QUALITATIVE BENCHMARKING AND TIMETABLE OF ACTIVITIES

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OUTLINE

- Our team

- EU Benchlearning initiative

- Elements of the qualitative benchmarking process

  in general

    1 or 2 examples of assessing an „enabler"

- Proposal for applying EU BM to Western Balkans

Aims

Support reflection on PES performance in systematic way

Identify development needs -> basis for ML activities

The qualitative benchmarking team

Consortium of Budapest Institute for Policy Analysis (Hungary) and Center for Development Evaluation and Social Science Research (BIH)

Agota Scharle *team leader*

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EVIDENCE on impact of PES reforms

Germany 1
- A pilot project (2007) in 14 of its 779 local employment offices: Lowered the ratio of caseworkers to UI recipients to 1:40 from 1:100 in the pilot offices
- Outcome: (1) Re-employment rate, (2) UE duration (days)
- Effect: (1) 9.4% rise 1 year after the start of the project, (2) 5.8 days decrease

Germany 2
- Hartz III (2007) package revised role division within PES staff so that all claims by a jobseeker are now processed by a single case-worker
- Outcome: UE rate
- Effect: 0.88 pp (22.51%) decrease from 2005 to 2008

EVIDENCE ON IMPACT OF PES REFORMS

UK

- Introduction of Jobcentre Plus (2001): integrated the Employment Service and Benefit Agency; modernised IT systems and performance monitoring; enhanced job-brokering.

- Outcome: Exit rate from Jobseeker Allowance to job

- Effect: 3% rise 18 quarters after the introduction

Hungary

- HRDOP 1.2 measure (2004-2008) was a new model of service provision with client profiling, internal remodelling of the local offices, installed self-help computer terminals, introduced quality assurance system, staff training and an integrated information system uniting all county offices.

- Outcome: Re-employment rate

- Effect: 9.4 pp rise 4 years after the program start (controlling for age, education, and prior labour market history).

EU PES NETWORK OPERATIONAL OBJECTIVES

EU-2020

- Employment rate: 75%
- Education: early school leavers/ drop-out rate <10%
- Fight against poverty and social exclusion: Reduce number of threatened or affected people by 20 million

EP & Council Decision

- Contribution to the EU strategy 2020
- Stronger cooperation of European PES
- Modernising and strengthening PES
- Definition of quality standards in PES (YG)

PES Initiatives

- Reducing unemployment and ensuring employment
- Creating transparency on the labour markets
- Implementing youth guarantee
- Creating fair mobility
- Reducing long-term unemployment
- Improving costumer satisfaction

BENCHLEARNING & THE EUROPEAN SEMESTER

Results of PES Assessment

Endogenous Factors
(e.g. operative processes of PES)

Responsibility of PES

PES-Action Plan

Exogenous Factors
(e.g. legal frame-work, governance)

