PES performance measurement systems and geographical labour mobility

Final report

Client: European Commission, DG EMPL, C4

Rotterdam, London, 15 May 2012

PES performance measurement systems and geographical labour mobility

Final report

The report was prepared under contract to the European Commission, Directorate General for Employment, Social Affairs and Inclusion in response to tender no. VT/2010/070. The report was prepared by the following experts:

Ecorys NL: Dr. Margaret Chotkowski, researcher; Dr. Nick van der Lijn, quality assurance; Etienne van Nuland, research; Marjolein Peters, project director; Thijs Viertelhauzen, research & project manager;

Ecorys UK: Dr. George Barrett, research & quality assurance; Louise Scott, research;

IDEA: Stephanie Devisscher, research.

The views expressed in the report are not necessarily those of the European Commission.

Client: European Commission, DG EMPL, C4

ECORYS

About Ecorys

At Ecorys we aim to deliver real benefit to society through the work we do. We offer research, consultancy and project management, specialising in economic, social and spatial development. Focusing on complex market, policy and management issues we provide our clients in the public, private and not-for-profit sectors worldwide with a unique perspective and high-value solutions. Ecorys' remarkable history spans more than 80 years. Our expertise covers economy and competitiveness; regions, cities and real estate; energy and water; transport and mobility; social policy, education, health and governance. We value our independence, integrity and partnerships. Our staff are dedicated experts from academia and consultancy, who share best practices both within our company and with our partners internationally.

Ecorys Netherlands has an active CSR policy and is ISO14001 certified (the international standard for environmental management systems). Our sustainability goals translate into our company policy and practical measures for people, planet and profit, such as using a 100% green electricity tariff, purchasing carbon offsets for all our flights, incentivising staff to use public transport and printing on FSC or PEFC certified paper. Our actions have reduced our carbon footprint by an estimated 80% since 2007.

ECORYS Nederland BV
Watermanweg 44
3067 GG Rotterdam

P.O. Box 4175
3006 AD Rotterdam
The Netherlands

T +31 (0)10 453 88 00
F +31 (0)10 453 07 68
E lsp@ecorys.com
Registration no. 24316726

W www.ecorys.nl

Ecorys Labour & Social Policy
T +31 (0)10 453 88 05
F +31 (0)10 453 88 34

Table of contents

1 Introduction 5

2 Key findings on PES performance measurement systems 9
2.1 Contextual issues 9
2.1.1 PES organisational principles 9
2.1.2 Services provided by PES 10
2.1.3 Channels for service delivery 11
2.2 On the design of performance measurement systems 12
2.2.1 Indicators 12
2.2.2 Customer satisfaction measurement (CSM) 13
2.2.3 Performance measurement tools 14
2.2.4 Tracking customers 17
2.2.5 Accessibility of data 18
2.3 Performance management 18
2.3.1 Targets 18
2.3.2 Benchmarking 19
2.3.3 Rewarding target achievement 20

3 Measuring geographical labour mobility 23
3.1 Introduction 23
3.2 Geographical mobility 23
3.2.1 Definitions 23
3.2.2 Levels of mobility 23
3.3 Sending and receiving countries 25
3.4 Existing EU data sources 26
3.4.1 Defining mobility 26
3.4.2 Data availability and robustness 26
3.5 National data sources 27
3.5.1 PES data 27
3.6 Conclusions and implications for measuring performance of the new EURES 30

4 Monitoring of the current EURES network 31
4.1 The current EURES network 31
4.1.1 EURES activities 31
4.1.2 Implementation of activities 34
4.2 The monitoring of the current EURES network 35
4.2.1 The EURES Advisor Monthly Report (EAMR) 35
4.2.2 The European Job Mobility Portal 36
4.2.3 Additional monitoring at national level 37
4.3 Monitoring performance of geographical labour mobility activities other than EURES 39
4.4 Formulating a typology on PES PMS and geographical labour mobility 39
4.5 Conclusions on the current monitoring of geographical labour mobility activities 43

5 Labour mobility and the new EURES network 45
5.1 Background 45
5.1.1 A new regulatory framework 45

5.2 The new intervention logic of the EURES network 46
5.2.1 Intermediate and final impacts 46
5.2.2 Results 47
5.2.3 Services delivered by the reformed EURES network 47
5.3 Conclusions and implications for measuring performance of the new EURES 49

6 Developing a monitoring framework for the new EURES network 51
6.1 Introduction 51
6.2 Monitoring horizontal services 52
6.2.1 The European Job Mobility Portal 52
6.2.2 Your First EURES Job (YFEJ) 54
6.2.3 Data collection 58
6.3 Indicators for national services 58
6.3.1 ESF as a framework for indicator types 58
6.3.2 Indicators for EURES activities implemented by PES 59
6.3.3 Comparing proposed and existing result indicators 60
6.4 Data collection 61
6.4.1 Identifying (potential) EURES customers 62
6.4.2 Registering outputs 64
6.4.3 Options for data collection on results of the new EURES 64
6.4.4 Follow-up 66
6.5 Evaluating EURES 68
6.6 Challenges 70
6.7 Conclusions 72

Annex 1 List of concepts used 73

Annex 2 Tables 75

Annex 3 Toolbox 87

Annex 4 Literature 105

Annex 5 List of interviewees in countries visited 109

1 Introduction

This report presents the findings of the study 'Evaluation of Public Employment Services performance measurement systems and corresponding recommendations on geographical mobility indicators' which has been undertaken by Ecorys over the period January 2011 to January 2012.

