



International
Labour Office

Guidelines for establishing

Emergency Public Employment Services



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for establishing

Emergency
Public Employment
Services

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PREFACE

The ILO InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS) has produced these guide lines to assist practitioners set up effective and efficient emergency employment services in post-crisis contexts.

Employment services are a pivotal element of labour markets, in building essential bridges between job seekers and employment opportunities. This role becomes essential in the aftermath of crises –armed conflicts, natural disasters, financial and economic downturns, difficult political and social transitions; when changes in labour supply and demand are larger, occur at a faster pace, and needs are pressing, particularly from job seekers' viewpoint.

Post-crisis employment issues may arise as early as the emergency phase, when labour is sought for tasks such as building temporary shelters and distributing relief assistance, while masses of people who have lost their livelihoods seek income-generating activities. Emergency relief, then reconstruction, require a number of core employment services; including registration and matching of job seekers and vacancies, recruitment of workers for special employment programmes, ensuring non-discrimination in access to jobs, conducting rapid assessments of the labour market, employment orientation, including referral to training and counselling on self-employment opportunities.

Yet, experience has shown that in emergencies employment services may be overlooked, and even in cases where some capacity already exists, they may not be adapted to the post-crisis context. To address this need, IFP/CRISIS has been piloting the introduction of *ad hoc* “light” employment centres which perform basic operations, that can be gradually transformed into fuller and more permanent structures.

This volume provides easily available and easy to use guidance to ILO staff, ILO constituents and partners, and other actors working in post-crisis response. It is a standard package, designed to be used flexibly and pragmatically, to answer the specific needs of very diverse crisis contexts and levels of development, and steer rapid response action.

This is one of a series of tools IFP/CRI SIS has been producing, with other ILO technical units, to provide orientation to crisis scholars and practitioners on core aspects and technical areas of crisis response. Other manuals focus on “Generic crisis response modules”, “Rapid Needs Assessment”, “The role of cooperatives and other self-help organizations in crisis resolution and socio-economic recovery”, “Local economic development in post-crisis situations”, “Guidelines for employment and skills training in conflict-affected countries”, “Gender guidelines for employment and skills training in conflict-affected countries” and “Training and employment options for ex-combatants”. An “ILO crisis response trainer’s guide” is also available.

We are grateful to Michael Wheelahan, who prepared this guide combining his solid, direct experience in the area and that of ILO. A number of ILO officials contributed to this work, in particular Loretta de Luca, who launched and coordinated it skilfully. Valuable technical inputs and feedback came from other IFP/CRI SIS team members, especially Eugenia Date-Bah, IFP/CRI SIS director, Jayasankar Krishnamurty, Erik Lyby, Mike Shone and Irma Specht; and several technical units, in particular from Ellen Hansen, employment service specialist, and some of her colleagues in the InFocus Programme on Skills, Knowledge and Employability, including Jean Paul Barbier, Mariangels Fortuny, Robert Ransom, Alexander Samorodov. Valuable contributions were also made by Naoko Otobe (Gender Promotion Department), Eivind Hoffmann (Bureau of Statistics), Alena Nesporova and Grace Strachan (Employment Strategy Department).

The InFocus Programme on Crisis Response and Reconstruction would appreciate receiving feedback from users of these guidelines.

15.4.2003

Eugenia Date-Bah
Director
InFocus Programme on Crisis Response
and Reconstruction
ILO

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ACRONYMS

DDR	Dis arm a ment, Demobilization and Reintegration
DPO	Disabled Persons Organi za tion
ES	Employment Services
ESC	Employment Ser vice Cen tre
EIIP	Employment-Intensive Investment Programme
EISC	Employment Infor ma tion Ser vices Cen tre
IDPs	Internally Dis placed Per sons
IFP/CRISIS	InFocus Pro gramme on Cri sis Response and Reconstruction
ILO	International Labour Organi za tion
IOM	Inter na tional Organi za tion for Migra tions
ISCO	International Standard Classi fica tion of Occupations
ISIC	Inter na tional Standard Industry Classification.
LED	Local Economic Devel op ment
LMI	Labour Market Infor ma tion
LTTE	Lib er a tion Tigers of Tamil Eelam
NCCRRR	National Coordinating Com mit tee on Relief, Rehabilitation and Reconciliation
NSO	National Sta tis tics Office
NGO	Non Governmental Organi za tions
PES	Public Employment Services
PREAs	Private Employment Agencies
SIYB	Start and Improve Your Busi ness Pro gramme
UB	Unemployment Benefits
UN	United Nations
UNHCR	United Nations High Com mis sioner for Refugees

EXECUTIVE SUMMARY

Employment Services (ES) build essential bridges between job seekers and employment opportunities. These services become even more crucial in times of post-crisis recovery, when changes in labour supply and demand are larger, occur at a faster pace, and the needs of job seekers and potential employers are more urgent.

Employment issues arise as early as the emergency phase, when labour is needed to deliver relief services, for instance, but they become crucial when reconstruction starts. On the supply side, masses of crisis victims seek the productive jobs that will give them and their families a decent livelihood, dignity and hope. On the demand side, physical reconstruction, socio-economic reintegration services and the (re)starting of economic activities all require labour and specific skills. Job opportunities in the formal sector may have shrunk, but self-employment options may emerge and should be considered. Each post-crisis context calls for a number of core tasks usually performed by employment services, such as registration of job seekers and job vacancies, matching of the two, recruitment of workers for special employment programmes and ensuring non-discrimination in access to job opportunities. Related tasks include conducting rapid assessments of the labour market, referring people to training and providing counselling on self-employment options.

To address these issues, the ILO InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS) has been piloting the introduction of emergency ES centres in post-crisis situations. They sometimes consist of a tent, where a few officials perform basic job-matching operations, and can be gradually transformed into more solid and more permanent employment services.

These *Guidelines for establishing emergency public employment services* have been prepared to assist practitioners set up effective and efficient emergency employment services in crisis contexts. They have been designed to provide quick reference on issues relating to the introduction of these services.

IFP/CRISIS responds to four types of crises: natural disasters, financial and economic downturns, armed conflicts and difficult social and political transitions. It seeks to adapt to post-crisis contexts ILO overall goal of promoting opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity.

This ILO Decent Work agenda has a broad development objective, but it has also proven to be a strong rope that can pull individuals and communities out of crises and set them on a peaceful, progressive development path.

The ILO has been involved in crisis response within UN system-wide efforts or on its own initiative in some 40 countries, including Afghanistan, Indonesia, Namibia, South Africa, El Salvador, Former Yugoslavia, Sierra Leone, Palestine, Timor Leste and Sri Lanka. The relevance of proper ES clearly stood out in most such interventions.

Employment service activities in post-crisis situations will depend on the nature and extent of the crisis in question. ES role may include supporting specific initiatives developed to assist special target groups or providing more general employment-related assistance to all job seekers and potential employers. Private employment service agencies (PREAs) may operate in some sectors of the labour market, but the national government has the overall responsibility for delivering public employment services (PES), particularly in times of crisis. Regardless of the crisis context, the PES can provide a number of specific functions and services, but these may need to be adapted to meet particular situations. New services or approaches may have to be established where no previous services existed or where present services are inappropriate.

In all cases, PES efforts will be maximised if they are undertaken in collaboration with all relevant organizations and within an overall crisis-response strategy. Indeed, while ES are at the core of ILO mandate and expertise, their success and that of the ILO crisis response in general is best achieved as part of a collaborative effort with other UN agencies, national authorities, including crisis-response government agencies, employers' and workers' organizations, NGOs, private ES, local authorities and donors. This issue of coordination has become increasingly important and complex. It is vital that proposed ILO interventions related to ES are closely linked with other response programmes, and that ES are visible, recognized and used by the other crisis-response actors.

This ES guide can be used in conjunction with a variety of manuals and guidance tools IFP/CRISIS has produced in a number of technical areas relevant to crisis response, and similar guidance tools, to strengthen impact. Together, these instruments are to promote an employment-intensive crisis response.

Chapter 1 of these guidelines sketches the pivotal role of ES in post-crisis labour markets and the objectives of this volume. Chapter 2 provides examples of possible PES responses in various post-crisis situations and a suggested approach to conducting a needs assessment as the basis for developing these responses. Chapter 3 contains more detailed

information on the functions of an emergency PES as well as intervention strategies for responding to identified crisis needs. It also includes a section on meeting the needs of special categories of job seekers such as internally displaced persons, women, ex-combatants, persons with disabilities, youth and older workers.

Chapter 4 looks at the issues involved in setting up an emergency employment service, including the choice of locations, establishment of specific objectives, selection and training of staff, and the need to work with other agencies and community organizations. It also contains a detailed implementation checklist and planning guide. Chapter 5 provides information and guidance to supervisors and staff in the ES Centre on approaches to the overall management and operations of the centre. Chapter 6 contains a brief overview of the issues involved in promoting the longer-term sustainability of PES operations.

Annexes provide more detailed information on the setting up and running of employment service centres; in particular, explanations of specific functions and steps, along with basic forms and other documents typically used in ES.

1 – INTRODUCTION

1.1 Background

Employment Services (ES) are a pivotal element of labour markets and their role is to build essential bridges between job seekers and employment opportunities. This widely acknowledged role becomes all the more crucial in times of crises, whether they be armed conflicts, natural disasters, financial and economic downturns or difficult political and social transitions. In these challenging times, changes in labour supply and labour demand are larger, occur at a faster pace, in less predictable directions; and employment needs are pressing.

Employment issues arise as early as the humanitarian phase. Typically, masses of people may have lost their jobs and sources of livelihood, while others may face for the first time the need to find income-generating activities (demobilized soldiers, widows, refugees, etc.). Many previous job opportunities may have disappeared (particularly in the formal sector), so self-employment options also need to be considered. At the same time, new tasks such as physical reconstruction, the building of temporary shelters, distribution of relief assistance and socio-economic reintegration services all require labour. This context calls for a number of core tasks usually performed by employment services; in particular, registration of job seekers, registration of job vacancies, matching of job seekers and vacancies (including recruitment of workers for special employment programmes such as public works) and ensuring non-discrimination in access to job opportunities (with respect to women, youth, the elderly, people with disabilities, ethnic and minority groups.) Related tasks include conducting rapid assessments of local and national labour markets, providing employment orientation, referring people to training and providing counselling on self-employment options.

Yet, experience has shown that in emergencies the potential contributions of employment services may be overlooked. To address these employment issues, the ILO *In Focus Programme on Crisis Response and Reconstruction* (IFP/CRISIS) has been piloting the introduction of temporary ES centres, sometimes consisting of a tent, where a small group of staff perform basic job-matching operations, which can be gradually transformed into more solid and more permanent employment services.

1.2 Objectives of these Guidelines

Emergency delivery arrangements vary from country to country, and in some places private employment agencies (PREAs) also operate in the employment field—often specialising in recruitment services for particular occupations or industries. However, public employment services (PES) usually provide more general services to job seekers and employers and constitute one of the functions of a Labour or Employment Ministry. These guidelines have been prepared to assist practitioners to set up effective and efficient emergency employment services in crisis contexts, and help ensure their contribution to longer-term institutional capacity building of the PES. Their main focus is on PES responses and delivery arrangements.

The guidelines will provide readily accessible and easy to use guidance for ILO staff, ILO constituents and other crisis practitioners. They have been designed to provide quick reference on overall issues relating to the introduction of emergency employment services. Annexes have also been included which contain much more detailed information on the setting up and running of an Employment Service Centre (ESC).¹ These guidelines can meet the specific needs of very diverse crisis contexts and levels of development, and steer rapid response action.

This volume can be used in conjunction with other manuals and similar guidance tools already developed by IFP/CRISIS in a number of areas relevant to crisis response. Some address supply- and demand-side aspects of the labour market, such as training, local economic development, employment-intensive infrastructure works, cooperatives, gender, ex-combatants, etc.; others present aspects of the crisis response approach, such as rapid needs assessment (See the references in Annex 1). It will not only complement these resources but also strengthen their impact.

Emphasis is placed on providing guidelines to develop an immediate response within the post-crisis context. Nevertheless, the document includes annexes that offer guidance for the day-to-day operations of an emergency PES. They provide detailed descriptions of procedures, records, reporting requirements and coding of transactions and activities; as well as samples of duty statements, operational plans and details on setting up labour market databases.

¹ The term ESC is used throughout these guidelines to refer to an individual office of the PES.

Rein te gra tion of Ex-Combatants into Civil ian Life In Sri Lanka

Early in 2001, the Gov ern ment of the Social ist Dem o cratic Republic of Sri Lanka (GOSL) sought ILO assis tance in devel oping a rein te gra tion strategy for ex-combatants. A strategy paper was developed, proposing a phased approach that would address the current problems of violence and crim i nal ity of people with mil i tary back grounds and would pre pare for future Dis arma ment, Demobil i za tion and Rein te gra tion (DDR) chal lenges.

Following the Cease Fire agreement in early 2002, ILO developed a detailed project proposal to start assisting ex-combatants rein te grate into civil ian life. This pre pa ra tory phase has two main pri o ri ties: build ing up the insti tu tional capac ity of the GOSL, the Lib er a tion Tamil Tigers of Eelam (LTTE) and ser vice providers on the ground to provide effective assistance to ex-combatants; and lend ing direct assis tance to ex-combatants who have already left the differ ent armed forces.

The project's strategy focuses on building up capacity in such a way that not only ex-combatants, but ulti mately all job seekers would benefit from the improved services. The Ministry of Employ ment and Labour plays a key role in one of the main elements of the project: the regis tra tion and pro vision of employment services through its job centres. The project supports the insti tu tional strengthening of the Ministry's job placement centres, including staff training on vocational guidance and referral, job place ment, busi ness set up, and refer ral to and from training providers at the dis trict level. Com put er i sa tion of these cen tres, improve ment of market assessments and provision of employment infor ma tion are also fore seen. Staff will also be trained to iden tify ex-combatants in need of psychosocial assis tance and refer them to appropriate organiza tions for help.

The pro ject will be imple mented in the con text of broader recon struc tion efforts. It will work closely with the National Coordinating Com mit tee on Relief, Rehabil ita tion and Recon cil i a tion (NCCR), and link with major eco nomic recon struc tion and rehabilitation projects to access associated employment opportunities that will arise.

The pro ject will be imple mented over a two-year time frame and is expected to com mence in 2003.

A list of references used in the preparation of these guidelines is con tained in Annex 1.

2 – CRISIS CONTEXT AND NEEDS ASSESSMENT

2.1 Understanding the Context

Crises can occur in countries for a variety of reasons and in many different circumstances. However, the impact on the lives of the population is invariably widespread and severe. Consequences can include destruction of physical and social infrastructure, loss of production facilities and homes, displacement of people and loss of employment and income.

The ILO response in these situations is best achieved as part of a collaborative effort, involving other United Nations (UN) agencies, specific government ministries, employers' and workers' organizations, and possibly non-government organizations (NGOs) and local authorities. As the issue of coordination has become increasingly important and complex, it is vital that proposed ILO interventions in relation to employment services are closely linked with other response strategies and that there is quick implementation of projects once they have been approved.

A detailed description of coordination mechanisms both in terms of policy coordination at headquarter level and operational and strategic coordination in the field is contained in the ILO Publication *“Coordination in Crisis Response and Reconstruction”*.²

2.2 ILO Response to Crisis

IFP/CRISIS has produced a variety of documents on crisis response, including the manual titled *“ILO Generic Crisis Response Modules”*, which is designed to promote coherence and consistency in its response to crises and to outline potential strategies appropriate to particular crisis situations. The reader should refer to this document for a more detailed understanding of the overall context of the response.

IFP/CRISIS responds to crises resulting from four types of situations: natural disasters, financial and economic downturns, armed conflicts and

² Calvi-Pariseti, P. and Kiniger-Passigli, D.: *Coordination in crisis response and reconstruction* (Geneva, ILO, 2002).

difficult social and political transitions. Often crises have multiple causes, combining two or more factors, which add to the complexity of the context.

The following basic criteria guide the ILO decision on whether or not to intervene in a crisis situation:

- n The degree of gravity of the crisis in terms of actual or likely human impact on employment, poverty, social exclusion and socio-economic security;
- n The level of UN concern and degree of involvement planned by the UN system;
- n The interest expressed by the government and ILO constituents in an ILO response;
- n The degree of development and capacity of the country to deal with rehabilitation and recovery;
- n ILO's own assessment of the need for, and appropriateness of its response.
- n ILO's availability of resources, including not only technical capacity but also financial and human resources.³

2.2.1 Key Issues

Post-crisis situations are often accompanied by high unemployment and underemployment, severe income drops, people displaced from their usual community or home environment, refugees, trauma victims and other disadvantaged groups of people. At the same time, skill shortages can also begin to occur as demand for particular skills soar when humanitarian and reconstruction efforts commence.

In these situations, the primary concern of the ILO is to promote opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. The ILO Decent Work agenda comprises essential enabling rights that allow people to develop, and enhance their capabilities to be productive and climb out of poverty. It integrates economic and social concerns and is encapsulated into the following four strategic objectives:

- n Fundamental principles and rights at work
- n Creation of employment and income opportunities for women and men

³ The criteria for ILO intervention are presented in ILO: *Generic Crisis Response Modules* (Geneva, 2001), p.11.

- n Social protection
- n Social dialogue

Productive jobs constitute indeed a powerful coping strategy. They provide income for crisis victims as well as dignity, self-confidence, hope and a stake in peace for these people, while they help rebuild and stabilize their communities.

Further, decent work-based post-crisis reconstruction, rehabilitation and reintegration processes also provide a window of opportunity for bringing about social justice, addressing gender inequalities, decreasing vulnerabilities, ensuring lasting security and peace; thereby setting communities on a more sustainable development path.

Job creation must be a clear, ever-present target.

2.3 PES Interventions

Public employment services can play a crucial role in providing assistance in post-crisis situations. Their responses can vary depending on the nature and extent of the crisis. Their role may include supporting specific initiatives developed to assist special target groups or providing more general employment assistance to all those affected by the crisis.

Any interventions proposed by the PES should be considered in the context of the ILO mandate, and in shaping that response should take into account the following six major areas of concern:

- n Human rights (Fundamental ILO principles, social justice, basic rights and a tripartite approach);
- n The micro- and macro-economic situation (shrinking or expanding economy, price trends, poverty levels, trends in foreign trade, foreign capital inflow and payments);
- n The labour market situation (unemployment and underemployment and the demand and supply of different types of labour, training capacity and needs, labour market policies and wage levels reflecting the local and surrounding reality);
- n The socio-cultural and political context (particularly security, gender concerns, vulnerability, social exclusion and key target groups);
- n Social dialogue mechanisms (especially the role of the ILO social partners and the scope for reconciliation and peace);
- n Social protection (the security, scope and potential of modern and traditional, national and community-based systems).

It will be important to ensure that any emergency employment services being proposed will have full support and ownership by a national counterpart Ministry (usually the Labour Ministry, where it exists). If a small office is being piloted, then target groups should be defined and specific objectives should be set that are achievable with the staff available and that do not create unrealistic expectations. Arrangements should be confirmed with a memorandum of understanding between the parties, covering the initial employment services to be provided, the responsibilities of each party, the timeframe and the agreed outcomes. This format will help remove confusion and delays, will provide a basis for monitoring progress, and will help ensure the longer-term sustainability of the PES after the initial project funding has ended.

Where there is no existing PES and the Labour Ministry does not appear to have the capacity to support a pilot ESC, other implementation options should be considered including partnerships with other national Ministries, international agencies or NGOs.

In any crisis situation, the initial responses of the PES should relate primarily to immediate and short-term interventions, with the priority to assist identified target groups. It is important to stress that the PES should not act in isolation in these situations, and that its efforts will be maximised if they are undertaken in collaboration with other relevant national and international organizations, particularly those from the UN system, and within the overall context of crisis-response activities. Over a period of time, the activities of the emergency PES can progressively graduate into more permanent structures, integrated into the country's labour administration structure.

2.3.1 Core Service Activities

The ILO has been involved in UN system-wide efforts and in some instances has acted on its own initiative to develop employment service components in post-crisis responses. These include interventions in Timor-Leste, Former Yugoslavia, Indonesia, Namibia, Palestine, Sierra Leone, South Africa, and more recently Afghanistan and Sri Lanka.⁴

Emergency PES should be functional, visible, and the known reference point for job seekers and employers.

⁴ More information on ILO crisis responses is available in *ILO: Crisis-affected peoples and countries* (Geneva, 2001).

Regardless of the crisis context, there are a number of core functions or services that PES can undertake, and although there may be some variations from country to country they usually include the following:

- n Registering and advising job seekers
- n Advocacy with employers and filling vacancies
- n Collecting and disseminating Labour Market Information (LMI)
- n Meeting the needs of special categories of job seekers
- n Planning and management of special employment and training measures

These services or functions may need to be adapted or specialised to meet particular situations. Indeed, new services or approaches may have to be established where no previous services existed or where present services are inappropriate.