Out of PES-control

Responsibility on Governance-level

European Semester

CSR
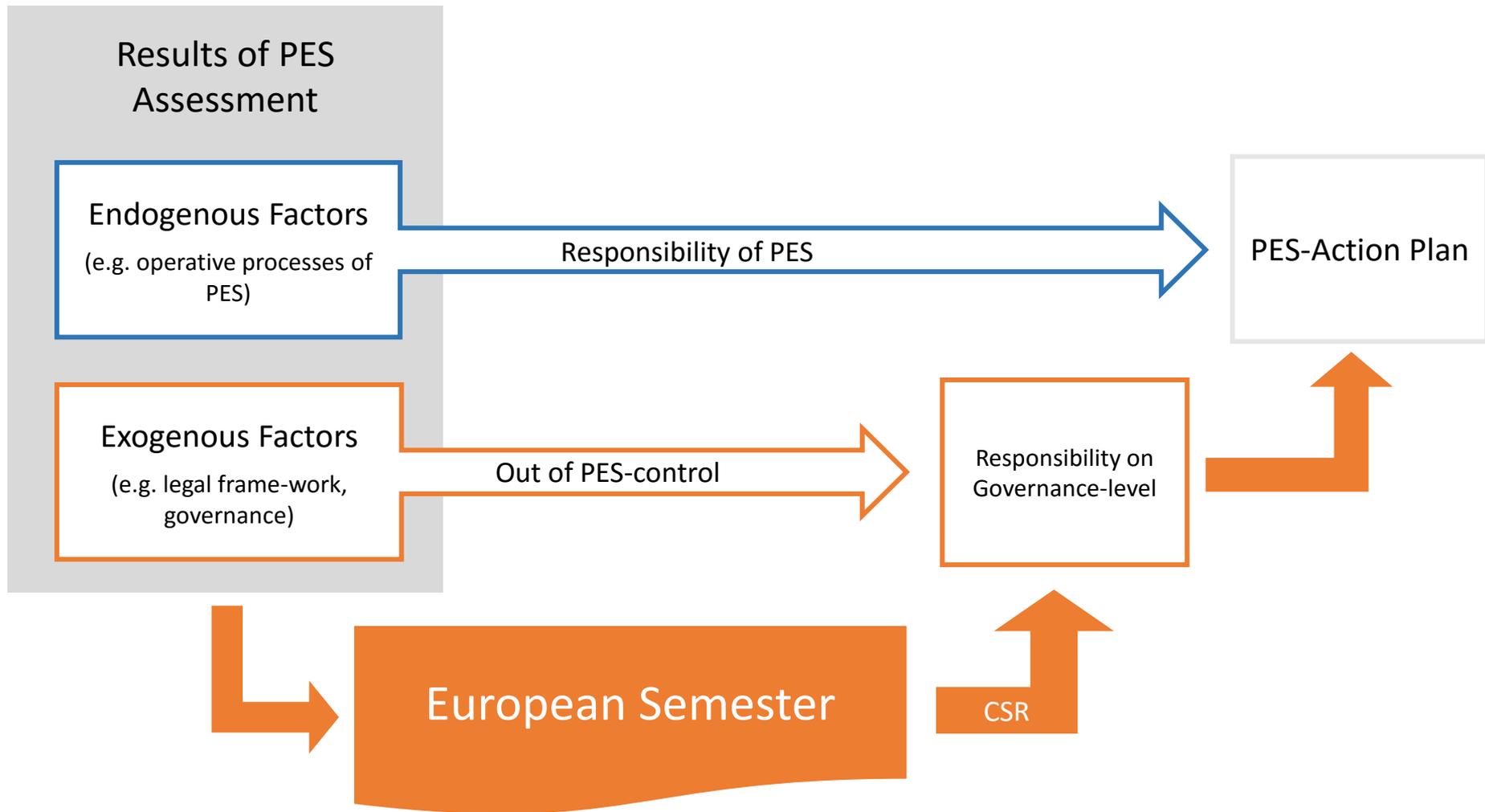
PES BENCHLEARNING CYCLE

PES-Report

Areas of Improvement

Quantitative and Qualitative Assessment

Mutual Learning

Improved Outcome

Good Practices

Implementation of Change

National Action Plan
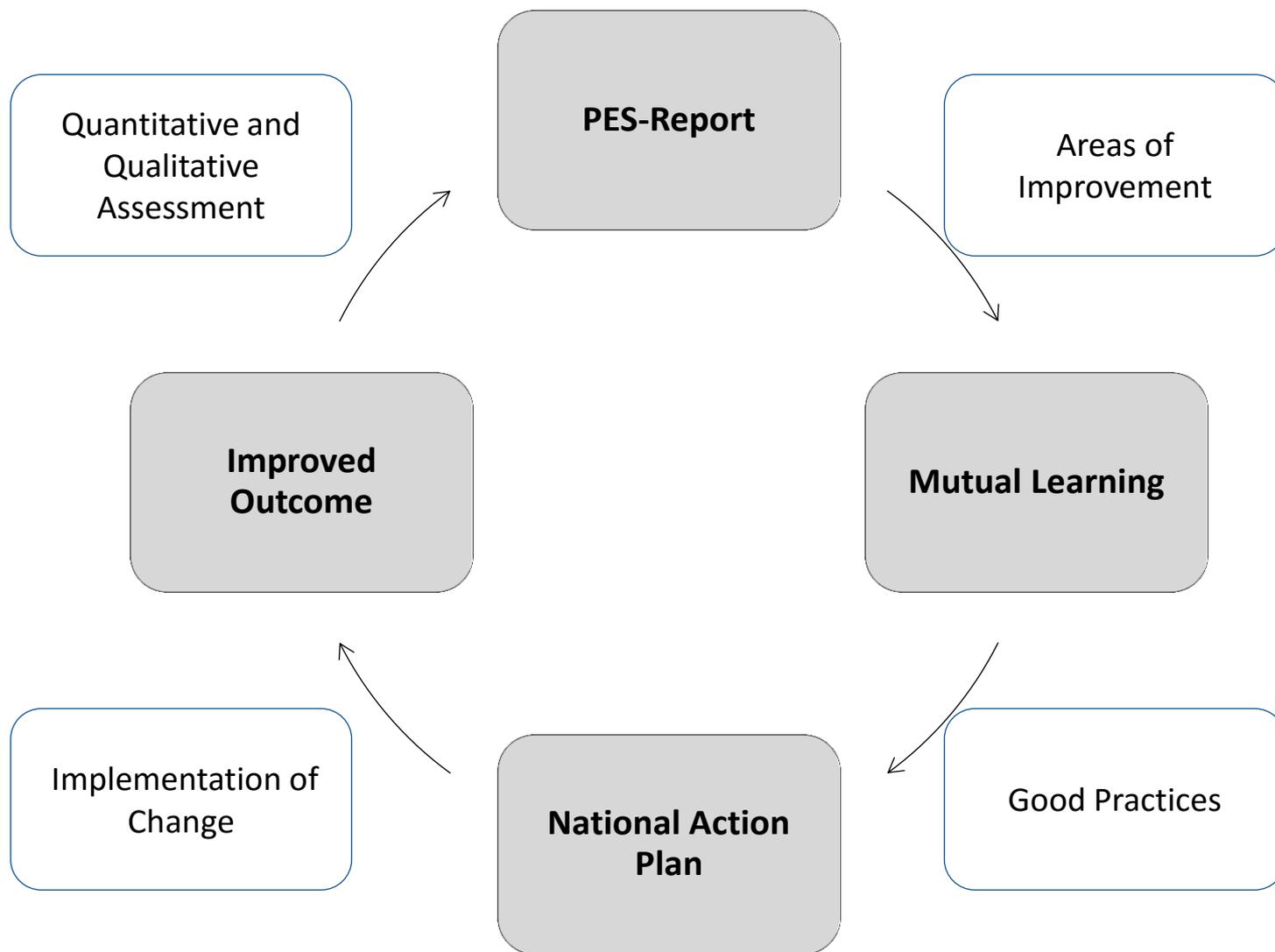
