Training
- the local level which comprises 40 Local Employment Offices and 34 Vocational Schools.

### Bosnia and Herzegovina

The offices of the LEA are located in Sarajevo with no additional Regional or Local Offices since the LEA is not responsible for offering services immediately to customers.

In the Federation of Bosnia and Herzegovina, there are 10 cantonal level employment services, which are separate legal entities established by cantonal law. They are accountable for their work primarily to the cantonal level ministry of labour and the cantonal parliament, not to the PES FBiH. The PES FBiH is in charge of cooperation with cantonal employment services, which in turn are responsible for the development of employment and implementation of ALMPs at the cantonal level. Still, activities are coordinated between the cantonal level services by the PES FBiH.

The organisational units of the PES RS are branches (Regional Offices) and bureaus (Local Offices), namely 7 Regional Offices (Banja Luka, Prijedor, Dobo, Bijeljina, Zvornik, Trebinje, and East Sarajevo) and 60 Local Offices, which directly provide services to customers, both jobseekers and employers.

The PES BD is not segmented into smaller territorial units but represents a single organisation for the entire area of the Brčko District of BiH.

### Kosovo\*

The **PES administrative structure** comprises a Central Office, a network of 34 municipal employment offices (local PES office) (EO), seven Vocational Training Centres (VTC), and seven Career Orientation Centres, one in each region.

### Montenegro

Regarding the organisational and regional structure, the service provision of the PES is based on a functional and territorial principle, consisting of the Head Office of the PES in Podgorica as well as 8 Regional Offices and 24 Local Offices across Montenegro .

### North Macedonia

The ESA fulfils its activities throughout its Head Office in Skopje and 30 local Employment Centres.

## Serbia

The administrative structure of the NES consists of three tiers:

- Head Office located in Belgrade (with a formal postal mailbox registered in Kragujevac)
- Provincial Offices in Novi Sad and Kosovska Mitrovica
- 34 Local Branch Offices as well as 13 Service Centres, 124 Small Local Offices and 18 outposts throughout Serbia.

To sum up, a three-tier structure of the PES system with the Head office, regional and local PES offices is set up in all PES except the LEA, the PES FBiH, the PES BD, and the ESA in North Macedonia. A network of vocational training centres/schools is embedded in the PES organisational structure only in Albania and Kosovo\*.

Table 2. **PES administrative setting**

Service responsibility	AL	BiH/ LEA	BiH/ PES FBiH	BiH/ PES RS	BiH/ PES BD	Kosovo*	ME	NM	SR
Head office	1	1	1	1	1	1	1	1	1
Regional PES offices	12	-	10	7	-	-	8	-	2
Local offices	40	-		60	-	7	24	30	34 & 124
Vocational Training Centres or schools	34	-	-	-	-	7	-	-	
Carrier Orientation Centres		-	-	-	-	7	-	-	

## 2.3. PES Strategic goals, objectives and key performance indicators

### Albania

There are in total four **objectives** of the NAES which are defined in the National Strategy for Employment and Skills 2019-2022:

- promoting opportunities for decent work through active labour market policies
- providing quality professional education and training for young people and adults
- promotion of social inclusion and territorial cohesion
- strengthening the governance of the labour market and the system of professional qualifications.

While the strategic targets for the NAES are set every four years, the objectives and tasks are defined annually for each directorate of the PES by the Directorate of Planning and Performance in cooperation with the Technical Directorates.

There is a number of **KPIs** applied by the NAES to measure its performance and achievement of above-mentioned objectives. The KPIs are collected over the course of working with unemployed persons and persons receiving vocational education and training. The main indicators are:

- indicators related to the enrichment of the register of jobseekers and employers in Employment Services
- level of announcement and completion of job vacancies
- level of mediation of unemployed jobseekers
- level of participation and successful completion of active labour market programmes
- employability level, post training, and post promotion
- level of registration, certification (success rate), and employment in vocational education and training.

The above-mentioned KPIs are again divided into sub-indicators which are used for the purposes of monitoring and performance evaluation.

## Bosnia and Herzegovina

The objectives of the **LEA** are the following:

- The strategic goal is to increase the employment rate in BiH .
- The medium-term goal is to improve the system of coordination of activities in the field of labour and employment.
- A specific goal is to improve policies and coordination with the competent institutions of BiH in the field of labour and employment.

There are two **KPIs** to measure the performance of the **LEA**:

- Number of employed workers from BiH according to employment agreements
- Number of certificates issued on the basis of resolved claims in the field of social security on the basis of unemployment.

For the **PES FBiH** there are four objectives:

- implementation of defined policies and measures to increase labour market efficiency
- provision of adequate material (financial) and social security to unemployed persons
- development and implementation of ALMPs
- provision of information for all interested parties about the situation in the field of employment.

A set of four **KPIs** is used to measure its performance and contribution to the set goals for the **PES FBiH**:

- integration of unemployed persons into the labour market before they become long-term unemployed

- reduction of the registered unemployment rate
- targeting and activation of unemployed people from vulnerable groups
- proposition and implementation of ALMPs.

The objectives of the **PES RS** are to:

- reduce the unemployment rate, especially of young and hard-to-employ people
- increase labour mobility
- promote the concept of lifelong learning
- reduce the share of long-term unemployment
- match supply and demand of labour on the labour market
- provide material security for the unemployed
- perform the functions of the PES RS in a legal, efficient and effective manner.

**KPIs of the PES RS** to measure its performance are:

- reduction of the rate of registered unemployment
- reduction of the rate of long-term unemployment
- reduction of the share of registered young and hard-to-employ persons among the total population of active jobseekers
- satisfying the need of employers for workforce.

The objectives of the **PES BD** are to:

- reduce the unemployment rate
- establish the best possible cooperation with employers based on partnerships
- match supply and demand in the labour market
- develop an appropriate IT support and professional development of employees
- support unemployed persons in exercising their rights.

To operationalise and measure the achievement of this set of objectives, a set of three **KPIs** is applied by the **PES BD**:

- reduction of the registered unemployment rate
- adjustment of labour supply to labour market requirements through training, counselling, and other incentives
- preparation and encouragement of the unemployed, as well as providing stimulation for taking up entrepreneurship.



## Kosovo\*

The strategic PES goal is “to reduce inactivity, increase employment, develop skills in accordance with labour market requirements, and better management of the labour market.”

PES goals are translated into the following PES objectives (Table 3), for each of which the achieved progress is monitored by the following KPIs:

Table 3. **PES objectives and KPIs, Kosovo\***

Objectives	Key performance indicators
1. Improve the quality and efficiency of public employment services	1.1. Increasing the number of unemployed registered in the EO 1.2. Increasing the number of registered vacancies (with online services, not taking into account ALMP) 1.3. Increase of realized mediations (without online services, without ALMP) 1.4. Increasing the number of Businesses that have cooperated with EO (without online services) 1.5. Increasing the level of satisfaction with PES services
2. Reform / modernise vocational training services according to the demands of the labour market	2.1. number of accredited professions 2.2. number of updated professions 2.3. % of candidates trained in public-private partnerships
3. Expand coverage and increase the efficiency of active labour market measures (ALMPs)	3.1. number of beneficiaries in ALMP 3.1.1. number trained beneficiaries 3.2. % of young people benefiting from ALMP 3.3. % of women benefiting from ALMP 3.4. % of persons with disabilities benefiting from ALMP 3.5. % of persons from the Roma Ashkali and Egyptian communities who benefit from the ALMP 3.6. % of persons from category II social assistance who benefit from ALMP 3.7. % of persons employed 6 months after completion of ALMP 3.7.1 % of employed persons 6 months after the completion of training by VTC
4. Develop and improve analysis of various aspects of the labour market	4.1. Functional Information System for Labour market (yes/no) 4.2. number of published reports on the labour market 4.3. number of gap analyses for skills

Source: PES self-assessment

The setting of the annual PES objectives and targets is led by the Central PES office with the involvement of the local PES staff through participation in working group discussions. Targets are revised every 3 months. As a rule, it is expected that 60% of each target is achieved in the first 6 months of the year.

## Montenegro

The main goal of the PES is to help the unemployed in getting involved in the world of work as quickly and as readily as possible. At the same time, the PES strives to offer employers the most suitable candidates for filling their vacancies to address the challenges they face in pursuing their business.

The objectives of the PES are defined in the National Employment Strategy 2021-2025 and are related to:

- achieving employment growth
- investing in quality and safe jobs through improving the business environment
- creating knowledge and competencies for the labour market in the digital age
- improvement of the position of the unemployed in the labour market through efficient labour market services and ALMPs
- strengthening social inclusion and reducing poverty
- ensuring the efficient functioning of the labour market.

To measure the performance of the PES and the achievement of its objectives, the following set of eight KPIs is applied:

- Total number of unemployed
- Population employment rate age 20-64
- Unemployment rate age 15-74
- NEET rate for youths aged 15-24
- Gender gap in employment
- Increase in registered employment
- Increase of participation of individuals who have basic or above basic overall digital skills for the population age 16-74
- Reduction of the registered unemployment rate.

## North Macedonia

The medium-term objectives of the **ESA** are the following:

- Development of the ESA services in order to increase the labour force competitiveness and to meet the labour market needs;
- Development of the human resources potential and the administrative capacity of the ESA for creating and providing new services on the labour market;
- Achieving a significant role of the ESA on the labour market through establishing partner relationships with other factors in creating and realization of employment policies.

To measure the performance of the PES and the achievement of its objectives, **core indicators** are defined in the Annual Working Programme of the ESA. They refer to the following:

- Increasing the efficiency in dealing with employers, that will be assessed by the increased number of employers who benefit from the services and increased number of hirings with intermediation by the ESA;

- Enhancing the individual approach in working with the unemployed persons by their profiling, counseling, career guidance, and preparation of individual employment plans;
- Increasing the labour market integration of long-term unemployed persons, persons with disabilities, and other unemployed from the vulnerable categories, through monitoring the period of employment after participating in some of the active labour market policy (ALMP) measures.
- Enhancing the human resources capacities of the ESA and improving the working conditions, that will be assessed by the quality of the provided services.

## Serbia

The objectives of the NES are derived from the Employment Strategy for the period from 2021 to 2026<sup>6</sup> (Employment Strategy) as the most important strategic labour market policy document. In accordance with this Strategy, the general goal of the NES is to establish stable and sustainable employment growth based on knowledge and decent work. Specific objectives of the NES include:

- growth of quality employment through cross-sectoral measures aimed at improving the supply of labour and the demand for labour
- improved position of unemployed persons in the labour market
- improved institutional framework for employment policy.

There are 17 **KPIs** derived from the 2021 Agreement on the Performance of the NES is signed annually between the NES and the Ministry for Labour, Employment, Veteran and Social Affairs:

- The share of employment from the NES records in the total number of unemployed persons on the records is at least 49%.
- Participation of persons registered in the NES records as a result of being informed about the services and ALMPs through the employment caravan, in relation to the total number of those informed, amounts to at least 15%.
- At least 25,000 employers use the services of the NES (i.e., ALMPs).
- The number of reported needs of employers for the employment in vacant positions amounts to at least 125,000.
- The satisfaction of employers' expressed needs for employment/work engagement amounts to at least 55% within 180 days after receiving notification of the need for employment.
- The number of unemployed persons from the NES records included in ALMPs through local planning documents amounts to at least 7,150.
- The share of long-term unemployed who are employed from the NES records, in the total number of long-term unemployed on the NES records, amounts to at least 25%.

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<sup>6</sup> Employment Strategy 2021-2026, available at: [https://socijalnoukljucivanje.gov.rs/wp-content/uploads/2021/08/Strategija\\_zaposljavanja\\_u\\_Republici\\_Srbiji\\_2021-2026\\_engleski.pdf](https://socijalnoukljucivanje.gov.rs/wp-content/uploads/2021/08/Strategija_zaposljavanja_u_Republici_Srbiji_2021-2026_engleski.pdf) (accessed 30 August, 2022)

- The participation of unemployed women in ALMPs, in relation to the total number of persons included in the measures, amounts to at least 56%.
- The participation of female employees from the NES records, in relation to the total number of women on the NES records, amounts to at least 47%.
- The participation of women who started their own business with the support of a self-employment subsidy in the total number of subsidies is at least 51%.
- The participation of unemployed young people in ALMPs, in relation to the total number of young people on the NES records, amounts to at least 42%.
- The participation of unemployed persons with disabilities in ALMPs, in relation to the total number of persons with disabilities on the NES records, is at least 45%.
- The share of persons with disabilities employed in the NES records, in relation to the total number of persons with disabilities in the NES records, amounts to at least 29.5%.
- The participation of unemployed Roma in ALMPs, in relation to the total number of Roma on the records of the NES, amounts to at least 25%.
- The share of Roma employees from the records of the NES, in relation to the total number of Roma on the records of the NES, amounts to at least 22%.
- The share of the number of beneficiaries of financial social assistance included in the ALMPs, in relation to the total number of these beneficiaries on the records of the NES, amounts to at least 21%.
- The share of the number of beneficiaries of cash social assistance for employees from the records of the NES, in relation to the total number of these beneficiaries on the records of the NES, is at least 13%.

## 2.4. Development of total budget and budget structure

The part of the total annual PES expenditure allocated to the implementation of the active labour market policy measures varies significantly between WB PES, from 5.6% in Serbia to 89.0% in PES FBiH. The particularly high share for PES FBiH is mainly due to the fact that the actual provision of services to jobseekers and employers is not part of their portfolio but is done by the PES on the level. Thus, the expenditures of this PES focus strongly on ALMPs. But even if this case is excluded, the level of variation between the WB PES remains very high.

Table 4. **Total annual PES expenditure in EUR, and a share spent for ALMPs, 2019-2021**

		2019	2020	2021	2019	2020	2021
		of which (in absolute numbers)			a share from the total, %		
<b>ALBANIA</b>	Total annual expenditure	12,293,515	12,871,965	15,446,357	100	100	100
	Expenditure for ALMPs	5,080,122	2,554,697	5,731,561	41.3	19.8	37.1

		2019	2020	2021	2019	2020	2021
		of which (in absolute numbers)			a share from the total, %		
<b>BiH/ LEA</b>	Total annual expenditure	551,058	534,160	508,852	100	100	100
<b>BiH/PES FBiH</b>	Total annual expenditure	21,562,908	23,847,095	25,467,365	100	100	100
	Expenditure for ALMPs	18,432,559	17,673,655	22,709,890	85.5	74	89.2
<b>BiH/ PES RS</b>	Total annual expenditure	24,083,720	29,445,894	35,330,375	100	100	100
	Expenditure for ALMPs	11,523,099	8,417,098	13,651,927	47.8	28.6	38.6
<b>BiH/PES BD</b>	Total annual expenditure	2,223,661**	n.a.	n.a.	100	100	100
	Expenditure for ALMPs	568,232*	n.a.	n.a.	25.6*	n.a.	n.a.
<b>Kosovo*</b>	Total annual expenditure	8,249,313	6,687,552	7,764,988	100	100	100
	Expenditure for ALMPs	4,317,512	2,630,332	3,862,514	52.3	39.3	49.9
<b>MONTENEGRO</b>	Total annual expenditure	32,273,919	39,346,697	38,810,012	100	100	100
	Expenditure for ALMPs	3,032,774	3,393,640	2,808,339	9.4	8.6	7.2
<b>NORTH MACEDONIA</b>	Total annual expenditure	49,540,859	53,131,775	54,397,984	100	100	100
	Expenditure for ALMPs	19,040,387	20,569,972	24,613,131	38.4	38.7	45.3
<b>SERBIA</b>	Total annual expenditure	192,619,987	181,787,160	226,233,821	100	100	100
	Expenditure for ALMPs	39,812,714	36,659,426	49,226,146	5.6	6.3	5.6

\*\*data of 2018

Source: PES self-assessment report

## 2.5. PES staff<sup>#</sup> development 2019-2021, in absolute numbers

Between 2020 and 2021, the vast majority of the WB PES experienced a reduction in staff numbers. The most significant drop was in Kosovo\*.