1.1 Objectives of the study

The objectives of the study, as set out in the terms of reference, are to:

- Make a comparative analysis of Public Employment Service (PES) measurement systems and performance indicators (qualitative and quantitative) to monitor transitions in the labour market as well as an assessment of their effectiveness in support of labour mobility;
- Map, compile and where applicable propose suitable qualitative and quantitative indicators to enable PES services to monitor and evaluate, in particular, geographical labour mobility activities.

Achieving these objectives should contribute to a final objective which is to provide recommendations on potential measurement indicators, methodologies and tools to improve the monitoring of PES geographical labour mobility activity (including job matching, job placement and recruitment activities) which should be capable of being easily integrated into existing PES performance measurement systems (PMS) and minimise the burden of additional data collection.

Following on from the stated objectives, the terms of reference set out three evaluation questions for the study to address:

EQ1: Which performance measurement systems and indicators do PES use (if any) to monitor and evaluate the relevance, efficiency and effectiveness of labour market measures in support of transitions and labour mobility?

EQ2: How do PES make use of the existing performance measurement systems and indicators to monitor transitions in the labour market?

EQ3: Which qualitative and quantitative indicators and data collection methods are the most appropriate (to measure transnational and cross border mobility support provided by PES)? Which could be easily integrated into existing PES managing tools to measure performance, outputs, outcomes and impact of those intra-EEA geographical job mobility activities?

1.2 Approach

A mixed methods approach has been used to address the study objectives. Information about the activities undertaken is provided below.

1.2.1 Desk research

The goal of the desk research was to gain a global overview of existing PES PMS and issues related to geographical labour mobility in EU/EEA countries. The desk research focused on all 32 PES which fall within the scope of the study, including the three PES in Belgium.

A literature review was undertaken to find out more about each PES, including the country context, activities undertaken and approach to performance measurement. Sources of information included PES annual reports, other PES documentation, benchmarking reports and studies. The information collected through desk research was used to start filling in common mapping grids for each PES. The grids were intended to store and organise information to be analysed at a later stage.

The desk research generated a significant amount of general information about the PES and their institutional setting which was used to inform the preparation for country visits, although information on the design, purpose and use of PES PMS was more limited and very little information on geographical mobility (indicators) was revealed. The availability of information varied by country, ranging from Iceland for which almost no information on PMS was available to the systems in Hungary which were well documented in English.

In addition, a review of wider literature on performance measurement and geographical labour mobility was undertaken in order to highlight the issues involved in measuring PES performance across the EU/EEA countries with particular reference to activity to encourage trans-national mobility of labour, drawing on relevant policy papers, research and academic literature. The documents which were reviewed obtained through intensive internet and library catalogue searches and were also collected during the country visits. A list of the literature reviewed is included in annex 4 to this report.

1.2.2 EU-Level Stakeholder Interviews

EU-level interviews were undertaken to explore the design and use of PES PMS, and the extent to which these are influenced by factors such as resources (input) and national policy priorities (context). The EU perspective also provided information on the comparability of resulting data and the strengths and weaknesses of different approaches, including identification of good and bad practices. Interviews were undertaken with Commission officials, Eurostat officials and with a representative from the private employment service *Ingeus*.

1.2.3 Country visits

Country visits were undertaken to address gaps and add detail to the information compiled through desk research, particularly on the design, use and opinions of PES PMS as well as the monitoring of geographical labour mobility.

Selection of countries

Countries were selected to cover the different types of existing PMS in use among the PES. Selection also took account of a variety of contextual factors (such as the institutional setup of the PES, the policy approach and labour market characteristics). Finally, the geographical location was also considered since it is known that geographical labour mobility is more relevant to some countries than others. In summary, the main selection criteria were:

- Type of labour market regime (Nordic, CEEC, Mediterranean, Continental, Anglo-Saxon);
- Type of PES (centralised versus decentralised);

- Participation in the PES benchmarking project;[1]
- Performance measurement systems that have been identified as good practices in previous research and on the basis of our desk research;
- Reasons related to geographical mobility, such as the current level of in-migration and out-migration.[2]

After consultation with the Steering Group, a total of 24 PES were selected. Visits largely took place between the beginning of June and the end of August 2011.

Selection of interviewees

For each PES, a primary contact person was identified on the basis of recommendations from the Steering Group. Such contact persons were initially approached by the Commission and subsequently by Ecorys via email and telephone. The actual selection of the most appropriate interlocutors was made by these primary contact persons, covering as far as possible the following types of interviewees:

- PES and/ or Ministry of Labour officials with knowledge of technical details of PMS;
- PES and/ or Ministry of Labour officials with knowledge of the practical use of PMS for policy and/ or management (general but also HR, financial, and quality management in PES) purposes;
- EURES managers;
- Interviewees who were able to answer questions on data and indicators on geographical labour mobility and eventual monitoring and evaluation of existing activities aimed at the promotion of mobility;
- Front desk officials (PES consultants) and cross-border partnership coordinators if geographical mobility was a significant phenomenon in the country.

A table showing the countries visited and the interviewees who took part in discussions is provided in annex 5.

1.2.4 Web Survey

A web-based survey was designed to explore the views of PES representatives on several concrete options for future monitoring of the EURES network, which had emerged at the interim reporting stage (and following discussion by EURES managers at their meeting in Poland on 8th November 2011). The invitation to participate in the survey was distributed by the European Commission on 5th December 2011. The survey was available for completion until 24th December 2011 (following extension of the original deadline of 16th December 2011) and a total of 35 responses were received. 29 different PES completed the survey.