The following examples highlight the range of activities that can be considered in particular crisis-response situations.

2.3.2 *Natural Disasters*

Natural disasters often arise when there is a sudden onset of destructive natural forces such as earthquakes, floods or tropical cyclones, that impact on communities and result in loss of life, major destruction to infrastructure and means of production and widespread loss of employment. The first response will come from agencies involved in emergency rescue and humanitarian aid. ILO role sometimes begins in this first phase, but intensifies in the second phase, that involves relocation and employment assistance.

Natural Disasters	
Post-crisis issues	ILO/PES response options
Relocation needs	<ul style="list-style-type: none"> • Rapid response in the deployment of PES staff to temporary/mobile registration and placement centres • Recruitment assistance for emergency labour and transport needs

Natural Disasters	
Post-crisis issues	ILO/PES response options
Reconstruction	<ul style="list-style-type: none"> • Assistance in the recruitment of workers for reconstruction and emergency relief projects • Promotion of labour-based strategies/projects • Recruitment for public works projects • Promotion of on-the-job training opportunities
High loss of jobs	<ul style="list-style-type: none"> • Registration programmes for people who have lost their jobs/livehoods • Provision of advice and information to job seekers and emergency agencies • Advice and assistance with relocation programmes and alternative employment options
Skill shortages	<ul style="list-style-type: none"> • Identification of skills in demand and supply • Identification of training providers • Promotion of training courses to meet skill shortages • Identification of on-the-job skills training opportunities

2.3.3 Financial and Economic Down turns

Many factors contribute to major economic downturns, but the results will always include workers facing job losses and a decline in wages and earnings. Although some industries may be affected more severely than others, the impact is felt throughout the economy.

In these types of crises, government infrastructures are often still in place and ILO is better able to work with the relevant Ministries. It usually proposes PES responses and programmes that build on existing employment service operations to assist unemployed workers, and participates in programmes involving structural reform, retraining and relocation of workers. Nevertheless, staff training and capacity building for the PES may be necessary for it to meet the new challenges.

Financial and Economic Down turns	
Post-crisis issues	ILO/PES response options
Large-scale retrenchments	<ul style="list-style-type: none"> • Registration of persons affected by large-scale retrenchment programmes • Temporary offices on-site to offer pre-retrenchment seminars (e.g. on retrenchment allowances, alternative employment possibilities, retraining options, job-search techniques) and registration services • Support for community strategies to minimise or prevent retrenchments
High unemployment and underemployment	<ul style="list-style-type: none"> • Assistance to unemployed persons (e.g. providing skills for job search and preparation of CVs) • Advice and assistance on retraining programmes and relocation • Promotion of self-employment opportunities • Provision of information on training courses and training providers
Industry reorganization and reforms	<ul style="list-style-type: none"> • Advice on changing career options • LMI on emerging demand for particular skills • Promotion of local employment initiatives
Limited social protection	<ul style="list-style-type: none"> • Recruitment for public works programmes • Advice on the design of short-term employment programmes with large labour components (with meaningful, rather than “make-work”, components) • Implementation of unemployment insurance and social protection programmes and strategies • Advice on the design of social safety-net programmes

Employment Assistance in Sierra Leone

At the request of and in collaboration with the Ministry of Labour, Social Security and Industrial Relations in Freetown, the ILO launched in 2001 a rapid employment impact project (REIP) to support the peace consolidation process in Sierra Leone.

The project focused on strengthening the capacities of employment information service centres (EISCs) to enable them to participate effectively in the reintegration of war-affected groups. The capacity building exercise aimed at reorienting EISC services towards self-employment and informal sector activities.

Although a network of employment offices did exist, these were poorly resourced and lacked the capacity to take on additional tasks associated with the reintegration of additional conflict-affected groups.

In the first phase, the ILO provided seed funding to conduct a rapid labour market needs assessment and to establish a 'pilot' EISC to provide employment services. It was envisaged that this office would later become a model for improving the Ministry's other employment offices, with services to be replicated in other areas where similar problems existed. This was to be done as part of a larger 'Employment for Peace' programme for which the ILO was seeking donor funding.

The Centre aimed to assist job seekers in finding jobs and to provide information and referral services relating to self-employment and training opportunities. The EISC also established a labour market information data base with skills profiles of job seekers, details of skill shortages, and information on training institutions.

A key emphasis was assistance to war-affected youth. To achieve rapid impact, a partnership was proposed with the National Commission for Disarmament, Demobilization and Reintegration, aimed at helping ex-combatants with employment by identifying informal sector outlets which could absorb apprentices, and improving the quality of training in these outlets.

2.3.4 Armed Conflicts

In many post-conflict situations, government infrastructure and administration may have been weakened or destroyed, leaving very limited national capacity and resources available. Where transitional administration arrangements are in place, the political climate may also be uncertain. Unemployment is probably very high and specific programmes may be needed to re-establish social and economic infrastructures and to reintegrate refugees, internally displaced people and ex-combatants. Depending on the target group, different agencies and timeframes may be involved and different responses called for. For example, as soon as a ceasefire or peace agreement has been reached, refugees and displaced persons are likely to start returning very quickly, whereas ex-combatants may not be a major target group until after a demobilization strategy is implemented.

Armed conflicts	
Post-crisis issues	ILO/PES response options
Resettlement of IDPs	<ul style="list-style-type: none"> • Joint registration exercises identifying individual skills and capacities • Local labour market demand surveys • Resettlement programmes to assist internally displaced persons
Demobilization of ex-combatants	<ul style="list-style-type: none"> • Participation in demobilization programmes • Pre-discharge seminars covering employment possibilities, retraining options, job-search techniques and reintegration into civilian life • Information and referral services • Links to local services, support agencies and psychosocial assistance • Information and referral to retraining and small-business development opportunities

Armed conflicts	
Post-crisis issues	ILO/PES response options
Various disadvantaged groups needing urgent assistance	<ul style="list-style-type: none"> • Identification of key target groups • Specific programmes and services to assist priority disadvantaged groups (e.g. widows and other female heads of households, people with disabilities, trauma victims, those with psychosocial disorders)
Reconstruction	<ul style="list-style-type: none"> • Recruitment for major projects • Promotion of labour-based strategies/projects • Identification of emerging skill supplies and demands • Development of on-the-job skills training opportunities
Economic recovery	<ul style="list-style-type: none"> • Provision of reliable LMI • Promotion of local employment development initiatives
Weak institutional capacity	<ul style="list-style-type: none"> • Building of sustainable capacity in the PES • Integration of pilot ESC services into national organizations • Training courses and technical assistance for staff in participating organizations

2.3.5 Difficult Social and Political Transitions

Countries in transition may be facing economic, social, political and financial reforms. The timeframe for transition and change may range over a number of years. Specific needs may vary, but these countries share a number of common problems.

Social and Political Transitions	
Post-crisis issues	ILO/PES response options
Retrenchment of surplus workers	<ul style="list-style-type: none"> • Registration and referral services • Retrenchment and redeployment support • Transitional services, such as assistance in the restructuring of state-owned enterprises
Emerging skill shortages in new industries	<ul style="list-style-type: none"> • Career counselling and guidance • Training programmes to meet skill shortages
Weak institutional capacity	<ul style="list-style-type: none"> • Capacity building of national PES-related organizations • Training courses and technical support for staff in priority areas
Limited social protection	<ul style="list-style-type: none"> • Review of existing support/benefit systems • Implementation of unemployment insurance and social protection programmes and strategies • Advice on design of social safety-net programmes
Restructuring of the economy	<ul style="list-style-type: none"> • LMI compilation, analysis and dissemination • Active labour market programmes, such as public works • Information on and assistance with self-employment opportunities

2.4 Needs Assessment

Before determining the type of response the PES can offer, an assessment should be made of the extent and nature of its existing services. This may be done either independently or as part of a broader ILO Crisis Assessment Mission that may be examining the overall impact of the crisis and for formulating an overall response on employment and related issues. A number of different methods may be used to collect information,⁵ and further details on the overall assessment approach on crisis response are contained in the ILO “Crisis response – Rapid Needs Assessment manual”.⁶

Where a PES already exists, the needs assessment should include a review of the adequacy of its existing services. The following questionnaire should assist in reviewing key areas.

PES Structure and Services		
Issues	Key Questions	Notes
Status of PES provider	<ul style="list-style-type: none">• Which Ministry is responsible for the PES?• What is the regulatory framework applying to these PES services (e.g. eligibility of clients to use the services, restrictions on worker movement, such as requirement of permits to travel from one district or province to another)?• What links does the Ministry have with other Ministries (e.g. for vocational education and training) and private sector organizations?	

⁵ The World Association of Public Employment Services (WAPES) has developed a survey instrument for conducting needs assessments to identify technical assistance requirements of an established PES. Further information is available on the WAPES secretariat web address (www.wapes.org).

⁶ The manual contains detailed sections relating to labour market and employment issues, including information requirements when assessing the needs of special vulnerable groups, vocational education and training, SME and business development services.

PES Structure and Services		
Issues	Key Questions	Notes
Geographic coverage, sites, clients and staffing	<ul style="list-style-type: none"> • How many PES offices are now operating? • What is their coverage? (by province, district and local areas) • What are the usual types of employers and workers served by the PES? • Are full services available at each location? • How many staff are working at each location? • Do offices have telephones, fax, computers and adequate furniture and equipment? 	
Range of services available from the PES post crisis	<ul style="list-style-type: none"> • What are the stated objectives of the PES? • Do any offices provide specialised services? (e.g. for foreign employment, casual labour, seasonal work) • Does the PES carry out any other functions apart from employment services? (e.g. labour inspection, dispute resolution, unemployment benefit payment) 	

PES Structure and Services		
Issues	Key Questions	Notes
Employment-related issues		
Key groups affected	<ul style="list-style-type: none"> • Which areas or communities suffered the greatest impact? • What is the impact of the crisis on workers, job seekers and employers? • How many people have been affected? (e.g. number of refugees, persons displaced, numbers who have lost their homes and employment, numbers to be demobilized, by sex, age and ethnic background) • Are there specific disadvantaged groups requiring specialised assistance? (e.g. child soldiers, ex-combatants, widows and female heads of households, people with disabilities) 	
Client registration, counselling and information services		
	<ul style="list-style-type: none"> • Are there job seeker registration arrangements, and if so how do they work? • What, if any, client assessment and counselling services are currently provided? 	

PES Structure and Services		
Issues	Key Questions	Notes
Job seeker services	<ul style="list-style-type: none"> • What types of assessment are conducted and what are the links, if any, to training courses and skill requirements in short supply in the labour market? • What are the assessments used for? (e.g. are they compulsory before undertaking training courses?) • What are the current levels of business for each of these services? (e.g. number of clients assessed, number of clients counselled –provide number of men and women assisted–) • Are records kept of what happens to clients after they have been counselled or assessed? • Is there any follow-up contact? Provide details. • Does the PES administer unemployment benefit funds and payments? • What are the registration procedures and eligibility requirements for unemployment benefits? 	

PES Structure and Services		
Issues	Key Questions	Notes
Employer services and community links		
Vacancy notifications	<ul style="list-style-type: none"> • What types of employers are typically using the PES? • How many vacancies do the PES usually receive each month? • How many vacancies are currently received? • Does the PES specialise in filling certain types of vacancies? (e.g. skilled/unskilled, seasonal or casual work vacancies) 	
Employer visits	<ul style="list-style-type: none"> • What contact does the PES have with employers, industry organizations and training institutions? • Does the PES have a regular employer visit programme? • Does the PES provide services to employers in the private and informal sectors? 	
Tripartite arrangements	<ul style="list-style-type: none"> • What consultative arrangements exist for participation of government, employer organizations and worker representatives? • Is there an Advisory Board or other mechanism for advising and coordinating the activities of the PES? • Does the Board have a tripartite composition? 	

PES Structure and Services		
Issues	Key Questions	Notes
Quality of Service		
Quality of services provided	<ul style="list-style-type: none"> • What statistics are available showing levels of business for each office? • How many job seekers are registered each month? • How many vacancies are announced each month? • How many job seekers are placed in employment each month? • Is there adequate access for clients to services? • Is there any computerisation of client records, vacancies, etc.? If yes, please provide details. 	
Labour Market Information		
Frequency, extent and coverage of data collection	<ul style="list-style-type: none"> • What LMI is currently provided by the PES? To clients? To labour market analysts and policy makers? • What is the extent and coverage of the information? • How often is it collected and updated? • How is the information presented and disseminated? • What LMI is obtained from other sources? 	

PES Structure and Services		
Issues	Key Questions	Notes
Occupation skill shortages and industry trends	<ul style="list-style-type: none"> • Is information available on occupational and industry trends? (e.g. occupations where there are skill shortages, locations where there is a demand for labour) • Is information provided at the national, province and local levels? • Is information available on areas of economic growth? • Is information available on training institutions and training courses? • Are there any changes or improvements to the available information that should be introduced? 	
Other sources of information	<ul style="list-style-type: none"> • Does the NSO provide labour market statistics or reports? How frequently? For which groups and areas? • Do other agencies conduct surveys and produce reports? (e.g. Agriculture, Health, Education Ministries, international organizations, NGOs) • Are there recent national census results available? Are they relevant to the post-crisis situation? 	

PES Structure and Services		
Issues	Key Questions	Notes
Private Employment Agencies		
Status and geographic coverage	<ul style="list-style-type: none"> • How many private employment agencies are operating in the country? • What is the legislative framework under which they operate? • In what areas of the country are the private employment agencies operating? • In which categories of workers/sectors are they specialized? • What are the staffing levels and capacities of these agencies? 	
Range and quality of services	<ul style="list-style-type: none"> • What services do they provide and how many vacancies do they service? • Are private employment agencies specializing in particular target groups of clients? • What is the level of their co-operation with the PES? • What are their sources of funding and what fees do they charge for services? • What other activities do they undertake? 	

PES Structure and Services		
Issues	Key Questions	Notes
Gaps or deficiencies in current arrangements to handle crisis challenges		
Assessment of short-comings	<ul style="list-style-type: none"> • Is the current location and coverage of PES services adequate to meet the new demands? • What services should be changed or could work better? Provide details. • Will clients have adequate access to services? 	
Information gaps	<ul style="list-style-type: none"> • How useful is the current LMI in providing help to the target groups to be assisted? • Is there employment and training information needed that is not available at the moment? Provide details. 	

PES Structure and Services		
Issues	Key Questions	Notes
Staff training and equipment	<ul style="list-style-type: none"> • Do staff generally have the knowledge and skills needed to respond to the additional tasks? • If not, in what areas do they need further training? • Do managers and supervisors have adequate leadership, management and supervisory skills? • If not, in what areas do they need further training? • Are the premises satisfactory or will alternative sites be necessary? • Is the current level of equipment, computers and office requisites adequate? 	
Other issues	<ul style="list-style-type: none"> • Are links established with employers/employer associations, and with worker associations? • Are PES services client oriented? (i.e. non-bureaucratic) • Does the PES have adequate financial and human resources? 	

Key Findings and Recommendations

This section can be used to consolidate findings from the needs assessment and as a guide for preparing options for response.

Options for response		
Issues	Where a PES already exists	Where no PES exists or existing capacity is poor
Planning for PES interventions	<ul style="list-style-type: none">• Review and use (if appropriate) any preparatory or pre-crisis PES planning already undertaken• Develop (in consultation with the Labour Ministry) specialised responses and rapid interventions for specific activities	<ul style="list-style-type: none">• Find out if the overall crisis planning authority has developed strategies for recruitment, job creation and other employment-related responses• Identify the relevant national agency or Ministry which should have responsibility for employment services, and seek its commitment and ownership of the proposed PES service• Assess the feasibility of a PES• If necessary, look for opportunities to establish the PES in partnership or collaboration with other international agencies or NGOs already operating (e.g. UNHCR or IOM)• Develop specialised responses and rapid interventions for specific activities

Options for response		
Issues	Where a PES already exists	Where no PES exists or exist ing capac ity is poor
Implementation	<ul style="list-style-type: none"> • Use exist ing PES capabilities to implement the proposed activities • Adapt or strengthen existing services where necessary to meet the needs • Use a ‘pilot’ office approach to achieve quick response and rapid impact • Consider using short-term responses necessary to meet specific needs • Establish strong links and collaborative arrangements with other international and national bodies involved in crisis response 	<ul style="list-style-type: none"> • Nego ti ate with the relevant Min is try, NGOs and inter na tional agen cies to imple ment and sup port specific emergency employment ser vice responses • Secure collaboration from all post-crisis key players to use the proposed services • Select staff from the relevant Ministry or recruit new staff to establish and operate the pilot PES • Use a ‘pilot’ office approach to achieve quick response and rapid impact • Consider using short-term responses necessary to meet specific needs • Establish strong links and collaborative arrangements with other international and national bodies involved in crisis response

Options for response		
Issues	Where a PES already exists	Where no PES exists or existing capacity is poor
Specific options	<ul style="list-style-type: none"> • Where resources are limited or expertise lacking, use pilot PES services in key locations to achieve rapid impact and gain experience • Provide intensive training and support for staff in employment service operations • Use mobile/temporary service arrangements to reach remote locations • Develop joint servicing arrangements with other agencies or employers where there are requirement for large-scale job seeker registrations (e.g. relocation, demobilization, retrenchments, displaced persons) 	<ul style="list-style-type: none"> • Establish a 'pilot' PES in partnership with another agency already operating in the field. Choose a key location and set specific objectives • Establish partnership arrangements that may also assist in monitoring and longer-term sustainability • Provide intensive training and support for staff in employment service operations • Develop joint servicing arrangements with other agencies or employers where there are requirement for large-scale job seeker registrations (e.g. relocation, demobilization, retrenchments, displaced persons)

Options for response		
Issues	Where a PES already exists	Where no PES exists or existing capacity is poor
Labour market information	<ul style="list-style-type: none"> • Use Labour Ministry staff or local consultants to provide quick labour market assessments on skill shortages, growth sectors, and skill profiles of job seekers • Cooperate with local authorities and national statistical services 	<ul style="list-style-type: none"> • Use local consultants and partner resources to conduct rapid labour market assessments
Longer-term planning and development strategies	<ul style="list-style-type: none"> • Encourage the Labour Ministry to plan for the longer-term directions of the PES • Support initiatives and strategies for: <ul style="list-style-type: none"> • Policy and programme development • Developing a National Employment Policy • Reviewing the existing PES organization, structures and staffing • Increasing capacity to expand services • Building political support for ongoing development of the PES • Integrating PES into the labour administration department • Ensuring sustainable funding. 	

3 – FUNCTIONS OF AN EMERGENCY PES

In any crisis situation where large numbers of people have been affected, the PES needs to respond quickly and work closely with other major relief or response organizations. The PES should be represented in the planning phase of any over all crisis response programme, and it should provide details of specific initiatives it can deliver and programmes it can provide to assist priority target groups affected by the crisis.

The needs assessment will provide up-to-date information on the current capacity and resources of the PES, and will help determine its short-term level of response and the range of services that it can deliver to meet particular situations and to advance the principles of equity and transparency in the recruitment of staff. It should also provide a basis for the planning of longer-term priorities and activities.

The PES should aim to become a visible, reliable reference point for both job seekers and potential employers.

The core functions of an emergency PES are:

- n Registering and advising job seekers;
- n Advocacy with employers (local, national and international agencies) and obtaining vacancies;
- n Matching jobs and job seekers;
- n Collecting and disseminating LMI;
- n Meeting the needs of special categories of job seekers;
- n Planning and managing special employment and training measures.

3.1 Intervention Strategies

The PES should develop a clear strategy covering its proposed short-term intervention, based on a range of internal and external considerations. Objectives should be realistic and achievable in relation to the number of staff which will be available to implement the strategy.

Key elements of the strategy should cover:

- n Negotiation of a mandate from the key national and international players;
- n Liaison with other agencies and local community networks to assist in identifying job seekers with particular skills in demand;
- n Links with major projects to assist with their recruitment requirements;
- n A strong focus on contact with employers to assist them in filling their vacancies and to gather information on labour market trends;
- n Flexible targeted responses to assist specific groups with special needs;
- n Special job seeker registration campaigns to identify unemployed workers with particular skills. This may be needed to develop a database of skills in anticipation of emerging demands for labour in particular occupations;
- n Development of basic LMI to identify occupations in demand, skill shortages, areas of growth and training needs;
- n Sketching of job seekers' individual profile, to identify their skills, work experience, professional aspirations, skill needs, and spot possible socio-psychological problems for referral;
- n Links with training institutions to provide opportunities for training job seekers;
- n Provision of advice and information to job seekers and employers on employment alternatives, small-business development and sustainable livelihood options.