Table 5. Development of human resources, 2019-2021

	2019	2020	2021	2019	2020	2021
	in absolute numbers			year to year change, %		
AL	-	485	485	-	-	0

	2019	2020	2021	2019	2020	2021
	in absolute numbers			year to year change, %		
BiH/LEA	30	28	27	-	-6	-3
BiH/ PES FBiH	n.a.	n.a.	337		n.a.	n.a.
BiH/ PES RS	333	351	337		5.4	
BiH/ PES BD	26**	n.a.	n.a.		n.a.	n.a.
Kosovo*	260	254	228	-	-2.3	-10.2
ME	301	314	309	-	4.3	-1.6
NM	414	392	384	-	5.3	-2.0
SR	1,615	1,608	1,589	-	-0.4	-1.2

# 31 December of the year in Fill-time equivalent

\*\* in 2018

Source: PES self-assessment reports

# 3. Description of ALMPs implemented by the PES

The comparative Report on the WB PES presents the aggregated information about the active labour market policy measures (ALMPs) applied by the PES in the WB economies, while detailed descriptions can be found in the economy-specific reports, available at ESAP webpage.<sup>7</sup>

## Classification of interventions by type of action / categories

### 1. Labour market services

- 1.1. Client services
  - 1.1.1. Information services
  - 1.1.2. Individual case management
- 1.2. Other activities of the PES
  - 1.2.1. Administration of LMP measures
  - 1.2.2. Administration of LMP supports
  - 1.2.3. Other services / activities

### 2. Training

- 2.1. Institutional training
- 2.2. Workplace training
- 2.3. Alternate training
- 2.4. Special support for apprenticeship

### 4. Employment incentives

- 4.1. Recruitment incentives
  - 4.1.1. Permanent
  - 4.1.2. Temporary
- 4.2. Employment maintenance incentives
- 4.3. Job rotation and job sharing
  - 4.3.1. Job rotation

<sup>7</sup> The following category "3. Job rotation and job sharing", is not used anymore in the Classification, thus it is excluded in the above presented Table –this category is included in category 4, per the EC Labour market policy Statistics - Methodology 2018, downloadable at ( Publications catalogue - Employment, Social Affairs & Inclusion - European Commission ([europa.eu](http://europa.eu)))

## 4.3.2. Job sharing

**5. Sheltered and supported employment and rehabilitation**

## 5.1. Sheltered and supported employment

## 5.2. Rehabilitation

**6. Direct job creation****7. Start-up incentives**

**Labour market services** (Category 1) that facilitate the integration of unemployed and other jobseekers in the labour market and assist employers in recruiting and selecting staff are similar, with only a few minor exceptions, to all PES (with exception to the LEA) covered by the project. These services include

- Counselling of jobseekers and employers
- Design and issuing of the Individual Action Plans, and monitoring of their implementation
- Job search training
- Vocational counselling/Career guidance
- Informing for legal migration.

**Labour market policy measures** cover measures for activation of unemployed people and other populations including training, job rotation and job sharing, employment incentives, supported employment and rehabilitation, direct job creation, and start-up incentives (categories 2, 4, 5, 6 and 7). The synopsis Table presents the list of active labour market policy measures (ALMPs) provided by PES and their correspondence to the classification of the ALMPs as in the EU-classification for the Labour Market Policy (LMP) database<sup>8</sup> (category in the left column).

Table 6. **PES provided ALMPs<sup>9</sup> by the EU LMP DB categories<sup>10,11</sup>**

<b>2. Training</b> covers measures that aim to improve the employability of LMP target groups through training, and which are financed by public bodies.				
	<b>AL</b>	<b>BiH/PES FBiH</b>	<b>BiH/PES RS</b>	<b>BiH/PES BD</b>
2.1.	○ Training provided by public VET providers free of charge for unemployed jobseekers	○ "Looking for an employer"	○ "Adult education and lifelong learning" ○ Training on self-employment, skills development	○ "Preparation for the labour market" ○ "Employment for hard-to-employ categories"

<sup>8</sup> <https://ec.europa.eu/social/main.jsp?catId=1143&intPagId=3227&langId=en>

<sup>9</sup> The list is not exhaustive but limited to the measures known at the time of reporting

<sup>10</sup> Allocation is provisional; an in-depth investigation of every measure and its components is needed to make it precise

<sup>11</sup> The following category "3. Job rotation and job sharing", is not used anymore in the Classification, thus it is excluded in this Table –this category is included in category 4, per the EC Labour market policy Statistics - Methodology 2018, downloadable at ([Publications catalogue - Employment, Social Affairs & Inclusion - European Commission \(europa.eu\)](#))



2.2.	On-the-job training programme	○ "Service in cooperation with employers"	○ Training with later employer	
	<b>Kosovo*</b>	<b>ME</b>	<b>NM</b>	<b>SR</b>
2.1.	<ul style="list-style-type: none"> <li>○ Vocational training of the RU in VTCs</li> <li>○ Upskilling and re-skilling of jobseekers</li> </ul>	<ul style="list-style-type: none"> <li>○ Education and training of adults</li> <li>○ Professional training of persons with acquired higher education</li> </ul>	<ul style="list-style-type: none"> <li>○ Training for specific skills on demand by the employer</li> <li>○ Training for in-demand occupations</li> <li>○ Training for drivers</li> <li>○ Training for advanced IT skills</li> <li>○ Training for advanced IT skills with co-financing</li> <li>○ Training for community care services</li> </ul>	<ul style="list-style-type: none"> <li>○ Active Job Search Training (for skilled and unskilled jobseekers)</li> <li>○ Self-efficiency Training</li> <li>○ Entrepreneurship Training</li> <li>○ Functional Basic Training of Adults</li> <li>○ Training for the Labour Market</li> </ul>
2.2.	<ul style="list-style-type: none"> <li>○ Internship</li> <li>○ On-the-job training</li> </ul>	<ul style="list-style-type: none"> <li>○ Training for work at the employer</li> <li>○ Training for independent work</li> </ul>	<ul style="list-style-type: none"> <li>○ Training for known employer</li> <li>○ Internship programme</li> </ul>	<ul style="list-style-type: none"> <li>○ Internship for young people with higher education</li> <li>○ Internship for unemployed with secondary education</li> <li>○ Professional training</li> <li>○ Acquisition of practical knowledge</li> <li>○ Training at the request of an employer</li> <li>○ Training for the needs of an employer for the employee</li> </ul>
<b>4. Employment incentives</b> cover measures that facilitate the recruitment of unemployed persons and other target groups or help to ensure the continued employment of persons at risk of involuntary job loss.				
	<b>AL</b>	<b>BiH/PES FBiH</b>	<b>BiH/PES RS</b>	<b>BiH/PES BD</b>
4.1.	<ul style="list-style-type: none"> <li>○ Wage subsidy programme</li> <li>○ Internship Programme</li> <li>○ Anti-COVID ALMP for the reintegration of workers</li> <li>○ Anti-COVID ALMP for the reintegration of informal workers</li> </ul>	<ul style="list-style-type: none"> <li>○ "Your Opportunity"</li> <li>○ "Women Employment"</li> <li>○ "Opportunity for All"</li> <li>○ "Contribution 500"</li> <li>○ "Employment of Demobilised Soldiers"</li> <li>○ "Seasonal Employment"</li> <li>○ "New Opportunity"</li> </ul>	<ul style="list-style-type: none"> <li>○ Wage subsidies</li> </ul>	<ul style="list-style-type: none"> <li>○ "Employment for hard-to-employ categories"</li> <li>○ "Roma Employment"</li> </ul>

	Kosovo*	ME	NM	SR
4.1.	<ul style="list-style-type: none"> <li>○ Subsidised employment (wage subsidy)</li> </ul>	<ul style="list-style-type: none"> <li>○ Incentive to work seasonal employment</li> </ul>	<ul style="list-style-type: none"> <li>○ Wage subsidies</li> <li>○ Employment and growth of legal entities</li> <li>○ Support for the employment of disabled people</li> <li>○ Wage supplement for youth</li> </ul>	<ul style="list-style-type: none"> <li>○ Wage subsidy for hard-to-employ jobseekers</li> <li>○ Wage subsidy for persons with disabilities with no work experience</li> </ul>
<b>5. Sheltered and supported employment and rehabilitation</b> cover measures that aim to promote the labour market integration of persons with reduced working capacity through sheltered or supported employment or through rehabilitation.				
	AL	PES FBiH	PES RS	PES BD
5.1.	<ul style="list-style-type: none"> <li>○ Wage subsidy programme</li> <li>○ Internship Programme</li> <li>○ Anti-COVID measure for the reintegration of workers</li> <li>○ Anti-COVID measure for the reintegration of informal workers</li> </ul>			
	Kosovo*	ME	NM	SR
5.2.		<ul style="list-style-type: none"> <li>○ Vocational rehabilitation measures</li> </ul>		<ul style="list-style-type: none"> <li>○ Workplace adaptation</li> <li>○ Provision of professional support to a newly employed person with a disability</li> </ul>
<b>6. Direct job creation</b> covers measures that create additional jobs, usually of community benefit or socially useful, in order to find employment for the long-term unemployed or persons otherwise difficult to place.				
	AL	PES FBiH	PES RS	PES BD
		<ul style="list-style-type: none"> <li>○ Public works</li> <li>○ "Helping those in need"</li> </ul>		
	Kosovo*	ME	NM	SR
	<ul style="list-style-type: none"> <li>○ Public works</li> </ul>	<ul style="list-style-type: none"> <li>○ Public works ("Personal assistant", "Care of the elderly" and Environmental protection programs, educational, cultural, and other socially beneficial programmes)</li> </ul>	<ul style="list-style-type: none"> <li>○ Public Works</li> <li>○ Community work programme</li> <li>○ Support for creating new jobs by opening new legal entities who will provide community care services</li> </ul>	<ul style="list-style-type: none"> <li>○ Public works</li> </ul>

7. Start-up incentives cover measures that promote entrepreneurship by encouraging the unemployed and other target groups to start their own business or to become self-employed.				
	AL	PES FBiH	PES RS	PES BD
		<ul style="list-style-type: none"> <li>○ "Youth entrepreneurship"</li> <li>○ "Women Entrepreneurship"</li> <li>○ "Entrepreneurship for Demobilised Soldiers"</li> <li>○ "Second Chance"</li> </ul>	<ul style="list-style-type: none"> <li>○ Start-up incentives based on payment of benefits as a lump sum</li> </ul>	<ul style="list-style-type: none"> <li>○ "Employment in agriculture in Brcko District"</li> <li>○ Start-up incentives for persons registered with the PES BD</li> <li>○ "Roma Employment"</li> </ul>
	Kosovo*	ME	NM	SR
	<ul style="list-style-type: none"> <li>○ Self-employment supporting scheme</li> </ul>		<ul style="list-style-type: none"> <li>○ Financial support for self-employment (entrepreneur-ship)</li> </ul>	<ul style="list-style-type: none"> <li>○ Subsidy for self-employment</li> <li>○ One-time payment for self-employment</li> </ul>

## The LMP database

LMP statistics are one of the data sources for monitoring the Employment Guidelines. The guidelines specifically refer to the provision of active labour market policies, which cover LMP measures and LMP services, and adequate social security systems, which include LMP support.

The scope of LMP statistics is limited to public interventions which are explicitly targeted at groups of persons with difficulties in the labour market: the unemployed, persons employed but at risk of involuntary job loss, and inactive persons who would like to enter the labour market. Data on public expenditure and participants (stock and flows) are collected annually from administrative sources. According to the LMP methodology, labour market interventions are classified by type of action.

- **LMP services** cover all services and activities of the public employment service (PES) together with any other publicly funded services for jobseekers.
- **LMP measures** cover activation measures for the unemployed and other target groups including the categories of training, job rotation and job sharing, employment incentives, supported employment and rehabilitation, direct job creation, and start-up incentives.
- **LMP support** covers financial assistance that aims to compensate individuals for loss of wage or salary (out-of-work income maintenance and support, i.e. mostly unemployment benefits) or which facilitates early retirement.

The quantitative data on expenditure and participants are complemented by a set of qualitative reports which describe each intervention, how it works, the main target groups, etc.

Source: <https://ec.europa.eu/social/main.jsp?catId=1143&intPagId=3227&langId=en>

## 4. The labour market development 2019-2021

The economic development of all of the WB economies over the last three years, and also of all economies in Europe, was significantly affected by the COVID-19 pandemic. Below are the statistics from LFS data factsheets (**Figure 1**)<sup>12</sup> and the PES Benchlearning indicators derived from the PES administrative data collected during the WB PES BL cycle (**Table 7**). It should be noted that although the data are presented together for convenience, direct comparisons between PES with the performance indicators should not be made. These figures have not been adjusted to take into account the context that each PES operates in and therefore any differences in these figures may be, at least partially, explained by this. However, where relevant, comparisons within PES can be made.

### LFS Data

The general trend with respect to GDP was similar for all the WB PES. In contrast to the period of growth in the years preceding the COVID-19 pandemic, where each economy typically saw annual growth of between 2 to 4%, 2020 saw a sharp decline in GDP before seeing a recovery in 2021.

The labour markets of the WB PES proved to be relatively robust during the pandemic with almost all economies seeing only a marginal drop in employment between 2019 and 2020 for both males and females with the exception of only Montenegro which saw the same trend but with a more pronounced drop. Due to the importance of the service sector in Montenegro, it is plausible that this can be attributed to a particularly high number of lay-offs in this sector during the pandemic. The trends of the WB economies' employment rates are similar to those of the EU-27 data, also included in Figure 1, over the same time period. However, the WB economies all show lower employment rates for both males and females than the EU-27. In particular, Bosnia and Herzegovina, Kosovo\* and Montenegro have the lowest employment rates in 2020 relative to the EU-27 for males and these lower employment rates are even more pronounced for women although it should be noted that the EU-27 also shows a 10 percent point drop in the employment rates of women relative to men.

Unemployment rates as a percentage of the active population of 15-74 years for both males and females in 2020, including youth unemployment as a percentage of the labour force aged 15-24 years, were relatively high in the WB economies and only North Macedonia and Serbia saw higher unemployment rates for males than females in 2020. Indeed, almost all the WB economies observed double the unemployment rate of the EU-27, including youth unemployment, apart from Serbia which observed a similar figure for females and only a slightly higher rate for males.

Finally, the data for young people with tertiary education, as a percentage of the population aged 30-34 years, data for the WB economies in 2020 also saw similarities with EU-27 data, with considerably higher figures for females compared to males.

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<sup>12</sup> Factsheets, 2021 edition, KS-08-21-097-EN-N

## PES Benchmarking Indicators

The PES Benchmarking indicators for the last three years derived from the PES administrative data are displayed in Table 7. Definitions for the underlying variables were defined to be in alignment with the current European PES Benchmarking project and requested from the WB PES. The resulting PES Benchmarking indicators give an overview of the core of the WB PES performances during the 2019-2021 period and demonstrate the clear impact of the COVID-19 pandemic on the PES. Once again, as mentioned earlier, comparisons should only be made within PES and not between PES.

The general trend of levels of registered unemployed (RU) for most of the WB economies was in alignment with those of the EU-27, with large increases of RU in 2020 relative to their 2019 levels. The mixed levels of recovery from the pandemic in 2021 across the economies can be partially gauged by the behaviour of the RU levels. The PES FBiH and Kosovo\* saw RU fall again, with the latter observing a fall of 51% compared to 2020. Albania, Montenegro, and North Macedonia all observed further increases in RU in 2021, with Montenegro and North Macedonia observing an increased rate of growth of RU relative to 2020. Interestingly, Serbia and the PES of Brčko and the PES of Republika Srpska saw a fall in RU in 2020 of 5%, 12%, and 4%, respectively. These reductions in RU continued into 2021 for all three of the PES, increasing to an annual decrease of 12% for the Republika Srpska PES, but to a lesser extent for the other two.

ALMP participation was also negatively impacted by the COVID-19 pandemic with all the WB PES reporting fewer RUs involved in ALMPs in 2020 relative to 2019. Serbia and Kosovo\* observed recoveries to these figures in 2021, with Serbia's share of RUs involved in ALMPs surpassing the 2019 level. All the other WB PES observed continued reductions in 2021 but to a lesser extent than those observed in 2020. Once again, these trends are in alignment with those observed in EU-27.

The share of RU that transitioned to employment relative to the number of RU follows a similar narrative with relatively sharp falls in the transition rate in 2020 before partial recovery in 2021. Albania observed the sharpest fall in 2020 and like Montenegro did not see a partial recovery in 2021 but the figures did stabilise. Of those transitions, fast (within 6 months) and medium (within 12 months) transitions did not appear to be negatively impacted by the pandemic and almost all PES observed increases to fast and medium transitions between 2019 and 2021. It can also be noted that fast transitions made up the majority of the medium transitions for all the WB PES which highlight the fact that successful transitions mostly occur at the beginning of an individual's unemployment spell.

The trend of the average monthly number of vacancies notified to the PES per year over the 2019 – 2021 period was similar to that of the transition rates. Relatively sharp decreases were observed in 2020 followed by a complete or partial recovery in 2021. Montenegro observed a very strong recovery in this area in 2021, with notified vacancies increasing by 34% relative to 2019. Albania and Kosovo\* were the only exceptions and continued to see declines in 2021 but to a much smaller degree than in 2020. The trend of the relationship between RUs and vacancies was inverse to that of the notified vacancies across the same period. In general, this relationship was further impacted by rising unemployment and lower notified vacancies.