This stage also provided an opportunity to ask PES representatives to validate the country grids which had been compiled as a result of the visits and desk research. The request for validation was sent out on 5th December 2011 and a total of 18 validated reports were returned.

---

1 The PES-benchmarking project is a platform of 23 PES to stimulate mutual learning. Cf. www.pes-benchmarking.eu.

2 Level of in- and out migration considered those countries which attract a relatively high proportion of mobile workers or those which have a relatively high proportion of workers who leave to take up employment in other countries.

1.3 Structure of the report

In response to evaluation questions EQ1 and EQ2, chapter 2 sets out our key findings from the investigation of PES PMS in EU/EEA countries. These two evaluation questions were also taken into account to develop the typology on PES performance monitoring systems and their 'goodness of fit' for performance monitoring of geographical labour mobility activities. Chapter 3 presents a review of existing data which could be used to measure geographical labour mobility while chapter 4 provides information on the current EURES programme. Chapter 5 looks at the features of the proposed new EURES programme. Chapter 6 furthermore addresses evaluation question EQ3 and presents recommendations for performance measurement of EURES from 2014 onwards. A toolbox of indicators and data collection methods is provided as Annex 3.

Finally, a glossary of the concepts used in this report is included in Annex 1.

2 Key findings on PES performance measurement systems

2.1 Contextual issues

The precise way performance of public employment services (PES) is measured depends on the type of services provided, the channels through which these services are provided and the underlying organisational and managerial infrastructure of the PES. These factors are discussed in the sections 2.1.1.– 2.1.4 below.

We have paid much attention to these contextual issues when reviewing PES performance measurement systems. Both the literature review and the country visits yielded much material on the mission and tasks of PES, the (channels for) service delivery and the organisational setup.

In fact, while publicly available information on PES performance measurement systems per se was often hard to find for many PES, the contextual issues are generally well-documented. For the creation of the inventory of these issues, Ecorys relied on a few particular sources, including the survey on PES business models (2011) as well as a 2010 survey on the channels through which PES deliver their services. In those instances were information was lacking, first-hand information gathered during the country visits was used to fill knowledge gaps.

The tables included in Annex 2 provide a precise overview of the contextual issues.

2.1.1 PES organisational principles

Measuring performance is crucial for managing an organisation on the basis of modern Management-by-Objectives (MBO) principles, for example to keep control over local level expenditures and to ensure that national level expertise is used to improve operations at local level.[3] The organisational setup therefore has a major impact on the design and use of performance measurement systems in practice. PES are nowadays to various extents decentralised, deconcentrated and privatised. Decentralisation refers to the transfer of competencies to lower levels of governance, deconcentration refers to the (looser) link between the implementing agency and the responsible Ministry, and privatisation refers to the extent service provision is outsourced to private parties.

During the 1980s, governments in various EU/EEA countries began to experiment with reforming the PES (and other public institutions) and organised them in various different ways. In line with the typology recently developed by Ismeri, three broad groups of the business structures of PES can be identified:[4]

1. *Government involvement*: a PES can either be part of a Ministry (usually the Ministry of Labour) or part of the local authorities or autonomous public bodies;
2. *Dispersal of administration*: either the objectives and targets of the regional/local PES are set by the “head” office or the regional/local office is free to decide on its priorities and sets its goals on its own;

---

[3] Cf. OECD, 2005. *Employment Outlook. Ch.5: Public Employment Services: Managing Performance*.

[4] Ismeri Europa. European Job Mobility Laboratory (2011). *PES Business Models.*

3. *Synthesis of the managerial board*: in some PES social partners participate in the board in addition to the board members appointed by the government. In some other PES, social partners have an advisory role and in yet other PES they are not involved in the management at all.

Using these characteristics, two dominant business models appear to emerge. One the one hand, there are countries in which the PES is part of the government and the objectives are dictated from a central office. In this model the social partners are not involved in the management of the PES at any level. This is the case for Ireland, the United Kingdom, Finland, Norway, Sweden, Luxemburg, Cyprus and Czech Republic. On the other hand, there are countries in which the PES is an autonomous public body, which follows the employment policy of the country but sets its goals and priorities independently. Social partners are in this model involved in the management of the (various levels of) organisation. This is the case in Austria, all three PES of Belgium (Actiris, LeForem, VDAB), Germany, Greece, Malta, Portugal and Slovenia. Hybrid business structures that mix the characteristics described above exist in the remaining PES (EE, ES, LV, NL, IT, DK, PL, BG, HU, LT and FR).

Many PES became independent organisations, i.e. separated from Ministries, during the past decades. For example the Austrian AMS was split from the Ministry of Labour, Social Affairs and Consumer Protection in 1994. A reverse development can also be witnessed. The UK's Jobcentre Plus is since October 2011 no longer an autonomous executive agency, but became an internal unit within the Department of Work and Pensions (DWP). The Jobcentre Plus essentially then became a brand for the Ministry's service delivery. It no longer has a separate head office; all corporate management functions now sit within DWP head quarters.

All PES outsource service delivery, albeit to different extents. Specialised training for particular groups of PES customers is mostly outsourced to third parties from either the private or voluntary sector. The PES themselves provide training of a rather general nature, like job interview training. In very general terms, the PES from the new EU Member States outsource less services than the PES from other countries.