ASSESSMENT PROCESS

Quantitative Assessment

Data collection and analysis

European data-platform

with data of each national PES

↓

Overall PES-Benchmarking comparative statistics

Valid Performance Outcomes

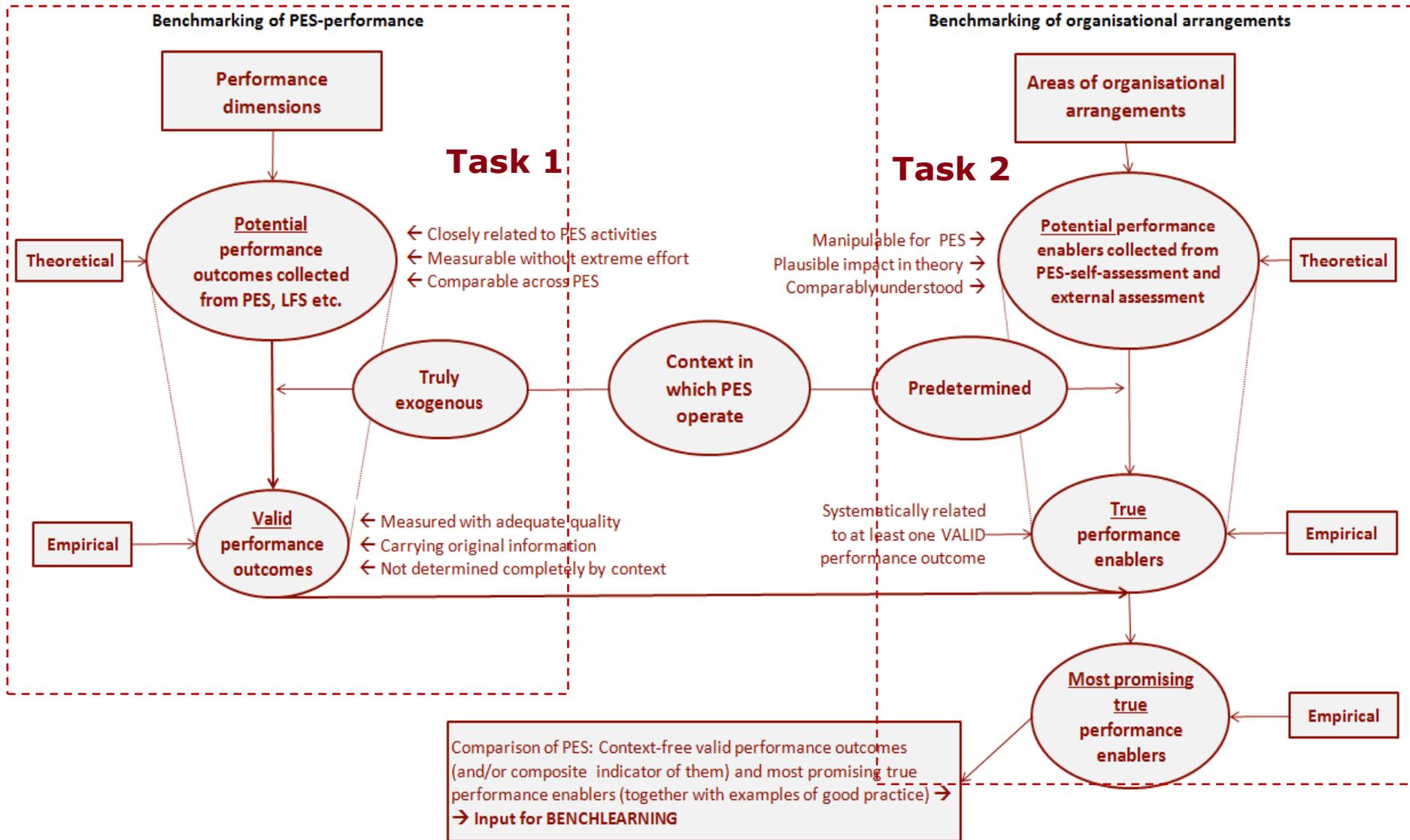## Qualitative Assessment

Identify unquantifiable strengths and good practices

PES-Self Assessment