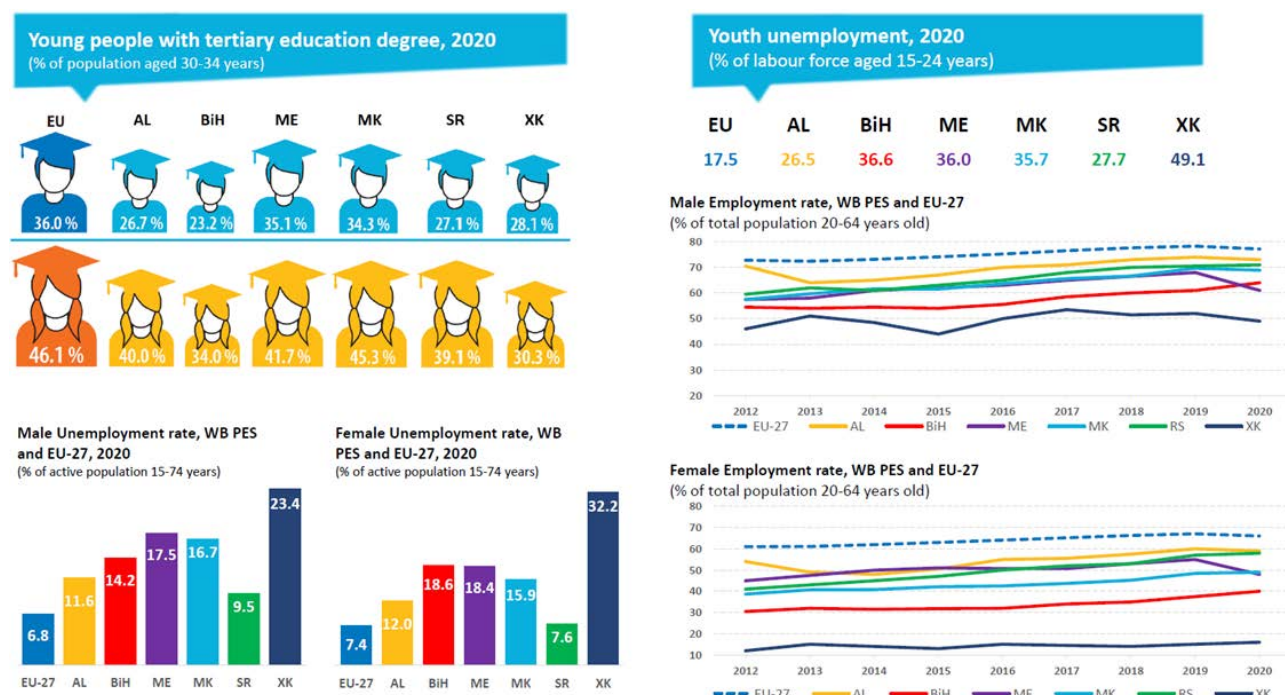
Figure 1. Key Figures<sup>13</sup>

Table 7. Annual PES Benchlearning indicators

Economy	Year	Indicators						
		Average Monthly Stock of RU	Share of RUs involved in ALMPs	Share of RUs employed during the year	Fast (within 6 months) transitions	Medium (within 12 months) transitions	Average Monthly vacancies notified to the PES per year	Relationship RUs/ vacancies
Albania	2021	87,419	5.5%	2.30%	64.0%	87.7%	2,080	42.0
	2020	82,921	5.0%	2.33%	74.3%	88.6%	2,095	39.6
	2019	70,930	7.5%	3.57%	77.0%	89.3%	4,232	16.7
BiH-Federation of Bosnia and Herzegovina	2021	311,679	n.a	2.9%	n.a.	n.a.	n.a.	n.a.
	2020	321,581	n.a	2.5%	n.a.	n.a.	n.a.	n.a.
	2019	307,864	n.a	2.1%	n.a.	n.a.	n.a.	n.a.
BiH - Republika Srpska	2021	76,037	0.5%	3.4%	51.5%	69.9%	1,579	48.2
	2020	86,696	0.3%	2.9%	56.5%	72.7%	1,088	79.7
	2019	89,900	0.5%	4.1%	45.4%	61.1%	1,217	73.9
BiH - Brčko**	2021	6,498	1.8%	2.5%	31.7%	196.2%	41	87.2
	2020	6,842	1.9%	1.5%	47.0%	49.3%	24	279.3
	2019	7,772	2.2%	1.0%	35.3%	35.2%	74	188.0
Montenegro	2021	53,723	2.3%	34.3%	60.7%	81.3%	32,351	1.7
	2020	40,942	3.4%	34.6%	68.3%	82.9%	22,750	1.8
	2019	36,346	6.1%	37.9%	63.3%	78.7%	24,161	1.5

Economy	Year	Indicators						
		Average Monthly Stock of RU	Share of RUs involved in ALMPs	Share of RUs employed during the year	Fast (within 6 months) transitions	Medium (within 12 months) transitions	Average Monthly vacancies notified to the PES per year	Relationship RUs/ vacancies
North Macedonia	2021	141,876	0.8%	2.0%	52.5%	75.4%	34,502	4.1
	2020	132,551	1.0%	2.0%	71.0%	85.7%	31,237	4.2
	2019	102,667	1.3%	2.2%	62.6%	77.1%	34,520	3.0
Serbia	2021	570,343	1.6%	3.1%	50.0%	69.6%	8,972	5.3
	2020	573,547	0.8%	2.9%	48.6%	68.2%	6,858	7.0
		604,114	1.0%	3.3%	46.7%	66.1%	9,996	5.0

Source: PES administrative data, ESAP 2 Data Collection Exercise

\*\* The BiH – Brčko supporting PES IT system does not count persons but spells for the variables containing entries/exits from RU.



## 5. Most important developments since ESAP1

In the recent four years since ESAP1, the environment in which PES operated further developed. The WB PES have undergone very different changes, ones related to a new organisation structure and receipt of new delegated functions, others with the revision of the PES services and establishment of a risk register as provided in the synopsis Table 8. below. Some of these changes are strongly linked to the new Employment strategy and the most recent update of the legislation on the employment and labour market policy of the respective economies.

The major commonalities are related to the enhancement of the IT-supporting systems, digitalisation of services, and the use of the PES digital communication with jobseekers and employers. This process in most cases “benefited” from the COVID-19 pandemic. Notable developments in the PES e-services include the possibility for the PES customers to register and report online.

While the PES of North Macedonia was the first one in the WB economies to roll out the implementation of the Youth Guarantee (YG) economy-wide after piloting it in the three municipalities in past period, the PES in all other WB economies are in different stages of preparation for the launch and implementation of the (YG) in their economy. This process includes the adjustment of primary and secondary legislation, appointment of the YG coordinator, strengthening PES partnerships, and cooperation with other public institutions.

Table 8. **Most important developments in the WB PES since 2018<sup>14</sup>**

<b>AL</b>	<ul style="list-style-type: none"> <li>○ New PES responsibility: organisation and provision of VET</li> <li>○ Introduction of the 3-tier structure: head, regional and local offices</li> <li>○ a new PES strategy for human resources management</li> <li>○ services for employers and jobseekers were split by assigning dedicated staff to each</li> <li>○ introduction of a new IT system</li> </ul>
<b>BiH/ LEA</b>	<ul style="list-style-type: none"> <li>○ an agreement on social security with Serbia</li> <li>○ enhanced and expanded data collection and analysis</li> </ul>
<b>BiH/ PES FBiH</b>	<ul style="list-style-type: none"> <li>○ introduction of the international standard ISO 9001: 2008</li> <li>○ establishment of a specialised unit focussing on research and monitoring</li> <li>○ set up of a specialised unit for working with employers</li> <li>○ establishment of a risk register</li> </ul>
<b>BiH/ PES RS</b>	<ul style="list-style-type: none"> <li>○ a new department specialised in the evaluation of ALMPs</li> <li>○ introduction of a Customer Relationship Management to collect data on the un-employed and the needs of employers,</li> <li>○ establishment of a Business Intelligence system</li> <li>○ an intensified exchange of data with other public institutions and registers</li> <li>○ an automatic approach to matching employers’ needs and jobseekers’ CVs</li> </ul>

<sup>14</sup> This Table does not include preparations and developments related to introduction of YG, except for North Macedonia



<b>BiH/ PES BD</b>	<ul style="list-style-type: none"> <li>○ introduction of a new website and corresponding digital services for customers (eBiro)</li> <li>○ development of services for employers, surveying to learn their needs</li> </ul>
<b>Kosovo*</b>	<ul style="list-style-type: none"> <li>○ new Regulation on ALMPs and adjustment of the Operation Manuals</li> <li>○ launch of the online services via <a href="http://www.aprk.rks-gov.net">www.aprk.rks-gov.net</a></li> <li>○ launch of the integrated service delivery model for jobseekers and employers</li> <li>○ introduction of the client segmentation</li> <li>○ launch of the Labour Market Barometer to support evidence-based policy making and planning</li> </ul>
<b>ME</b>	<ul style="list-style-type: none"> <li>○ set up of a new Regional PES Office and six local PES offices</li> <li>○ preparation for the implementation of the YG: setting up a responsible team, enhancement of cooperation with other public institutions</li> </ul>
<b>NM</b>	<ul style="list-style-type: none"> <li>○ adjustment of services and activities according to the newly implemented Employment and Social Reform Programme 2022</li> <li>○ implementation of Youth Guarantee (YG) pilot projects at the local level, analysis of results, and rolling-out of the YG nationally</li> </ul>
<b>SR</b>	<ul style="list-style-type: none"> <li>○ set up the new Occupational Codebook</li> <li>○ launch of the integrated e-government system ensuring PES database linkage with other public registers</li> </ul>

## 6. Impact of the COVID-19 pandemic on the PES services

For all WB PES, the outbreak of the COVID-19 pandemic posed a considerable challenge in maintaining and adapting their services to a new reality with difficult circumstances.

### Albania

The NAES was among the few institutions in Albania which remained open to the public even during periods of wide-ranging closure of businesses and institutions. The actual service provision in local PES offices was handled flexibly to provide access to services for customers both in person in the local offices and also via online channels.

The NAES significantly contributed to tackling the impact of the COVID-19 pandemic on the labour market through the following measures:

- the anti-COVID intervention for the reintegration of workers
- the anti-COVID measure for the reintegration of informal workers
- implementation of a benefit package covering three months
- training courses on digital skills for all jobseekers.

To facilitate the use of digital services, the VET Centres offered training in digital skills as part of the curriculum.

### Bosnia and Herzegovina

#### LEA

The main activities of public employment services in Bosnia and Herzegovina in 2020 were directed at ensuring ALMPs for vulnerable target groups in the labour market, improving the content and efficiency of service provision to employers and jobseekers, monitoring the situation in the labour market and improving the exchange.

To adapt the working conditions of PES staff to the COVID-19 situation, the LEA issued an Instruction on the actions of the Agency for Labour and Employment of Bosnia and Herzegovina in connection with the threat to the life and health of employees caused by the presence of the COVID-19 virus in March 2019. The Instruction determines behaviour under the conditions of the COVID-19 pandemic regarding:

- minimum work processes

- remote work
- mode of work and communication with customers.

## PES FBiH

As the F BiH government declared a state of natural disaster with a desire to preserve the health of its employees and users of its services, shift work and flexible working hours were introduced by the PES FBiH as well as online work for staff with risks. Also, the shared spaces in offices were reduced. Regarding the service to customers, the crisis staff decided on specific measures, which included online registration, online reporting, and regular reporting by e-mail. Career counselling and information were postponed, and deadlines adapted to the new circumstances.

## PES RS

The PES RS adjusted its business processes to the situation of the COVID-19 pandemic, thus also following the RS government's decision on the operating of public institutions. This meant that face-to-face communication with customers was suspended and replaced by communication via phone or e-mail. Furthermore, during the pandemic, unemployed persons did not have the obligation to report to the PES RS on a regular basis. Instead, their status was considered as if they had reported regularly.

## PES BD

For the PES BD, the pandemic pointed to the need to extend the provision of digital services. This is one of the reasons why the PES BD upgraded its website and established the eOffice application. On this platform, the communication of service provided by the PES BD to users has been enhanced. Also, direct communication between jobseekers and companies that offer employment has been enabled. With eOffice employers can search for suitable jobseekers independently via computer and telephone while jobseekers can fill out CVs according to the Europass form and find employment through the system.

## Kosovo\*

Due to the COVID-19 pandemic, in 2020 the number of the unemployed registered with the PES more than doubled. As a result, the PES staff workload doubled with no additional human resources available. The caseload of a counsellor reached 1 000 clients, and gradually decreased to 750 due to the internship scheme applied in the PES.

In times of lockdown, the need for digitalization of services and staff training has been acknowledged and specified. A web-application for registration of the unemployed and jobseekers and employers was developed and used. Nevertheless, complete registration and all services were continued to be provided face-to-face.

Besides the core PES functions, the PES was involved in a number of government response measures, and in 2021 received an additional budget of EUR 6,825,190 to implement the following measures from the Economic Recovery Package:

- “Return to work of those who lost their place during the Pandemic”.
- “Support for formalized employees”
- “Employment Support for Women”.

## Montenegro

There were several emergency measures launched by the government of Montenegro which also caused the need for changes in the PES organisation, its work arrangements, service provision, and general functioning. In line with the general measures to prevent the spread of the COVID-19 virus, the PES adopted a set of measures in March 2020 to protect its staff and customers while at the same time ensuring the provision of its core services also under these changed circumstances. The measures were repeatedly adjusted and supplemented based on the development of the epidemiological situation over the following months. However, the adaption of government regulations to the specific circumstances of the PES also posed significant challenges. To make customers aware of these changes and adaptations of services, several channels of communication were used, such as public media, the website of the PES, the provision of information on the phone as well as physical notes displayed on the premises of the PES offices.

## North Macedonia

The COVID-19 pandemic had a considerable impact on the organisation and provision of services by the ESA. Since March 2020, the regular check-in of the registered unemployed every 30 days was stopped; the provision of ALMPs was suspended until the end of 2020. However, there was a possibility for newly unemployed to register with the PES in order to benefit from the Government measures against the pandemic.

Since the start of the COVID-19 pandemic, the ESA employees were given the possibility to work from home. In addition, the number of employees on-site was drastically reduced by introducing their rotation since all contacts in person with the customers were banned. The regular meetings including the coordination with the Employment Centres at the local level were held online.

At the beginning of 2021 the operation of the ESA started according to the new circumstances by applying the protection measures prescribed by the Government. In this context, the workers who lost their jobs due to the pandemic were considered as a specific target group for the ALMP measures such as: employment subsidies, grants for self-employment, and some specific training.

## Serbia

Following the “Plan of examples of preventive measures against the impact on the safety and health of employees and users of services related to the prevention of the occurrence and spread of an infectious disease epidemic” (adopted by NES in August 2020), the NES managed to continue providing services and ALMPs over the COVID-19 period with certain adjustments, mainly pertaining to the programmes where personal contacts could not be omitted.

To prevent severe job loss, the government designed two types of subsidies, one for entrepreneurs, micro, small and medium enterprises, and one for large companies. Additionally, in 2020 a new

programme, “My First Salary”, was developed and implemented by the NES to meet the needs of youth whose chances to find a first job became even lower than prior to the outbreak of COVID-19.

In a short span of time, the NES adapted to these new conditions by implementing the following measures:

- It is now possible to submit a request for registration, a request for exercising the right to unemployment benefits, a request for issuing a certificate from the unemployment register electronically or by mail.
- Employers and jobseekers can submit requests for participation in ALMPs electronically.
- Communication with employers was conducted in a timely, comprehensive, and efficient manner electronically, i.e. by e-mail or by phone.
- All questions within the competence of the NES, work with jobseekers and employers, were answered, by telephone or electronically, within 24 hours.
- Instructions and processes related to employment support were continuously prepared for the PES local offices.

Also, needs for the further development of services have been identified in the context of recovery from the crisis. This implies the transfer of certain ALMPs to digital formats, such as online training for active job search, Job Search Club, virtual job fair, and training for the development of entrepreneurship.

## 7. Strengths of the PES

The PES self-assessment and further discussion on the PES approaches and methods during the peer reviews allowed for a number of positive developments in the WB PES to be highlighted that would be considered as important elements for enabling further performance improvements and for continuing the modernisation of PES services in the future.

The list of the PES strengths is provided by PES performance areas (in other words by section of enablers) as below.

Below tables provide summaries of select strengths, for detailed information for specific PES in a WB-economy, please review the individual WB-economy PES reports available at the ESAP 2 webpage.