2.1.2 Services provided by PES

PES are in the first instance responsible for the implementation of labour market policies. In doing so they are concerned with the management of transitions on the labour market. [5] Transitions on the labour market are expected to become increasingly diverse and may require a radical overhaul of the objectives and services of existing PES across the EU/EEA.[6] Yet, the current management of labour market transitions already exceeds the traditional functions performed by PES, which included service provision to fulfil a job placement or mediation task, i.e. to match labour supply and demand.

Placement services encompass all activities through which an intermediary on the labour market realises a recruitment.[7] These include:

---

[5] Cf. European Commission (2009). Making Transitions Pay. Commission Discussion Note. But see also the contributions on this topic produced in the framework of the European Job Mobility Partnership: http://www.mobilitypartnership.eu/WebApp/Home.aspx.

[6] Ibid.

[7] This definition is based on a proposition from the Commission. All recruitments are by definition in compliance with labour law.

1. *Counselling*: Assisting jobseekers in their search for employment;
2. *Matching*: Identification of suitable candidates for a job vacancy. Promising candidates receive a job referral and are interviewed by their potential employer;
3. *Provision of information* on jobs, the labour market, etc. to jobseekers, job changers and employers;
4. *Organising recruitment events* for specific sectors or target groups.

Most of the PES currently deliver more than placement services. According to the 2011 PES business models study[8], 14 out of 26 PES do not solely provide placement services, but are also responsible for the administration of the unemployment insurance scheme.[9] Sometimes this involves incapacity benefit programmes, family allowances or even pension schemes. In addition, most PES reformed their network of local offices in the last decade in accordance with 'one-stop shop' principles. PES are sometimes also responsible for issuing work permits to third country nationals (for example in CY, HU, PL, SI, and NL).

When delivering services, customer orientation has become an important issue.[10] The needs of customers are taken as the starting point for the development of customised services. PES offer specific services for different target groups. All PES provide employment services to employers and to job seekers. They also offer employment services to job changers, with the exception of Greece, Spain, Luxembourg, Lithuania, and Slovakia. In those cases where the PES is also responsible for the provision of benefits, it also offers employment services to economically inactive groups.

PES often tailor their services to the needs of various subgroups among the target groups, for example women or jobseekers with a migrant background.

2.1.3 Channels for service delivery

PES strive to modernise their service delivery through the use of multiple channels.[11] All PES currently offer their services through different channels. Each channel brings along practical implications for the way PES performance is measured.[12] These channels include:

- Face-to-face interactions between counsellors and customers;
- Call centres offering services via telephone;
- Online services via the PES website;
- Service provision via email or SMS.

The usage of certain channels can make performance measurement easier. In call centres in the Austrian PES for example, some key aspects of performance are continuously registered. These include the duration of phone conversations with PES customers, whether all questions could be answered, how many calls remain unanswered, etc.

All PES nowadays operate under conditions of austerity. When facing budget-cuts, PES need to reorganise their service delivery. At the same time, their caseload is likely to increase as a result of increasing unemployment in current times of financial and economic crisis. A common reaction of PES consists of progressively narrowing down the service delivery of staff of local PES offices to expert services like counselling and guidance (assessment of service needs, interviewing,

---

8 Ismeri Europa. European Job Mobility Laboratory (2011). *PES Business Models.*
9 Ibid.
10 Cf. PES Mission Statement 2006.
11 Ibid.
12 AMS Austria. EU-Benchmarking group (2010).Questionnaire concerning a Multi Channel Strategy within PES, April 2010 (An Overview of answers by PES).

preparing and updating individual action plans, follow ups). Activities like collecting and delivering information, sending applications etcetera are currently partially diverted to call centres or to self-service terminals where jobseekers basically search for a job by themselves.

In future service provision is supposed to become as automated as possible with the use of the web-platforms and other more interactive internet tools that allow jobseekers to follow up his/her service process. Such a reallocation of PES resources should enable a greater focus on the individual needs of (particular groups of) jobseekers.

Not all channels are currently operational in the PES. All PES are now able to interact with customers face-to-face, but most of them make use of call centres and web-services. Cyprus, Hungary, Latvia, Norway and Slovakia are the only countries which do not provide any services via a call centre. Bulgaria, Cyprus, Estonia, Hungary, Ireland, Latvia, Poland and Slovakia furthermore make very little use of online services. Services are provided via channels like post, fax and regional media in Belgium (VDAB), Bulgaria, Germany, Estonia, France, Hungary, Italy and the Netherlands.

In general, most PES deliver services through all channels, but are still testing and integrating part of them into the standard operational procedures. PES staff may therefore ask customers to confirm their information and requests at a personal meeting. In the case of Estonia, the use of channels other than a personal meeting is prohibited by a Regulatory Act. Only employers are not steered to any channel at the moment by any PES. They are free to choose their preferred communication channel. Yet in Finland, some effort is being put into encouraging the employers to use the internet more often.

2.2 On the design of performance measurement systems

2.2.1 Indicators

Every set of indicators in performance measurement systems is linked to a particular set of objectives the PES aims to achieve. Management by objectives presupposes at minimum a set of objectives on the basis of which the organisation should be managed. Indicators are subsequently indispensable for measuring the realisation of these objectives. In addition, indicators may refer to different types of objectives. Aside from the fact that indicators refer to labour market policy objectives, they may also refer to objectives of a more operational kind.