3.1.1 Responding to Identified Crisis Needs

A key feature of the emergency PES must be its flexibility and ability to respond rapidly to emerging needs. To achieve this the PES will need to develop flexible servicing arrangements in particular situations to support its intervention strategy. These could include:

- n Deployment of PES staff to temporary/mobile registration centres to provide a rapid response when large numbers of people need assistance;
- n Registration programmes to help people who have lost their jobs;
- n A programme of visits to designated venues to provide advice and information to job seekers in particular locations, at pre-arranged times;
- n Joint selection arrangements on employer premises to provide assistance in recruiting workers for reconstruction and emergency relief projects;
- n Temporary 'on-site' offices with employers to offer pre-retrenchment seminars and registration services;
- n Special recruitment arrangements for public works programmes;
- n Participation in demobilization programmes by conducting pre-discharge seminars and information and referral services for ex-combatants;
- n Joint registration activities at assembly points or camps for internally displaced persons;
- n Visiting services to selected locations to provide information sessions to disadvantaged groups, such as women heads of households, persons with disabilities, trauma victims and those suffering psychosocial disorders;
- n Transitional assistance services provided to existing workers and employers (e.g. assistance in the restructuring of state-owned enterprises).

An emergency PES can support these strategies by providing core services that fall into the main categories referred to earlier. It is important to emphasise that the PES should be selective in determining the services and the target groups it will assist as part of its emergency response. Its services should be prioritised to ensure that it delivers the most appropriate and rapid response with the resources it has available.

An Employment Plan for Timor-Leste

In 1999, the ILO developed a comprehensive plan for reconstruction, employment and skills training to assist the new nation of Timor-Leste.

The proposed plan included emergency employment in labour-intensive reconstruction schemes, the rehabilitation of public utilities, the promotion of small and micro-enterprises, the rehabilitation and development of vocational education and training, and the establishment of employment registration services. Complementary initiatives relating to labour administration, labour law and industrial relations were also outlined in the plan. Within this framework, the ILO has provided technical assistance to the Office of Labour and Social Affairs in Dili, the capital, to help it establish the first Employment Service Centre, which opened in September 2000 with a staff of 10 employment officers.

To respond quickly to employer vacancies on large projects, this Employment Service Centre developed a pre-selection and interview strategy which involved working closely with the Zona and Suco Chief networks in Dili. The strategy was developed in consultation with all the relevant parties and was used successfully to recruit workers and to promote fair and transparent recruitment practices by ensuring that all interested applicants received details of job descriptions and selection criteria for the jobs in question.

In its first month of operations, the employment service filled over 120 vacancies, including 70 positions for a new hotel opening in Dili, and a further 50 vacancies for a construction company completing work on the Emergency Schools Readiness Project.

Two employment service officers also received training on how to identify and promote small-business development opportunities, and worked closely with NGOs to organize and participate in seminars and group meetings to explain alternative income generating opportunities to potential clients.

The employment Centre developed a range of pamphlets and other materials to help job seekers get more information about job and training opportunities as well as self-employment options. Information covered job-search techniques, starting your own business, micro-credit schemes, vocational training courses available. The Centre also developed information kits for distribution to District Administrators.

Although the employment office achieved some initial successes, it was clear that ongoing technical support was essential if the service was to achieve its full potential. Plans to open employment offices in the other 12 districts of East Timor were postponed indefinitely due to budget restrictions and cut backs.

3.2 Reg is tering and Advising Job Seekers

The PES can provide a registration and placement service to unemployed persons who are looking for work. It can also provide job seekers with a range of information to help them with their job-search activities and advise them of alternative employment options. Even when there is high unemployment, skill shortages can still exist in particular occupations or geographical areas, and the registration process will also allow the PES to build up a skills profile of available job seekers.

The PES should aim to provide an efficient and friendly service to all job seekers who come seeking employment and to all employers who seek workers.

Employment officers will do this by:

- n Registering job seekers and advising them on how and where to search for jobs;
- n Matching them to vacancies and referring them to jobs available with major works projects and other employers;
- n Providing advice on training (or retraining) courses and other options, including self-employment and small business development opportunities.

Before any help or advice can be provided, the PES will need to obtain detailed information from job seekers about:

- n Their previous employment history;
- n Their educational attainment and qualifications;
- n Their skills and experience;
- n Any physical, mental, family and social constraints on the type and location of jobs;
- n The type of work they would prefer.

The most effective way to collect this information is by using a standardised job seeker registration form to record this information. A 'generic' form, which can be used for this purpose, is shown in Annex 2. This annex also contains detailed guide lines on how to complete this form.

During the registration process the employment officers may also make their own assessment of the job seeker's need for specialised assistance because of psychosocial problems, physical disabilities or other difficulties or disadvantages.

By obtaining accurate and complete information during the interview, the PES will be able to match the job seeker with vacancies. At the

same time, PES staff should be careful not to promise or guarantee to the job seeker that they will find him or her a job, and job seekers should also be encouraged to look for work themselves.

3.2.1 *Sketching Job Seekers' Profiles*

Each job seeker record will be given one or more occupational codes, to make it easier to match the job seeker's skills to the available vacancies either at an interview or at a later time. Using these coded records, the PES will be able to build up a profile of job seekers based on their experience, skills and occupational preferences. This information is particularly useful when employers are looking for particular types of skilled labour. More information on the use of job seeker codes is contained in Section 3.4 on occupation and industry codes.

3.2.2 *Advice, Information and Referral Services for Job Seekers*

If there is no suitable job available for the job seeker at the time of the interview, he or she should be encouraged to use other methods of searching for jobs, such as asking friends, contacting employers directly and checking newspaper and radio announcements.

The PES should also provide information on:

- n Any relevant training courses that may be starting up;
- n Organizations and programmes that can assist people in other ways, such as with self-employment, small-business development and access to credit;
- n Organizations that provide psychosocial support services.

3.3 Contacting Employers and Registering Vacancies

In most countries, notification of vacancies to the PES is not compulsory, and when enterprises have vacant jobs they do not always notify these vacancies to the PES. They may advertise their vacancies on the radio, through press advertisements, by placing vacancy notices at the workplace, or by asking existing workers to tell their friends and relatives that vacancies exist. To the extent possible, the PES should register all vacancies that have been publicly advertised, not only those reported directly to its offices.

It is essential for the PES to publicize its work by marketing its services to employers, to encourage them to notify their job vacancies and to persuade them to consider those persons who have registered as unemployed when they have any vacancies. In post-crisis situations, the PES has a special opportunity to promote recruitment and selection practices that are transparent, equitable and based on merit.

In post-crisis situations, employers often do not like to advertise vacancies publicly because of fear that large numbers of job seekers will turn up at their gates. At the same time, they may need to recruit large numbers of staff for major projects but have difficulty finding people with the right skills.

In all of these circumstances, the PES must be very active in offering services to employers that will be attractive to them and that will promote fair and transparent recruitment arrangements. These may include pre-selection services as well as assistance in the design of objective selection criteria and prompt and efficient notification of results to job seekers.

3.3.1 Advising Employers about the PES

The PES must spend time identifying the industry and employers within its local district, and staff should regularly visit these employers to promote the services available and to encourage employers to notify their vacancies to the PES.

Regular contact should be maintained with:

- n Crisis coordination bodies and international agencies;
- n Major development projects;
- n All relevant employers in the district;
- n Government departments and agencies;
- n Local administration offices and community organizations.

3.3.2 Major Projects and International Agencies

Where major projects are being undertaken for construction and rehabilitation works or other major public works, employment officers should arrange to visit these contractors as soon as possible to identify their job requirements and to offer assistance in recruiting workers. PES staff will need to negotiate with employers on the best method to handle recruitment arrangements for these projects.

If employers are having difficulty in recruiting workers with particular skills, details of the training required should also be obtained so that opportunities to provide local training to meet these skill shortages can be developed. Opportunities should also be discussed to provide training on the job.

PES can provide assistance by:

- n Providing ideas of suitable (i.e. employment-intensive) work/activities;
- n Coordinating all recruitment activities associated with the exercise or a specific component;
- n Conducting pre-selection and short-listing exercises with employers;
- n Providing links to training for job seekers.

When a large-scale emergency employment programme is planned, the PES manager should participate in its design. And when the relevant recruitment exercise is identified, he or she should contact the PES head office for assistance in developing a strategy and also to discuss any resource implications.

3.3.3 Lobbying for Employment-Intensive Technologies

One aspect of the ILO crisis response is to promote employment opportunities through the use of labour-based construction technology and labour-intensive methods on reconstruction projects.

Practitioners should argue for these strategies to be used on suitable reconstruction and repair works being undertaken, and should lobby with coordinating agencies, donors and contractors to adopt these approaches wherever feasible. Ideally, preferential clauses should be incorporated into tender documents encouraging contractors to maximise the use of these strategies and to employ workers available locally. ILO specialists are available to assist in this exercise.

The use of labour-based methods not only helps create more local jobs, but may also result in greater use of locally available materials, tools and equipment. These approaches also increase investment in the local community and reduce the reliance on foreign contractors and imported goods and equipment.

Once established, these labour-based methods can continue to be used as a regular component of recurrent public investment programmes for the infrastructure and construction sectors.⁷

3.3.4 *Private Sector Employers*

A programme of visits should be arranged to contact all 'large' local employers on a regular basis, as well as places and associations where it is possible to meet 'small' employers or their representatives. Priority should be given to visiting employers with larger numbers of workers and any new employers who are just establishing their enterprises. In the longer term, the PES should aim to contact all new employers within three months of being aware of their existence, and all existing employers should be contacted at least once every year.

The following guidelines will be helpful for employment officers when they are making visits to employers:

- n Find out the name and position of the person responsible for recruitment and make an appointment to meet him or her;
- n Take some information materials explaining PES services;
- n Be punctual, speak clearly and use simple language;
- n Indicate which services the PES can offer to assist the employer;
- n Listen to questions and answer them clearly and honestly;
- n Avoid making promises that the PES can not keep;
- n Leave information with the employer, particularly on how and where to contact the PES.

3.3.5 *Civil Service and Public Sector Employers*

Recruitment arrangements for the Civil Service will vary in different countries. In some cases recruitment is organized through a central agency, in others the PES may be used. In some post-crisis contexts the

⁷ The ILO has developed an Employment-Intensive Investment Programme (EIIP) and an Advisory Support Information Services and Training Programme (ASIST). More information on these programmes is available on: www.ilo.org/employment/eiip and www.ilo.org/asist

public sector may not be in a position to recruit much staff, but the PES should keep in regular contact with Civil Service Ministries and obtain details of all current vacancies and recruitment campaigns so that it can provide information to job seekers on opportunities in the Civil Service. It should also keep abreast of and if possible participate in discussions about Civil Service reforms, which often take place in post-crisis contexts.

3.3.6 Vacancies

When employers have vacancies, a detailed record of the job requirements should be completed so that employment officers will have information about all of employers' requirements relating to qualifications, skills and experience. A vacancy form, used for this purpose, and guidelines for completing it are available in Annex 3. When employers give their vacancies to the PES, it can search for suitable applicants by matching the details of job seekers' personal records against the job requirements of employers. An outline of the steps involved in matching vacancies and referring suitable applicants to employers is also contained in Annex 3.

3.4 Occupation and Industry Codes

3.4.1 International Standard Classification of Occupations (ISCO)

When a job seeker registration form is completed on an individual job seeker, a decision should be made on the type of work he or she is seeking, and the appropriate occupations and occupation codes should be entered on the registration form.

If no suitable national classification system for jobs is available, the ISCO occupation classification system provides a means of sorting jobs into 390 different groups of occupations on the basis of tasks and duties that are to be performed in jobs. These groups can be subdivided into more precisely defined groups as well as merged into more aggregated ones according to the needs; e.g. groups or 'occupations' may need to be specified more precisely for placement in certain jobs, whereas it may be convenient to limit the number of categories presented when reporting on activities.

A check should be made with the NSO regarding the proposed occupational coding system to be used. By reaching agreement on this question, the reports and activities of the PES will be easier to compare

with statistics prepared by the NSO and other organizations. Initially a simplified version of the coding system may be used, but provision should be made in the design of the database for the full coding system to be implemented at a later time.

An occupational classification is useful in matching job seekers and job vacancies because the initial stage of matching can compare the occupational code on the vacancy with the job seeker registration forms that have the same or similar occupation codes. Where the codes are the same, a preliminary match has been made. The employment service officer can then proceed to examine the details of candidates who appear to meet the requirements. This more detailed research may show there are no suitable candidates, or it may identify some who are suitable for referral.

Where a computerised system of records has been introduced, much of this matching process can be done automatically and completed very rapidly.

3.4.2 Industry Codes

When employment officers are contacting or visiting employers, they will obtain basic employer details, including the main business activities undertaken by the company. It is important to obtain a good description of these business activities, as this will be used to code the industry in which the employer is operating. Industry codes will be inserted on the employer record and noted on vacancy forms for that employer.

The 'Industry' of a place of work is determined by the type of products, i.e. goods and services that are produced there, or the function that this place of work (establishment or functional unit) has. Each employer (enterprise) can be coded using an adapted and simplified version of the International Standard Industry Classification system (ISIC, rev.3.1); after checking with the NSO about the appropriate coding system to be used. Further information and details on recording and reporting systems are available in Annex 4.

3.5 Labour Market Information

Emergency Employment Services can complement use of LMI as part of their operations. Where the Labour Ministry or NSO is already doing this work, the PES role may be limited to specific tasks for a particular purpose (e.g. identifying potential demand for small-business development opportunities in the local district). In other situations, the PES may have as a broader objective to establish a LMI database that will provide information on local industry trends and growth sectors, skill profiles of job seekers, skill shortages and small-business development opportunities.

The PES role may include:

- n Generating labour market relevant statistics from its own employment service transactions;⁸
- n Initiating and coordinating rapid assessments of the labour market to determine skill shortages and market demands;
- n Establishing a labour market database to provide skill profiles of job seekers and information on demand and growth sectors.

It is important to remember that the primary responsibility for surveys and labour market data collection is usually with the NSO, and the PES should liaise and collaborate with that office in any data collection activities.

Further information and details on recording and reporting systems are contained in Annex 5.

3.5.1 Establishing a Labour Market Information Database

- n Where the PES proposes to establish a labour market database, it is important to ensure that one of the staff at the ESC is also a labour market specialist. A local contractor may also be needed to design and commission the software for the database.

More detailed information on the guidelines and the requirements in setting up a LMI database is contained in Annex 6.

⁸ See, for example, ILO/EASMAT: *Labour statistics based on administrative records: Guidelines on compilation and presentation* (Bangkok, 1997)

3.6 Meeting the Needs of Special Categories of Job Seekers

One of the objectives of the emergency PES will be to provide employment assistance to special groups. This assistance may include counselling, referral to training and links to other relevant services. The following are examples of the range of services which could be provided to such groups:

3.6.1 Internally Displaced Persons

The PES can:

- n Work closely with other agencies and develop rapid job seeker registration arrangements for IDPs;
- n Develop skill profiles of these unemployed to ensure a quick response and allocation of people to vacancies when there are demands for particular skills;
- n Use available relocation assistance packages to re-establish families and workers able to return to their local communities;
- n Develop networks with relevant local organizations to encourage collaborative responses for meeting the needs of returnees;
- n Use Local Economic Development (LED) strategies to identify possible areas of growth and opportunities for employment.

3.6.2 Women

The PES can:

- n Promote gender equality and encourage the removal of gender stereotyping in relation to employment, occupations and training opportunities for women;
- n Prepare and encourage other relevant institutions to prepare gender-disaggregated and other gender-relevant labour market data to highlight gender imbalances and related issues;⁹
- n Provide women better access to information on welfare and employment services, their legal rights and opportunities for employment and training;

⁹ See for example Mata-Greenwood, A. : *Incorporating gender issues in labour statistics*, Working paper (Geneva, ILO, 1997)

- n For mul tate spe cific inter ven tions to assist dis ad van taged women such as female heads of house holds, psy cho log i cally tra u ma tised, young women and those from minor ity groups;
- n Identify gov ern men tal and non-governmental agen cies pro vid ing courses and assistance spe cif i cally for women in rela tion to rein te gra tion and re set tle ment;
- n Conduct aware ness-raising ses sions for PES staff regard ing spe cific chal lenges faced by women, includ ing equal employ ment oppor tu ni ties, human rights, vio lence against women;
- n Ensure that PES staff are trained to iden tify those female cli ents in need of psy cho so cial assis tance and refer them to the appro pri ate ser vices;
- n De velop and main tain a reg is ter of local ser vice pro vid ers which offer pro gram mes for women in the areas of small-business de velop ment, voca tional skills train ing and edu ca tion;
- n Ensure that there is a bal ance of female and male staff work ing in the PES.

3.6.3 *Job Seekers with Disabilities*

Per sons with dis abil i ties, women and men, are an impor tant tar get group, mak ing up be tween 5 and 15 per cent of any popu la tion. PES ser vices should be made acces si ble to job seek ers with dis abil i ties, in coop er a tion with spe cial ized ser vices usu ally avail able from pub li c re ha bil i ta tion agen cies and NGOs. It is also impor tant to take a pos i tive ap proach, stress ing in par tic u lar how peo ple with dis abil i ties can be pro duc tive.¹⁰

The PES can:

- n Es tab lish close work ing arrange ments with re ha bil i ta tion agen cies, NGOs and orga ni za tions rep re sent ing per sons with dis abil i ties (DPOs);
- n Pro mote equal oppor tu nity and non-discrimination prac tices;
- n Ensure that PES staff are trained to pro vide ser vices also to job seek ers with dis abil i ties, with spe cial at ten tion to gen der dif fer ences, and are able to work closely with re ha bil i ta tion spe cial ists;
- n Facilitate PES staff close work with re habi li ta tion agen cies, NGOs and/or DPO staff when assis ting per sons with dis abil i ties;

¹⁰ See ILO: *Code of practice on managing disability in the workplace* (Geneva, 2003), also at http://www.ilo.org/public/english/employment/skills/disability/policy_policy_c.htm

- n Provide vocational assessment, vocational guidance and counselling services to disabled job seekers and refer them, when requested, to vocational skills training programmes, both public and private;
- n Encourage PES staff to promote equal opportunity and non-discrimination for job seekers with disabilities, by asking employers to consider giving them on-the-job training or work trials. This will give employers the opportunity to assess abilities and capacities, and provide to job seekers with disabilities valuable work experience;
- n Make use of any wage subsidies, training allowances, tax concessions or other incentives which may be available to promote the employment of persons with disabilities;
- n Promote adequate working conditions that are safe, accessible and healthy for people with disabilities;
- n Assist with the development of supported employment arrangements with employers, in cooperation with rehabilitation agencies and NGOs;
- n Promote self-employment opportunities and training for persons with disabilities, as well as the establishment of co-operatives of workers with disabilities;
- n Support transitional arrangements for individuals moving from sheltered workshops or special work centres into full employment.

3.6.4 Youth and School Leavers

Young people often represent a high proportion of the total unemployed and the PES may develop special programmes to assist this group.

The PES can:

- n Provide young men and women with registration and referral services and access to special vocational guidance and counselling;
- n Conduct workshops and group information sessions for youth on job choices, skills training opportunities, job-search techniques and other assistance provided by PES, paying special attention to gender issues;
- n Encourage young people to stay longer in education and training, including through contacts with their family;

- n Help young people learn about the importance of generic employability skills, including communication skills, personal management skills (e.g. positive attitude to work) and teamwork skills;
- n Design and develop special programmes, including on-the-job training, to assist young women and men into employment. Where young women are found particularly disadvantaged, formulate women-specific interventions;
- n Use wage subsidies, training allowances and other incentives to encourage employers to recruit young people;
- n Develop special programmes for young people who have never been to school, or who left school early, to give them information on occupations, employment and training opportunities and guidance on how they may gain access to them;
- n Provide advice on demand for and skills required for particular occupations;
- n Assist in organising career information days at schools, job fairs, youth clubs, etc., to ensure school leavers are well informed about the labour market and are equipped to make informed decisions about their future careers;
- n Consider designating one of the employment officers as ‘youth and school leaver’ counsellor. Special training, including on gender issues, should be provided for this person if necessary;
- n Encourage entrepreneurship by providing support in getting access to adequate funding, business skills training, business development support, creation of support networks, business counselling and mentor support;
- n Promote self-employment opportunities and training for individuals or groups of young persons and refer them to organisations working on small-business development;
- n Collect LMI from employers about career patterns, qualifications and further training needed for use in the counselling process.