Strategic Performance Management	
<b>AL</b>	○ Several wide-ranging changes to the structure and processes of the NAES, among them the inclusion of the responsibility for VET as an additional task were successfully implemented.
<b>BiH/LEA</b>	○ The actions and results achieved by the LEA are published for the entire institution once a year in the form of the Report on work and the Report on the implementation of the strategic plan, while the evaluation of civil servants is published twice a year. This ensures transparency of the actions and results achieved by the PES.
<b>Kosovo*</b>	○ There is a strong linkage between PES targets, objectives, and indicators and central government employment policy. There is a setup procedure for setting annual targets and KPIs.
	○ The operational PES processes are supported by SIMP, an IT-system that provides real-time data to follow the achievement of set objectives.
<b>ME</b>	○ The PES has a clearly defined process for defining goals and strategies directed at achieving them.
	○ A clear process and practice of involving PES employees in defining goals and making proposals for potential additional goals are established. The suggestions of all employees are respected in this process and discussed in different meetings. This can be considered a good example of an inclusive bottom-up approach in the process of target-setting.
	○ Performance indicators used at the regional and local PES level to monitor the realisation of certain goals also serve to identify the need for potential corrective measures and monitor their implementation.
<b>NM</b>	○ Strategic management and planning are carried out at a centralised level, while all operational tasks are decentralised at the level of local PES offices.
	○ The targets are determined centrally, but they are disaggregated and consider regional disparities.
	○ CAF has been implemented for strategic planning.
<b>SR</b>	○ Due to the new IT system that ensures up-to-date and reliable data, the revision of targets and their redistribution among local offices in the case of underperformance is significantly facilitated, thus also improving strategic performance management.
	○ A new website has been launched to better meet the needs of jobseekers and employers, also providing transparency on the performance of the NES through publicly available procedures, plans, reports, and other relevant information.

### Design of operational processes

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| <b>AL</b>                      | <ul style="list-style-type: none"> <li>○ The new IT system centralises applications and databases, providing real-time access to data and combining information on unemployed, VET, ALMPs, benefits and vacancies as well as tools for statistics and reporting.</li> <li>○ Operational processes have undergone standardisation as a reflection of the new three-tier organisational structure</li> </ul>  |
| <b>BiH/ PES FBiH</b>           | <ul style="list-style-type: none"> <li>○ The reference of ISO standards to implement a standardisation and documentation of processes throughout the whole organisation are good steps towards ensuring uniform quality of services.</li> </ul>   |
| <b>BiH/ PES RS<br/>Kosovo*</b> | <ul style="list-style-type: none"> <li>○ The digital support and data infrastructure of the PES is strengthened.</li> <li>○ All processes are standardised through internal regulations and explained in the manuals for services and ALMPs.</li> <li>○ SIMP collects numerous information about clients and stores extensive information about services.</li> <li>○ Responding to the COVID-19 crisis, the PES has developed a web portal, which currently serves for registration of clients (employers, unemployed, and jobseekers).</li> </ul>  |
| <b>ME</b>                      | <ul style="list-style-type: none"> <li>○ The operational processes of the PES are well defined which specifically points to a functioning approach to process definition and standardisation. There are established rules and procedures for defining and standardising processes as documented in the Book of Procedures.</li> <li>○ The IT system, its applications, and database are centralised and unified at the level of the entire PES which ensures real-time access to unified data throughout the organisation. This facilitates the cooperation between the different units of the PES.</li> </ul>  |
| <b>NM</b>                      | <ul style="list-style-type: none"> <li>○ The ESA is characterised by a high level of quality assurance by implementation of ISO and CAF standards. For instance, ISO 9001 specifies requirements for a quality management system in order to demonstrate the ESA's ability to consistently provide services that meet customers' and applicable statutory and regulatory requirements, and to enhance customer satisfaction.</li> <li>○ All processes are well documented in manuals and described in detailed guidelines.</li> <li>○ A modern IT system has been set up. The registry of unemployed workers covers extensive information about their personal characteristics as well as information about the human capital endowments, previous work experience, unemployment history etc.</li> <li>○ Most of the information is publicly available on the ESA web page such as vacancies and available ALMPs for both employees and unemployed</li> </ul> |
| <b>SR</b>                      | <ul style="list-style-type: none"> <li>○ In times of the COVID-19 pandemic, the development of digital services and ALMPs was carried out despite a high pressure /workload and in a short period of time.</li> <li>○ The old IT system was replaced with a new and more user-friendly platform accessible to NES managers and executives as well as counsellors in accordance with their delegated authorities. Data recorded in the NES are now also used for monitoring the implementation of services, particularly ALMPs.</li> </ul>   |

### Sustainable activation and management of transitions

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| <b>AL</b>          | <ul style="list-style-type: none"> <li>○ Automated holistic profiling reduces the workload of counsellors regarding routine work as it provides an initial assessment of the case at hand.</li> <li>○ The inclusion of soft skills in the profile of jobseekers enhances the quality of the profiling and provides valuable information to support the matching process.</li> </ul> |
| <b>BiH/ PES RS</b> | <ul style="list-style-type: none"> <li>○ The profiling includes ESCO standards, it can be considered relatively comprehensive and should facilitate the everyday work of counsellors of the PES RS significantly.</li> </ul>  |

### Sustainable activation and management of transitions

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| <b>BiH/ PES BD</b> | ○ The implementation of digital services via the new website eOffice marks a crucial development that provides a good opportunity to modernise services to jobseekers and employers. This platform grants unemployed persons and employers easier access to information and facilitates direct contact between these groups.   |
| <b>Kosovo*</b>     | ○ Profiling and segmentation system.<br>○ A clear procedure for developing the Individual Plan is in place.<br>○ Registration, counselling, individual employment plan, provision of services are all based on SIMP.   |
| <b>ME</b>          | ○ The PES offers a number of ALMPs including vocational training through its VTCs.<br>○ The development of an automatic profiling system that also supports the segmentation of jobseekers has started with support of the ILO.<br>○ The Individual Action Plan applied by the PES is based on a clearly defined process that systematically takes into account a broad range of information collected during the process of profiling.  |
| <b>NM</b>          | ○ The implementation of an Individual Employment Plan has helped to deliver services efficiently particularly for disadvantaged groups. It contains: a summary of the labour market disadvantage of the individual, his/her former occupation, the employment goal, the specific service/programme to be provided, the beginning date of each programme and the anticipated duration, criteria/indicators to be used to determine progress toward achieving the employment goal, the terms and conditions under which the programme will be provided, and the individual rights and responsibilities during the programme. |

### PES relations with employers

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| <b>AL</b>            | ○ Based on information on both the profile of jobseekers and the requirements of vacancies, matching is initially performed automatically and also includes regional information for limiting or extending the search.<br>○ This selection, further refined manually by counsellors, combines the strengths of data-driven processes and the experience of counsellors.<br>○ Considerable PES resources are invested in servicing employers covering the areas of VET as well as mediation and information services. |
| <b>BiH/ PES FBiH</b> | ○ The specialised unit on the cantonal level for surveying the needs of employers allows for the targeted provision of services and ALMPs meeting the needs of local employers.  |
| <b>BiH/ PES RS</b>   | ○ An automated approach to matching vacancies and jobseekers' CVs was implemented with the support of the World Bank.<br>○ Surveys on the needs of employers are conducted annually, this provides a good basis for the planning of ALMPs and addressing the needs of employers in general.  |
| <b>BiH/ PES BD</b>   | ○ Surveying the needs of employers and implementing trainings together with service providers based on the results of the surveys is a good approach to meeting the needs of employers.  |
| <b>Kosovo*</b>       | ○ Employers are represented in the PES Advisory Board and can influence PES plans, decisions and activities.<br>○ The dialogue between the PES and business community has intensified at the central-level and will give a strong impetus for the enhancement of cooperation between PES & VTC and businesses at the local level.<br>○ The idea of a joint web-portal of PES and private employment services is under elaboration.   |
| <b>ME</b>            | ○ All vacancies must be registered with the PES: this provides a good foundation for the process of matching vacancies and jobseekers.   |



### PES relations with employers

- NM** ○ Design of ALMP measures according to results from employers' surveys on skill needs.

### Evidence-based design and implementation of PES services

- BIH/ PES FBiH** ○ The specialised unit for monitoring and evaluation marks an achievement in implementing a more evidence-based approach to service delivery.
- BiH/ PES RS** ○ A special unit dedicated to R&D is set up for implementing advanced evaluation methodologies with the support of the World Bank which provided training for the employees of this new unit.
- Kosovo\*** ○ Ex-ante and ex-post evaluations as core elements of the evidence-based design and implementation of PES services are currently mostly supported by donors.
- ME** ○ The fact that the ALMPs are monitored and evaluated by a distinct internal unit of the PES, as well as external experts, are significant steps to ensure the quality of ALMPs and their continuous enhancement.
- NM** ○ In recent years, the ESA has continuously broadened its evidence-base composed of regular monitoring, constant quality checks according to ISO standards, customers' surveys and forecasts as well as scientific evaluation. All these sources are used by the management of the ESA for the decision-making process, and strategic and operational planning.
- Since 2007, ESA has gained a huge experience in effectively implementing projects financed by international organisations, and especially the implementation of IPA (Instruments for Pre-accession Assistance) has to be mentioned.

### Management of partnerships and stakeholders

- BIH/ LEA** ○ The conclusion of international agreements marks a relevant strength of the LEA which is conducive to the work of all PES of Bosnia and Herzegovina.
- Coordination of the PES by the LEA is performed without detailed definition of authorities and responsibilities through guidelines based on plans by all PES. This established and accepted structure of cooperation can be considered an asset in the complex institutional structure of BiH.
- BiH/ PES RS** ○ Using the support of donors to further develop the PES is definitely a strength of the PES RS and testifies to good management of partnerships since this allows to tap into additional resources and ensures the support of experts with a high level of expertise.
- BiH/ PES BD** ○ Implementation of an employment fair and other events which attract PES stakeholders, institutions, government bodies, NGOs, and schools.
- Kosovo\*** ○ PES intensifies cooperation with municipalities
- NM** ○ The cooperation with strategic partners is well-developed and also centralised.
- Local PES offices (Employment centres) are actively initiating or supporting projects related to the labour market in the local communities.
- Representatives of the Employment Centres often participate in the local Economic and Social Councils or jointly apply for domestic or international projects addressing the unemployed.

### Management of partnerships and stakeholders

- SR**
- The NES intensifies cooperation with stakeholders including relevant ministries, other public institutions, associations, international bodies, and organisations to implement donor-funded projects, which contribute to its capacity development and provide opportunities for piloting and introducing new services and ALMPs.
  - NES is cooperatively developing the mechanism for the implementation of the YG and acquiring the necessary financial means as well as designing new ALMPs for the coming period.

### Allocation of PES resources

- BIH/ PES FBiH**
- The internal training programme for newly hired staff can be considered a strength.
  - The introduction of annual performance dialogues for staff is currently envisaged which is a good path to follow.
- Kosovo\***
- PES receives the support for professional staff development from local and international donors (GIZ, ALLED2, DVV, EYE, DIMAK, and Swisscontact)
- SR**
- The NES has developed a system for HR management and development: 1) a special organisational unit responsible for the annual assessments of the needs for professional development and training of employees is set up, 2) an annual Programme of Professional development and Training of employees is prepared.
  - The knowledge of employment counsellors is checked through a certification test.

### Organisational PES resilience and PES Reaction to an emergency situation

- AL**
- The process of identifying and addressing potential risks is based on ISO 1010 2009 standards and risk assessment for every process is integrated into the 3-year plan in the National Employment and Skills Strategy.
- BIH/ PES FBiH**
- The implementation of a risk register helps in the preparation for potential challenges
- Kosovo\***
- PES did not suspend the provision of services and in parallel to the face-to-face appointments launched the web-application for online registration for unemployed persons, jobseekers, and employers.
  - PES actively participated in the implementation of the Economic Recovery Package measures.
- SR**
- The Integrated Management System (IMS) of the NES is a strong example of a systematic approach to organisational resilience. This system is based on internationally recognized ISO standards and includes a quality system (ISO 9001), an information security system (ISO 27001), risk management (ISO 32001), and an anti-bribery policy (ISO 37000).

## 8. Suggestions and recommendations for enhancement

The findings discussed in the previous chapter are related to the following suggestions that are meant to support the PES in becoming more effective and modern service providers. Again, the suggestions are arranged according to the PES performance areas. This means that the recommendations are tailor-made, i.e. they are PES-specific, and consider each PES status quo and priorities seen as the most relevant at this point in time. Therefore, the tables given below providing summaries of selected recommendations, do not necessarily include recommendations for each section for each of the WB PES. They are the result of the self-assessment, discussions during the peer review, and analyses of the experts involved. Below tables provide summaries of select recommendations, for detailed recommendations for specific PES in a WB-economy, please review the individual WB-economy PES reports available at the ESAP 2 webpage.

### Strategic Performance Management

<b>AL</b>	○ Systematic use of surveys among employers and jobseekers throughout the NAES is recommended
<b>BiH/LEA</b>	○ Facilitation of establishment of a functioning exchange of micro-level data between all involved PES of Bosnia and Herzegovina.
<b>Kosovo*</b>	<ul style="list-style-type: none"> <li>○ A participatory approach in decision-making would be recommended so that the PES voice is heard by supervising authorities.</li> <li>○ Stronger involvement of the local offices in the target-setting process is advisable.</li> <li>○ The replacement of several input- and process-oriented indicators with output-based indicators/targets.</li> <li>○ The list of KPIs can be streamlined for reporting, to supervising authorities and the broader public.</li> <li>○ Rationale for the revision of targets and decisions taken for changes to be made clear to the PES staff as a part of an open-ended learning process.</li> <li>○ PES should be engaged in defining targets as this would also provide a stronger position for the management when targets are not met by PES</li> </ul>
<b>ME</b>	○ It would be helpful to further enhance the techniques applied for the measurement of target achievement so far. Thus, the possibility of simplifying targets and their achievement should be considered by the PES.
<b>SR</b>	○ The further development of performance management can be focused on the development of additional concrete and measurable KPIs as part of an internal planning process.

### Design of operational processes

<b>BiH/ PES RS</b>	○ Development of relevant standards for all core processes and their documentation.
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### Design of operational processes

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|--------------------|---|
| <b>BiH/ PES BD</b> | ○ To facilitate the matching of jobseekers and vacancies it can also be important to develop and implement approaches to recognising informal knowledge and skills of unemployed persons.   |
| <b>Kosovo*</b>     | <ul style="list-style-type: none"> <li>○ To carry out the assessment of core processes from end to end seeking their optimisation.</li> <li>○ To raise staff awareness on the basics of quality management in the PES, its relation to performance management, and simple methods like a customer journey role play.</li> <li>○ To enhance SIMP to enable PES staff for the purposes of analysis to extract data from client records for the preceding year, especially with cross-tabulated characteristics of clients; this would make it possible to restore a portrait of the unemployed. Enriched analysis of success stories, to regenerate the PES annual report of preceding years.</li> <li>○ To expand e-services.</li> </ul> |
| <b>ME</b>          | ○ To provide Local Offices with a certain leeway for adapting processes to their specific needs and to encourage the adaptation of processes within reasonable limits might be suited to improve the local provision of services and thus their effectiveness and the satisfaction of jobseekers and employers.   |
| <b>NM</b>          | ○ Further increase the usage of digital services and of the possibilities for delivering online services for both registered unemployed and employers including the regular registration of unemployed, the application for ALMP measures, and the registration of job applications.  |

### Sustainable activation and management of transitions

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|----------------------|--|
| <b>AL</b>            | <ul style="list-style-type: none"> <li>○ Reallocation of current staff and reduction of administrative tasks for a more even distribution of caseload among counsellors.</li> <li>○ Additional support to jobseekers through active measures (e.g., trainings for digital skills) is highly encouraged.</li> </ul>   |
| <b>BiH/ PES FBiH</b> | <ul style="list-style-type: none"> <li>○ To clarify the status of persons applying for benefits and subsequently focus all labour market-related efforts on those persons who are really looking for employment.</li> <li>○ To initiate an automated exchange with the tax administration so that those who appear as employees in the tax register are automatically deleted from the unemployment register.</li> <li>○ To agree on a core set of mandatory data to be collected during the profiling. Further-more, it would be worth considering the possibility of specialisation of counsellors for particular groups of unemployed persons.</li> </ul>   |
| <b>Kosovo*</b>       | <ul style="list-style-type: none"> <li>○ Consider carefully the pros and cons of using an integrated counselling role i.e. one counsellor covering all PES services including placements in ALMPs.</li> <li>○ To make an evaluation of the IAPs, their quality, and effectiveness by regular random checks e.g. by a team leader.</li> <li>○ To assess the impact of ALMPs on the profile and working record of the unemployed individuals</li> <li>○ To consider the tracking system of those persons who got training/retraining to prevent unemployment and facilitate the transition from one job to another.</li> <li>○ To expand and intensify the purchase of training services from other providers than VTC.</li> </ul> |