In practice, indicators included in the performance measurement systems exist rather independently of the applicable objectives of a PES. Some PES performance measurement systems contain large catalogues of indicators, of which only a selection is used for measuring performance. These catalogues may include indicators that have been used in the past when the PES aimed at different objectives under different circumstances. These became obsolete, as indicators are often on an annual basis assessed on their relevance for measuring PES performance.

All PES performance measurement systems analysed in this study (obviously) include sets of indicators. These may include several indicators for different objectives that co-exist or several indicators for different objectives that are aggregated into a single indicator. Indicators moreover, can be of a qualitative or quantitative nature. Also the number of indicators included in the performance measurement systems differs radically between the PES and may sum up to around 700 in the Belgium VDAB.

Indicators may refer to inputs, outputs, results and impacts:

- Input measures relate to the presentation of resource information (e.g. budgets, staffing) alongside achieved performance, so as to enable a comparison of the relationship between resources and performance;
- Output measures count the volume and quality of activities and interventions undertaken by the PES;
- Result indicators measure those effects that result directly from the activities of the PES (resulting from the outputs produced);
- Impacts incorporate assessments of the overall and often long-term desired outcomes of PES activity.

Examples of indicators vary from the proportion of the budget devoted to labour market inclusion of priority groups (inputs - CZ), via the number of monthly personal monitoring interviews realised (output - FR), and the number of newly registered job seekers finding a job within 90 days (results - SE), to the degree labour market policy objectives are realised(impacts - AT).

Only relatively few PES performance measurement systems include input indicators (Actiris, LeForem, BG, CZ, IE, IT, LI, PL, SK).[13] All systems however, include indicators on outputs. Result indicators are likewise omnipresent, except in Cyprus, Italy, Luxembourg, Malta, Poland and Portugal. Finally, impact indicators are included in only a few PES performance measurement systems (AT, CZ, ES). PES thus predominantly rely on output and result indicators when measuring performance.

A balanced monitoring system generally contains input, output, result as well as impact indicators. Input and output indicators do not provide any insights in whether labour market transitions are achieved. Result indicators however, potentially offer more information to PES on the employment results of their activities. Some PES even assess long-term impacts of their activities. However, the analysis required to assess contributions and effects is much more extensive for result and impact indicators. It is particularly difficult to trace the extent to which results and impacts can be attributed to the services provided by PES, as there are multiple possible other causes for transitions in employment.

2.2.2 Customer satisfaction measurement (CSM)

The devolution of PES organisations and the introduction of management by objective principles have been based on the conviction that services should be offered more in line with the needs of customers, i.e. job seekers, job changers, and employers. Customer satisfaction has thus become increasingly important for PES and its measurement has become firmly integrated in most of their performance measurement systems. In those PES where customer satisfaction currently is not measured, establishing a new CSM approach is an important issue on the agenda of PES (EL, LU).

The exact way of measuring customer satisfaction differs. While most of the PES measure customer satisfaction for the complete range of services offered, some PES measure customer satisfaction only in relation to certain channels. In Italy for example, customer satisfaction is only measured among users of the website www.cliclavoro.it and in Poland only among visitors of job fairs. In most countries moreover, measuring customer satisfaction is done by the PES itself, whereas in a few countries it is outsourced to external agencies (for example in NL and SI). In the Czech Republic, customer satisfaction is measured only by the regional PES.

[13] The desk research did not yield any information on this issue for Iceland.

Customer satisfaction is extensively monitored in certain countries.[14] The Austrian AMS for example has measured customer satisfaction since 1994 and has set up an extensive client monitoring system since then. A representative customer satisfaction survey is held four times a year through which 120-240 jobseekers and 100-160 companies per regional office are questioned. On average, around 20,000 jobseekers and 15,000 companies are being questioned in total in the surveys. In Norway finally, some local offices have additional surveys that they distribute to customers at their own discretion.

2.2.3 Performance measurement tools

PES performance measurement systems contain various types of tools to collect, process and present information on performance, such as data warehouses or Balanced Scorecards. The usage of these tools in PES across the EU/EEA will be explained in this section.

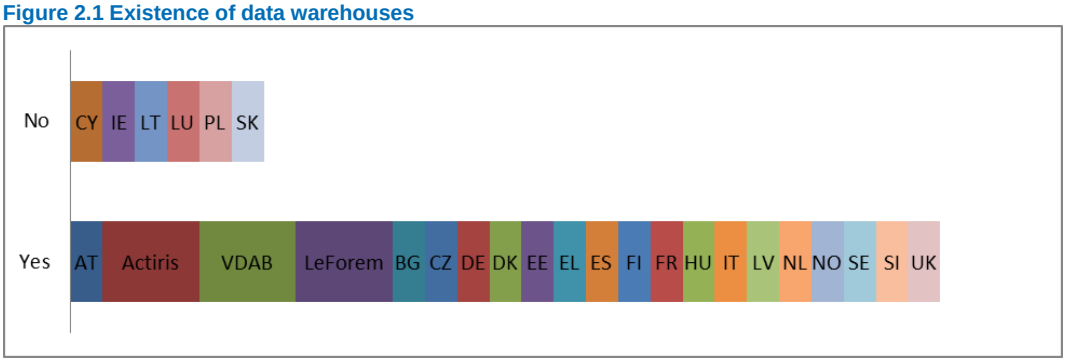
Data warehouses

In order to handle the large and complex sets of information, PES performance measurement systems are nowadays based on sophisticated ICT systems. Information on performance is often stored in databases that are called *data warehouses*. Data warehouses integrate different types of data, for example from different indicators and/or from different sources, and can extract data immediately for users.