3.6.5 *Demobilized Soldiers and Other Ex-combatants*

The PES can:

- n Participate in pre-discharge ‘civilian life’ training/workshops;

- n Provide input, information and brochures on employment and training components of discharge packages;
- n Provide registration and referral services for unemployed ex-combatants, including disabled ex-combatants;
- n Establish links to referral agencies and welfare support networks to help ex-combatants returning to their local communities;
- n Advise eligible ex-combatants of access to any programmes offering funding assistance and help them develop proposals for assistance;
- n Provide information and referral on special programmes for rehabilitation, skills training and employment for disabled ex-combatants and, in collaboration with other agencies, develop measures to meet their special needs;
- n Ensure that PES staff are trained to identify those clients in need of psychosocial assistance and refer them to the appropriate services;
- n Conduct awareness-raising sessions for staff regarding specific issues faced by ex-combatants, including equal employment opportunities, human rights and gender issues;
- n Develop and maintain a register of local service providers in the areas of small-business development, vocational skills training and education;
- n Assess micro-credit possibilities and identify potential partners to support small-business development initiatives;
- n Provide information on employment-related options, including skills training and self-employment;
- n Working with other agencies, develop measures to meet the special needs of child soldiers in relation to education, training and employment;
- n Develop and implement procedures for ongoing monitoring and reporting on outcomes for ex-combatants.

3.6.6 Older Workers

Older workers are also an important target group in crisis situations and can make up between 10 and 30 per cent of refugees in conflict situations. Older people, especially women, make substantial contributions to community and society in emergencies, including the care of children or family members with disabilities in the absence of other adults.

The PES can:

- n Ensure that data are adequately collected and disaggregated by sex and age, including the category of those over 60 years of age;
- n Provide vocational counselling and assessment of needs, assist with the preparation of job applications and preparing for job interviews;
- n Use small-group training sessions to encourage and develop mutual support and motivation;
- n Recognise the knowledge and skills that older people have from previous crises or disaster situations;
- n Acknowledge their role in preserving the culture and social identity of communities in crisis (especially important in artificial communities such as refugee camps);
- n Encourage a more positive attitude by employers towards hiring older unemployed persons, recognizing their previous training and experience;
- n Provide post-placement support and counselling;

HelpAge International has produced substantial research and guidelines on the topic, that can be found on their web site: www.helpage.org¹¹

3.7 Access to Services

As the operations of the PES become more widely known, there will be increased expectations that its services should be available to all job seekers and employers. Where an emergency ESC is offering special assistance to selected target groups, there may even be criticism that it is restricting its services. Specific efforts should be made to ensure equal access to PES for men and women, and the objective should always be that programmes or services offered to selected target groups during an initial or post-crisis phase will become available to wider groups after the initial phase has been completed. This can also be a strong argument for subsequently extending PES services.

¹¹ Papers include *Older people in disasters and humanitarian crises: Guidelines for best practice* (2000) -Based on wide-ranging HelpAge International research on Asia, Africa, Europe and the Americas, to help relief agencies meet the special needs of older people during and after an emergency; and *Emergencies and ageing: a position paper* -Summarising HelpAge aims, context and activities.

3.8 Management of Special Employment and Training Measures

The PES may also be involved in the delivery and administration of special programmes designed to meet the needs of particular groups. These programmes may be introduced by governments or be developed as part of donor assistance projects, and can be of short- or long-term duration.

The PES may play an important role in the design and targeting of these programmes as well as in their delivery, and it is important that the Labour Ministry has input in the design of such programmes. Regardless of whether the programme is a short-term or longer-term initiative, the PES role may include assessment of client eligibility for the programme, referral to and placement on the programme, and ongoing administration of the programme. Details of various types of special programmes and training measures that PES may be involved in are outlined in Annex 7.

3.9 Publicity

It will be important for the PES to provide publicity about the services it offers so that job seekers and employers, including the UN and other agencies involved in crisis-response programmes, are encouraged to use these services. Nonetheless, it should also ensure that they do not develop unrealistic expectations about what the ESC can do for them.

Some key messages are that:

- n Wide spread publicity should be provided on the services available through the ESC and how major recruitment exercises are being conducted. A series of radio interviews, announcements and newspaper advertisements can be used to circulate information.
- n Since women tend to be absent in local councils, village committees and public locations, it is important that special measures are taken to ensure that both women and men are informed of the existence of PES in the target areas.
- n Job seekers need to understand that the PES itself does not create jobs, but that it works with private and public sector employers to help them recruit their workers using fair and transparent selection processes. Even for those job seekers who do register for employment with the ESC, there is no guarantee that they will get a job.

- n With only limited 'jobs' growth likely in the private and public sectors, many job seekers will not be able to find work in their preferred occupation or locality and will need to consider other alternatives, including self-employment or starting a micro or small enterprise.

4 – ESTABLISHING AN EMERGENCY PES

Emergency PES should provide services directly relevant to the post-crisis context. They should be visible, viable, and supported by all key players in that context, including UN and other international agencies, as the focal point for recruitment and reference for related activities such as training, and if possible also wage setting and employment conditions.

Further, experience has shown that where pilot ESC have been established on a short-term basis within a Labour Ministry, although their initial efforts may have been promising, they are unlikely to succeed unless they receive ongoing technical and financial support. It is important to develop a clear strategy with the Ministry, that ensures its full involvement and commitment from the start and paves the way for it to assume full responsibility for the ongoing performance and costs of the ESC after the initial project-funding period.

4.1 Setting Objectives

The PES should develop clear objectives in relation to its immediate and medium-term interventions in response to the crisis. These should be based on the needs assessment already conducted and should take into account the broader responses being developed by the government and international agencies to deal with the crisis situation. In some cases, the PES role may involve changing the activities and role of existing PES offices to meet the new requirements. In other cases, it may involve setting up a new office that would operate initially on a pilot basis but be capable of subsequent replication elsewhere in the country as needs emerge and resources permit. Regardless of the situation, the proposal should have the endorsement of the Labour Ministry, where it exists, or of the relevant national authority, and the PES should have agreement on the level of staffing and support it will have to ensure that the work being proposed can be delivered.

Key objectives for the emergency PES should include:

- n Targeted assistance arrangements in place to register specific groups with special needs, in particular women, youth, persons with disabilities and from minority groups;

- n Liaison arrangements established with all relevant agencies, and the use of local community networks developed;
- n Consultation and liaison established with local workers' and employers' organizations;
- n Systematic job seeker registration arrangements and set times established—linked initially to recruitment activity;
- n Direct contact established (through a programme of visits) with employers and contractors responsible for major projects, to assist them with their programme design (pushing for employment-intensive work), and recruitment requirements;
- n Collection/compilation of basic LMI developed to identify quickly any skill shortages, areas of growth, training needs, etc.;
- n Links developed with training institutions to provide training opportunities for job seekers, including on-the-job options;
- n Advice and information services established to help job seekers and employers on employment alternatives, small-business development and sustainable livelihood options.

4.2 Review of Locations

Based on the information gained during the needs assessment phase, and in consultation with officials from the Labour Ministry, a decision should be taken on whether existing PES locations should be used as part of the emergency response strategy or whether a separate office should be opened to implement the new approach. Where major changes are involved, it may be preferable to implement the proposed PES intervention strategy using a 'pilot' office to test the approach and achieve quick results. A subsequent extension phase could be developed once the pilot office is working efficiently and resources are available for expansion.

In some crisis situations there may not be an existing employment service in operation, and this will call for initial discussions and commitment from the relevant local (and/or emergency) authorities, as well as the Ministry of Labour, to introduce these emergency employment responses.

Even where an existing network of offices already exists, major resources and expertise would be required to ensure that staff in these offices are fully trained to deliver the services required in the crisis situation. These offices would also need to have the necessary equipment and support to respond effectively. Such a widespread implementation approach would involve a significant planning and preparatory phase. It would also need capacity building, infrastructure support and funding, as

well as strong coordination from the Labour Ministry, that has the overall responsibility for PES operations.

A rapid impact is much more achievable and less costly when a 'pilot' office approach is used and is able to achieve significant successes when dealing with particular target groups or particular locations. This in turn provides stronger evidence to argue for further expansion of the approach using the successful 'pilot' model. Annex 8 contains a summary of the minimum requirements for setting up a 'pilot' ESC.

4.3 Office Structure, Functions and Staffing Levels

Individual ESC may be located in a number of districts throughout the country. They will usually report to a National Employment Bureau (NEB), that may be a division within the Labour Ministry. The NEB has overall responsibility for PES operations, including:

- n Handling policy and legal matters for the PES;
- n Providing technical advice in support of each centre as required.

An emergency PES may often begin as a small pilot office with specific objectives and target groups to assist. The size and coverage of the PES response will be determined by the availability of resources, but a minimum of 5-10 staff are needed to make the office operational. The level of staffing available will also determine its capacity to implement its objectives. If possible, staff should be recruited who already have the relevant experience, skills and expertise in employment-related activities, in order to achieve maximum impact. While all staff would be expected to be multi-skilled and be available to undertake the full range of duties in the PES, scope still exists to recruit specific specialists for some activities depending on the proposed operations of the PES.

4.4 Functions of the Employment Service Centre

Employment officers working in the ESC can have many tasks to perform, as seen in Section 3, and much of their work will involve dealing with people. Unlike many civil service positions that centre on clerical work and strict administrative processes, these positions in the ESC require people who are active, enthusiastic, flexible, service- and client-oriented, and interested in achieving results.

It will be important to recruit people with the appropriate skills to work in the ESC, and there should be a gender balance when selecting the

staff.¹² Job descriptions and selection criteria should be used to assist in selecting the right people to work in the ESC.

Samples of duty statements and selection criteria for the main positions in the emergency ESC are shown in Annex 9.

4.5 Staff Induction and Training Programmes

Staff selected to work in an emergency ESC should be given an appropriate induction programme on the operations of the emergency PES.

Even where the staff have been working in an ESC previously, they will still need to understand that the major task of the emergency ESC will be to provide a quick and efficient service to a range of clients. Unlike previous positions they may have worked in, the emphasis will be on providing a service to many different client groups, and getting the best possible results with a minimum of delay and without imposing bureaucratic processes.

Before the office opens, all staff should receive initial training on the objectives and operations of the emergency PES and the special commitment it will require. A suggested programme is shown in Annex 10.

4.6 Financing PES Operations

Where a PES already exists, the funding to cover its operating costs usually comes from the budget of the Labour Ministry. Often the budgets of government ministries are very low and, in some crisis contexts, the payment of civil servants' salaries may be in arrears. Premises, equipment and resources available to the PES may also be very poor. In these situations, it will be difficult to initiate PES interventions unless technical and financial support is provided from the outside.

Project proposals need to be designed with clear emphasis on assistance to the worst affected groups and be endorsed by the UN and other coordinating agencies, in order to attract international donor support. Proposals should include:

- n PES services which target assistance to high-priority and worst-affected groups (e.g. IDPs, ex-combatants, women);

¹² Some sensitivity to local customs and the security situation is necessary, at least in the pilot phase.

- n PES activities which improve access to re-employment opportunities and that provide information and referral to self-employment and small-business development opportunities;
- n PES activities which form a component of a larger project or of ILO and other international projects being initiated (e.g. as part of a demonstration exercise for ex-combatants, or training and employment referral assistance to IDPs);
- n PES initiatives which involve working closely with local organizations and implementation agencies.

Initial seed funding should also be sought for pilot PES activities to commence ahead of any full project implementation.

Naturally, there should also be a clear recognition of the importance of employment issues by the authorities that coordinate national and international interventions in the post-crisis situation. This will facilitate ensuring both that the necessary information on employment and employment opportunities is forthcoming, and that the major role of the PES is acknowledged. Establishing this recognition should be an important part of ILO's preparatory work.

4.7 Partnerships and Co-operative Strategies

It is important for the PES to establish good partnerships with employers' and workers' associations, and other national and international organizations. This needs to be done at the national level as well as at the local level, and it provides a consultative framework for views to be aired, problems discussed and labour market priorities endorsed. Consultation with these organizations is particularly important during post-crisis periods, when circumstances can change rapidly, new needs can emerge and people need to be kept informed of developments and changes.

4.8 Advisory Boards

An effective way to enhance the relevance and effectiveness of the PES is by establishing a formal advisory group of stakeholders to guide and support the activities of the PES. Membership should be drawn from relevant government ministries and other institutions active in post-crisis reconstruction activities, employers' and workers' representatives, representatives of target groups and local organizations.

4.8.1 *Role of the Advisory Board*

The main objective of the Advisory Board is to promote and support the initiatives and operations of the PES, and in particular any new pilot ESC that operates under the Labour Ministry.

An Advisory Board provides a mechanism for coordinating the activities of the PES. Its tripartite composition in particular offers the best way of maintaining cohesion among government ministries, business, worker representatives, other agencies and representatives from specific target groups where appropriate, in meeting labour market objectives. It is important that the terms of reference of the Advisory Board include the promotion of gender equality and advising on targeted action for disadvantaged groups.

4.8.2 *Functions of the Board*

The functions of a PES Advisory Board would include the following:

- n Setting the directions and promoting the objectives and activities of the PES and any new pilot ESC;
- n Achieving wider community and industry involvement and close interaction of all relevant parties to ensure that the PES meets the needs of all its clients;
- n Supporting initiatives to develop self-employment and small-business development opportunities;
- n Monitoring and reviewing the expenditure and performance of the PES;
- n Providing advice to the Labour Ministry and the government on policy development, future directions and expansion strategies for the PES.

The Board should meet regularly, with a Chairperson elected on an annual basis. The frequency of meetings and the duration of offices should be tailored to the situation. If possible, the Chairperson should be someone other than a civil servant, as this will help ensure commitment from other parties and remove any perception that the Ministry controls the Board's activities. However, it may be appropriate for the Chief Officer of the Ministry of Labour to chair the Board during the first 12 months of the Board's operations.

4.9 Joint Servicing Arrangements

The PES does not have a monopoly on providing services to employers and job seekers, and there may be other organizations offering employment and training services. Employers may use many methods to recruit staff, and the PES must actively promote its services and demonstrate its ability to offer an efficient and competitive service.

A pilot ESC can often be more effective initially by limiting or targeting its services to priority groups. For example, this could be done by working with the agency responsible for IDPs to include employment-related questions in their survey forms, or by conducting employment registration activities at registration points for IDPs or other crisis-affected groups. This specialisation may also be necessary because of the limited staffing levels that the ESC may be operating with.

The PES could collaborate with the national body responsible for disarmament and demobilization of ex-combatants, to offer employment and training information and registration services concurrently with the demobilization exercise.

The PES should also establish links with district, village and neighbourhood community networks, as these can be very helpful in disseminating information quickly and, potentially, can be a resource when organizing large pre-selection and recruitment exercises for employers.

4.10 Working with UN and other International Agencies

International agencies are invariably key partners in the design and implementation of major assistance and reconstruction programmes in post-crisis contexts, as well as being major employers and sources of funding. The PES needs to establish close working links with and be supported by UN and other international agencies, including international development banks, in its role as a reference point and implementation partner for employment-related activities.

4.11 Working with NGOs, Church and Local Community Organizations

Many national and international NGOs provide services and deliver programmes to disadvantaged groups affected by the crisis. At the

local level, church and community groups also provide a range of social services to people in need. The PES should liaise with these organisations to explain its role and to offer assistance where employment- and training-related programmes or services are involved.

In some instances, NGOs may be the main implementing agencies for government or donor funded assistance programmes, and there may be opportunities for the PES to work with these NGOs in identifying target groups for assistance or employment under these programmes.

4.12 Private Employment Services Agencies

Private Employment Agencies (PREA) may also be operating in post-crisis situations, and the PES should be aware of their areas of activity. Some agencies may specialise in recruiting for particular occupations or industries, others may concentrate on recruiting workers for casual employment or for foreign employment opportunities. In some cases, PREAs may also offer training courses for job seekers in occupations where there are skill shortages. It may be useful for the PES and PREAs to share information or work together on some issues. However, if the PES does refer job seekers to PREAs, it should inform those job seekers of any possible fees that may be charged by the PREA (e.g. for training or placement).

4.13 Implementation Checklist

The following checklist summarises key activities and issues involved in establishing an emergency ESC. The timeframe associated with the emergency phase and medium term will vary depending on a variety of factors, including the nature and context of the crisis, the interim or transitional administration arrangements in place, the pace of reconstruction and recovery and the capacity and resources available within the PES. It should also be noted that the activities listed are indicative and the requirements identified may apply to a number of different activities.

Emergency Phase

Activities	Requirements
Determining the response	
<ul style="list-style-type: none"> • Conduct rapid needs assessment • Develop response strategy • Define emergency PES role • Secure agreement and commitment from Labour Ministry • Confirm source of funding and contribution to be made from Ministry • Gain support from other relevant national and international agencies (i.e. key players in crisis response) 	<ul style="list-style-type: none"> • Access to available data • Contact with Labour Ministry officials and relevant international agencies • PES role developed by Labour Ministry, in collaboration with other ministries and international agencies • Clarification on ESC reporting lines to the Ministry • Memorandum of understanding or written agreement with relevant Ministries • Liaison and consultation with other relevant national and international agencies • Confirmation of funding and resources • Identification of technical assistance

Emergency Phase (continuing)

Activities	Requirements
Preparing for Implementation	
<ul style="list-style-type: none">• Select suitable premises and complete office fit out and furniture• Arrange connection of electricity and water supplies• Advertise ESC positions and recruit suitable staff• Carry out induction and initial training of staff• Install and commission computer equipment, telephones and office supplies, forms and stationery• Make initial contact with key relevant national and international agencies to promote ESC services• Develop Operational Plan and prepare for official ESC opening	<ul style="list-style-type: none">• Convenient location for job seekers and with easy access for persons with disabilities• Emergency power source available if required• Selection panel appointed and results notified quickly• Access to skilled trainers and training facilities• Database software designed and tested; computer skills training for staff completed• Access to relevant national and international agencies• Plan approved and official opening ceremony arranged

Emergency Phase (continuing)

Activities	Requirements
Opening the ESC	
<ul style="list-style-type: none"> • Conduct official opening of ESC • Begin operations and implement priority service arrangements for selected target groups • Begin registration and assistance services to job seekers • Arrange temporary/mobile registration centres where required • Use media publicity to promote ESC services • Begin major promotional visits to key organizations, employers and contractors • Ensure regular review of ESC activities and performance 	<ul style="list-style-type: none"> • Well planned opening • Operational plan drawn up and implemented • Appointment system developed to handle large numbers of job seekers • Transport arranged to carry out field visits and mobile registration services • Press releases and media coverage arranged • Promotional programme in place • Workloads and results monitored

Medium Term

Activities	Requirements
ESC Operations	
<ul style="list-style-type: none"> • Continue job seeker registration services to target group clients • Examine scope for expanding services to other job seekers • Expand opportunities for skills training by developing training courses with training institutions and on the job • Continue employer visit programme • Expand ESC role in providing information services and counselling for job seekers • Identify self-employment opportunities and referral arrangements to business-development skill providers • Continue liaison with national crisis response body on labour-intensive strategies in new project approvals • Further review of ESC performance 	<ul style="list-style-type: none"> • Impact of service on special groups monitored • Ongoing contact with Labour Ministry officials • Liaison with other relevant national and international agencies and training institutions • Employers in expanding sectors targeted • Staff training in counselling • Production of brochures and information sheets • Liaison with NGOs involved in small-business development training and support • Involvement in interagency meetings, employer forums and community meetings • Review of ESC achievements

Medium Term (continuing)

Activities	Requirements
Labour Market Information	
<ul style="list-style-type: none"> • Gather LMI from existing sources • Develop, test and implement LMI database software (including integration with relevant software used for administrative purposes, e.g. registration of job seekers and vacancies) • Produce data and reports on skill shortages and growth sectors • Identify potential sectors for small-business development opportunities • Investigate skills training requirements and demand in a growth sector, e.g. construction, hospitality 	<ul style="list-style-type: none"> • Local consultant appointed • Training for key staff in use of database and production of reports • Liaison with industry and training providers • Surveys of specific industries or localities for rapid identification of needs
Other Activities	
<ul style="list-style-type: none"> • Continue regular publicity and information on new projects, small-business development workshops, skills training • Arrange to attend interagency meetings • Develop options and training possibilities for self-employment and small-business development 	<ul style="list-style-type: none"> • Liaison with the media • Awareness and membership of other relevant forums and meetings • Cooperation with other projects implementing employment- and training-related activities

Longer Term

ESC Operations

- Examine proposals for PES representation in other locations of greatest need
- Develop proposals for a national network of offices
- Consider use of computers to achieve improved information and referral services
- In collaboration with other key players, negotiate regional and local employment-development strategies
- Identify self-employment opportunities and referral arrangements to business-development service providers

Labour Market Information

- Develop regional and local labour market profiles on expansion and skill demand to assist job seekers
- Identify skill shortages and training needs
- Update and improve the tools used for registration and analysis (e.g. for the occupational classification)

Other Activities

- Support the development of employment policies
- Establish/expand the role of the PES Advisory Board as support to Labour Ministry policies and initiatives
- Use inter-agency meetings and other forums to advance employment and training issues
- Work with ILO specialists on the development of national options for PES service delivery

5 – MANAGING THE PES AND REVIEWING PERFORMANCE

5.1 Management

The following section provides information and guidance to supervisors and staff in the ESC on approaches to the overall management and operations of the Centre.