### Sustainable activation and management of transitions

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|-----------|--|
| <b>ME</b> | <ul style="list-style-type: none"> <li>○ Automatic profiling is strongly encouraged and has already progressed, this can also go hand-in-hand with a more thorough and systematic segmentation of jobseekers. Ideally, jobseekers can be classified according to their distance to their labour market and their specific needs so the services provided by the PES can be tailored more specifically to the needs of different target groups</li> <li>○ To link the IT system with the implementation of ALMPs, so the available information on jobseekers can also be used for evaluation purposes</li> <li>○ To systematically build on insights gained in the course of evaluations of ALMPs conducted so far, it can also be considered to adapt the currently implemented ALMPs in accordance with the findings provided by internal and external expertise and data.</li> </ul> |
| <b>NM</b> | <ul style="list-style-type: none"> <li>○ Increasing diversification of the ALMP measures could help to better meet the wide range of needs of the registered unemployed. More precisely, the design of ALMPs can make an important contribution to tackling low pay.</li> </ul>  |
| <b>SR</b> | <ul style="list-style-type: none"> <li>○ The certification of counsellors marks a valuable achievement, in addition, providing specific training for future counsellors would help to develop staff with relevant professional skills and knowledge</li> </ul>   |

### PES relations with employers

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|----------------------|--|
| <b>AL</b>            | <ul style="list-style-type: none"> <li>○ Surveys among employers can provide feedback on the quality of services provided and could thus support the process of improving these services.</li> </ul>   |
| <b>BIH/ PES FBiH</b> | <ul style="list-style-type: none"> <li>○ To increase the quality of services, specialised counsellors could be established at the cantonal level, but also strategies of early intervention could be implemented if a dismissal of employees is announced by employers.</li> </ul>   |
| <b>BiH/ PES RS</b>   | <ul style="list-style-type: none"> <li>○ It is encouraged to specialise staff for liaising with employers with the support of developing more specific approaches.</li> </ul>  |
| <b>BiH/ PES BD</b>   | <ul style="list-style-type: none"> <li>○ Allocation of more resources for visiting employers in person could improve cooperation in general as well as the development and implementation of measures when employers are planning dismissals. Also, more information and advice on employment perspectives for jobseekers should be provided to better adjust educational output and labour market needs.</li> </ul>   |
| <b>Kosovo*</b>       | <ul style="list-style-type: none"> <li>○ Establishment of a coherent strategy with common objectives and standards for employers' services.</li> <li>○ Conceptual PES approach towards employers and their role, cooperation mechanisms etc. should be communicated to the business community in a clear and understandable way.</li> <li>○ E-services, if provided by PES, would attract employers and inspire them to register their vacancies/job offers with PES.</li> <li>○ To design instruments assessing the quality of matching.</li> </ul>             |
| <b>ME</b>            | <ul style="list-style-type: none"> <li>○ It is recommended to the PES to develop a strategy specifically dedicated to employers.</li> </ul>  |
| <b>SR</b>            | <ul style="list-style-type: none"> <li>○ Enhancement of relations with employers, especially on the local level, is recommended to remain a priority. On the one hand, it would be worth considering dedicating more counsellors within the Local Offices to focus primarily on the provision of services addressed at local employers. On the other hand, better segmentation of employers might also be beneficial like the application of the so-called "ABC" categorisation and the well-known business practice of Key Account Management (KAM).</li> </ul> |

### Evidence-based design and implementation of PES services

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| <b>NM</b> | ○ Enhancing internal capacities for performing evaluations of ALMPs on a regular basis could be an important step forward. For this purpose, the staff within the Department for Research and Labour Market Analysis can be trained for carrying out standard evaluation methodology. |
| <b>SR</b> | ○ The planning and evaluation of processes by and large depend on the availability of analytical capacities –both in terms of infrastructure and available staff. This is why it is also recommended to strengthen the area of evidence-based design and PES services.                |

### Management of partnerships and stakeholders

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|-----------------|--|
| <b>BIH/ LEA</b> | ○ Finding opportunities to set up a fully functioning advisory board, with an established exchange structure with the other three PES.   |
| <b>Kosovo*</b>  | ○ It is advisable for the PES to take a systematic approach towards partnerships to link objectives with set up targets, so that the outputs and outcomes of partnerships would be easy to monitor, evaluate, and, if necessary, take relevant corrective measures.  |
| <b>NM</b>       | <p>○ Overcoming the lack of coordination among the social partners could help to increase their ability to actively contribute to partnerships and commonly agreed on projects. In addition, the cooperation between ministries could be enhanced.</p> <p>○ Promoting greater decentralisation and creating incentives for local initiatives could therefore be the first step to creating more bottom-up opportunities using not only the potential, knowledge, and creativity of ESA's own staff in the local Employment Centres but also from local partners such as municipalities, schools, VET-centres, NGOs etc. In this context, the local Employment Centres can use a 'master agreement' for cooperation with business entities or NGOs.</p> |
| <b>SR</b>       | ○ Investing more resources in a proactive mapping and managing of stakeholders to assure broader support for NES activities.   |

### Allocation of PES resources

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|--------------------|---|
| <b>AL</b>          | ○ Investment in human resources is crucial for a reduction of the overall caseload. Apart from investing in newly recruited staff, it is encouraged to motivate staff already working at the NAES and develop a dedicated and holistic HR strategy.   |
| <b>BIH/ PES RS</b> | ○ It is advisable to consider the possibilities to increase the number of counsellors to provide sufficient services to jobseekers and employers, thus gaining additional human resources.  |
| <b>Kosovo*</b>     | ○ To investigate the level of the PES staff satisfaction considering what can be done in the future to inspire their creativity. Non-financial staff incentive measures can be explored.  |
| <b>ME</b>          | ○ More flexible mechanisms for distributing the available funds are likely to improve the performance of the Local Offices, especially if there are ways to incentivise strong performance of Local Offices with the provision of additional resources.   |
| <b>NM</b>          | ○ Human resource management could be enhanced by introducing strategic and continuous career planning, providing conditions for working from home, and implementing non-financial incentives for better motivating employees of the ESA.  |
| <b>SR</b>          | <p>○ The hiring of new staff which could be facilitated and more actively involve the Regional and Local Offices.</p> <p>○ Establishing measures for motivating staff could be enhanced if these do not remain limited to opportunities for professional development and trainings. Refined human resources management also requires financial incentives to encourage good performance of employees.</p> |

**Organisational PES resilience and PES Reaction to an emergency situation**

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|--------------------|---|
| <b>BIH/ PES BD</b> | ○ Introduction of a risk register can be considered to anticipate relevant risks and their potential impact on the PES.   |
| <b>Kosovo*</b>     | ○ It would be recommendable for the PES to identify and analyse potential risks through a risk register and getting prepared to address them.   |
| <b>ME</b>          | ○ Preparing a risk register, as it can be found in some of the Western Balkan PES, would mark a significant first step in rising awareness of potential risks throughout the PES. A systematic assessment of risks with the inclusion of staff from all levels and sectors will not only be helpful in case the COVID-19 pandemic becomes worse again but will also help in addressing a broad variety of potential other threats to the PES. |

## 9. Inspiring (good) practices

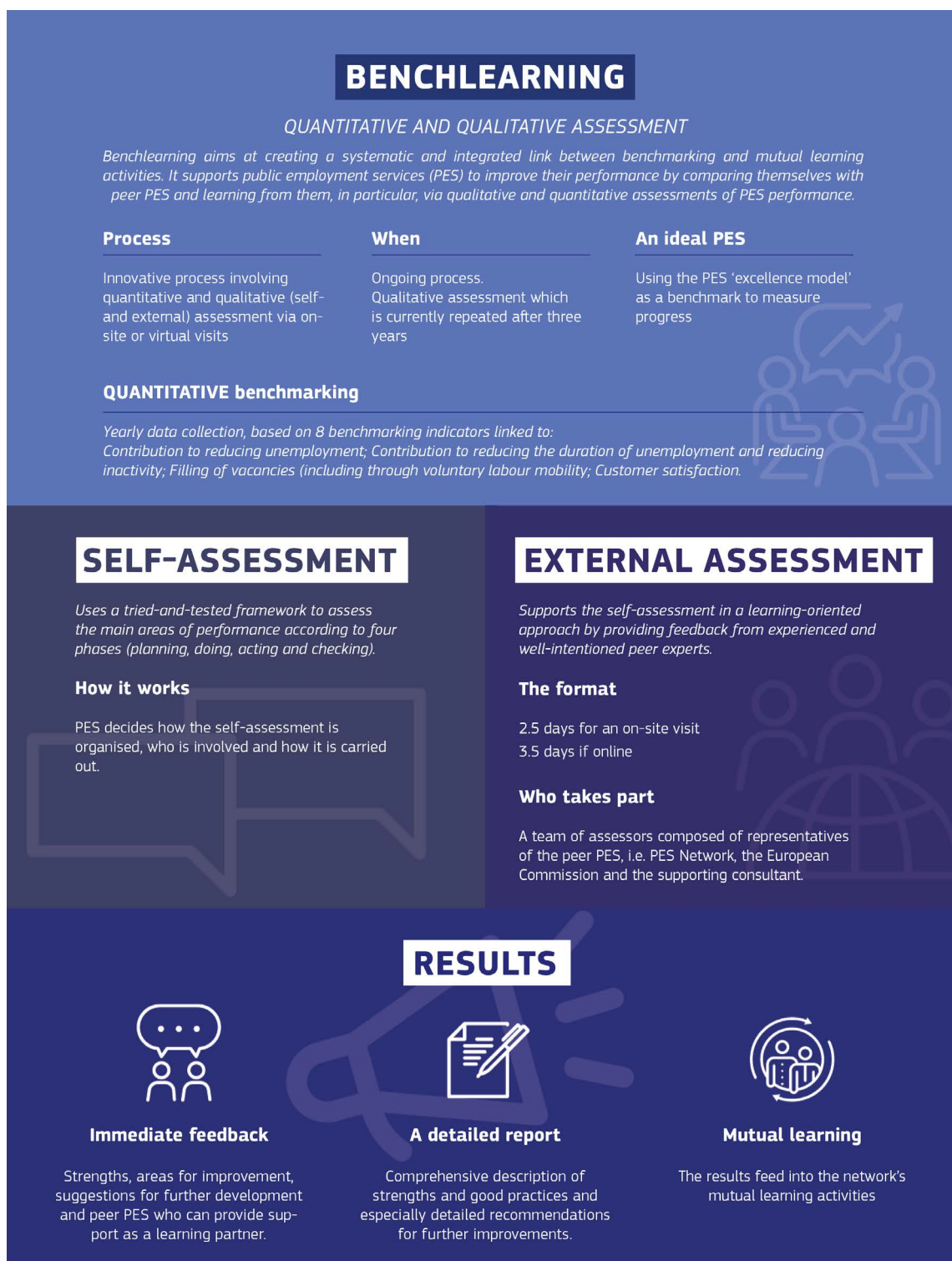
The following PES practices were identified as good and/or inspiring by peer PES which participated in the peer reviews hosted by their colleagues. PES practice fiches (the descriptions) are annexed to this report. The template used for their presentation is similar to the one used by the European PES Network members. The titles of practices are given in Table 9. below together with the number of the corresponding annex to this report.

Table 9. **Inspiring (good) PES practices**

Nr. Annex	Economy /PES	Topic of the PES practice
Annex 2.	Albania	Training curriculum for the first cohort of Albanian Sign Language instructors
Annex 3.	Albania	Anti-COVID ALMP for the integration of informal workers
Annex 4.	BiH: LEA	Triple Win (agreements on international labour mobility)
Annex 5.	BiH: PES FBiH	Establishment of a specialised unit for monitoring and evaluation
Annex 6.	BiH: PES FBiH	Introduction of ISO standards
Annex 7.	BiH: PES RS	Introduction of ISO standards
Annex 8.	BiH: PES RS	Establishment of a research unit
Annex 9.	BiH: PES BD	Implementation of the website eBiro
Annex 10.	Kosovo*	Profiling and segmentation of the RU
Annex 11.	Kosovo*	VTCs embedded in the PES system
Annex 12.	Montenegro	Management of partnerships
Annex 13.	Montenegro	Design of operational processes
Annex 14.	North Macedonia	Counterfactual impact assessment of ALMPs
Annex 15.	North Macedonia	Implementation of the Youth Guarantee, pilot basis
Annex 16.	Serbia	Provision of online services for customers
Annex 17.	Serbia	My First Salary



# Annex 1. Leaflet on PES Benchlearning



## Annex 2. PES practice fiche: Training curriculum for the first cohort of Albanian Sign Language instructors

<b>Field</b>	
<b>Title of the policy or measure</b>	A project to develop a curriculum and train the first cohort of Albanian Sign Language instructors
<b>Short sentence summarising the practice</b>	Addressing the problem of the lack of sign language instructors in Albania, the Albanian Association of People who are Hard of Hearing designed a training curriculum in close cooperation with the NAES and the Finnish Association of Deaf People and also trained the first group of Albanian Sign Language instructors in cooperation with the NAES.
<b>Economy</b>	Albania
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Design of training curricula for Sign Language instructors and delivery of the respective training for the first instructors of sign language in Albania.
<b>Short summary of key challenges addressed by the practice and outcomes/lessons learnt</b>	One key challenge addressed by this practice refers to a lack of support for people who are hard of hearing since up to now there were no instructors in Albanian Sign Language. The project itself was supported immediately by the NAES and implemented in cooperation with Public VTC no.4, without any challenges.
<b>Name of the PES</b>	National Agency for Employment and Skills
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	The project duration was 8 months. The implementation was initiated in October 2021 and was concluded on 13 July 2022 with the certification of 5 instructors.
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The driver for this practice was external since the initial impulse came from the Albanian National Association of People who are Hard of Hearing.
<b>Which organisation was involved in its implementation?</b>	The Albanian National Association of People who are Hard of Hearing implemented the project in cooperation with the Ministry of Health and Social Welfare, the NAES, NAVETQ, and Swisscontact Albania.
<b>Which groups were targeted by the practice?</b>	The target group were deaf persons in Albania, caregivers, and all persons interested in learning Sign Language.
<b>What were the practice's main objectives?</b>	This training aims to train deaf people as teachers of the Albanian sign language, but it is also for all those who are interested in learning the Sign Language.

Field	
<b>What activities were carried out?</b>	<p>Activities carried out to implement the intervention were:</p> <ul style="list-style-type: none"> <li>○ Establishment of a collaboration with the ANAD organization and coordination of the project implementation with the public VET Center no.4, which is in charge of carrying out the training.</li> <li>○ Implementation of the training programme for the first group of five instructors of Albanian Sign Language in the public VET no. 4.</li> <li>○ Award of certificates for the first five instructors of Albanian Sign Language.</li> </ul>
<b>What were the source(s) of funding?</b>	The initiative was supported by the Finnish Deaf Association and UNDP Albania in the Framework of the Joint Program of the United Nations "Leave no one behind"
<b>What are the lessons learnt and success factors?</b>	The project was a story of success, considering that for the first time there are certified instructors of Albanian Sign Language that will train deaf people, as well as their caregivers and all interested to learn this language. This marks a valuable step in the support for this group of persons with disabilities.
<b>Contact details for further information</b>	<p>Nikoleta Spahi  Tel: +355 69 325 2707  ANAD</p>

## Annex 3. PES practice fiche: Anti-COVID measure for the integration of informal workers

<b>Field</b>	
<b>Title of the policy or measure</b>	Employment Promotion Programme (EPP): Anti-COVID ALMP for the integration of informal workers
<b>Short sentence summarising the practice</b>	This EPP foresees financial support for businesses that employ workers who lost their jobs because of COVID-19 state of emergency, for a period of 4, 8 or 12 months.
<b>Economy</b>	Albania
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	<p>The program subsidises the following costs:</p> <ul style="list-style-type: none"> <li>a) For the four-month employment programme, 2 months of minimum wages, compensated in the first and fourth month of the contract were covered, as well as monthly compensation of the employer's part of compulsory social and health contributions calculated on the basis of the national minimum wage for the duration of employment.</li> <li>b) For the eight-month employment programme, 4 months of minimum wages, compensated in the first, second, seventh and eighth month of the contract are covered, as well as monthly compensation of the employer's part of compulsory social and health contributions calculated on the basis of the minimum wage for the duration of employment.</li> <li>c) For the twelve-month employment programme for formerly informally employed persons, the EPP provides monthly compensation of all social security contributions calculated on the basis of the minimum wage, for the entire duration of the program.</li> </ul>
<b>Short summary of key challenges addressed by the practice and outcomes/lessons learnt</b>	<p>As a new programme drafted to mitigate the impact of an emergency situation, such as the pandemic caused by the COVID-19 virus, there were two major challenges faced by the NAES:</p> <ul style="list-style-type: none"> <li>○ Extension of the deadline of the DCM's validity. Initially, the DCM was intended to be implemented until the end of 2021. Due to the high number of applications, the deadline for the implementation of the DCM was extended up to 3 years, specifically until July 2023.</li> <li>○ Another challenge faced during the implementation of the DCM was the high number of people who remained unemployed due to COVID-19, coming from the informal economy and requesting to benefit from the program. This category required dedicated attention from the employment offices regarding their self-declaration and employment process in the formal labour market.</li> </ul>
<b>Name of the PES</b>	National Agency for Employment and Skills
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	Starting in August 2020 and was extended up to 3 years, until July 2023