Information on performance can be generated with the help of computer programmes like Cognos and ProClarity that allow for extensive immediate data-analysis or 'online analytical processing" (OLAP) and subsequent reporting. With virtually "one click on the button" one can generate an overview of –for example- the time it takes to finalise an individual action plan for jobseekers after their first registration per PES office. Such an overview can also include the specific cluster to which local offices belong and their overall progress towards target-achievement.[15]

Data warehouses are currently existent in almost all PES, with the exception of the PES in Cyprus, Ireland, Lithuania, Luxembourg, Poland and Slovakia.[16]

Figure 2.1 Existence of data warehouses



IT: Only Northern regions.
Source: Ecorys PES interviews and validation exercise. PES Benchmarking (2008). *Management information systems*.

Data warehouses can combine PES data with information from different governmental sources such as the social security administration, the tax administration or the pension administration.

---

[14] Customer satisfaction is also one of the common indicators in the PES benchmarking project.
[15] Example taken from the system in SI.
[16] Information on data warehouses not available for IS, LI, MT, PT and RO.

Data warehouses that include information from different other governmental sources are not available in all PES, but predominantly in those PES with very advanced ICT infrastructures. This is clearly the case in Austria, Czech Republic, Germany, Sweden, and Slovenia.

In France, internal data sources are rather fragmented. The data warehouse contains data from several systems that are operated separately by the PES. These separate systems concern jobseekers, vacancies, information on measures as well as information on operational performance.

Measuring performance in an ICT environment has the advantage that large volumes of data can be fairly easily used for analysis and reporting. It also has the advantage that the database is dynamic: it is continuously and automatically updated with new information, for example, when a new vacancy is registered online, or manually by a counsellor who registers a job seeker.

ICT-based PES performance measurement systems are thus seamlessly compatible with the strategy of most PES to offer an increased share of their services via internet or via self-service portals. The integration of performance measurement systems with PES service delivery via ICT applications allows in principle for enhanced monitoring of services against lower costs. In order to retrieve information on the effectiveness of services, Jobcentre Plus (JCP, UK) used to 'track' customers via phone. This involved high costs and had little effect as customers were often hard to reach. The JCP currently counts only digital interactions at the JCP-website.

PES also increasingly offer stand-alone self-service computer terminals in their local PES offices in order to enable customers to look for employment opportunities autonomously. Some of these are connected to PES DWH, while others are not. The Ecorys web survey revealed that the monitoring of the use and users of these terminals is generally not possible and falls therefore outside the scope of performance measurement systems, except for Czech Republic, Denmark and Malta where respondents indicated that monitoring is possible.

Management information tools

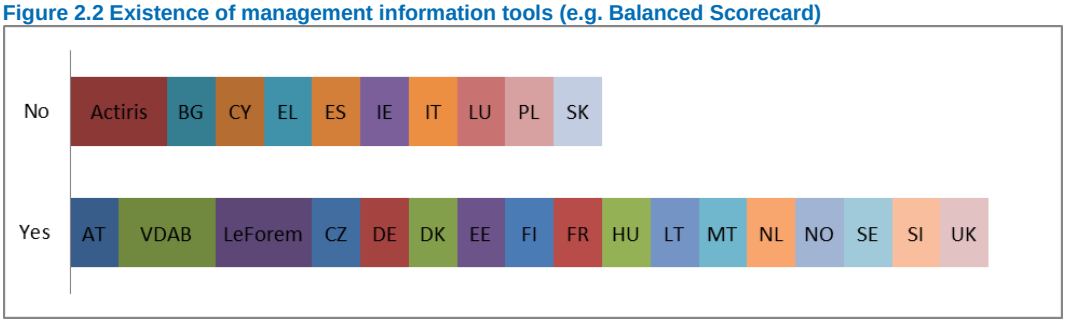
Whereas data warehouses already allow for reporting, many PES performance measurement systems also contain a specific tool for the presentation of management information. Especially in those PES where performance information is extensively used for management purposes, information on performance is presented in a clear orderly way to the management. A format that is often used by the PES to display management information is the Balanced Scorecard (in short: BSC or 'scorecard'). The actual lay-out of these BSCs may differ, for instance they resemble a 'cockpit' or 'dashboard'.

The Balanced Scorecard can be used as a full strategic and planning instrument. It therefore contains various types of information, ranging from information on the achievement of labour market policy objectives to operational information on human resources and financial resources.

Balanced scorecards or similar presentation tools are available in all PES, except for the PES in Actiris, Bulgaria, Cyprus, Greece, Spain, Ireland, Italy, Luxembourg, Poland and Slovakia.[17]

[17] Information unavailable for IS, LI, MT, PT, and RO.