External PES Assessment

True Performance Enabler
Evidence-based Good Practices

Mutual Learning Process

Manipulable for PES →
Plausible impact in theory →
Comparably understood →

Potential performance enablers collected from PES-self-assessment and external assessment

Theoretical
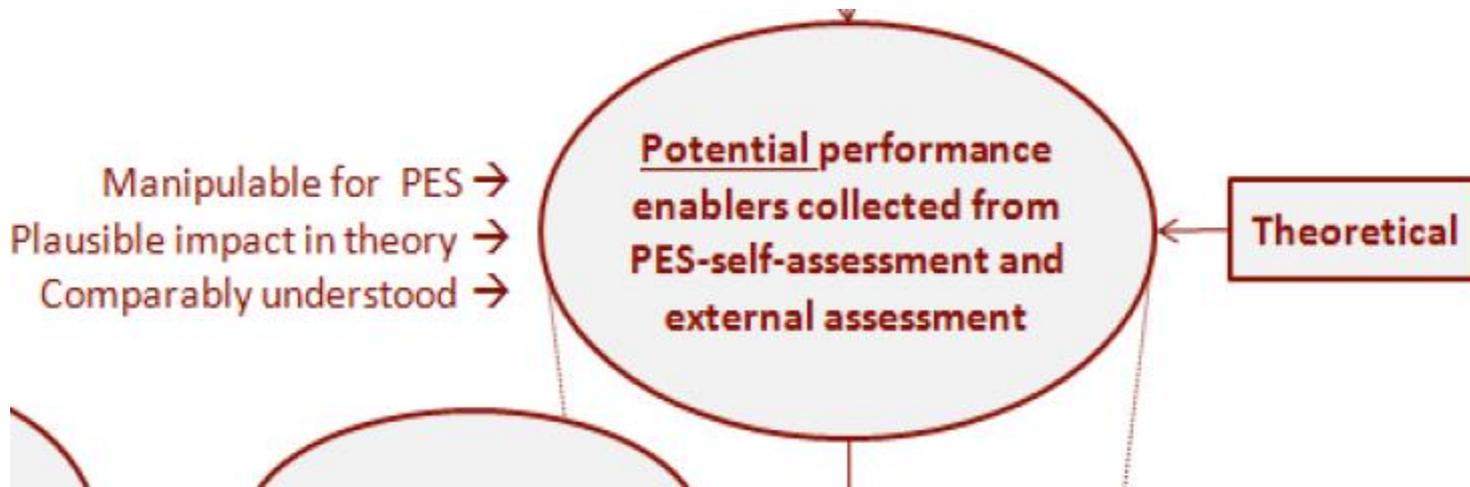
ASSESSMENT FRAMEWORK ON BENCHLEARNING