Effective management of an ESC is a process of:

- n doing various things to achieve a particular result or objective;
- n organizing resources to enable objectives to be achieved;
- n monitoring progress to ensure that the results achieved are as planned.

5.1.1 Inputs, Processes and Outputs

One approach to understanding management is to see it as a process that transforms inputs into results or outputs.

The Inputs

For ESC the main inputs available are:

- n clients;
- n staff with their various skills and abilities;
- n space;
- n equipment and furniture;
- n funds;
- n information;
- n transport;
- n procedures;
- n time.

The Process

The process refers to the way in which inputs are organized to achieve the desired results. This involves:

- n helping clients;
- n planning the best use of the inputs;
- n delegating work to appropriate persons or institutions;
- n supervising subordinates;
- n monitoring and controlling;
- n leading and motivating others;
- n communicating both verbally and in writing;
- n making decisions;
- n solving problems, coaching and mentoring staff.

The Outputs

The outputs are the results that are achieved. The aim is to assist clients, so the output or result is a client that has benefited from the service in some way. This may be, for example:

- n an unemployed person being placed in a job;
- n information and advice given to a job seeker or an enterprise;
- n a filled vacancy;
- n more people engaged in self-employment.

5.2 Setting Goals and Objectives

The emergency PES should have a simple mission statement, outlining its goal and broad strategic objectives covering what it aims to achieve. By developing an operational plan it is able to determine the activities necessary to achieve those objectives, and set performance targets against which it can then track its performance regularly and identify progress and opportunities for improvement.

This process will help all staff to understand what they are aiming for, what they have to do to meet their objectives, and then measure their progress towards achieving these objectives.

5.3 Operational Planning

The main focus of the emergency PES should be on delivering services to customers and achieving results, rather than on procedures and processes. By developing an operational plan the ESC is able to prioritise tasks and schedule work for each officer on a daily, weekly, monthly and annual basis. It can also help ensure that when there are limited resources, staff efforts are concentrated on the most important and essential activities. Planning also provides the following benefits. It will:

- n help determine the resources required;
- n clarify priorities;
- n reduce crisis situations by ensuring nothing is overlooked;
- n encourage the setting of realistic objectives;
- n provide subordinates with standards and targets;
- n allow peaks and troughs of work activity to be identified and avoided or overcome;
- n provide an important opportunity for consultation and discussion with subordinates who will be responsible for the implementation of plans.

5.3.1 Work Plans

An example of a work plan that can be used when planning the first three months of activities of a new ESC and allocating responsibilities to particular sections or staff within the office is provided in Annex 11.

6 – LONG-TERM STRENGTHENING OF THE PES

These guidelines have concentrated on the immediate post-crisis phase of PES operations, but it is important to ensure that support is provided to continue, and possibly expand the operations of the PES in the longer term.

PES usually rely on government budgets for their ongoing funding, and they need to demonstrate that their employment services are relevant, flexible and effective to ensure continuing support from the government. With budgets being limited and many other competing needs to be met, governments may give low priority to PES activities, unless they acknowledge the positive role that PES can play in providing direct assistance to job seekers and employers, as well as in implementing labour market adjustment programmes that a government may be planning to introduce. Technical support may be needed to assist the Labour Ministry to take full ownership of the PES operation and to strengthen its capacity in the areas of policy development, employment service delivery and programme implementation.¹³

6.1 Development of a National Employment Policy

Following a crisis, countries often embark on major economic reforms and restructuring of the labour market, and these reforms will usually be part of broader financial and macro-economic programmes being undertaken by the government. Reforms may be needed in labour legislation, industrial relations policy and practices, wage determination and job security provisions, as well as the role of the National Employment Service.

Governments need to develop national employment and labour policies to address these issues, and practitioners should encourage the Labour Ministry to develop policies that cover all the major areas of labour administration for consideration, approval and promulgation by the government.

¹³ A more detailed discussion on issues facing PES, including those in developing countries, is contained in Phan T., Hansen E., and Price, D.; *The public employment service in a changing labour market* (Geneva, ILO, 2001), Chapter 10.

In that context, a strong Labour Ministry and an active Minister responsible for the portfolio can be influential advocates for an expanded role of the PES.

6.2 Expanded Access and Services

Where a pilot ESC has been successful in concentrating on the specific needs of particular groups, then a strong case should be made for an expansion of the PES to provide broader access to these services, and possibly to more services. This could include the establishment of a national network of offices. Based on their experience with employment service delivery in a post-crisis context, PES may also provide useful input when new policies are being designed and developed for national implementation.

The existence of a tripartite Advisory Board should also bring broader commitment and support for the PES, and the help of the Board members should be enlisted when the PES is arguing for an expansion of services and increased funding.

Annexes

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ANNEX 2 – JOB SEEKER REGISTRATION

This section provides detailed guide lines to assist in the introduction and use of relevant forms that can facilitate the operations of the PES.

A 2.1 Job Seeker Registration Form

The job seeker form should be designed to ensure that all relevant information on the job seeker is gathered at the time of interview so that the job seeker can be matched to vacancies. All this information is confidential and should not be disclosed to any other person or organization unless the client gives permission to the PES to release the information. As a guide, demographic and career information may usually be communicated to possible employers, but information about socio-psychological factors and referral history should remain confidential unless specific permission has been obtained from the job seeker.

A sample of a generic Job Seeker Registration Form is shown on the next page.

Sample Job Seeker Registration Form

1. Registration Number

3. Preference Type(s) Write

2. Registration Date

4. Organization Code

Personal Details

5. Full Name

6. ID Card No.

7. Address

3. Contact Details

Education

8. Highest Level of Education

10. Number of Years Attended

9. Qualification

12. Qualification (Checked)

11. Languages

Reading Proficiency

1

2

3

4

5

6

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Employment Experience		15. Occupational Duties		17. Salary	18. Employment type
15. Occupations					
19. Concurrents and other work-related factors					
Administrative Information (For filling information & collecting for administrative use required)					
20. Date of Birth	21. Gender	22. Marital status			
	Male: <input type="checkbox"/>	Female: <input type="checkbox"/>	Married: <input type="checkbox"/>	Single: <input type="checkbox"/>	
23. Registration Date			24. Other:		
25. Signature of Interviewer		26. Signature of Job Seeker			
Job Seeker Referral					
27. Referral Date	28. Job Number	29. Programme / Institution	30. Occupations / Course	31. Examination Code	32. Result Date

A 2.2 Completing the Job Seeker Registration Form

The following guide lines are provided to explain each entry on the job seeker registration form and to assist employment officers in the completion of the form.

Items	Instructions for Completion
1. REGISTRATIONNUMBER	Enter number in accordance with agreed numbering system.
2. REGISTRATIONDATE	Record the date the interview took place.
3. PREFERRED TYPE OF WORK	After discussion with the job seeker and from information obtained, agree on an appropriate and preferred type of work, taking into consideration the job seeker's qualifications, skills and work experience.
4. OCCUPATION CODE	Using the detailed groups of the occupational codes corresponding to information in 3, enter the code in which the occupation falls.

Questions 3 and 4 should not be completed until all the information on the job seeker's work history, qualifications and other factors affecting placement has been considered. Complete this at the conclusion of the interview.

Personal Details

5. FULL NAME	Take the information from the job seeker's ID Card.
--------------	---

- | | |
|--------------------|--|
| 6. ADDRESS | Place of residence |
| 7. ID CARD NUMBER | Record job seeker's ID Card Number. |
| 8. CONTACT DETAILS | Record the best way to contact the job seeker; and other means of contact. |

Education

- | | |
|-------------------------------|---|
| 9. HIGHEST LEVEL OF EDUCATION | Record the level of education obtained by the job seeker, name and location of the education institution, formal qualifications gained (e.g. higher, non completed, higher technical, secondary education). |
| 10. NUMBER OF YEARS ATTENDED | Record the number of years of schooling. |
| 11. QUALIFICATIONS | Record all trade or other qualifications gained. |
| 12. QUALIFICATIONS CHECKED | Indicate if proof of qualifications has been seen (e.g. licence, certificate). |
| 13. LANGUAGES | List languages spoken and fluency both oral and written. Reading, speaking and writing proficiency should be indicated separately. |

14. SPECIAL SKILLS

Record any extra skills or experience (e.g. computer operation, typing speeds, any special licences to operate machinery).

Employment Experience

15. OCCUPATIONS

Record the occupations the job seeker has been employed in for the last 10 years, if relevant. If the job seeker has had numerous jobs, record the most recent jobs and those with the longest length of employment.

16. TASKS AND DUTIES

Record as many of the tasks performed in the job as possible. It is important to understand the tasks performed in each job to be able to assess the skills and experience of the job seeker.

17. FROM/TO (Time employed)

Record the actual years spent in the job (e.g. 1998-2001).

18. ENTERPRISE/EMPLOYER

Record the name of the enterprise where the job seeker was employed.

19. COMMENTS ON RELEVANT WORK-RELATED FACTORS

Record the nature of any factors or restrictions that will affect the job seeker's capacity to work.

Administrative Information

- | | |
|------------------------------|---|
| 20. DATE OF BIRTH | Record day, month and year.
Verify in the ID card or passport if necessary. |
| 21. GENDER | Tick the appropriate box. |
| 22. MARITAL STATUS | Tick the appropriate box. |
| 23. REGISTRATION DATE | The date the job seeker registered for employment and was interviewed by the ESC. |
| 24. OFFICE | Record the name of the ESC registering the job seeker. |
| 25. SIGNATURE OF INTERVIEWER | The Employment Officer who interviewed the job seeker should sign the form. |
| 26. SIGNATURE OF JOB SEEKER | The job seeker should sign the form and confirm the accuracy of the information provided. |

Job Seeker Referral

Details of all referrals to jobs or training courses must also be recorded on the back of the vacancy form at the time of job seeker's referral to the vacancy. Outcomes should be recorded when notified by the job seeker or the employer.

- | | |
|-------------------|---|
| 27. REFERRAL DATE | Record the date the job seeker was referred to the vacancy. |
|-------------------|---|

28. JOB VACANCY NUMBER Record the occupation code and self-service number (if applicable) of the vacancy to which the job seeker was referred.
29. ENTERPRISE/
INSTITUTION Record the name of the enterprise or training organization to which the job seeker was referred or the relevant vacancy/course form number.
30. OCCUPATION/COURSE Record the job title or name of the course.
31. OCCUPATION CODE Record the occupation code listed on the vacancy form or the relevant vacancy form number.
32. RESULT Results of interviews are recorded after checking referrals to the vacancy with the employer. Record the result of the interview as follows:
Placed “P”
Not Engaged “NE”
Failed to
attend Interview “FTA”
Declined Position “D”
(If the job seeker is not engaged, describe the reasons for non-employment.)
33. RESULT DATE Record the date when the employer provides the result of the interview to the ESC.

A 2.3 Procedures for Updating

When ever a job seeker returns to the office after a pe ri od of employ-ment or absence elsewhere, it is preferable to retrieve the job seeker's record and update the rel e vant fields to reflect any recent changes rather than ask the cli ent to com plete a new reg is tra tion record. Where a com put er is ed sys tem is being used these tasks can be par tially auto mated, but if manual records are being used an effective filing system should be maintained.

A 2.4 Job Seeker Files

There should be three files held by the Recep tion ist in the Recep tion Area for job seeker records:

- n Active file – currently seek ing work, and filed by occu pational code;
- n Inac tive file – no assis tance required, and filed alpha bet i cally;
- n Index file – alpha bet i cal list of cur rent cli ents actively seek ing work.

A 2.5 Active Job Seekers

All cur rent job seeker reg is tra tion forms should be filed in an active file in occupational code order, and then alphabetically within occu - pational groups.

To find a job seeker form for a job seeker who is cur rently reg is tered for employ ment, refer to the index card file using the cli ent's fam ily name. If there is more than one cli ent with the same fam ily name, check the date of birth with the cli ent. Once the cor rect index card has been found, note the occu pational code and retrieve the job seeker form from the active file.

A 2.6 Index Cards

An Index Card is to be com pleted for each cli ent reg is ter ing to seek employment. It will contain the name, date of birth and occupational code, and these cards will be filed alphabetically and provide a quick means of iden ti fy ing the occu pational code under which the job seeker's

registration form is filed. The index card is reusable and can be written in pencil. Cards are to be filed in alphabetical order. Index cards are withdrawn from the index file at the same time as the job seeker form is lapsed, once the client is placed in employment or advises that he/she no longer needs employment assistance. A sample of an index card is shown below.

Sample Index Card

Name _____

Date of Birth _____

Occupation Code _____

Employment Service Centre _____

A 2.7 Inactive Job Seeker Registration Forms

When a job seeker has been placed in employment or has advised that he/she no longer requires employment assistance, the job seeker form is noted to this effect and filed in alphabetical order in the inactive file. The index card should be then removed.

ANNEX 3 – JOB VACANCY REGISTRATION

This section provides guide lines to assist in the introduction and use of a form that can facilitate the operation of the PES.

A 3.1 Job Vacancy Registration Form

Where a computerised system has been introduced, the software will contain templates and semi-automated procedures for recording vacancy and job seeker transactions. However, if manual systems are being used, the use of a standardised form will ensure that information is recorded in a systematic manner. A Vacancy Form is used to keep a detailed record of vacancies. The form should be completed as fully as possible so that employment officers will have information about all requirements relating to the qualifications, skills and experience that the employer requires.

Only one type of occupation should be recorded on each form for each separate employer; e.g. if an employer wants two labourers and a bookkeeper, two separate vacancy forms should be made out – one for labourers and one for a bookkeeper.

A brief description of the vacancy should also be prepared on a card that can be displayed on the job vacancy board in the reception area. Referral arrangements should be agreed on with individual employers, including whether the name of the employer should not be displayed on this card, and the best method for a job seeker to be referred to a particular vacancy. This may depend on the wishes of the employer and on the capacity of the local office.

A sample of a generic Job Vacancy Registration Form is shown on the next page.

Sample Job Vacancy Registration Form

1. Job ID# _____	2. Classification Code _____
3. Registration Date _____	4. Registration Date _____
Enterprise Information	
5. Name _____	6. Country/Industry _____
7. Address _____	8. Contact Person _____
_____	9. E-Mail _____
10. Place of Work _____	
Job Information	
11. Nature of Position _____	
12. Report To _____	13. Permanent/Temporary _____
14. Hours (Day/Week) _____	15. Period of Full-time _____
16. Working Day/Day/Week/Weekend/None of _____	17. Contract Period _____
	18. Salary _____
19. Job Summary _____	

23. Job Index			
•			
•			
•			
21. Education Required		22. Experience Required	23. Skills and Abilities Required
0 - 5 Years	<input type="checkbox"/>	Nil	<input type="checkbox"/>
7 - 1 Years	<input type="checkbox"/>	1 - 3 Years	<input type="checkbox"/>
12 + (No Degree)	<input type="checkbox"/>	4 - 5 Years	<input type="checkbox"/>
12 + (Degree)	<input type="checkbox"/>	5 Years +	<input type="checkbox"/>
24. Special Requirements			
Job vacancy Referrals			
25. Days Referral	26. Job No. Referrals	27. Description Code	28. Ref. No.

A 3.2 Completing the Job Vacancy Registration Form

Items	Instructions for Completion
1. JOB TITLE	Use the job title supplied by the employer.
2. REGISTRATION DATE	The date the vacancy is received.
3. OCCUPATION CODE	The code should be selected on the basis of the job title in item 1 and the tasks listed in item 20. Use the most detailed code identifiable from the information.
4. ENTERPRISE/ INDUSTRY CODE	Use the agreed industry coding system (see A 4.3) to select the appropriate industry code.

Enterprise Information

5. NAME	Provide the business name of the enterprise in full.
6. ADDRESS	Record the full mailing address of the enterprise. (Any information that identifies the physical location of the place of work should be recorded in item 10, see below).
7. SECTOR/INDUSTRY	Record the type of business of the enterprise (e.g. Road Construction).
8. CONTACT PERSON	Record the name of the person(s) who should be contacted for enquiries about the position.

- | | |
|--------------------------|---|
| 9. TELEPHONE/FAX NUMBERS | Record the telephone and fax numbers of the enterprise, and the extension or mobile phone number of the contact if necessary. |
| 10. PLACE OF WORK | Should be completed, unless the mailing address of the enterprise provides a precise location. |

Job Information

- | | |
|--------------------------|--|
| 11. NUMBER OF POSITIONS | Record the number of employees required. |
| 12. REPORTS TO | Name of the person who will be the supervisor. |
| 13. PERMANENT /TEMPORARY | Record details. |
| 14. HOURS (DAY/WEEK) | Record actual starting and finishing times, meal time, any rotating shift work or broken time. |
| 15. PART-TIME/ FULL-TIME | Part-time work should be recorded, in number of hours/days to be worked and meal break times. |
| 16. WAGES/ BENEFITS | Record the minimum and maximum amount of wages or salary the employer is prepared to pay, or commission or profit sharing arrangements. It is important that the job seeker is aware of wages offered, and every effort should be made to obtain the amount of the actual wage from the employer. Include details of other benefits (e.g. housing assistance or transportation). |

- | | |
|-----------------------------------|--|
| 17. OVERTIME | The amount of regular or voluntary overtime available should be recorded, and whether or not it will be paid, and paid at a higher rate. |
| 18. START DATE | Record the date when the job commences. |
| 19. JOB SUMMARY | Provide a brief description of the job. |
| 20. JOB TASKS | This should contain a brief outline of the tasks to be performed. |
| 21. EDUCATION REQUIRED | Indicate preferences and requirements. |
| 22. EXPERIENCE REQUIRED | Indicate preferences and requirements. |
| 23. SKILLS AND ABILITIES REQUIRED | Record the skills and any other special ability or experience needed to perform the job. |
| 24. SPECIAL REQUIREMENTS | Record any other special needs for the job. |

Job Vacancy Referral

- | | |
|-----------------------|--|
| 25. DATE REFERRED | Record the time and date of the interview with the employer. |
| 26. JOB SEEKER'S NAME | Clearly record the name of the job seeker(s) referred. |
| 27. OCCUPATIONAL CODE | Record the job seeker's occupational code. |

28. RESULT

The employer should be contacted after the interview, to establish whether the person has been employed or whether further referrals are needed. The outcome of the interview should be recorded as follows:

Placed	"P"
Not employed	"NE"
Failed to attend Inter view	"FTA"
Declined position	"D"

29. RESULT DATE

Record the date when the results of the interview were obtained.

A 3.3 Matching Job seek ers and Job Vacancies

When employ ers give their vacan cies to the PES, it can find suit able applicants by match ing the employer's job require ments against the per sonal records of reg is tered job seek ers in the active reg is ter. This will be the most com mon form of match ing used when there are lim ited job oppor tu nities available.

An addi tional method of adver tis ing cur rent vacan cies is to dis play details of jobs avail able on a dis play board in the pub li c wait ing area of the ESC, and allow ing job seek ers to exam ine the vacan cies and iden tify posi tions for which they think they may be suit able. After a brief screen ing by an employ ment offi cer they may then be referred to the employer. This method is often referred to as 'Self-Service', and is use ful to speed up the pro cess when there are only lim ited staff work ing in the ESC.

When refer ring a job seeker to a vacancy from the match ing pro cess, the fol low ing steps should be taken:

- (a) Exam ine a cur rent vacancy in the sys tem;
- (b) Assess the skills, expe ri ence and qual i fi ca tions of job seek ers against the require ments of the vacancy;
- (c) Contact the employer to discuss the suitability of the job seeker(s) selected for refer ral;
- (d) Deter mine inter view arrange ments to suit the employer;

- (e) Contact the job seeker(s) and confirm their interest in the position;
- (f) Provide them with details of the vacancy and advise them of interview arrangements;
- (g) If the employer requires a referral form (this may be a ‘*pro forma*’ letter of introduction identifying the job seeker and the name of the ESC making the referral), ask the job seeker to visit the ESC and collect the referral form;
- (h) Enter details of the referral on the job seeker’s personal record and the vacancy form;
- (i) If possible, ask the job seeker to communicate to the ESC details of the outcome of the interview.

Regardless of whether a job seeker is referred to a job vacancy from self-service, job search or matching, it is preferable, where possible, to first contact the employer and discuss details of the job seeker(s) selected for referral. Where there may be difficulties contacting an employer, alternative referral arrangements should be agreed on with the employer at the time the original vacancy is being received.

Employers and job seekers should always be encouraged to notify the outcomes of job interviews as soon as possible to the ESC.

ANNEX 4 – OCCUPATION AND INDUSTRY CODES

A 4.1 International Standard Classification of Occupations (ISCO)

An occupation classification system provides a means of sorting jobs into different groups of occupations defined on the basis of similarity in the tasks and duties that are to be performed in these jobs. In the absence of a suitable national occupational classification, one can seek to use the *International Standard Classification of Occupations (ISCO-88)*, which specifies 390 different occupational unit groups. These groups can be subdivided into more or less precisely defined groups, as well as merged into more aggregated ones according to the needs; e.g. for the placement in certain jobs more precisely specified groups or 'occupations' may be needed, and for the reporting on certain activities it may be convenient to limit the number of categories presented.¹⁴

When a job seeker registration form is completed on an individual job seeker, a decision should be made on the type of work he/she is seeking, and the appropriate occupations and occupation codes should be entered on the registration card.