Figure 2.2 Existence of management information tools (e.g. Balanced Scorecard)



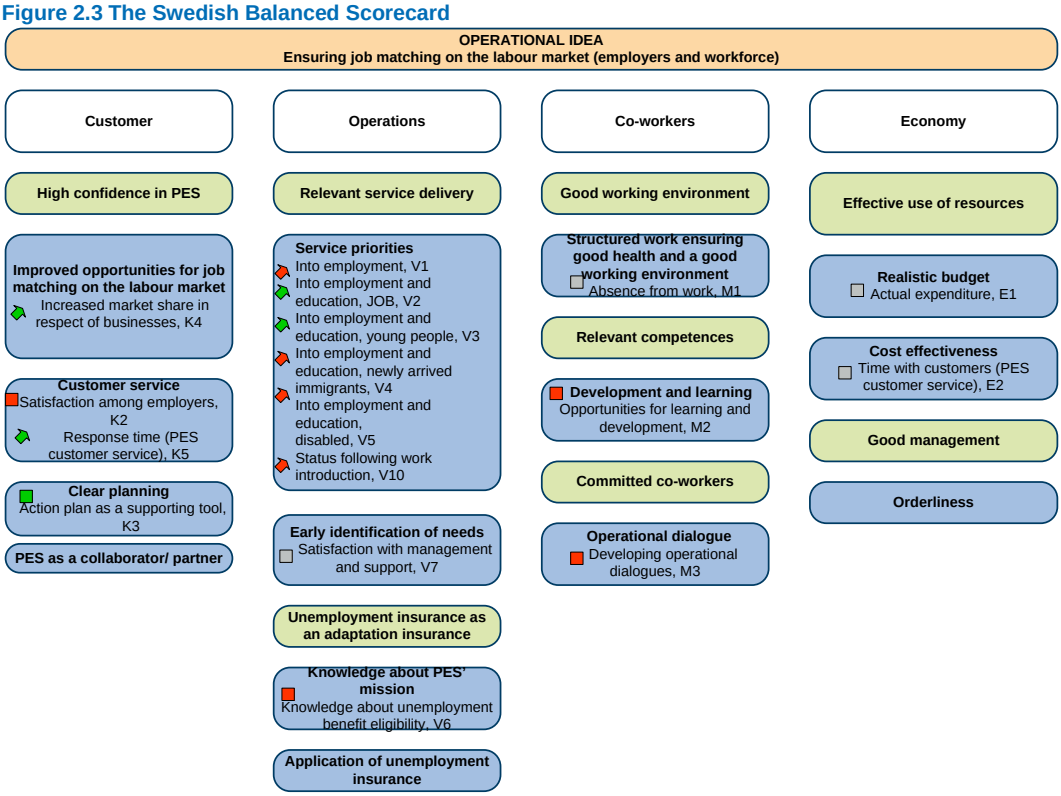
Source: Ecorys PES interviews. PES Benchmarking (2008). *Management information systems.*

In Sweden, Germany and Austria for example, the BSC contains different types of information. In Austria it includes information on service delivery, but also information on management as well as on customer satisfaction and staff satisfaction. The German 'cockpit' moreover, allows in a similar vein for controlling on the effectiveness of service delivery, the efficiency of operations and quality-improvement of operations. The Swedish scorecard contains information on four main fields: customers, operations, staff and the economy. Each field has two to eight indicators indicating the progress towards the targets. In Austria, progress towards targets constitutes only a part of the BSC. There, the scorecard feeds into a larger management assessment process and forms the basis for benchmarking the local offices.

The Balanced Scorecard in Sweden

The Balanced Scorecard of the Swedish AMS provides a clear overview of organisational performance in the areas of customers, operations, co-workers and economy. Each area presents objectives and relevant indicators. The development of performance is visually displayed with different shapes and colours.

Figure 2.3 The Swedish Balanced Scorecard



2.2.4 *Tracking customers*

Tracking refers to a particular method to retrieve information on results of PES activities. Tracking can be undertaken by contacting customers directly, usually by phone, and can ask them about the result of a particular service, for example whether they are employed. Some PES select customers randomly out of a small sample and subsequently contact them, in Ireland for example. Also informal contacts with employers allow some PES to retrieve information on the success of a placement activity, for example in Luxembourg.

Alternatively, information on results can be retrieved by tracking individuals in various administrative datasets, for example whether a former benefit-recipient is registered as an employee at the social security administration at a later stage.

Tracking is not the same as monitoring whether job seekers comply with eligibility criteria, for example whether they are 'actively searching for a job'. Instead, tracking is usually practiced after a transition into employment has supposedly taken place, or at least after the provision of a service has finished.

An important driver for tracking consists of the fact that it is often unclear what happened with a particular job seeker or vacancy once a service was provided. Both jobseekers and employers are not always willing to provide feedback after a PES intervention finished.

Customer tracking is only structurally practiced in the VDAB, Germany, Norway and Hungary. In other PES (AT, Actiris, CY, ES, FI, FR, IE, LU, SI, SE) tracking is undertaken incidentally for internal reasons, for example to randomly check the results of a specific service delivery among a small sample.

Yet, many PES (LeForem, BG, CZ, DK, EE, EL, IT, NL, UK) do not to track their customers at all. The tendency to reduce follow-up activity with clients results from the associated high costs and the increasing reliance on self-service methods of service provision.

Figure 2.4 Tracking PES customers

Tracking clients	Countries
Yes, structurally	VDAB, DE, NO, HU
Yes, incidentally	AT, Actiris, CY, ES, FI, FR, IE, LU, SI, SE
No tracking not undertaken	LeForem, BG, CZ, DK, EE, EL, IT, NL, UK

Unknown for PL.
Source: Ecorys PES interviews and validation exercise.

Frequency of reporting

Where the performance measurement system is still to be fully developed, reporting takes place on an ad hoc basis, for example upon request of the Minister. In Greece performance reports are created twice per year and in Italy once per year by the Institute of Vocational Education (ISFOL).