<b>Field</b>	
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The onset of the COVID-19 pandemic and the respective lockdown were the external drivers of this measure.
<b>Which organisation was involved in its implementation?</b>	NAES
<b>Which groups were targeted by the practice?</b>	The target group included all unemployed jobseekers who lost their job due to COVID-19 lockdown restrictions, including also those persons formerly employed informally. The only criterion for eligibility was the registration as an unemployed jobseeker at the local office of the NAES.
<b>What were the practice's main objectives?</b>	The objectives of the measure were twofold: On the one hand, job retention was to be achieved, as in many similar programmes, but on the other hand also the reduction of informal labour by integrating formerly informally employed persons into the first labour market was another important target.
<b>What activities were carried out?</b>	<p>Activities carried out to implement the program:</p> <ul style="list-style-type: none"> <li>○ Promotion campaign to promote and inform the target group (unemployed jobseekers who lost their jobs due to COVID-19 restrictions and employers),</li> <li>○ Communication with employers to inform them about the programme,</li> <li>○ Training of the NAES staff to implement the programme,</li> <li>○ Follow-up of the programme at all levels (local, regional and central level) and addressing of the issues/problems faced.</li> <li>○ Continuous monitoring of the programme.</li> </ul>
<b>What were the source(s) of funding?</b>	The government budget allocated to ALMPs.
<b>What are the lessons learnt and success factors?</b>	<p>While implementing the program, main lessons learnt were:</p> <ul style="list-style-type: none"> <li>○ The dynamics of the labour market need immediate response and measures.</li> <li>○ More targeted and dedicated programmes are needed, especially those, which have an impact on the decrement of the informal economy.</li> </ul> <p>As success factors that ensured a smooth and successful implementation of the programme, the following factors can be highlighted:</p> <ul style="list-style-type: none"> <li>○ Swift response to mitigate the impact caused by the pandemic,</li> <li>○ Facilities and support targeted to the jobseekers who lost their jobs during covid from the Informal Economy.</li> <li>○ Training of the NAES staff at all levels to implement the program.</li> </ul>
<b>Contact details for further information</b>	<p>Anila Bilero  Directorate of Active and Passive Labour Market Programmes  NAES  Tel: 0 44538449  Email: <a href="mailto:Anila.Bilero@akpa.gov.al">Anila.Bilero@akpa.gov.al</a></p>

## Annex 4. PES practice fiche: Triple Win (agreements on international labour mobility)

Field	Information provided
<b>Title of the policy or measure</b>	Triple Win (international agreements on the mobility of labour)
<b>Short sentence summarising the practice</b>	The Labour and Employment Agency (LEA) of Bosnia and Herzegovina has concluded an agreement with the German Centre for Work with Foreigners and Mediation (Zentrale Auslands-und Fachvermittlung) concerning the migration of care and nursing staff from Bosnia and Herzegovina to Germany.
<b>Economy</b>	Bosnia and Herzegovina
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Economy-wide / international: Agreements covering BiH as well as Germany
<b>Short summary of key challenges addressed by the practice and outcomes/lessons learnt</b>	<p>Due to the shortage of labour in many western countries, especially in sectors such as care and nursing, it is a relevant option for citizens of Bosnia and Herzegovina to work abroad, mainly due to the higher wages paid in the respective countries. Thus, it is a task for the LEA to facilitate this mobility of labour among the citizens of Bosnia and Herzegovina. As a regional project, Triple Win considers the situation in all economies involved. The implementation follows the code of conduct of the World Health Organization (WHO), so no professional staff is recruited from economies that themselves have a shortage of manpower in the field of health care. In addition, in the long run, Bosnia and Herzegovina benefits from the transfer of know-how in the process of migration of labour. Triple Win also takes into account the interests of employers. This group also benefits from individual language and professional preparation of the workforce, as well as the integration of medical personnel into German society, because they get a well-prepared and qualified workforce.</p> <p>Triple Win also fully respects the personal situation of the medical staff. Immigration is considered successful when, in addition to integration on the labour market, integration into the social environment in Germany has also been completed successfully. Professional staff thereby increase their competences and opportunities for career development. In the end, all participants benefit: professional staff, home-economy and employer - thus a "Win-Win-Win situation".</p>
<b>Name of the PES</b>	Labour and Employment Agency of Bosnia and Herzegovina
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	Triple Win has been realised in the period from 2013 to 2022. It primarily targeted the employment of qualified care and nursing staff with secondary education attainment in the Federal Republic of Germany. It is planned to also implement this programme in the coming years.

Field	Information provided
<b>What was the driver for introducing the practice? Was it internal or external?</b>	There is a relevant share of citizens from Bosnia and Herzegovina who are interested in working in EU Member States, such as Germany. At the same time, there is a considerable need for qualified staff especially in the sectors of care and nursing in EU Member States such as Germany. Thus, the LEA took the initiative implement a programme to facilitate the mobility of qualified workforce in this sector between Germany and Bosnia and Herzegovina.
<b>Which organisation was involved in its implementation?</b>	For selection and employment mediation, the responsible institutions are the Centre for Work with Foreigners and Mediation (Zentrale Auslands-und Fachvermittlung) from the German side with the aid of <b>Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)</b> , while from BiH side it is the Labour and Employment Agency of Bosnia and Herzegovina. Both institutions, apart from the selection of candidates and employment mediation, provide also organisational support in professional upskilling and language training for medical staff. Finally, they also help to ensure the successful social integration of the migrant workers in Germany.
<b>Which groups were targeted by the practice?</b>	Mainly qualified workforce from Bosnia and Herzegovina with an interest in working in other countries, specifically qualified care and nursing staff with secondary education attainment.
<b>What were the practice's main objectives?</b>	The main objective was the facilitation of mobility of labour for the citizens of Bosnia and Herzegovina. At the same time, this programme helps to meet the demand for qualified workforce in the sectors of care and nursing in Germany.
<b>What activities were carried out?</b>	Agreements have been concluded by the LEA with the German Public Employment Services. Candidates for mobility have been chosen in cooperation of both institutions involved and matched with employers in Germany. Support has been provided to migrant workers in the upskilling and integration into the host-economy of Germany. As mentioned, the programme will continue to be implemented.
<b>What were the source(s) of funding?</b>	Budget of the LEA.
<b>What are the lessons learnt and success factors?</b>	<p>From the German side, the programme has been assessed as very successful. An extensive information source with information on the programme, eligibility criteria, activities, responsible institutions etc. is available in Bosnian language on <a href="https://www.arbeitsagentur.de/vor-ort/zav/triple-win/bosnien-herzegowina">https://www.arbeitsagentur.de/vor-ort/zav/triple-win/bosnien-herzegowina</a></p> <p>There is also page with extensive information in Bosnian available on <a href="http://www.arz.gov.ba/Dokumenti/TRIPLE_WIN_BIH_BHS-brosura.pdf">http://www.arz.gov.ba/Dokumenti/TRIPLE_WIN_BIH_BHS-brosura.pdf</a></p> <p>Long-term international collaboration of expert institutions can be more than useful for all sides and can be used as a positive example for similar activities in the nearly future.</p>



Field	Information provided
Contact details for further information	<p>Agencija za rad i zapošljavanje BIH (ARZ) Đoke Mazalića 3, 71000 Sarajevo +33 560 340, 033 550 295. Siniša Veselinović, Šef Odsjeka/Chief of Department Tel: 00387 (0)33/560-355. Fax: 00387 (0)33/209-475.</p> <p><b>Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH</b> Programm Triple Win Splitska 7 71 000 Sarajevo Bosnia and Herzegowina +33 444 868 <a href="mailto:emir.comor@giz.de">emir.comor@giz.de</a></p>



# Annex 5. PES practice fiche:

## Establishment of a specialized unit for monitoring and evaluation (PES FBiH)

<b>Field</b>	
<b>Title of the policy or measure</b>	Establishment of a specialised unit for monitoring and evaluation
<b>Short sentence summarising the practice</b>	The PES FBiH is establishing a new unit dedicated exclusively to monitoring and evaluation on the entity-level to provide more insights into the results achieved by service provision.
<b>Economy</b>	Bosnia and Herzegovina
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Entity-level, but also planned for cantonal-level as well
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	For a better understanding of the results and effectiveness of the services and ALMPs provided by the PES FBiH, it is essential to increase the internal analytical capacities for monitoring and research. Two core challenges in this context are methodological expertise among staff and the availability of reliable micro-level data. Both issues are to be addressed by establishing a unit dedicated to monitoring and research.
<b>Name of the PES</b>	Federation of Bosnia and Herzegovina Employment Service (PES FBiH)
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	2021/2022
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The driver was internal since there was the need for more clarity on the results and outcomes of the different services and ALMPs provided by the PES FBiH.
<b>Which organisation was involved in its implementation?</b>	So far, the PES FBiH at the entity-level was involved in this process. But there are plans to establish corresponding units also on the cantonal level.
<b>Which groups were targeted by the practice?</b>	On the one hand, the target were the staff of the PES FBiH since this activity was about building the internal analytical capacities and providing information to all staff of the PES FBiH. On the other hand, the analyses provided by the new unit potentially cover all services and customers of the PES FBiH.
<b>What were the practice's main objectives?</b>	The main objective was to increase the internal analytical capacities of the PES FBiH and gain insights into the results of the services provided to customers.

Field	
<b>What activities were carried out?</b>	The PES FBiH considers the establishment of a specialised unit for monitoring and evaluation. The intention is to form it as soon as possible, and the PES FBiH has a clear vision of its organisation. The PES FBiH is currently waiting for the approval from the Cantonal government. The unit will without doubts help the PES FBiH to improve its work, to be more efficient and effective in the services it provides, and to target better and respond our client (employers and jobless persons) needs. As a part of establishment of the unit, education of employees as well education of all PES FBiH staff is planned, mostly related to the expertise on the labour economics, statistics and methods of evaluation of ALMPs.
<b>What were the source(s) of funding?</b>	The funding was based on the budget of the PES FBiH.
<b>What are the lessons learnt and success factors?</b>	Achieving an efficient labour market with low unemployment and successfully meeting the employers' needs for workforce poses a significant challenge. The PES FBiH is fully aware of its important position in improving the labour market in the Federation of Bosnia and Herzegovina and implementing ALMPs. For a realisation of these tasks knowledgeable and dedicated PES FBiH employees are the most important precondition. Due to the constant changes in the economy and society, regular updates on their skills and education are particularly relevant. This is to be supported by the establishment of a specialised unit for monitoring and evaluation.
<b>Contact details for further information</b>	<p> Haris Huskic <a href="mailto:hhuskic@fzzz.ba">hhuskic@fzzz.ba</a>  Federalni zavod za zapošljavanje  Đoke Mazalića 3  71000 Sarajevo  Phone: 033 562-900  Fax: 033 208-257  E-mail: <a href="mailto:info@fzzz.ba">info@fzzz.ba</a>  Svjetlana Šošić, the PES Sarajevo Canton  <a href="mailto:sosicsvjetlana16@gmail.com">sosicsvjetlana16@gmail.com</a>  Đoke Mazalića 3  71000 Sarajevo, Bosna i Hercegovina  Phone: 033/569-100 and 033/251-260  Fax: 033/204 -177 </p>

# Annex 6. PES practice fiche:

## Introduction of ISO standards

### (PES FBiH)

<b>Field</b>	
<b>Title of the policy or measure</b>	Introduction of ISO standards
<b>Short sentence summarising the practice</b>	The PES FBiH has worked at introducing ISO standards to ensure a uniform quality of service provision throughout all the Local Offices of the PES.
<b>Economy</b>	Bosnia and Herzegovina
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Entity-level, Federation of Bosnia and Herzegovina
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	The provision of quality services throughout all Local Offices of the PES is a core challenge to ensure that customers receive uniform services regardless of where they are in the Federation of Bosnia and Herzegovina. ISO standards are a relevant and broadly applied foundation for such an approach to the standardisation of services.
<b>Name of the PES</b>	Federation of Bosnia and Herzegovina Employment Service (PES FBiH), while they were also accepted in the PES of Sarajevo Canton.
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	During the fiscal year 2021/2022
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The driver was mainly internal since it was considered a challenge to ensure that services are provided throughout the PES based on uniform quality standards, thus ensuring that jobseekers and employers throughout the Federation of Bosnia and Herzegovina receive the same quality of service regardless of the Local Office which is in charge of servicing them.
<b>Which organisation was involved in its implementation?</b>	There was no dedicated unit of the PES FBiH in charge of this task because the whole PES FBiH is relatively small. Therefore, the implementation was conducted as a joint effort by the staff of the PES FBiH.
<b>Which groups were targeted by the practice?</b>	This change affects all staff of the PES since the standardisation of processes ideally covers all processes of the PES. Thus, service standards should be relevant for all staff members. At the same time, standardisation is relevant for all customers of the PES since this measure is meant to ensure that they receive equal quality services in all Local Offices.
<b>What were the practice's main objectives?</b>	The main objective of this endeavour was to ensure standards of service provision throughout the PES FBiH by developing corresponding standards for all processes.

Field	
<b>What activities were carried out?</b>	<p>The standardisation of all processes and their documentation was conducted by the staff of the PES FBiH based on ISO standards.</p> <p>In the PES of Sarajevo Canton, ISO standards were introduced in cooperation with the Institute for Certification. The first ISO standard was ISO 9001:2008, followed by ISO 9001:2015.</p>
<b>What were the source(s) of funding?</b>	Budget of the PES FBiH as well as annual planned financial expenditures of the PES of Sarajevo Canton.
<b>What are the lessons learnt and success factors?</b>	<p>ISO standards provide guidance on creating a mutually beneficial environment that enables all staff members of the PES FBiH to be familiar and connected with the objectives, purposes and values of the organisation. At the same time, it allows for the organisation to support its staff in a manner which ensures quality work, opportunities for development and professional fulfilment. In that way, the PES FBiH can apply this form of guidance to determine what is practical or material to the organisation's internal and external context with the goal to enhance the business processes as well as to achieve high quality relations with employers and jobseekers throughout all Local Offices. Regarding further steps in the course of process standardisation, it is planned to collect and analyse the experience of the PES Sarajevo Canton with the implementation of the ISO standards and to consecutively introduce these throughout all other cantonal-level PES in the Federation.</p> <p>As the ISO standard is based on business-related risks, the PES FBiH has learned that it is extremely important to be aware of its weak points in order to improve the business itself. The result of the introduction of standards is an increase in clients' (employers and jobseekers) satisfaction, as well as improved performance.</p>
<b>Contact details for further information</b>	<p>Haris Huskic <a href="mailto:hhuskic@fzzz.ba">hhuskic@fzzz.ba</a>  Federalni zavod za zapošljavanje  Đoke Mazalića 3  71000 Sarajevo  Phone: 033 562-900  Fax: 033 208-257  E-mail: <a href="mailto:info@fzzz.ba">info@fzzz.ba</a>  Svjetlana Šošić, the PES Sarajevo Canton  <a href="mailto:sosicsvjetlana16@gmail.com">sosicsvjetlana16@gmail.com</a>  Đoke Mazalića 3  71000 Sarajevo, Bosna i Hercegovina  Phone: 033/569-100 and 033/251-260  Fax: 033/204 -177</p>

# Annex 7. PES practice fiche:

## Introduction of ISO standards

### (PES RS)

<b>Field</b>	
<b>Title of the policy or measure</b>	Introduction of ISO standards
<b>Short sentence summarising the practice</b>	The PES RS has worked at introducing ISO standards to ensure a uniform quality of service provision throughout all the Local Offices of the PES. However, ISO standards were not formally introduced and certified, but the organisation of all relevant processes and behaviour of the PES RS staff are treated as if they were accepted.
<b>Economy</b>	Bosnia and Herzegovina
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Entity-level, Republika Srpska
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	The provision of quality services throughout all Local Offices of the PES is a core challenge to ensure that customers receive uniform services regardless of where they are in the Republika Srpska. ISO standards are a relevant and broadly applied foundation for such an approach to the standardisation of services. However, due to the costs of formal certification and limited financial means of the PES RS, the decision was made to introduce these standards not formally, but still treat them as relevant guidelines for all processes throughout the PES RS.
<b>Name of the PES</b>	Public Employment Service of Republika Srpska (PES RS)
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	Fiscal year 2021/2022
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The driver was mainly internal since it was considered a challenge to ensure that services are provided throughout the PES based on uniform quality standards, thus ensuring that customers throughout the Republika Srpska receive the same services regardless of the Local Office which is in charge of servicing them.
<b>Which organisation was involved in its implementation?</b>	The PES RS is relatively small, the number of staff is limited and therefore the adjustment to the imagined (or virtual) acceptance of the ISO standards was accomplished as a joint effort of all staff of the PES RS.
<b>Which groups were targeted by the practice?</b>	This change affects all staff of the PES since the standardisation of processes ideally covers all processes of the PES. Thus, service standards should be relevant for all staff members. At the same time, standardisation is relevant for all customers of the PES since this measure is meant to ensure that they receive quality services in all Local Offices.
<b>What were the practice's main objectives?</b>	The main objective of this endeavour was to ensure standards of service provision throughout the PES RS by developing corresponding standards for all processes.