A 4.2 Occupation Codes

Jobs vacant and job experiences can be classified using the *International Standard Classification of Occupations (ISCO-88)*. The following list provides an overall view of the general groups of occupations and should not be used for the actual coding. To do the latter, reference should be made to ISCO-88. It may be necessary to adapt the international classification to local circumstances.

Major groups are as follows:

1. Legislators, senior officials and managers
2. Professionals

¹⁴ For detailed guidance on how to code effectively and reliably, see e.g. Hoffmann, E. et al.: *What kind of work do you do? Data collection and processing strategies when measuring "occupation" for statistical surveys and administrative records*, Working paper (Geneva, ILO, 1995)

3. Technicians and associate professionals
4. Clerks
5. Service workers, shop and market sales workers
6. Skilled agricultural and fisheries workers
7. Craft and related workers
8. Plant and machine operators and assemblers
9. Elementary occupations
10. Armed Forces

Examples of important occupational groups under each of the major groups are the following:

1. Legislators, senior officials and managers

Senior government officials
Traditional chiefs and heads of villages
Directors and chief executives
Operations managers
Finance and administration managers
General managers

2. Professionals

Computer systems designers and analysts
Computer programmers
Architects
Engineers
Medical doctors
Dentists
Pharmacists
Nurses
Teachers
Accountants
Business professionals
Lawyers
Economists
Religious professionals

3. Technicians and associate professionals

Engineering technicians
Draftspersons
Computer equipment installers
Medical equipment operators
Air traffic controllers
Medical assistants
Opticians
Estate agents
Travel consultants
Bookkeepers
Radio and television announcers

4. Clerks

Word processors
Data entry operators
Typists
Secretaries
Accounting and bookkeeping clerks
Filing and mail clerks
Office clerks
Cashiers
Tellers and other counter clerks
Travel agency and related clerks
Receptionists and information clerks
Telephone switchboard operators

5. Service workers, shop and market sales workers

Shop assistants
Stall and market sellers
Hairdressers, barbers
Childcare workers
Personal care workers
Cooks
Waiters, waitresses, bartenders

6. Skilled agricultural and fisheries workers

7. Craft and related workers

Builders
Bricklayers
Carpenters
Roofers
Plasterers
Plumbers
Painters
Metal workers
Welders
Motor vehicle mechanics
Electricians
Handicraftworkers
Silk screen and textile printers
Butchers
Bakers
Weavers, knitters, sewers

8. Plant and machine operators and assemblers

Wood processing plant operators
Car taxi and bus drivers
Heavy truck and lorry drivers
Earthmoving equipment operators

9. Elementary occupations

Cleaners
Building caretakers
Messengers, packers, luggage handlers
Door keepers, watchpersons
Garbage collectors
Sweepers
Construction and maintenance labourers, assembling labourers

For full details about the most detailed groups in ISCO-88 and instructions about how to code occupations effectively, the reader should refer to the ISCO-88 publication and supplementary manuals prepared by the ILO.

A 4.3 Industry Codes

Industry Codes are a means of identifying and sorting employers into a particular group or industry based on their main business activity. Both to facilitate placements and for statistical purposes, it can be useful to use a modified and simplified version of the International Standard Industry Classification system (ISIC rev 3.1). A check should be made with the National Statistical Office regarding the proposed coding system to be used.

Major groups are as follows:

- A. Agriculture, forestry and fishing
- B. Mining and quarrying
- C. Manufacturing
- D. Electricity, gas and water supply
- E. Building and construction
- F. Wholesale and retail
- G. Accommodation, cafes and restaurants
- H. Transport, storage and communication
- I. Education and welfare
- J. Government administration
- K. Finance, insurance, real estate and business services
- L. Community social and personal services
- P. Private households
- Q. International agencies.

Examples of detailed industry groupings are the following:

A. Agriculture, forestry and fishing

Plant nurseries
Cattle farming
Pig farming
Poultry farming
Commercial fishing
Marine fishing

B. Mining and quarrying

Gravel and sand quarrying

C. Manufacturing

Meat processing
Milk and cream processing
Ice cream manufacturing
Fruit and vegetable processing
Seafood processing
Textile clothing and footwear
Cardigan and pullover manufacturing
Men's and boys' wear manufacturing
Women's and girls' wear manufacturing
Printing
Newspaper printing and publishing
Concrete product manufacturing
Boat building

D. Electricity, gas and water supply

E. Building and construction

General construction
Road and bridge construction
Construction trade services
Concreting services
Bricklaying services
Electrical services
Plumbing services
Roofing services
Carpentry services
Painting and decorating services
Air-conditioning services

F. Wholesale and retail

Building supplies wholesaling
Meat wholesaling
Grocery wholesaling
Supermarket and grocery stores
Takeaway food retailing
Clothing retailing

- Footwear retailing
- Fabrics retailing
- Domestic appliance retailing
- House hold equipment repair services
- Motor vehicle sales
- Petrol stations
- Auto motive and smash repairs

G. Accommodation, cafes and restaurants

- Hotels and bars
- Clubs
- Cafes and restaurants
- Accommodation

H. Transport, storage and communication

- Bus transport
- Road transport
- Taxis
- Water transport
- International sea and coastal transport
- International and domestic air transport
- Stevedoring
- Port operators
- Services to water or air transport
- Travel agents
- Freight forwarding
- Customs agencies
- Postal services
- Telecommunications services

I. Education and welfare

- Primary education
- Secondary education
- Higher education
- Technical and further education

J. Government administration

K. Finance, insurance, real estate and business services

Banks
Credit unions
Life insurance
Superannuation funds
General insurance
Real estate agents
Motor vehicle hiring
Plant hiring or leasing
Architectural services
Consultant engineering services
Data processing services
Computer maintenance and consultancy services
Legal services
Accounting services
Advertising services
Security services
Cleaning services

L. Community, social and personal services

Health services
General practice medical services
Hospitals
Dental services
Optometry and optical dispensing
Community health services
Libraries and Museums
Picture theatres
Video hire stores
Sports grounds and facilities
Funeral directors
Hair dressing and beauty salons
Business and professional associations
Labour associations

P. Private households

Q. International agencies

ANNEX 5 – PES STATISTICAL RECORDING AND REPORTING SYSTEMS

A 5.1 Introduction

The statistics of transactions carried out by the PES can be a source of LMI on the areas in which it is operating. However it should be borne in mind that since PES in general only serve certain parts of the labour market, and since this is even more the case in post-crisis contexts (where the PES itself may be “in crisis”), these statistics should be used with caution as they may not reflect the wider context. Nevertheless, such statistics can be used to:

- n Assist in efficiently planning and managing the work load of the PES;
- n Monitor certain parts of the labour market at district and national levels;
- n Provide a good indication of the state of these sectors of the labour market;
- n Identify labour market trends, including those industries, occupations and localities where labour is in short supply or in which unemployment is high.

In the longer term, this knowledge will allow the PES head office to plan more effective services for unemployed people and to develop specific programme responses to identified labour market needs.

Where computerised systems are being used, statistical collection is largely automated; but where a manual system is being used, it is essential that all statistical returns are as complete and as accurate as possible.

The following guide lines will assist in establishing a manual statistical collection system for the PES.

The system should:

- n Produce a recording format which captures all the information required for reporting monthly, quarterly and annual statistics;

- n Have a set of daily statistical collection sheets which can be used to collect statistics manually;
- n Have an accurate and consistent recording system that is used by each ESC. The system can also be used to develop a historical database, which in turn can be used in the development of labour market projections and seasonal trend predictions and analysis;
- n Have a flexible system which can be built upon or modified according to the changing LMI needs;
- n Have a system which is compatible with statistical collection and reporting by the NSO and international labour market agencies, so that valid national and international comparisons can be made;
- n Have a system that supports planning and performance monitoring in the PES.

Where a manual system is being used and staff are limited, it may be necessary to forego certain types of statistics if extracting them can not be simply integrated into daily tasks. Although initially the statistics may need to be collected manually, once the PES transactions have been computerised most of this reporting can be generated automatically.

A 5.2 Employment Service Statistical Returns

A 5.2.1 Daily Statistics

A simple daily tally sheet can be used to record the number of job seekers (male and female) who have registered for employment, the number who have been placed in employment, the number of new vacancies identified and the number of vacancies filled. This Daily Activity Report should be kept by sex, age, geographical location, industry and occupational group.

A 5.2.2 Monthly Statistics

A Monthly Activity Report should also be prepared. The flow statistics in this report can be obtained directly from the monthly totals taken from the daily activity report. Statistics should cover the following:

- A. Number of Persons Registered during the Month** – these figures record the monthly total of all the people (male and

female) who registered as looking for work with the employment service this month. For comparison purposes, the figures for the previous month should also be included.

- B. Number of Job Seekers on Active Register at the End of the Month** – these figures can be obtained by a direct count of the active register of job seekers.
- C. Number of Job Seekers Referred to Employers** – the total of registered job seekers which were referred to employers this month.
- D. Number of Job Seekers Placed in Work** – the total of all job seekers which were placed in jobs during the month.
- E. Number of Job Seekers Placed in Training** – the monthly total of all job seekers placed by employment service staff on training/retraining courses.
- F. Number of Vacancies Identified** – the total of all new vacancies lodged with the employment service this month.
- G. Number of Vacancies filled during the month** – the total of all vacancies that were filled during the month. These figures will include vacancies that were filled this month but were lodged in earlier months.

A 5.2.3 Quarterly Statistics

It is useful to identify at regular intervals the number of job seekers who have registered and the number of vacancies received by occupational group. It is therefore possible to do an analysis on a quarterly basis that will update the profile of job seekers by occupational group, and available vacancies by occupation and industry.

These figures are obtained by a stock count of all unemployed persons and unfilled vacancies at the end of the quarter. The aggregation of these figures at office and national level will provide a valuable guide to the level of unemployment by occupation, the corresponding demand for labour in that occupation and by industry, and the corresponding demand for labour in that industry.

Monthly statistics should be recorded on the annual activity report so that a cumulative balance of transactions and performance is maintained over the year.

The occupational classification and industry coding systems being used by the PES should be consistent with those used by other government organisations, especially the NSO, and by other research bodies.

Staff may need training in the use of tools and techniques required for the collection and analysis of local LMI, including methodologies to assess skill requirements for the design of training programmes relevant to labour market needs.

A 5.3 Activity Reports

The following records are samples of statistical tally sheets that can be used by the PES to monitor work loads and provide data on the level of activities. These reports may be developed to provide information and statistics on particular categories of job seekers, and should be customised to meet the local situation. In some cases, the collection of particular information may only be necessary for a fixed period of time.

A 5.3.1 Advisory Services Record Form

When a client calls at the ESC for advice or information but does not register for employment, this form may be used to make a note of the advice given and any action taken. It can also be used to provide statistics on the range and number of inquiries that the office receives over a period of time.

Date		Age	
Name		Address _____ _____ _____	
Telephone		Male	<input type="checkbox"/>
		Female	<input type="checkbox"/>
Advice Sought		Advice Given	
Remarks			

Client	Tick relevant item	Advice	Tick relevant item
Job Seeker		Wage employment – Private	
Student		Wage employment – Civil Service	
Parent		Wage employment – NGO	
Enterprise		Self-employment	
NGO		Labour Laws	
Government		Education and Training	
Other (Specify)		Skills Assessment	
		Other (Specify)	

A 5.3.2 Daily Activity Report

Employment Service Centre _____

Report for the Month of _____

		Number of Job Seekers				Vacancies	
Day	Date	Registered		Placed in Jobs		Identified	Filled
		F	M	F	M		
Monday							
Tuesday							
Wednesday							
Thursday							
Friday							
Saturday							
Sunday							
Total:							
Monday							
Tuesday							
Wednesday							
Thursday							
Friday							
Saturday							
Sunday							
Total:							

Monday							
Tuesday							
Wednesday							
Thursday							
Friday							
Saturday							
Sunday							
Total:							
Monday							
Tuesday							
Wednesday							
Thursday							
Friday							
Saturday							
Sunday							
Total:							
Monthly Total:							

A 5.3.3 Monthly Activity Report

Employment Service Centre _____

Report for the Month of _____

Activity		Current Month		Previous Month	
		Youth	Adults	Youth	Adults
A. Number of Persons Registered during the Month	Total				
	Female				
	Male				
B. Number of Job Seekers on Active Register at the End of the Month	Total				
	Female				
	Male				
C. Number of Job Seekers Referred to Employers	Total				
	Female				
	Male				
D. Number of Job Seekers Placed in Work	Total				
	Female				
	Male				
E. Number of Job Seekers Placed in Training	Total				
	Female				
	Male				
F. Number of Vacancies Identified	Total				
	Female				
	Male				
G. Number of Vacancies Filled	Total				
	Female				
	Male				

If necessary the disaggregation by age may be expanded to more specific age groups.

A 5.3.4 Quarterly Report on Vacancies by Occupation

Employment Service Centre _____

Report for the Quarter Ending _____

Occupation Code	Job Seekers Registered this Quarter	Vacancies Identified this Quarter	Vacancies Filled this Quarter	Vacancies Cancelled due to Lack of Suitable Job Seekers

A 5.3.5 Annual Activity Report

Employment Service Centre _____

Report for the Year _____

	Job Seekers			Vacancies	
	Registered	Placed in Jobs	Placed in Training	Identified	Filled
January					
February					
March					
Total:					
April					
May					
June					
Total:					
July					
August					
September					
Total:					
October					
November					
December					
Total:					
Annual Total:					

The annual report may be designed to meet specific local requirements (e.g. it may need to have a disaggregation by sex, age, geographical location, industry and occupational group).

ANNEX 6 – ESTABLISHING A LABOUR MARKET DATABASE

The following guidelines should assist when establishing the database:

- n The purpose of the database should be clearly defined;
- n A small Reference Group should be established to assist during the design stages of the database;
- n The Group should comprise as a minimum the ESC manager/coordinator and labour market specialist from the PES, representatives from the NSO, an employers' organization, a workers' organization, and a representative from other potential users of the database;
- n The main purpose of the group would be to confirm user needs during the development phase and to identify additional requirements to be included in the database;
- n The Group should meet regularly and clarify any issues raised by the local contractor who is designing the database;
- n Once the database has been established, the Group should also have a continuing role in reviewing priorities and determining areas for further analysis and research.

A 6.1 Requirements of the Labour Market Database

A 6.1.1 Source Documents

A list of documents and other sources of information should be compiled and referred to in the design of the database. Some data will come from individual records, but the majority of data may come from summary tables of transactions, records or lists of organizations (e.g. list of training institutions) and other summary documents. In some instances it is likely that lists of a particular category could be obtained from several sources (e.g. lists of employers may be obtained from the Labour Inspection

Division of the Ministry of Labour and from the NSO). It will be important to check data before entry, to validate the information and to avoid the creation of duplicate records.

Source documents may include:

From the Ministry of Labour and the PES:

- n Registration Forms for job seekers;
- n Employment and unemployment statistics, monthly summary reports, etc.;
- n Employer records and vacancy records used by the PES;
- n Other employer registers used by Labour Inspection/Industrial Relations Divisions;
- n Other surveys (e.g. the Annual Survey of Establishments, surveys for the national social security and insurance schemes);
- n Data collected by PES staff during field visits and other contacts with employers and other institutions;
- n Any other sources identified within the Ministry of Labour.

From outside sources:

- n NSO and/or tax registers of employers and any other recent survey results;
- n The most recent national population Census data;
- n Lists of training institutions (particularly from the Education Ministry);
- n Lists of NGOs;
- n Summary statistics of ex-combatants, IDPs, etc., through the national body responsible;
- n National reconstruction and rehabilitation programmes and projects;
- n Profile of civil servants, from the Civil Service Commission;
- n Member lists from Employer Associations, Chambers of Commerce and other associations;
- n Reports and findings from surveys conducted by other agencies;
- n Statistics from the Ministry of Education;
- n Statistics from Ministries responsible for business registration, licensing, industry, commerce and taxation;
- n Data and reports from international agencies and donor organizations.

A 6.1.2 Coverage

The data base should provide information in three broad areas. On the demand side it will aim to generate information on employers and broad industry profiles and trends. On the supply side it will provide information on the composition of the workforce, including job seekers looking for work; and in the area of training it will provide information on training institutions and the type of training being offered. It can also be used as a basis for further analysis on specific industry needs, skills in demand and potential areas of growth.

A 6.1.3 Register of Employers

The following are examples of information fields to be developed in relation to enterprises:

Enterprise Fields

- Employer code
- Business type
- Industry code
- Employer registration number
- City/region/district code
- Main activities of the business
- Employer name
- Employer address
- Phone number
- Fax number
- Contact name
- Total number of employees, disaggregated by age and sex
- Total number of foreign employees, disaggregated by age, sex and country of origin
- Workforce categories
- Proprietors
- Paid employees
- Own account workers
- Actual weekly hours of work
- Average overtime worked per worker
- Average basic weekly wage
- Average monthly wage per worker
- Skill shortages
- Training needs
- Business outlook
- General comments

The Reference Group should review these fields and, if required, add additional ones. A decision should be made on the relevant coding systems and number sequencing methods needed to meet local and

national requirements. Agreement should be reached on these conventions before the data base design is finalised.

Initially this register will cover those employers operating in the areas served by the emergency ESC, but the data base should have the capacity to be expanded to cover the whole country.

There should always be close cooperation with other agencies in creating such registers, and the post-crisis situation may provide a good opportunity to establish effective cooperation.

A 6.1.4 Register of Training Institutions

This component of the data base should provide information on the types of training courses available and the institutions providing those courses. Initially the data base should be developed to cover those institutions in areas being served by the ESC and nearby districts. While its coverage may be incomplete in the short term, it should be expanded over time to provide more comprehensive information on other training providers.

As with the employer data base, each of the information fields proposed for training institutions should be reviewed and a decision made on whether each field should be included in the data base and whether other fields should be added. Again, a decision should be made on the number sequence method to be used before the data base design is finalised.

The following are examples of information fields to be developed in relation to training institutions:

Training Institution Fields

- Training institution code
- Regional/district code
- Training institution name
- Address
- Phone
- Fax
- Contact name
- Main activities of the business
- Type of training offered
- Entry requisites
- Name of each course
- Duration of each course
- Cost of each course
- Capacity/Number of training places per course
- Apprenticeship schemes
- Other services offered
- Access to credit
- Placement assistance offered
- General comments

A 6.1.5 Information on the Supply Side

This component of the database can be used to develop a profile of unemployed persons as well as of the overall workforce. This may be the most difficult area to develop in situations where the majority of the population may not be in paid employment or is part of the informal or subsistence sector. Nevertheless, during the post-crisis phase, the database should aim to collect data on the composition of particular target groups such as:

- n ex-combatants;
- n those directly affected by the crisis;
- n other disadvantaged groups, such as persons with disabilities;
- n particular categories (e.g. women, youth).

A major source of data for this section of the database should become available when population and workforce figures are produced from the national population Census; but the Census may only occur at five or ten-year intervals and the impact of the crisis may now have distorted previous Census results. In the meantime, efforts should be made to obtain data derived from any recent estimates and surveys conducted by other agencies and organizations.

Some information on the supply side can come from statistics on the activities of the PES. This section of the database may accumulate data slowly and relate only to those sectors where the PES has been operating. However, basic fields can still be identified:

Job Seeker Fields

- Sex
- Age (age group)
- Status (e.g. employed, unemployed agricultural, subsistence worker)
- Group (e.g. ex-combatant, sole parent, IDP, person with a disability, from a minority group)
- Education Level (Primary, secondary, postsecondary)
- Occupation (code)
- Special qualifications/skills

Codings and groupings used for status and group categories should be consistent with those used by the NSO.

Education categories should match those used by the Education Ministry and NSO.

These fields should be consistent with the data recorded on the job seeker registration form.

A 6.2 Information and Data Collection Methods

Although data collection may not be a priority task for PES in post-crisis situations, the PES may carry out a rapid assessment of the labour market and this can be achieved through local surveys. The objective of such surveys should be to assess specific aspects of the labour market (e.g. skill shortages, training needs, expanding markets). This information will allow the PES to identify training activities or employment-generating opportunities to assist local job seekers.

Whenever possible, PES should support the creation of a specialized statistical agency, and provide relevant advice on needs for statistics rather than undertaking these tasks itself.