Performance drivers/ enablers

Results

Labour market conditions

Institutional conditions

A — Strategic PES management

B — Design of operational processes and use of information

C — Sustainable activation and management of transition

D — Relations to employers

E — Evidence-based design and implementation of PES services

F — Effective management of partnerships and stakeholders

G — Allocation of PES resources

H — Identify & implement reform

Output and outcome of PES

Learning

Context Variables/ Background

Qualitative Assessment of Performance Enablers/ Self-Assessment

Bench-marking indicators

Mutual Learning Activities

Integrated Benchlearning Concept based on EFQM-Excellence Model

Both assessments build on the same template and follow the PDCA-cycle:

- *P: How is planning done?* Is planning based on the organisations'/clients' needs and expectations? Is it deployed throughout the relevant parts of the organisation, on a regular basis?

- *D: How is implementation of plans organized?* Is execution managed through defined processes and responsibilities and diffused throughout the relevant parts of the organisation, on a regular basis?

- *C: How is implementation monitored?* Are defined processes monitored against relevant indicators and reviewed throughout the relevant parts of the organisation, on a regular basis?

- *A: How are (potential) adjustments organized?* Are corrective and improvement actions taken based on the results of the above processes throughout the relevant parts of the organisation, on a regular basis?

ASSESSMENT TEMPLATE

Section	A. Strategic performance management
Performance enabler	A1. *Establishing the fundamentals of performance management by target-setting*
Description	Ideally a PES maximises the scope for action… accountability.

I. Implementation

Phase	Description	Hints to fill in Evidence level	No evidence or just some ideas 1	Some weak evidence, related to some areas 2	Some good evidence related to relevant areas 3	Strong evidence related to most areas 4	Very strong evidence related to all areas 5	Excellent evidence compared with other organisations, related to all areas 6
Plan	Planning is based on the organisations'/clients' needs and expectations. Planning is deployed throughout the relevant parts of the organisation, on a regular basis.	mark the relevant column						
		Indicate sources						
Do	Execution is managed through defined processes and responsibilities and diffused throughout the relevant parts of the organisation, on a regular basis.	mark the relevant column						
		Indicate sources						
Check	Defined processes are monitored against relevant indicators and reviewed throughout the relevant parts of the organisation, on a regular basis.	mark the relevant column						
		Indicate sources						
Act	Corrective and improvement actions are taken based on the results of the above processes throughout the relevant parts of the organisation, on a regular basis.	mark the relevant column						
		Indicate sources						

- **Self-assessment (prior to site visit):**
  - Host PES is asked to score itself on a 6-level scale for each enabler
  - Scoring is done on the basis of available evidence that a PES has implemented organizational solutions according to the definition of excellence ("ideally")
  - The more evidence is available and the more convincing it is, the higher is the score
  - Evidence: Any information that supports an assessment, e.g. concepts, handbooks, surveys, reports, studies etc.

- **External assessment (during site visit):**
  - Extensive preparation by ICON (country profile package, incl. information on the broader institutional context)
  - Discussion on results of self-assessment with representatives of host PES
  - Assessment of evidence presented by host PES
  - Identification of room for improvement together with host PES
  - Scoring of presented evidence

IDENTIFICATION OF GOOD AND BEST PRACTICE

- **Good practice:**
  - To be identified during and after the site visits
  - Criteria: Theoretically defined excellence for each performance enabler
  - Result: Any convincing and evidence-backed approach/solution in a PES that comes close to the theoretical "ideal" is good practice

- **Best practice:**
  - To be defined after all site visits have been conducted and the combined empirical analyses of performance outcomes and performance enablers have been finished
  - Criteria: Statistically significant relationship between (at least one) performance outcome and (at least one) performance enabler ("true performance enablers")
  - Result: Approaches/solutions for which such a relationship can be established are best practice

- **Practical recommendations:**
  - To be identified during site visits in close co-operation with host PES
  - Inevitably, this has to be done using the theoretically defined "ideal"
  - Recommendations will become part of the feedback report
  - Might not only address the PES but also the governance level

- **Input for mutual learning:**
  - First year: Examples of good practice
  - After second year: Examples of best practice
  - Suggestions to group PES for learning purposes (learning clusters)