Field	
<b>What activities were carried out?</b>	One core task was the development of standards for every process. The main idea was to achieve a high quality of the service to all employers regardless of their size, sector, location as well as to jobseekers, regardless of their occupation, skills and educational attainment. Therefore, it was analysed how to adjust business processes to ensure that provided services are optimally targeted to particular employers or jobseekers. These analyses were then used to develop binding service standards.
<b>What were the source(s) of funding?</b>	Apart from the resources invested by the staff of the PES RS, there was no need for additional funding since the standards were not formally and officially introduced. Their possible future certification will be financed from the budget of the PES RS.
<b>What are the lessons learnt and success factors?</b>	A critical success factor seems to be the communication and inclusion of staff in the process of establishing service standards throughout the whole organisation. The PES RS strives towards partnership which is based on cooperation in all business processes, unconditional quality and proactive approach towards the needs of employers and unemployed persons.
<b>Contact details for further information</b>	Luka Glibo The Head of The Department for employment programme and development of entrepreneurship The Sector for Mediation and Active Labour Market Measures Public Employment Services of Republika Srpska Srpskih ratnika 30, 71 420 Pale e-mail: <a href="mailto:luka.glibo@zzzrs.net">luka.glibo@zzzrs.net</a> Phone: 057/200-460 Fax: 057/227-531 <a href="http://www.zzzrs.net">www.zzzrs.net</a>

## Annex 8. PES practice fiche: Introduction of a research unit (PES RS)

<b>Field</b>	
<b>Title of the policy or measure</b>	Establishment of a research unit
<b>Short sentence summarising the practice</b>	A new unit dedicated to research has been established by the PES RS with support in training and methodology from the World Bank.
<b>Economy</b>	Bosnia and Herzegovina
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Entity-level, Republika Srpska
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	To provide high-quality services to PES customers and adjust the provision of services and ALMPs to their needs, it is essential to gain deeper insights into the results of service provision by conducting analyses and evaluations. This requires both specialised staff in the PES but also reliable micro-level data to implement more complex approaches to evaluation such as control group analyses based on matching.
<b>Name of the PES</b>	Public Employment Service of Republika Srpska (PES RS)
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	2021/2022
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The driver was mainly internal since there was a need to gain more insights into the provision of services and ALMPs as well as their outcomes.
<b>Which organisation was involved in its implementation?</b>	In the process of establishing this new unit, the PES RS as a whole was involved but also representatives of the World Bank which provided methodological support for the development of evaluation approaches as well as training for the staff of the newly-founded organisational unit.
<b>Which groups were targeted by the practice?</b>	On the one hand, this approach affects all staff members of the PES since the research results are aimed at providing relevant information for the provision of services throughout the PES. On the other hand, all services and ALMPs are potentially target by this practice which in turn means that information on all customers of the PES is collected and analysed.
<b>What were the practice's main objectives?</b>	The aim was to gain more clarity on the services provided and ALMPs implemented by the PES RS and their outcomes by building the internal analytical capacities of the PES.
<b>What activities were carried out?</b>	The establishment of a new organisational unit as well as the provision of training to the staff of this new unit which was provided with the support of representatives from the World Bank.
<b>What were the source(s) of funding?</b>	Budget of the PES as well as additional resources from the World Bank

Field	
<b>What are the lessons learnt and success factors?</b>	The support from the World Bank was an important factor in the implementation of this organisational change. On the one hand, this provided additional funds, on the other hand the expertise provided by the representatives from the World Bank ensured the relevant level of expertise among the staff of the newly-founded research unit.
<b>Contact details for further information</b>	<p>Luka Glibo  The Head of The Department for employment programme and development of entrepreneurship  The Sector for Mediation and Active Labour Market Measures  Public Employment Services of Republika Srpska  Srpskih ratnika 30, 71 420 Pale  e-mail: <a href="mailto:luka.glibo@zzzrs.net">luka.glibo@zzzrs.net</a>  Phone: 057/200-460  Fax: 057/227-531  <a href="http://www.zzzrs.net">www.zzzrs.net</a></p>
<b>Metadata and key words for searchability</b>	Public Employment Services of Republika Srpska, Unit for research and monitoring, evaluation of the ALMPs



# Annex 9. PES practice fiche:

## Implementation of the website

### “eBiro” (PES BD)

<b>Field</b>	
<b>Title of the policy or measure</b>	Implementation of the website “eBiro” ( <a href="https://ebiro.zzzbrcko.org/bs/home">https://ebiro.zzzbrcko.org/bs/home</a> )
<b>Short sentence summarising the practice</b>	Prompted by the restrictions related to the COVID-19 pandemic, the Public Employment Service of Brcko District in Bosnia and Herzegovina (PES BD) developed and implemented a new website and application for jobseekers and employers, eBiro, to provide digital services.
<b>Economy</b>	Bosnia and Herzegovina
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	District-level
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	The COVID-19 pandemic caused a disruption in the service provision of the PES BD, highlighting the need for digital service channels – not only to reduce personal contact with customers but also to provide services in an up-to-date manner which meets the needs of jobseekers and employers.
<b>Name of the PES</b>	Public Employment Service of Brcko District
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	The development of the eBiro website started in 2020 and was completed in the spring / early summer of 2022.
<b>What was the driver for introducing the practice? Was it internal or external?</b>	On the one hand the contact restrictions and challenges posed by the COVID-19 pandemic highlighted the need for a more wide-spread use of digital services. On the other hand, the digitalisation of services is a relevant achievement in PES services provision, regardless of the external circumstances. Thus, the drivers were both external and internal.
<b>Which organisation was involved in its implementation?</b>	An external service provider was hired for the technical development of the website and applications. This provider was supported by the relevant staff member in charge of IT and software maintenance. In addition, guidance on the content was provided by staff from the Sector for Employment Mediation of the PES.
<b>Which groups were targeted by the practice?</b>	All groups of customers of the PES BD are to benefit from this newly developed digital service platform – jobseekers and employers.
<b>What were the practice's main objectives?</b>	eBiro (E-Bureau) is a web content management system, and as such should ensure the presentation of the PES BD on the internet and improve the way vacancies are announced and matched with jobseekers. The use of eBiro should enable employers to find possible employees easier and faster, by making it and easier and faster to publish vacancies. Therefore, employers can do this independently via computer and telephone. At the same time, jobseekers can fill out CVs according to the Europass form and find employment based on the same.

Field	
<b>What activities were carried out?</b>	<p>The following functions were developed as core services provided through the digital application eBiro:</p> <ul style="list-style-type: none"> <li>○ “Matching” of unemployed persons with vacancies</li> <li>○ Employer registration</li> <li>○ Registration of unemployed persons</li> <li>○ Posting ads</li> <li>○ Filling out a CV</li> <li>○ Searching vacancies</li> <li>○ Basic information about the PES BD.</li> </ul>
<b>What were the source(s) of funding?</b>	Budget of the PES BD
<b>What are the lessons learnt and success factors?</b>	One crucial factor remains the hesitation of some employers to use the eBiro for announcing vacancies. Instead, they still prefer face-to-face exchange with the PES. Encouraging also these employers will be a crucial factor for fully exploiting the potential of this new digital tool.
<b>Contact details for further information</b>	<p>Dušan Ćurčić, stručni savjetnik – savjetodavac za poslodavce  Fra Šimuna Filipovića br. 2,  76100, Brčko distrikt BiH  t. +387(0)49 217 411  f. +387(0)49 217 412</p>

# Annex 10. PES practice fiche: Profiling and segmentation of the Registered-Unemployed (RU)

<b>Field</b>	
<b>Title of the policy or measure</b>	Profiling and segmentation of the RU
<b>Economy</b>	Kosovo*
<b>Short sentence summarising the practice</b>	<p>Profiling of the registered unemployed (RU) is followed by their segmentation in three sub-groups:</p> <ul style="list-style-type: none"> <li>○ low risk group to become long-term unemployed (LTU)</li> <li>○ medium risk group to become LTU</li> <li>○ high risk group to become LTU.</li> </ul> <p>For each segment a certain package of services and measure is designed and applied.</p>
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Economy-wide approach
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	<p>Individual characteristics of the unemployed registered with PES are different, but clients' profiling and segmentation allows PES to provide the most suitable and relevant support to each person.</p> <p>PES applies so called 'caseworker-based profiling' when a counsellor makes a subjective assessment of the potential of a person and uses his/ her discretion based on experience and personal data of the RU.</p> <p>The employment counsellor offers a package of counselling services and active labour market policy measures in accordance with the segment of the RU. In this way the PES support needed to (re)integrate a RU with the labour market, is adapted to the specific needs of the person.</p>
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The Ministry of Labour and Social Welfare, now Ministry of Finance, Labour and Transfers
<b>Which organisation was involved in its implementation?</b>	Employment Agency
<b>Which groups were targeted by the practice?</b>	Registered unemployed
<b>What were the practice's main objectives?</b>	To provide a set of relevant services and measures including active labour market policy measures to integrate a certain group of unemployed to labour market

Field	
<b>What activities were carried out?</b>	<p>During the interview with an unemployed person a counsellor gathers information about the client such as: the education attainment level, profession (ISCO 08), languages, work experience, disability if any and assistive devices.</p> <p>During this conversation the counsellor also collects information on the skills/competencies of the unemployed person and inserts all data into SIMP (supporting IT system). The latter stores the data though does not provide statistical profiling. So, segmentation is based exclusively on the counsellor's judgement/ opinion upon to which segment, out of the three mentioned above, a person belongs.</p> <p>The employment counsellor offers a package of counselling services and active labour market policy measures in accordance with the segment of the RU. In this way the PES support needed to (re)integrate a RU with the labour market, is adapted to the specific needs of the person.</p> <p>The profiling process is monitored and updated at intervals at least once every three months. Segmentation makes the process of addressing and integrating into the labour market of each unemployed easier.</p>
<b>What resources and other relevant organisational aspects were involved?</b>	Employment counsellors in the local PES offices (so called front-line PES staff) and SIMP
<b>What were the source(s) of funding?</b>	Governmental funding
<b>What were the outputs of the practice: people reached and products?</b>	<p>Profiling of the unemployed and their segmentation into three categories is considered a productive approach as it allows monitoring the changing status of the unemployed and take in time measures preventing the transition from low and medium risk group to the high risk of being LTU as well as reducing the duration of unemployed in the LTU 'mode'.</p> <p>The movement of unemployed between segments (from low risk to high risk to become LTU and vice versa) is done on the basis of changes in the characteristics of the RU.</p> <p>For example, if the unemployed person was segmented at the time of registration in a group of low risk to become LTU, they stay in the same group for some time. If after several visits to counsellor, the situation did not change for better and personal motivation for looking for a job is deteriorating, the SIMP reacts on the increased duration of the unemployment and sends a warning to the counsellor. In these cases, the counsellor should treat these clients as having a medium risk of becoming LTU and propose special counselling and/or participation in certain ALMP measure(s).</p> <p>In another case, if the unemployed person was segmented at registration in a group of high risk of becoming LTU, then they are immediately offered vocational training. After completion of training and becoming qualified in a certain profession, the RU starts looking for a job. From this time, the counsellor does not treat this client as of high risk to become LTU and moves them to the medium risk of becoming LTU group.</p>

Field	
<b>What are the lessons learnt and success factors?</b>	<p>Success factors:</p> <ul style="list-style-type: none"><li>✓ Support by SIMP: information system monitors the duration of the unemployment period and automatically moves the unemployed person to another segment.</li><li>✓ Integrated model of providing employment services by counsellors: each counsellor is well-informed about all types of services and ALMPs provided by PES and applies the relevant package of measures to the unemployed depending on the segment to which this person belongs.</li></ul>
<b>Contact details for further information</b>	Shpetim Kalludra - Head of Division for development of active measures and analysis in the labor market / Labor Market Department, EARK

# Annex 11. PES practice fiche: VTCs embedded in the PES system

Field	Information provided
<b>Title of the policy or measure</b>	VTCs embedded in the PES system
<b>Economy</b>	Kosovo*
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Economy-wide approach
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	PES can offer training of the unemployed and jobseekers either through VTCs or external training providers. Although the latter are more flexible than VTCs in updating of training curriculum, designing new training programmes and modernisation of workshops, their certification takes time. Moreover, a public procurement procedure launched by PES in case training are requested outside PES system, is complicated and can be blocked in certain periods due to logistical and financial capacity, or procedural and administrative issues.
<b>Name of the PES</b>	EARK
<b>What was the driver for introducing the practice? Was it internal or external?</b>	Internal, the then Ministry of Labour and Social Welfare, now within Ministry of Finance, Labour and Transfers.
<b>Which organisation was involved in its implementation?</b>	Employment Agency
<b>Which groups were targeted by the practice?</b>	<ul style="list-style-type: none"> <li>○ registered unemployed</li> <li>○ jobseekers</li> <li>○ employees whose job is endangered, or they need professional advancement.</li> </ul>
<b>What were the practice's main objectives?</b>	<ul style="list-style-type: none"> <li>○ To provide upskilling and reskilling of the PES clients without long delays</li> <li>○ To seek cost-efficiency</li> </ul>
<b>What activities were carried out?</b>	Vocational Training Centres provide vocational training in 30 occupations, through 7 Centres. Trainees are assessed and certified. Certification is in place and is also used internationally for employment purposes.
<b>What were the source(s) of funding?</b>	<p>Government budget</p> <p>Certain activities (e.g. evaluation of the sustainability of employment after participation in training arranged by VTCs) are commissioned by donors.</p>
<b>What were the outputs of the practice: people reached and products?</b>	On average, about 6,500 unemployed and jobseekers receive trainings in VTCs (EARK data). The number of trainees has doubled from 2009 to 2019 (2,977 in 2009 and 6,677 in 2019). In 2019, about 40% of trainees are those with less than secondary education and 42% are with general secondary education/Gymnasium, which are equipped with a certificate that supports their access to labour market.

Field	Information provided
<b>What outcomes have been identified?</b>	According to an independent evaluation carried out from November 2021 to January 2022, using a random sample of 118 trained individuals at VTCs, 23.7% (21.2% employed and 2.5% started their own business) of trained individuals were employed 6 months after completion of training.
<b>What are the lessons learnt and success factors?</b>	VTCs follow changes in the labour market and to extent possible adapt their offer to labour market needs. VTCs have been supported by donors with equipment and also training curricula development. Currently, VTCs are supported by donors to carry out the service of recognition of prior learning, which is an important service for employees who have skills and competences but lack a formal proof of their competences.
<b>Contact details for further information</b>	Gani Ismajli - Deputy Director of the Department of Vocational Training/ Department of Vocational Training, EARK

## Annex 12: PES Practice fiche: Development of a Book of Procedures

<b>Field</b>	
<b>Title of the policy or measure</b>	Development of a Book of Procedures
<b>Short sentence summarising the practice</b>	To define all relevant processes and secure a common standard of service provision throughout the whole organisation, the PES developed the Book of Procedures which provides documentation on the standards for all relevant services provided by the PES.
<b>Economy</b>	Montenegro
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Economy-wide
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	The key challenge addressed by this practice was the need for establishing standards for service provision throughout the whole PES. To this end, all processes have been defined and standardised, as documented in the Book of Procedures. This approach was found to be helpful also outside of the PES which is why the Book of Procedures has been used as an example of good practice also by other public institutions of Montenegro.
<b>Name of the PES</b>	Employment Agency of Montenegro
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	The Book of Procedures was adopted in 2015.
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The driver was mainly internal since it was considered a key achievement for the PES to standardise its processes and provision of services, thus securing a high level of quality throughout the whole organisation.
<b>Which organisation was involved in its implementation?</b>	Audit team and service sector of the PES
<b>Which groups were targeted by the practice?</b>	This practice basically targets all employees of the PES since it provides guidance in the implementation and provision of all services offered by the PES.
<b>What were the practice's main objectives?</b>	The main objective was to develop a document that provides guidance on the implementation of all processes and services of the PES throughout the whole organisation.