Surveys can be used to:

1. Assess and describe the state of the existing labour market through interviews with employers in the formal and informal sectors;
2. Assess the needs for skilled labour in the reconstruction of the country;
3. Develop a skills and occupation profile with particular reference to vulnerable crisis-affected groups (e.g. war-widows and female heads of households, refugees, IDPs, people with disabilities, ex-combatants);
4. Identify the likely demand for people with particular skills (e.g. plumbers, electricians, machine operators, drivers);
5. Assess the supply and demand for products locally as well as abroad through interviews with traders in the formal and informal sectors;
6. Identify and assess the business prospects of different business opportunities for small and medium enterprises (e.g. agro-processing and related industries);
7. Identify promising areas of production that are suitable for short- and medium-term training of men and women;
8. Identify the vocational and business skills needed for self-employment and entrepreneurship development in the areas of production identified above;
9. Make provisional recommendations that will assist in the development of project proposals for donor funding.
10. These surveys would usually be undertaken by a competent local consultant with appropriate qualifications in marketing, business administration, economics or other relevant subjects, as well as experience in market surveying. However, staff from

the PES should also have the opportunity to assist in the field work, as it will help inform them on their local industries as well as provide a useful training opportunity for them.

A 6.3 Expanding the Data base

Over a period of time the labour market data base can be expanded from the results of other activities. These will include results of surveys conducted by other agencies, data and surveys collected by the PES itself and summary data on groups of individuals such as ex-combatants, IDPs, etc. Information should be disaggregated by sex, age (age group), and family status. Surveys can be of various types:

(a) Special House hold Surveys

Ministries or agencies may conduct specific 'one-off' surveys to meet particular needs (e.g. agriculture, education, health, poverty) but which may also provide information on labour market issues. The PES should make contact with organizations undertaking such surveys and obtain the results of their work. They can often contain useful information on issues such as:

- a) education (levels and types of skills)
- b) ethnicity/county of birth
- c) patterns of labour force activity
- d) patterns of job search
- e) reasons for unemployment
- f) informal sector income-generating activities
- g) reasons for being out of the labour force
- h) health characteristics, including disabilities
- i) activities of students or those who have discontinued their education.

(b) Regular House hold Surveys

House hold sample surveys may also be conducted from time to time (e.g. on agriculture, health, education). The opportunity could be taken to collect primary labour force information during these surveys, by working with the agencies conducting them and seeking to incorporate additional questions in the surveys. These could provide useful information on:

- a) demographic characteristics

- b) geographic location (typically, province or urban/rural)
- c) employment status
- d) hours worked (full-time or part time status)
- e) industry and occupation of employment
- f) duration of unemployment
- g) out-of-labour force activities (e.g. persons doing household duties, institutionalised, in education).

(c) Establishment Surveys

The Labour Ministry may conduct an annual survey of establishments, and such surveys provide an opportunity to obtain additional information with minimal extra workload as establishments are already expecting to complete the survey. The form used for such regular establishment surveys should be revised to include more useful information for the PES. Contact should also be made with other Ministries that may also be conducting establishment surveys.

(d) Census Collections

If a national Census is being proposed, there may be an opportunity, before the Census Form has been finalised, for the Labour Ministry to make suggestions on information requirements it would like to obtain from the Census. The LMI Specialist in the PES should follow up this possibility with the NSO to identify the timeframe for the Census and the scope for input.

The national Census will usually provide primary labour force information for individuals, covering:

- a) demographic characteristics
- b) geographic location
- c) employment status in the previous week
- d) hours worked in the previous week
- e) industry and occupation of employment
- f) duration of unemployment
- g) out-of-labour force activities (e.g. persons doing household duties, institutionalised, in education)
- h) income.

It will provide secondary information relevant to the labour force:

- a) education and skill levels
- b) health characteristics, including disabilities.

It should also provide primary information on households:

- a) household structure (number in household, family structures)
- b) characteristics by head of household, such as sex, employment status and education
- c) dependency rate
- d) household income
- e) living conditions (housing conditions, number of rooms, access to utilities, including water)
- f) availability of transport.

A 6.4 Reports and Queries

Once the database has been set up, a number of regular reports and tables can be provided on various aspects of the labour market. Specific queries can also be generated, and staff and the working group should develop a range of general queries so that these can be programmed into the database. Initially, some of the tables will be incomplete, but these should be progressively refined as the data is augmented as a result of field visits to employers and other institutions, the addition of Census data and the carrying out of analysis of the database itself.

Time Series

Some of the data collected for the database may need to be updated at least annually, and some figures may also be 'flow' figures requiring monthly totals and cumulative totals for the year. The database should have provision for monthly, quarterly and annual totals where required, as well as the capacity for comparison of annual totals between years and for time series to be built up.

A 6.5 Other Sources

In addition to identifying current sources of LMI, the staff at the PES may also seek out other potential sources to meet the additional data needs identified by users.

This may include undertaking a pilot survey to measure current and projected labour demand. This could be a sample survey of enterprises in particular industries, to identify areas of skill shortages, the impact of technological changes in their sector, and skill areas where they are forced to offer above average wages or non-wage benefits to retain or recruit

workers. More detailed information should also be gathered on the characteristics of jobseekers.

Surveys may also be conducted to provide specific information on:

- n Skill shortages by occupation and by industry;
- n Training needs of existing workers;
- n Employer assessment of skills of employees who have completed skills courses conducted by local training providers;
- n Reasons for unfilled vacancies.

Once the database has been established, analyses and reports should be made available on a regular basis. Initially, this may be a gradual process and there may be many gaps, but as information is acquired a range of tables can be produced.

ANNEX 7 – MANAGEMENT OF SPECIAL EMPLOYMENT AND TRAINING MEASURES

The PES may also be involved in the delivery and administration of special programmes designed to meet the needs of particular groups. These programmes may be introduced by governments or be developed as part of donor assistance projects, and can be of short- or long-term duration.

The PES may play an important role in the design and targeting of these programmes as well as in their delivery, but it is important that the relevant Labour Ministry has input in the design of such programmes. Regardless of the duration of the initiative, the PES role may include the assessment of client eligibility, referral and placement on the programme and ongoing administration.

The following list provides a brief description of programmes that may be implemented in particular circumstances.

A 7.1 Self-Employment and Small-Business Development and Support

Because of the limited number of job opportunities available for employment in the civil service and in private and public enterprises, there will be many job seekers who will not readily find employment. Some of these job seekers could be interested in alternative ways of earning an income, and employment service officers can assist in promoting self-employment and small-enterprise development by providing advice, training and support services to potential participants.

Small-business support refers to the assistance given to job seekers to enable them to set up new small businesses. This support is designed to:

- n Generate a more active small-business sector in the country, that has an important employment-generating potential;
- n Assist unemployed people make the transition from unemployment to self-employment.

Features

The PES can provide information on how jobs can be created in the small-scale enterprise sector, and how to contact organizations which will provide access to training packages and supporting tools to assist entrepreneurs to start their own businesses, gain access to credit and other business services.

Employment officers can work with NGOs, particularly those already involved in small-enterprise support, and the PES may also assist in developing programmes that involve the training of trainers and the provision of initial assistance to institutions supporting small-business development. PES should promote the use of the 'Start and Improve Your Business' Programme (SIYB) developed by the ILO.¹⁵ This is a system of inter-related practical management-skills training packages for micro- and small-scale enterprise owners and managers.

The PES can promote this programme by working with local business development organizations to provide information sessions on:

Knowing about business

This covers:

- n Awareness of self-employment opportunities;
- n Self-employment opportunities for trainees completing vocational training courses;
- n Requirements for starting and operating a successful business.

Starting a Business

This covers:

- n Training for potential entrepreneurs on the theory and practice in setting up a business;
- n Preparing a business plan that could also be used to apply for credit.

Improving a Business

This covers:

- n Essentials of basic business;

¹⁵ More information is available at the web address: www.ilo.org/seed

- n Practical step-by-step learning to assist micro- and small-business owners improve the performance of their enterprise.

Employment service officers may also be able to arrange information sessions and workshops for groups of job seekers to:

- n Advise them about the possibilities of starting their own business;
- n Inform them on how they can acquire training and new skills if they wish to start their own business;
- n Inform them of the organizations and support networks available to assist them;
- n Advise them of details of any specific programme that may be available and which can provide them with additional help.

A 7.2 Vocational Guidance and Counselling

Vocational guidance and counselling programmes run by the PES aim to give job seekers all the necessary information and guidance on possibilities of finding employment or improving their employment situation. Guidance and counselling may be provided to individuals or to small groups with similar areas of interest, and in some instances PES may also provide these services to school leavers.

Special programmes may be developed for young persons who have left school early, to give them information on a broad range of occupations and on employment opportunities in these occupations, as well as guidance on how they may gain access to them.

Guidance should take into account:

- n Economic, social, technological, cultural and family factors influencing the person's attitudes, expectations and choice of career;
- n Results of testing, including aptitude tests;
- n Educational achievements and/or work experience;
- n Opportunities and prospects in the occupational sector of interest;
- n Individual preferences and special needs, including medical conditions, physical limitations and disabilities.

While emphasising the needs of individuals, guidance should be accompanied by information that gives them a realistic view of the oppor-

opportunities available, including trends in the labour market and employment structures, the environmental impact of various occupations, and what may be expected in terms of remuneration, career advancement and occupational mobility.

Particular attention should be given to girls and women, to ensure that guidance reaches them and takes into account gender factors. It should cover the whole range of education, training and employment opportunities as well as social and other support if needed.

A 7.3 Vocational and Entry Level Training Schemes

Vocational Training Schemes may be organized by the PES to meet the needs of local labour markets.

The PES may negotiate with training providers to offer financial support for courses that cover occupations and skills that are in demand but are not being catered for in the normal training system. Arranging these courses is especially important during a time when new skill requirements are emerging in the economy but are not being catered for by the normal education and training system. Where appropriate, trainees who successfully complete courses should be awarded some form of accreditation.

These initiatives require government or project funding and may include the following features:

(i) The PES will identify skills in demand either in local areas or across the whole country.

(ii) They will negotiate with training institutions for courses and materials to be prepared for these skills or for the institutions to adopt the courses and materials already available elsewhere.

(iii) Negotiations will usually be undertaken by the PES at the national level, but individual ESC may be authorised to negotiate with institutions depending on the costs involved and the extent to which the skill requirement is localized or more extensive.

(iv) At the national level, the PES may negotiate umbrella agreements with systems such as the Department of Education or associations of private colleges. Local ESCs will be able to support local institutions financially under these agreements.

(v) The PES may negotiate with local institutions for courses covering skills that are needed in their areas. Negotiations may be under umbrella agreements where these exist.

(vi) Job seekers will be referred to accredited vocational training courses by the ESC and may be eligible for training allowances to attend courses.

(vii) Support may cover the costs incurred by the institution in developing course curricula and in running courses.

(viii) The Employment Service can cover up to 100 per cent of these costs, but only when the service is to be provided totally and exclusively for the ESC.

(ix) Where there is no existing qualification for a course that has been developed, the PES may authorize an *ad hoc* certificate.

Entry-Level Training Schemes foster the basic level of skills required in each occupation and industry. These schemes concentrate on occupations that emphasise on-the-job training by employers rather than occupations catered for by extensive higher education.

They ensure that vocational training at the level at which occupations are entered (for example by school leavers) is properly organized and accredited. They are also designed to ensure that entry-level training is maintained at a satisfactory level at all times. As a secondary objective, entry-level training schemes ensure the maximum take-up of participants who have just left the education system.

These programmes would normally be developed as part of a broader strategy involving the relevant Vocational Education Ministry, and with the PES primarily involved in implementation.

Elements of the scheme may include the following components:

(i) Employers receive subsidies to train people at entry level.

(ii) Subsidies may last as long as the training is required; up to two or three years.

(iii) Subsidies may cover the cost of trainees being released from work for formal training in institutions, such as the wages for the trainee while absent, institution fees and so on.

(iv) Employees undergoing training must complete training in a satisfactory manner. If not, the subsidies may cease.

(v) Subsidies may be used to generate additional trainees. Employers receive these when they demonstrate they are taking on more trainees than in previous years. They could receive a fixed bounty, say 25 per cent of average wages, for each additional trainee.

(vi) Employers with extensive training facilities that are not being fully used could be subsidised to release their facilities to other employers or to training institutions with inadequate facilities of their own.

A 7.4 Youth Training Schemes

Youth Training Schemes are intended to provide a comprehensive training programme for young people who have had little or no experience in the labour market. They are particularly important for school leavers. They are designed to ensure that this group is given adequate training to equip them for their initial employment.

It is often desirable to define these programmes in such a way that no young person can be denied access, thereby guaranteeing at least some form of initial training for every young person. Specific attention should be paid to the constraints that young women and girls may face in accessing such programmes.

The programme should meet the broad training requirements needed by young people who are entering the labour market for the first time, and should be developed in association with the relevant entry-level training authority.

Features

The programme could include a range of features:

(i) In the event that young people are unable to obtain either unsubsidised employment or an entry-level training position, they can be guaranteed a place on newly constructed courses designed to develop broad skills that will be portable between jobs.

(ii) The PES can provide financial support for training institutions to put on these courses. Financial support can include development costs and the cost of running the courses.

(iii) The young people may be offered a training allowance to participate in the courses.

(iv) Courses may include a mixture of on-the-job and off-the-job training, and may last up to two years.

(v) Trainees will be expected to demonstrate progress by acquiring set competencies.

A 7.5 Labour Migration and Foreign Employment Opportunities

Labour Mobility Schemes overcome geographic mismatches between skilled labour supply and demand. Registered unemployed people can be reimbursed their transfer expenses if they find work in a new location beyond daily travelling distance from the current home. Reimbursement of transfer expenses should be made only if the ESC in the new area certifies that no suitable labour is available locally.

In the case of foreign employment, job seekers may be recruited on a contract basis, in some cases for several years, to work in another country.

In some countries, private employment agencies are very active in recruitment for foreign employment, and the PES should assess whether it is beneficial for it to operate in this area. In some instances it may perform a regulatory role only.

A 7.6 Labour-Intensive Public Works Programmes

Unemployment has very negative economic and social consequences, both for society as a whole and for the individual concerned. As well as adding to unproductive State expenditure, unemployment puts considerable psychological stress on unemployed people. Such stress, combined with the need to earn an income, can lead to anti-social and violent behaviour, thus worsening the crisis.

To alleviate the negative consequences of unemployment, Public Works can be organized by the PES to create temporary employment for the unemployed. This programme is particularly important when unemployment increases rapidly.

Projects organized under public works should be of social benefit and/or contribute to improving economic efficiency. Careful preparation and design of projects is essential if the programme is to achieve these ends.

The types of vacancies created should take account of the skills and qualifications of unemployed people in the local area. Projects could include, but are not limited to:

- n Improve ment of the city ter ri tory envi ron ment (clean ing, paint ing, etc.);

- n Assistance to constructing authorities in the implementation of works on residential houses, hospitals, schools, kindergartens, houses for invalid and retired persons;
- n Help to rural areas during harvest time;
- n Wood storage, and loading and unloading activities;
- n Supervision of sick, invalid and aged people;
- n Building of roads, bridges, irrigation channels.

Public Works Programmes can be used to:

- n Provide temporary work to the individuals who, for different reasons, have lost their previous jobs and means of living;
- n Provide work to individuals of pre-pension age, disabled persons, who have lost professional or physical mobility;
- n Draw young people into employment;
- n Assist people who have had a significant break in their professional activity due to personal reasons, or who are being released from prison;
- n Provide assistance to those less competitive in the labour market.

A 7.7 Training Allowances

Training allowances may be paid regularly in place of unemployment benefits (UB). They are intended to draw young people away from passive reliance on UB, and encourage them to undertake more active pursuits in vocational training.

The allowance consists of two components: a component equivalent to UB, plus a training supplement. The supplement may be varied from time to time to ensure that the programme is achieving its objectives (e.g. the supplement may be increased to provide a greater incentive, or restricted to specific categories of job seekers).

Features

(i) Training allowances may only be paid in respect of accredited vocational training, on courses that must be approved by the local ESC. They may be paid for a fixed duration, subject to satisfactory participation in the training.

(ii) In the event that UB entitlement would have changed, under normal circumstances, during the period of the course, the UB component will be held unchanged at the participant's maximum level of entitlement.

(iv) The training allowance is payable for the full duration of a vocational training course or up to an agreed maximum number of months.

(v) Participants who drop out or fail courses will not have repeat entitlements. Participants who drop out of courses will revert immediately to their normal UB entitlements, with all relevant conditions including counting the period on the training allowance as part of the UB period.

(vi) The ESC must be satisfied that the person has been actively seeking work but has been unable to find it. This would normally imply that the person has been looking for work for at least a minimum time period (e.g. six months).

(vii) The ESC must be satisfied that the person would benefit from the training proposed. This would normally imply that the person is capable of completing the training and that the training will substantially improve the person's job prospects.

A 7.8 Wage Subsidy Schemes

Wage Subsidy Schemes provide direct payments to employers, as a subsidy towards the wage cost of employing specified target groups in the labour market.

They ensure that these groups do not suffer disproportionately from unemployment by encouraging employers to hire them.

Features

(i) This programme could be used to provide a wage subsidy for particular target groups (e.g. displaced persons, ex-combatants or persons with disabilities).

(ii) The employment will respect all the usual employment laws and conditions. Employment will be completely normal and may be in any occupation or industry. All employers are eligible to receive the subsidy, provided they are willing to accept the unemployed people who are referred to them.

(iii) Employers must demonstrate that the wage subsidy will not be used to displace an existing employee.

(iv) Employers must sign a contract with the ESC, agreeing to the scheme's conditions and to provide the ESC with details should the employment be discontinued during or immediately after the subsidy period.

(v) Different subsidy levels and subsidy rates may apply depending on a person's eligibility criteria, with a basic rate applying to people who meet the eligibility criteria for the first time and premium rates payable to people who are the most disadvantaged in the labour market.

A 7.9 Community Employment Programmes

A Community Employment Programme creates jobs at a local level by providing financial support for local government authorities and local community agencies to create temporary but full-time new jobs.

The programme is designed to assist unemployed people remain actively and usefully at work while awaiting longer-term permanent employment. At the same time, it provides funds to local communities to undertake projects of worthwhile social value.

Features

(i) A Community Employment Programme should only be initiated in any region once the unemployment rate has risen above a threshold level. For example, the programme could be triggered once an area has an unemployment rate in excess of the national average.

(ii) Projects are run by "project sponsors" who may be:

- Agencies representing local or regional governments;
- Non-profit agencies (e.g. charitable organizations).

(iii) Special groups may be formed for the *ad hoc* purpose of administering a project, provided it is for non-profit purposes. Alternatively, a number of potential sponsors may wish to combine to undertake a project of mutual interest. In these cases, project sponsors should form special committees to oversee the project and to act as project controllers.

(iv) Projects are assessed by the PES. They must contribute positively to the social and economic well-being of the local area. Projects may be in maintenance and repair of roads, public places and other local infrastructure, in environmental projects and in social projects (e.g. care for the aged or infirm). Projects may cover any occupation or skill level.

(v) Project grants may cover total costs, including:

- Wages and cost of materials;
- Cost of overheads (e.g. accommodation and insurance);
- Cost of supervision (e.g. any skilled supervisory staff, insurance cover).

(vi) Wages should make up at least 75 per cent of the project cost.

(vii) Sponsors must demonstrate that the jobs created are genuinely new jobs and will fulfil a useful function.

(viii) Sponsors must agree to employ only people referred to them by the ESC. They are allowed to select from those referred.

(ix) The contract will specify the project to be undertaken, the number of unemployed people to be engaged and the period involved.

(x) Project sponsors will be required to provide regular reports on progress with the project and allow officers of the ESC to visit the project for inspections.

(xi) Participants will be employed full-time for the duration of the project, under standard conditions covering not only wages but also other requirements of national labour laws.

(xii) Participants must be unemployed and in receipt of UB or otherwise eligible.

A 7.10 Handling Mass Redundancies

Handling Mass Redundancies refers to support provided to companies which have no alternative but to make large numbers of employees redundant.

People who have been made redundant (or are about to be) are offered rapid support in finding other employment and by providing them with advisory, welfare and employment services.

Features

(i) PES may negotiate with any company about to retrench staff. Negotiations should be tripartite, involving the PES, the employer and trade unions.

(ii) There must be a contract specifying the detailed forms of assistance to be offered and the obligations of the three parties involved.

(iii) PES funds may be used to assist any activities designed to help retrenchees; they may not be used to support the employer.

(iv) Assistance can include special recruitment drives, mobility assistance, on-site registration for UB, special re-training programmes (if necessary negotiated with local training institutions) and special eligibility for other employment and training measures.

(v) Assistance must not in any way obviate employers' responsibilities under law, nor their responsibilities as reasonable employers to take care of all their workers.

A 7.11 Skills Training and Retraining

Retraining and Restructuring Schemes assist enterprises which are undergoing restructuring and need to retrain their staff as a consequence. While the schemes may prevent lay offs as a consequence, that is not their primary purpose. Assistance may be financial (such as subsidising workers released for retraining) or organizational (such as negotiating special courses for employers with needs that are not currently being met).