- Scores for each enabler and each EU MS

enablers/ ranking	A1....			...G2
developable	most of Southern Europe, some CEE			
developing	some of Southern Europe, most CEE			
well-developed	most of Western Europe, some Baltic			
mature	Austria, Belgium VDAB, Estonia, Germany			

Enablers	Unsubsidised transitions		Outflows of low-skilled		Outflows of <25	
	'10-15	'14-15	'10-15	'14-15	'10-15	'14-15
Section E: Evidence-based design/implementation	+	+	+	+	+	+
E1: Ex-ante and ex-post evaluation	+	+	+	+	+	+
C1: Holistic profiling	+	+	+	+	+	+
C6: Implementation of service and activation strategy	+	+	+	+	+	+
A4: Making use of the results of performance management	+	+	+	+	+	+
B2: Implementation of support structure	+	+	0	+	+	+
B4: Channel management and blended services	+	+	0	+	+	+
Section F: Manage partnerships and stakeholders	+	+	+	+	+	0
F1: Identification and structuring of relevant stakeholders	+	+	+	+	+	0
F2: Partnership building	+	+	+	+	+	0
F4: Management of partnerships w social partners	+	+	+	+	+	0
Section C: Sustainable activation + transitions	0	+	+	+	0	0
Section A: Strategic performance management	+	+	0	+	0	0
Section B: Design of operational processes	+	0	+	+	0	0
Section G: Allocation of PES resources	+	+	0	0	0	0
Section D: Relations with employers	0	0	0	0	0	0
D3: Matching vacancies and jobseekers	0	+	0	+	0	0

PES SITE VISITS

- Purpose

- Roles of Assessors and PES Staff

- Timescale/Workflow for typical visit

PES SITE VISITS

Purpose

- The main objective of assessment is to get a better and more profound understanding of the PES, to learn more about operational processes, performance management, achievements and main challenges.

- The interviews are expected to be an open dialogue between the members of the PES and the assessors.

- To achieve these objectives it is important to cover different levels (management, experts and operational) of the PES.

- All assessors receive training by ICON.

- The PES self-assessment is conducted both at central level and in parallel at local levels.

- During the external assessment process/country visit, two PES experts, two from the contractor (ICON) and two experts from the European Commission act as joint assessors. Self-assessment will already have been completed by the PES before the visit.

- The site-visit takes 2.5 days. Depending on need and the structure of the PES, the visit focuses both on Head Office and local office(s).

EU PES SITE VISITS-WORK FLOW

Phase	No	ACTIVITY	Responsibility	Days of the visit														
		Weeks before (-n) and after (+n) BL visit		-7	-6	-5	-4	-3	-2	-1	1st	2nd	3rd	+1	+2	+3	+4	+5
Preparatory	1	A **pre-visit template** for gathering PES data is submitted to PES	ICON	✗														
	2	A **questionnaire for self-assessment** is delivered to PES	ICON		✗													
	3	**PES Self-assessment process commences**	PES															
	4	A set of PES documents and other background information from the PES management system is provided	PES			✗												
	5	Preparing a country profile and synopsis of PES documents	ICON					✗										
	6	Summary of PES performance data is shared with PES delegated assessors	ICON						✗									
	7	Video Conference with Assessors and ICON, to prepare for the PES visit. This to include briefing on important issues already identified and particular observation points during the visit.	ICON, PES						✗	✗								
	8	**PES joint assessment exercise**	PES															
	9	Preparatory meeting of assessors, agreement on visit approach and modalities for feedback from assessors during the visit and after.	PES,ICON, COM															
2,5 day PES site visit	10	Welcome meeting with PES senior management	ICON, PES								✗							
	11	General introduction to performance management, PES services, processes, ALMP	ICON, PES								✗							
	12	Joint Disccussions with Head Office Divisions, either by Function or by Enablers	ICON, PES									✗						
	13	Visit to local PES office(s), interviewing local staff	ICON, local PES										✗					
	14	Discussion on findings, closing session. Agreements on follow-up and arrangements for a video-based meeting of assessors	ICON, PES										✗					
Follow-up communication & re	15	Aggregation of results, key messages to the host PES	ICON, COM												✗			
	16	Scoring of performance enablers with comments from assessors and COM	ICON, COM											✗				
	17	Report on the assessment process	ICON, COM													✗		
	18	Host PES Report on the assessment process	PES												✗			
	19	Drafting of the Comparative feedback Report	ICON														✗	
	20	Identification of evidence -based good practices	ICON, PES												✗			
	21	Video conference meeting with hosting PES to discuss recommendations and comments on findings	ICON, PES															✗