Field	
<b>What activities were carried out?</b>	<p>The process of defining and standardising operational processes was carried out according to the Guidelines of the Ministry of Finance and the Central Harmonization Unit, which provided the basis for the work of the sector in charge of drafting the Book of Procedures. These guidelines have been communicated in detail to all employees involved in the development of individual procedures.</p> <p>The book of procedures defines in detail the instructions for more efficient work of employees and describes the way of realisation of activities, responsibilities, deadlines for the completion of tasks and every step in the realisation of set goals. Therefore, with the aim of implementing a system of financial controls and management in the PES, as well as improving work and reducing risks in every day work, a set of internal procedures was created in order to properly, economically, efficiently and effectively use the funds approved by the budget.</p>
<b>What were the source(s) of funding?</b>	PES Budget
<b>What are the lessons learnt and success factors?</b>	Since the preparation of the Book of Procedures developed a system of financial management and control, these procedures strengthened the delegation of responsibilities, i.e., the duties and responsibilities delegated to middle management and employees were more clearly defined. This is very important for ensuring the adequate use of the funds.
<b>Contact details for further information</b>	<p>Jovan Kostic  Head of the Department for Statistics and Analysis in the field of employment  PES Montenegro  e-mail: <a href="mailto:jovan.kostic@zzzcg.me">jovan.kostic@zzzcg.me</a></p>

## Annex 13. PES practice fiche: Implementation of vocational rehabilitation measures

<b>Field</b>	
<b>Title of the policy or measure</b>	Implementation of vocational rehabilitation measures
<b>Short sentence summarising the practice</b>	The PES of Montenegro implements vocational rehabilitation measures by organising trainings for employers in cooperation with a licensed education provider for this area as well as through professional assistance in obtaining a license to carry out professional rehabilitation measures.
<b>Economy</b>	Montenegro
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Economy-wide
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	Prior to the implementation of this measure, there was no adequate institutional structure in place to offer measures of vocational rehabilitation in Montenegro. Thus, at the initiative of the PES, the Ministry of Labour and Employment established the Centre for Vocational Rehabilitation in Podgorica and concluded additional agreements with two private service providers of vocational rehabilitation, thus creating the necessary institutional infrastructure.
<b>Name of the PES</b>	Employment Agency of Montenegro
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	An initial pilot project on vocational rehabilitation has been implemented in 2011. Since 2013, this project has been repeated on a regular basis. Due to the great importance of vocational rehabilitation, the Government of Montenegro established the Public Institution "Center for Professional Rehabilitation" in Podgorica in November 2017 for the purpose of organizing and conducting vocational rehabilitation.
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The driver was mainly internal since the relevance of providing measures of vocational rehabilitation to persons with disabilities was recognized as an important task of the PES but required a specialised institutional infrastructure to adequately implement these specialised services.
<b>Which organisation was involved in its implementation?</b>	The PES of Montenegro was the leader in this process but the cooperation with the relevant Ministry was essential in achieving the objective since it facilitated the establishment of a dedicated institution for vocational rehabilitation. Furthermore, two private service providers were involved in the implementation.
<b>Which groups were targeted by the practice?</b>	Primarily, this measure was implemented to support persons with disabilities in their (re-)integration into the labour market. At the same time, this measure was also meant to encourage employers to provide training and employment opportunities for persons with disabilities.

<b>Field</b>	
<b>What were the practice's main objectives?</b>	One core objective was to build institutional capacities for providing measures of vocational rehabilitation for persons with disabilities by establishing a network of institutions and partners to take on the implementation of this task. Now, the PES can refer persons to vocational rehabilitation measures on the basis of cooperation agreements with contractors and provided tailored services to this target group.
<b>What activities were carried out?</b>	One step was the establishment of the Centre for Vocational Rehabilitation in Podgorica which was initiated by the PES and achieved with support from the relevant Ministry. This also required training of employees of the newly-founded Centre which was also carried out by professionals. A second step consisted in the conclusion of agreements with private service providers in this field of activities as well as establishing processes of cooperation and referral of jobseekers.
<b>What were the source(s) of funding?</b>	PES Budget, Fund for vocational rehabilitation
<b>What are the lessons learnt and success factors?</b>	A critical factor was the close cooperation with the relevant Ministry which also facilitated the procedures of procurement for the agreements with private services providers for vocational rehabilitation.
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# Annex 14. PES practice fiche: Counterfactual impact assessment of ALMMs

Field	<b>EVIDENCE-BASED DESIGN AND IMPLEMENTATION OF PES SERVICES</b> <b>Ex-ante and ex-post evaluation</b>
<b>Title of the policy or measure</b>	Counterfactual impact assessment of ALMMs
<b>Short sentence summarising the practice</b>	Evaluation of selected ALMPs implemented in North Macedonia during the period 2018-2019 including a cost effectiveness analysis by applying counterfactual quasi-experimental method.
<b>Economy</b>	North Macedonia
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	Economy-wide
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	The impact evaluation is a part of a general agenda of evidence-based policy making that focuses on redesigning the existing policies in order to achieve the best possible outcomes. The assessment results for each particular intervention have to be used to inform policy makers whether the programme has achieved the objectives and to provide information regarding the potential continuation, re-design or termination of the programme.
<b>Name of the PES</b>	Employment Service Agency of North Macedonia
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	August-December 2021.
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The worldwide experience shows that the effectiveness of ALMPs is considerably improved if impact evaluations are rigorous and the feedback results are channeled into program design.
<b>Which organisation was involved in its implementation?</b>	This project is part of the Employment and Social Affair Platform 2 (ESAP 2) jointly implemented by the Regional Cooperation Council (RCC) and International Labour Organisation (ILO) over a three-year period (2019-2022).
<b>Which groups were targeted by the practice?</b>	The sample for analysis consisted of treatment and control groups. The treatment group comprised persons who participated in one of the following five ALMPs: (1) Training for drivers, (2) Training for known employer, (3) Training for advanced IT-skills, (4) Training for in-demand occupation, and (5) Wage subsidy programme. On the other hand, the control group comprised persons who applied but have not been selected (have not participated).

Field	EVIDENCE-BASED DESIGN AND IMPLEMENTATION OF PES SERVICES Ex-ante and ex-post evaluation
What were the practice's main objectives?	<ul style="list-style-type: none"> <li>○ Review and analyse effectiveness and efficiency of ALMP measures implemented in the period 2018- 2019 in North Macedonia.</li> <li>○ Analyse whether participation in the ALMPs increased the probability of participants to find and retain gainful employment.</li> <li>○ Analyse whether the design and coverage of the ALMPs and implementation of these measures have been responsive to the challenges faced on the labour market of North Macedonia.</li> <li>○ Review and analyse which measures are more effective in achieving the objectives of reducing unemployment and improving employability and whether the selected ALPMs are cost-effective.</li> <li>○ Analyse what happens with the beneficiaries after participating in the ALPMs.</li> </ul>
What activities were carried out?	<ul style="list-style-type: none"> <li>○ <i>Specification of the scope of assessment (Training for drivers, Training for known employer, Training for advanced IT skills, Training for in-demand occupations, Wage subsidy program)</i></li> <li>○ <i>Definition of the outcome measures</i></li> <li>○ <i>Definition of the explanatory and self-assessment variables</i></li> <li>○ <i>Specification of data and sample (provided from two sources: the registry of the ESA of ALMM participants and applicants)</i></li> <li>○ <i>Carrying-out the survey</i></li> <li>○ <i>Data processing (summarising the descriptive statistics, application of the Propensity score matching technique, disaggregation of the treatment effect for different population segments, evaluation of the matching quality)</i></li> <li>○ <i>Writing report including policy recommendations</i></li> </ul>
What were the source(s) of funding?	ESAP 2
What are the lessons learnt and success factors?	The reforms of ALMPs in North Macedonia have to take into account the specific socio-economic context due to the COVID-19 pandemic, as well as the ESA capacities. This study demonstrated that ALMPs do not work equally well for different individuals and further improvements of their targeting is required. Since one of the main objectives of ALMP measures is to assist the unemployed to get back to work, they require a reasonably buoyant supply of job vacancies in order to be effective. If the North Macedonian economy is generating few vacancies as a consequence of the COVID-19 crisis, one should not be surprised if active measures show to be relatively ineffective.
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# Annex 15. PES practice fiche: Implementation of the Youth Guarantee in North Macedonia

<b>Field</b>	<b>SUSTAINABLE ACTIVATION AND MANAGEMENT OF TRANSITIONS</b> <b>Early intervention to avoid unemployment and implementation of Youth Guarantee on pilot basis</b>
<b>Title of the policy or measure</b>	Implementation of Youth Guarantee, pilot basis
<b>Short sentence summarising the practice</b>	The Youth Guarantee provides young people (up to 29) who are not in employment, education or training (NEET) to obtain suitable jobs, to continue their education or to participate in the ALMPs within a period of four months after their registration as unemployed in the ESA registry.
<b>Economy</b>	North Macedonia
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	In a pilot project started 2018, the Youth Guarantee was implemented at local level in three Employment Centres  The rolling out at economy-wide level started in 2019 and was concluded in 2021.
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	The implementation of the Youth Guarantee in North Macedonia is coordinated by a coordinating body composed of representatives from all relevant institutions. The goal of the coordination body is providing better coordination and controlling of planned activities. The implementation of the Youth Guarantee is considered as successful if at least 30% of included youth NEET after four months ended up as employed or acquired the necessary skills for employment, a value which has continuously met.
<b>Name of the PES</b>	Employment Service Agency of North Macedonia
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	The Youth Guarantee in North Macedonia has been implemented for the first time in 2018 as a pilot project in three municipalities: Gostivar, Strumica and Skopje. By taking into account the positive experiences, the project has continued up to the present.
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The main driver for introducing Youth Guarantee in North Macedonia was the high youth unemployment rate and the intention to retain youth population in the economy.
<b>Which organisation was involved in its implementation?</b>	Employment Service Agency  Ministry of Labour and Social Policy  Ministry of Education
<b>Which groups were targeted by the practice?</b>	Young people not in employment, education or training (NEET)
<b>What were the practice's main objectives?</b>	The main objectives of Youth Guarantee is to ensure that all young people receive a good quality offer of employment, education or training.

<b>Field</b>	<b>SUSTAINABLE ACTIVATION AND MANAGEMENT OF TRANSITIONS</b> <b>Early intervention to avoid unemployment and implementation of Youth Guarantee on pilot basis</b>
<b>What activities were carried out?</b>	The Youth Guarantee encompasses measures for activation of young people who are registered for the first time as unemployed persons - active job seekers. After being registered in the register of unemployed persons, youth NEET are immediately referred to their first interview with employees of the ESA, who profile their employability, using a control questionnaire and prepare Individual employment plans. These plans define the activities that enable the young unemployed person, in a period of four months, to be re-involved in the educational process (not in regular education) or to be involved in any of the active employment measures or services, which will enable to increase the individual employment opportunities or to be offered suitable employment that suits the education and skills. Activities include group and individual counselling; providing job search assistance services; motivational training; involvement in any of the ALMP measures (employment, education and training measures).
<b>What were the source(s) of funding?</b>	The Budget of North Macedonia
<b>What are the lessons learnt and success factors?</b>	The main success factors for the implementation of the Youth Guarantee in North Macedonia are the following: first, the partnership with an umbrella NGO that covers a number of well-trained experts for the field work and second, the active role of the ESA in preparing the Individual Employment Plans and offering good quality ALMPs.
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## Annex 16. PES practice fiche: Provision of online services for customers

<b>Field</b>	
<b>Title of the policy or measure</b>	Provision of online services for customers
<b>Short sentence summarising the practice</b>	The NES has significantly enhanced its portfolio of digital services for customers, including digital registration and communication as well as digital trainings and virtual job fairs.
<b>Economy</b>	Serbia
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	The further development of digital services is a wide-ranging reform which affects the channels used for services provision throughout the NES. It is an ongoing change process which will lead to the implementation of more digital services in the future.
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	On the one hand, the contact restrictions due to the COVID-19 pandemic necessitated the use of alternative channels of service provision. On the other hand, digital services in general are becoming more and more relevant for efficiently providing services, also for PES. Several programmes and services recently implemented by the NES address these challenges and have led to an enhanced portfolio of digital services.
<b>Name of the PES</b>	National Employment Service of Serbia
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	Implementation of these services started after the outbreak of the COVID 19 pandemic, in the second half of 2020, and continued to be implemented in 2021 and 2022
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The drivers were both internal and external. Internally, it was the recognised need for more digital services in general, while externally the COVID-19 pandemic functioned as an additional driver which sped up the process of developing new services out of pure necessity.
<b>Which organisation was involved in its implementation?</b>	Mainly the NES was in charge of these developments, but there was additional support from the GiZ in financing the digital platform for the virtual job fair. Additional online training courses are also provided by an external service provider (JPOA).
<b>Which groups were targeted by the practice?</b>	In general, all customers – jobseekers and employers – are targeted by these new digital services.
<b>What were the practice's main objectives?</b>	One objective was to find pragmatic solutions for servicing jobseekers and employers also under the conditions of the COVID-19 pandemic. Another objective referred to generally implementing more digital services for customers to meet their changing needs.



<b>Field</b>	
<b>What activities were carried out?</b>	<ul style="list-style-type: none"> <li>○ Development and implementation of two online programmes: "Training for Active Job Search" and "Road to Successful Entrepreneurship"</li> <li>○ Development and implementation of a "Virtual Job Fair" for jobseekers and employers</li> <li>○ Establishment of digital communication channels including e-mail, LinkedIn and Instagram</li> <li>○ Implementation of online registration for jobseekers</li> <li>○ Implementation of receiving inquiries and posting vacancies for employers</li> </ul>
<b>What were the source(s) of funding?</b>	Budget of the NES and financial support from GiZ (for the "Virtual Job Fair")
<b>What are the lessons learnt and success factors?</b>	<ul style="list-style-type: none"> <li>○ Digital services proved to be highly effective and were also appreciated by jobseekers and employers.</li> <li>○ The "Virtual Job Fair" could be made more specific and should be hosted on the NES' own platform.</li> <li>○ Online registration should be advanced by the development of an online platform to allow for the upload of documents instead of sending these by e-mail.</li> <li>○ More online trainings could be organised provided that both the NES and JPOA continue the development of online courses.</li> </ul>
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## Annex 17. PES practice fiche: My First Salary

<b>Field</b>	
<b>Title of the policy or measure</b>	"My First Salary"
<b>Short sentence summarising the practice</b>	To support the transition of young people from education into the labour market, a special measure was developed and implemented which provides youths with secondary and higher education with an internship with a company or public service while receiving a wage subsidised by the NES.
<b>Economy</b>	Serbia
<b>Scope of measure (a pilot project or an economy-wide reform)</b>	This measure was implemented economy -wide by the NES.
<b>Short summary of key challenges addressed by the practice and outcomes/ lessons learnt</b>	The transition for youths from education to training and employment has always been a challenge. This situation was further aggravated by the outbreak of the COVID-19 pandemic. To facilitate this transition, the NES developed a measure to support this transition by facilitating contact with employers and providing additional subsidies during the early period of work experience.
<b>Name of the PES</b>	National Employment Service of Serbia
<b>When was the practice implemented? (including start and end date for pilot projects)</b>	Implementation started in December 2020 and is still ongoing.
<b>What was the driver for introducing the practice? Was it internal or external?</b>	The driver was both internal and external. The transition from education to employment had already been identified internally as a risk. In addition, the COVID-19 pandemic functioned as an external driver since it further aggravated the situation of youths looking for their first job during the pandemic.
<b>Which organisation was involved in its implementation?</b>	The measure was implemented by the NES but also involved employers who were interested in participating in this programme.
<b>Which groups were targeted by the practice?</b>	Youths with secondary or higher education
<b>What were the practice's main objectives?</b>	The main objective of the practice is to support youths in their transition from education to employment. At the same time, this measure also supports employers in finding suitable candidates meeting their demands for workforce.

Field	
<b>What activities were carried out?</b>	<ul style="list-style-type: none"> <li>○ Firstly, a platform had to be set up where employers can register their vacancies suited for the target group of the measure.</li> <li>○ Secondly, youths created their CVs using the available form on the same platform and, in line with their interest, they applied for any particular vacancies posted by employers on the platform, matching their educational level.</li> <li>○ Thirdly, candidates and employers are matched.</li> <li>○ Finally, a tripartite agreement is signed between the NES, the employer and the unemployed youth who starts his or her 9-month internship with the respective company or public service.</li> <li>○ For the whole 9-month period the young person receives a monthly allowance fully covered by the NES, while the employer may choose to provide a top-up in accordance with the company's internal policies and practices.</li> </ul>
<b>What were the source(s) of funding?</b>	The project was funded exclusively from the budget of the NES.
<b>What are the lessons learnt and success factors?</b>	<ul style="list-style-type: none"> <li>○ The programme proved to be highly in-demand.</li> <li>○ The program was well accepted by both employers and youths.</li> <li>○ Satisfaction of users was highly dependent on the technical characteristics of the platform and the ease of its use.</li> </ul>
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