Features

(i) Any enterprise undergoing restructuring may be eligible for assistance. Assistance will be against an agreed contract specifying the obligations of the enterprise and the obligations of the PES. Each contract will be unique to the enterprise involved.

(ii) The obligations of the enterprise include such details as:

- The objectives of the retraining proposal;
- The type of retraining to be undertaken;
- The costs and duration of training;
- The employees who will be affected;
- The accreditation (if any) that will be obtained by employees.

(iii) The obligations of the ESC will include such details as the subsidies to be provided and their duration.

(iv) The financial assistance on offer can cover:

- Training costs for employees;
- Training development costs;
- Supervision costs.

(v) The sub sidy should not cover 100 per cent of the costs. There must be an agreed con tri bu tion by the enter prise. Generally, this con tri bu tion would not be less than 20 per cent.

(vi) Enter prises will be required to report on pro gress against the con tract. If they do not abide by the terms of con tract, the PES may rene go ti ate or can cel the con tract after due notice.

A 7.12 Distance Learning Schemes

Distance Learning Schemes provide opportunities for training for those who may be unable to attend the train ing cen tre in per son. Stu dents are able to com plete their stud ies by using cor re spon dence or elec tronic media.

PES may be involved with train ing pro vid ers to lend assis tance with dis tance learn ing ma te rials and facil i ties and to pro mote the ser vice.

Support can be to help establish facilities (e.g. satel lite re ception, video equip ment), financial support for course develop ment costs and course ma te rials, and the cost of run ning courses.

Features

(i) The PES may iden tify train ing require ments either in local areas or across the whole country that would benefit from distance learning tech niques. This could be remote com mu ni ties, or com mu ni ties any where where the demand for courses is con sider ably greater than the facil i ties avail able.

(ii) The PES may negotiate with distance learning providers for courses and ma te rials to be pre pared or for the adop tion of courses and ma te rials already avail able. Courses should be ac cred ited.

(iii) Job seek ers may be referred to the courses pro vided.

(iv) Sup port may cover the costs incurred by the pro vider in devel op ing course cur ric ula and in run ning the courses. This may include some of the costs of pro vid ing access in remote com mu ni ties to dis tance learn ing facil i ties (e.g. sat el lite dishes).

(v) Where there is no exist ing ac cred itation for a course that has been devel oped, the PES may author ise an *ad hoc* certificate.

A 7.13 Income Support

Governments may introduce programmes providing financial assistance to particular categories of unemployed or disadvantaged clients, and the PES may be responsible for the administration of such programmes. This may include assessing eligibility of clients and duration of assistance. Examples of such programmes include:

Unemployment Benefits

UB are a form of income support provided to unemployed people eligible for assistance. The PES may be involved in a number of ways:

- Determining whether ongoing eligibility conditions are met, to ensure claimants are meeting their job-search obligations;
- Providing job-search training and assistance;
- The overall administration of the UB system.

A 7.14 Social (Cash) Assistance

Social Assistance provides additional basic income for eligible families of people in receipt of UB and for registered unemployed people who have exhausted their entitlement to UB.

The PES role may include determining the duration of cash assistance for people who have exhausted their entitlement to UB, and also their eligibility to re-qualify for UB (in most countries re-qualification for UB can only be achieved after a further period of employment).

The PES may also be required to assess the needs of family members of unemployed people who have exhausted their entitlement to UB.

ANNEX 8 – MINIMUM REQUIREMENTS FOR SETTING UP AN ESC FACILITY

The following checklist identifies minimum requirements when setting up the ESC, and relates specifically to setting up a 'pilot' office.

Premises

1. The building should be of sound structure, with roof, walls and floor in good repair;
2. Internal walls and ceiling should be weather proof and in good condition, and appropriate carpet/floor covering laid;
3. Adequate security and locks should be put on doors and windows;
4. Electricity should be connected, with adequate lights and sufficient power points to accommodate computers and other office equipment;
5. Heaters and fans should be provided if necessary;
6. Conditions and duration of the lease should be reviewed;
7. Any limitations on hours of access and opening times should be clarified.

In emergency situations where temporary services are needed in a particular location, supplies of registration forms, information sheets and brochures, together with collapsible tables and chairs, should be available to be transported to the site and used for the duration of the exercise. In these situations it may be possible to use local halls, community buildings, tents or employer premises to set up temporary employment service points.

Reception Area

The ESC should have a reception area, and an employment officer should be in charge of this area (this task can be done on a rotation basis). When it is very busy and many people are waiting, the employment officer should provide initial information to clients to explain how the office works and likely delays, and direct them to the appropriate interviewer. To minimise delays, an appointment system can be introduced. Job seekers

should be asked to complete a job seeker registration form themselves while they are waiting, and an enlarged and completed copy of the job seeker registration form should be on display as a guide to help people complete the form.

The reception area should have some seats and materials for job seekers to read while they are waiting. Outside the reception area there should be a notice board displaying job vacancies, training opportunities, skill testing places, and other information of interest to job seekers.

Office Furniture and Equipment

The following check list will assist in identifying minimum requirements when setting up the office. Exact numbers of items would be determined by staffing levels, expected number of clients and available space.

1. Telephone, internet and fax connections, with appropriate telephone hand sets and fax machine;
2. Desks and chairs, waiting room chairs and a writing slope or table for use by clients;
3. Storage/filing cabinets;
4. Bookshelf/cabinets;
5. Photocopier machine;
6. Stores, stationery and general office requisites;
7. Large display board to display vacancies, general notices and employment and training information;
8. Lunch/tea room facilities.

Information Technology

Where computers are available, an UPS stabiliser and printers should also be provided. Computers must have sufficient processing and storage capacity to support any job seeker and labour market databases to be established by the PES.

ANNEX 9 – JOB DESCRIPTIONS AND SELECTION CRITERIA

The following are samples of duty statements and selection criteria for the main positions in the emergency ESC.

Position: Manager/Supervisor

In: Labour Ministry

Location: Public Employment Service Centre

Qualifications: University degree in economics preferred, extensive experience with labour market, employment and training issues, management and leadership skills, excellent liaison and promotional skills, able to represent the Ministry at senior level, computer literate.

Duties:

Under the direction of the Director of the national PES:

- n Manage and develop the operations of the Employment Service Centre. Ensure appropriate day-to-day supervision of staff at the Centre;
- n Develop and implement a work plan for staff in the Centre and review progress at regular intervals;
- n Actively promote the role of the Centre with key employers, NGOs, Ministries and other national and international organizations, and develop joint strategies and coordination arrangements for major projects;
- n Establish and maintain contact with community representatives, other local agencies and organizations to develop specific responses for particular unemployed groups (e.g. small-business development and vocational skills training);
- n Identify potential growth areas in the formal and informal sectors, and develop employment and training responses to meet those needs;

- n Support the development of self-employment and small-business development initiatives in collaboration with ILO specialists, and relevant NGOs and other agencies;
- n Carry out analysis and prepare regular Labour Market Information reports with an analysis of trends, expected growth areas and opportunities for small-business development;
- n Ensure the LMI database is developed and used effectively by internal and external users;
- n Undertake other duties as directed by the Director of the national PES.

Selection Criteria

The successful applicant will have:

- n Management skills in planning, programming and reviewing the operations of the PES, and the ability to set objectives, plan and allocate resources and monitor performance;
- n The ability to motivate and lead staff, determine training and other development needs of staff and attend to them;
- n Good communication skills, including the ability to convey information effectively to groups and individuals and prepare correspondence and reports;
- n The ability to promote the services of the PES to employers, international organizations involved in crisis response, business and community organizations;
- n Client- and result-orientation;
- n Awareness of equal employment opportunity and occupational health and safety issues.

Position: **Employment Service Officer**

In: Labour Ministry

Location: Public Employment Service Centre

Qualifications: Experience in dealing with people, knowledge of the labour market, and ability to undertake promotional visits to employers. Computer literacy. University degree desirable but not essential.

Duties:

Under the direction of the Manager/Supervisor of the Employment Service Centre:

- n Visit employers, NGOs and other national and international organizations in the public and private sectors, to explain the role of the PES and actively canvass for job vacancies;
- n Identify potential growth areas in the formal and informal sectors, and develop employment and training responses to meet their needs;
- n Establish and maintain contact with community representatives, other local agencies, national and international organizations, to develop specific responses for particular unemployed groups (e.g. small-business development, vocational skills training);
- n Obtain vacancies from employers and refer suitable job seekers for employment;
- n Interview job seekers and register them for employment using appropriate forms or the computer database to record individual profiles, occupational codes and client group categories;
- n Provide counselling and information to job seekers on employment options, including self-employment, training courses and start your own business possibilities;
- n Assist with data collection on the local labour market and enter information on the database;
- n Work as a member of the PES team and assist in other areas of work when required.

Selection Criteria

The successful applicant will have:

- n A good knowledge and understanding of issues affecting the labour market;
- n Good interviewing skills and the ability to work effectively with people;
- n The ability to promote the services and programmes of the PES to employers, national and international institutions and community organizations;
- n Good written and oral communication skills and the ability to work as a team member;
- n Client- and result-orientation;
- n Awareness of equal employment opportunity and occupational health and safety issues.

Position: **Employment Service Officer/Vocational Counsellor**

In: Labour Ministry

Location: Public Employment Service Centre

Qualifications: University degree in psychosocial education, experience with vocational counselling, knowledge of employment issues and the labour market. Computer literate.

Duties:

Under the direction of the Manager/Supervisor of the Employment Service Centre:

- n Refer and give guidance and information to job seekers regarding available employment and training opportunities;
- n Interview job seekers and register them for employment;
- n Provide counselling and referral services for selected target groups (e.g. demobilized soldiers, war-affected youth, women, refugees, persons with disabilities);
- n Collect information from private and public training institutions, as well as from NGOs, enterprises and other employers on training courses and apprenticeship possibilities;

- n Liaise and coordinate with career counselling departments in training institutions, private recruitment agencies and NGOs;
- n Communicate with employers on vacancy notifications, and interview, select and give advice on suitable applicants for them;
- n Liaise and coordinate with employment programmes (e.g. for labour-intensive works, self-employment, small-enterprise development);
- n Liaise and coordinate with psychosocial support programmes and services;
- n Conduct 'job-search skills' sessions for job seekers on preparing CVs, approaching potential employers and job interview techniques;
- n Give information sessions in schools and training institutions on the services of the PES;
- n Work as a member of the PES team and assist in other areas of work when required.

Selection Criteria:

The successful applicant will have:

- n A good knowledge and understanding of issues affecting the labour market;
- n Experience in vocational guidance and counselling techniques;
- n Good interviewing skills and the ability to work effectively with people;
- n The ability to promote the services and programmes of the PES to employers, national and international institutions and community organizations;
- n Good written and oral communications skills and the ability to work as a team member;
- n Client- and result-orientation;
- n Awareness of equal employment opportunity and occupational health and safety issues.

Position: Employment Service Officer/Labour Market Information

In: Labour Ministry

Location: Public Employment Service Centre

Qualifications: University degree in economics, extensive experience with labour market research and statistics and labour market trend analysis. Computer literate, including experience with software programmes in Access and SPSS.

Duties:

Under the direction of the Manager/Supervisor of the Employment Service Centre:

- n Collect data and supervise data collection and entry in the PES labour market data base on labour force supply and demand (especially demand for training and skills);
- n Liaise with the NSO for statistical and analysis purposes and with key informants in the private and public sector;
- n Prepare regular labour market information reports with an analysis of trends;
- n Visit employers, NGOs and other national and international organizations in the public and private sector to explain the role of the PES, and actively canvass for job vacancies;
- n Identify potential growth areas in the formal and informal sectors and develop employment and training responses to meet those needs;
- n Interview job seekers and register them for employment;
- n Work as a member of the PES team and assist in other areas of work when required.

Selection Criteria:

The successful applicant will have:

- n A good knowledge and understanding of issues affecting the labour market;
- n Experience and skills in statistical and labour market analysis and reporting;

- n Good written and oral communications skills and the ability to work as a team member;
- n The ability to promote the services and programmes of the PES to employers, national and international institutions and community organizations;
- n Good interviewing skills and the ability to work effectively with people;
- n Client- and result-orientation;
- n Awareness of equal employment opportunity and occupational health and safety issues.

ANNEX 10 – INDUCTION AND TRAINING PROGRAMME

Induction Programme (Indicative)

Outline

Introduction and Overview of the Labour Ministry

Role and Functions of the Labour Ministry:

- n Employment Policy;
- n Industrial Relations;
- n Labour Inspection;
- n Work Permits;
- n Employment Services;
- n Equal Employment Opportunity Policies;
- n Foreign Employment, Private Employment Agencies, other activities.

Emergency Employment Services Centre:

- n Staff introductions;
- n View of operations and sections;
- n Visit to other PES offices if appropriate.

Role and Activities of the ESC

- n Activities to be performed;
- n Operating procedures;
- n Relationship between PES and Labour Sections.

Details of relevant ILO projects timeframes and basic ILO concerns

Linkages with other Ministries and Agencies:

- n NSO, Civil Service Commission – recruitment office, personnel statistics;
- n NCDDR, NCRRR or equivalent body;
- n UN agencies role and links;
- n Donor agencies;
- n NGOs.

Special features of the emergency PES:

- n Pro-active, client-, result-oriented, and specific role;
- n Flexible and responsive initiatives, and swift actions to meet priority needs;
- n Specific strategies and projects;
- n Promotion of services through media;
- n Employer contact and promotion programme;
- n Broad provision of information on employment and training options;
- n Development of brochures and handout materials.

Conditions of service

- n Hours of work and lunch breaks;
- n Sick leave, holiday leave and other provisions;
- n Local procedures and practices (e.g. notification if sick);
- n Remuneration and incentives.

Staff Training Programme

Even where the staff have previously worked in an ESC they will still need to understand that the major task of the emergency ESC will be to respond quickly and efficiently in providing a service to a range of **clients**. Perhaps unlike previous positions they may have worked in, the emphasis will be on working with a wide range of clients to get the best possible result for them, rather than following administrative procedures and meeting bureaucratic requirements. It will be worth stressing the

importance of promoting equal employment opportunities for all groups of clients. They will also need to take into account and tackle effectively crisis-related circumstances such as traumatized job seekers and scarcity of means of communication.

Before the office opens, all staff should receive initial training on the objectives and operations of the emergency ESC, and the special commitment it will require. An outline of suggested training topics is shown below.

Outline of Training

Day	Week 1	Week 2
1	<ul style="list-style-type: none"> • Nature of Employment Services (including client- and result-orientation) • Functions of Employment Service Centres 	<ul style="list-style-type: none"> • Registering vacancies • Dealing with employers and field visits • Major recruitment campaigns
2	<ul style="list-style-type: none"> • Organization and structure • Job of Employment Services Officers 	<ul style="list-style-type: none"> • Coding, matching and filing systems • Occupational Codes • Industry Codes
3	<ul style="list-style-type: none"> • Meeting job seekers and employers • Reception and office layout 	<ul style="list-style-type: none"> • Matching job seekers and job vacancies • Promoting self-employment
4	<ul style="list-style-type: none"> • Registering job seekers and completing registration forms 	<ul style="list-style-type: none"> • Labour Market Information • Management of Employment Services
5	<ul style="list-style-type: none"> • Providing advice and information to clients 	<ul style="list-style-type: none"> • Review of the programme • Preparation for the opening • Linkages with employment-creation programmes

Typical Ongoing PES Training Activities

Module title	Content
Effective oral communication	By talks, discussion and practical exercises, trainees will be able to communicate orally in an effective manner, particularly when speaking with clients, and staff.
Effective written communication	By practical work and discussion, trainees will demonstrate improved skills in gathering, collating and presenting information in letters, minutes and reports.
Interpersonal skills	By practical work and discussion, trainees will gain a greater awareness of the interpersonal behaviour of themselves and others; recognize the effects of these patterns of behaviour in different situations; utilize interpersonal skills in one-to-one, group and inter-group situations.
Employment skills	At the end of training, trainees will be able to register, interview and record details; record and display vacancies; conduct follow-up interviews with clients; deal with employment enquiries; market employment services. They will also be able to ensure equal employment opportunities for clients.
Managers' role in staff training	Through practical work, talks and discussions, trainees will be able to establish staff training needs; determine the best options for meeting training needs; utilize coaching skills; prepare training plans and staff development agreements.

Organization and methods	At the end of this training module, trainees will be able to carry out basic organization and methods; improve staff utilization; make improvement plans; improve their ability to organize and institute change.
Industrial and occupational knowledge	At the end of training, participants will be able to conduct an in-depth study of an industry to develop understanding of that industry and gain a working knowledge of the occupations in it.
Vocational guidance and counseling	At the end of training, participants will be able to conduct guidance and counseling interviews.

ANNEX 11 – PROVISIONAL ESC WORKPLAN

PES Centre

Provisional Workplan

Time	Activity	Comments/ Performance Indicators	Action completed (Date)
Month 1	<p>1. Advising and Registering Job Seekers</p> <ul style="list-style-type: none"> • Advertise PES functions, opening hours and interview arrangements • Commence job seeker registration of priority target groups • Design pamphlet on services available through the PES <p>2. Contacting Employers, including International Agencies, NGOs, Trade Unions, and Registering Vacancies</p> <ul style="list-style-type: none"> • Prepare a visit programme beginning with employers' associations, chambers of commerce, trade unions and NGOs • Commence visits 	<p>ESC officially opened</p> <p>Number of job seekers assisted</p> <p>Programme of visits implemented</p>	

Time	Activity	Comments/ Performance Indicators	Action completed (Date)
Month 1	3. Labour Mar ket Information <ul style="list-style-type: none">• Gather and use available data• Prepare specifications of LMI database• Conduct briefing with local contractor appointed to design database• Begin development and testing of LMI database	Database design completed and tested	
	4. Other Activ ities <ul style="list-style-type: none">• Begin development of information brochures on:<ul style="list-style-type: none">• Job-search techniques• Starting your own business• Micro-credit schemes• Vocational Training – courses available• Identification of skill shortages	Number of brochures produced and distributed	

Time	Activity	Comments/ Performance Indicators	Action completed (Date)
Month 2	1. Advising and Registering Job seekers <ul style="list-style-type: none"> • Continue job seeker registration services to target group clients • Provide radio and other media interviews to explain how the PES operates • Promote highlights of new projects • Review vocational skills training programme and developments to identify training options for unemployed • Continue induction and training programme for new staff 	<p>Number of persons registered</p> <p>Number of persons referred to employment</p>	
	2. Contacting Employers and Registering Vacancies <ul style="list-style-type: none"> • Visit and identify recruitment opportunities for major recruitment projects • Continue private sector employer visit programme • Continue liaison with national crisis response body (Project Management Unit and Project Coordination Unit) on new project approvals • Investigate skills training requirements and demand in a growth sector (e.g. construction, hospitality) 	<p>Number of visits conducted</p> <p>Number of vacancies received</p> <p>Number of positions filled</p> <p>Number of workshops conducted</p> <p>Number of training courses organized</p>	

Time	Activity	Comments/ Performance Indicators	Action completed (Date)
Month 2	3. Labour Market Information <ul style="list-style-type: none"> Continue development and testing of LMI database Collect source documents and other input material for the database Obtain national occupational and industry coding guidelines from the NSO 4. Other Activities <ul style="list-style-type: none"> Continue regular publicity and information on new projects, small-business development workshops, skills training 	Database tested and implemented Codingsystems introduced Database fully operational	
Month 3	1. Advising and Registering Job Seekers <ul style="list-style-type: none"> Continue ESC activities, including information sessions for job seekers on major recruitment and alternative self-employment options Examine and develop skills training options for selected target groups of unemployed 2. Contacting Employers and Registering Vacancies <ul style="list-style-type: none"> Communicate with NGOs about the role and activities of the ESC and scope for assistance with small-business development opportunities 	Number of persons registered Number of persons placed in employment Number of persons who commenced training Number of visits conducted	

Time	Activity	Comments/ Performance Indicators	Action completed (Date)
Month 3	<ul style="list-style-type: none"> • Develop information kits and training options in consultation with ILO specialists • Continue liaison with other key ministries and national and international agencies on recruitment needs for reconstruction projects, disarmament, demobilization and reintegration programmes, etc. <p>3. Labour Market Information</p> <ul style="list-style-type: none"> • Identify industries for potential growth and opportunities for small-business development in particular sectors • Arrange meeting with industry and training authorities to investigate training opportunities • Identify gaps in LMI and include in LMI database design • Develop an employer checklist to use in updating information • Commence examination of trends in industry and employment and identify skill shortages 	<p>Number of vacancies received</p> <p>Number of major projects identified</p> <p>Gaps identified Database fully operational</p> <p>Employer checklist prepared</p> <p>Skill shortages identified</p>	