PES SITE VISIT GENERIC STRUCTURE

Day 1: Head office		
8:30-9:30	Introducing the PES-BL-exercise – Presentation of objectives, expectations, methodology, follow-up and assessors General introduction to the Hungarian PES situation and recent structural changes with central PES top management and officials in the line ministry	
9:45-11:15	Section A Strategic Performance Management	
11:30-13:15	Section B Design of Operational Processes	Section D Relations with Employers
13:15-14:15 Lunch break		
14:15-16:00	Section C Sustainable Activation and Management of Transitions	Section F Management of Partnerships and Stakeholders
16:15-18:00	Section E Evidence based design +implementation of PES services	Section G Allocation of PES Resources

PES SITE VISIT GENERIC STRUCTURE 2

Day 2: Local PES office		
9:30-10:30	Presentation of the regional/local organisation: tasks and targets, main challenges in the region/local office, relationship to head office	
10:30-12:00	Presentation of regional/local office, organisation, key processes Customer journey. One of the team acts as a jobseeker client and goes through the process as if a new jobseeker, rest of the team observs. Or the team is walked through the customer journey as a group.	
12:00-13:30	Lunch break	
13:30 - 14:30	Interview with team leaders of local level: eg on details of process implementation in every-day work, any perceived autonomy and practical use of it, networking and partnerships, resources use etc.	
14:30-15:30	Interview with front-line advisers and counsellors	
	Career guidance counselor	Activation and counsellors for people with disabilities
15:30-16:15	Youth employment counsellors/EURES assistant	Interview with employer counsellors
16:15-16:45	Optional meeting of Assessors to discuss the outcomes of the day	

Day 3 Head Office: Summary of results and feedback	
08:30-13:00	Assessors summarize findings from both days and agree on central messages to host PES top management / officials in the line ministry
13:00-14:00 Lunch break	
14:00-15:30	Closing session with management of head office

GROUP ACTIVITY

Example of 1 or 2 enablers

Work in 4 groups

- Colleagues from same country should split into different groups

- Max 5 PES representatives in a group

- Max 8 people in a group

- 2 groups in Serbo-Croat (with interpretation to English) led by Nermin and Milika

- 2 groups in English (with interpretation to Albanian) led by Ágota and Esmeralda

GROUP ACTIVITY

D3 matching vacancies

All groups work on the same enabler

1) identify 3 questions on what information is missing from the report (what would you ask if you were an external assessor or read a draft prepared by your subordinates)

2) rate the PES against the enablers criteria

3) make a feasible recommendation

4) prepare to report to large group

Application to Western Balkans

- Elements: same as in the EU, with small adjustments
- Participants
- Time scale

Experts involved in BM at Host PES

Training:

1 coordinator of self-assessment: senior manager with experience and authority to influence PES management and processes

1 back-up to coordinator

1 peer assessor: senior expert with at least 7 years of experience in at least on of the enabler sections

1 back-up to peer assessor

Self-assessment:

Top management, senior experts to cover all enabler sections, representatives of all main levels and service areas of the PES down to frontline staff.

Other experts involved in BM

Assessor team on site visits:

2-3 peer PES assessors

2 external experts (1 lead assessor)

1-2 experts from RCC

General support and comparative report:

Team leader of external experts

About 11 weeks in total / country (excl training)

- 1 day training of PES officials and peer assessors
- PES complete questionnaire for self-assessment (3 wks)
- PES send documents/info to assessor team (statutes etc)
- Lead assessor prepares country profile, shares with team
- Assessors identify questions for clarification during visit
- PES site visit
- Scoring and results of visit summed up for PES
- Host PES report on the assessment process
- Lead assessor prepares report on assessment
- Lead assessor identifies good practices
- Online meeting with host PES to discuss recommendations

11 Sept start of data collection for qualitative BM

15 Sept training for PES managers and assessors

14, 18, 19 Sept alternative dates

25 Sept start of BM process in country 1

2 Nov – 8 Dec site visits

8 Dec end of BM process in country 1

12 Jan end of BM process in country 6

2 Jan-10 Feb comparative analysis

12 Feb draft comparative report

28 Feb final comparative report

Trying to observe holidays and other projects

Thank you for your attention.

Happy to answer any questions.

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