Reporting does not always take place on the basis of the complete set of indicators that exist in the performance measurement system. In Finland one set of indicators is used for reporting on a monthly basis while another set of indicators is used for reporting three times a year. In Estonia, bi-annual reports are based on the majority of indicators, but not on all of them. In most of the other PES, reporting on performance takes place on a monthly basis or more often.

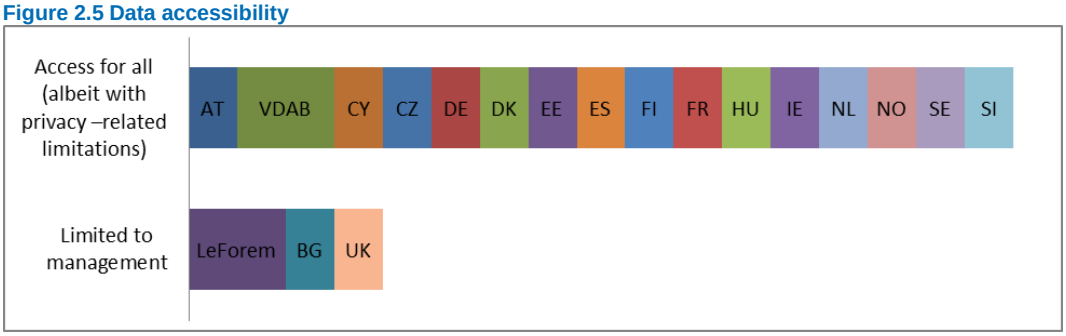
Reporting usually feeds into dialogues between the management of the PES at central, regional and local level. These dialogues involve different other actors, especially when the PES is characterised through a tripartite management structure (sometimes even at the various levels like in Austria). These management dialogues provide opportunities for adjusting the approaches of individual PES offices and for the exchange of good practices.

For those countries for which information was available, our study results show that benchmarking is a common practice in PES.[18]

2.2.5 Accessibility of data

Data on performance is visible to all staff in many PES, albeit often with some limitations related to privacy issues for example. In Ireland all staff members have access to the information which is used internally and reported externally to demonstrate accountability. In Slovenia all colleagues can even monitor each other's performance. In Estonia however the individual results of the individual advisers are communicated only to their regional manager. Also in Sweden some information in the database is protected for those that do not need it. In some PES (LeForem, BG, UK) performance information is accessible to the management only.

Figure 2.5 Data accessibility



Source: Ecorys PES interviews and validation exercise. Unknown for Actiris, EL, IT and PL.

In some countries (e.g. CZ, DK, FI) parts of the information of the system can be also seen by persons or organisations outside the PES. The PES in the Czech Republic distinguishes between data that can be shown to the general public and data that cannot be publicly shared. However, much of the information generated by the performance measurement system is ultimately visible to the general public through the annual reports of the PES.

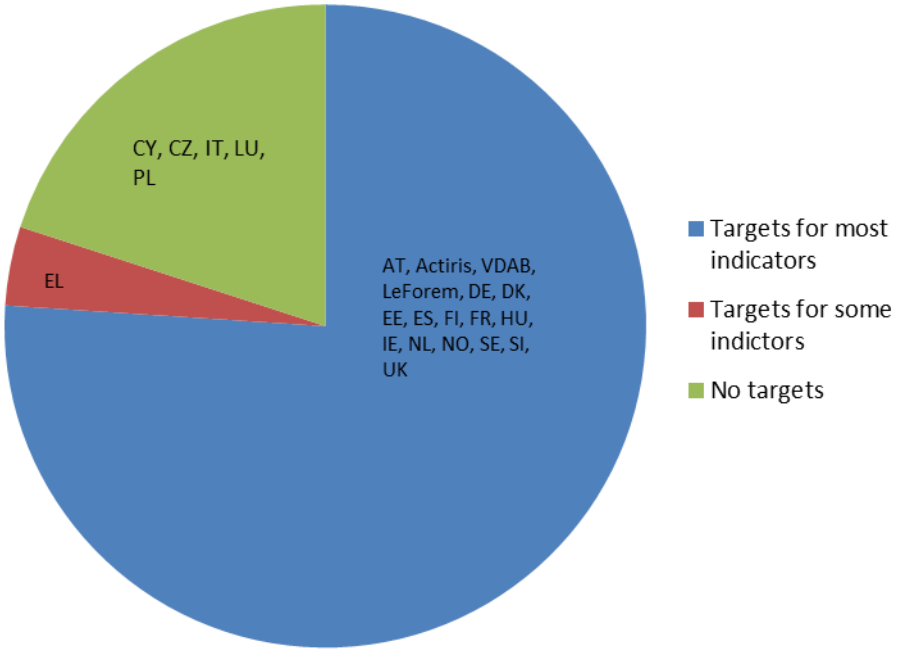
2.3 Performance management

2.3.1 Targets

In many PES performance measurement systems, the objectives refer to sets of quantified targets that are linked to indicators for measuring performance. Targets are set for all indicators included in the system in most PES, for some indicators in Greece, or are non-existent in the system (CY, CZ, LT, LU, PL). In Cyprus and the Czech Republic targets were not yet set at the time of our analysis. The performance measurement system in these countries is still under construction.

[18] It remains unclear for some PES.

Figure 2.6 Inclusion of (SMART) targets



Source: Ecorys PES interviews and validation exercise. Unknown for BG.

Target-setting procedures differ between the PES.[19] A common target-setting method involves negotiations between different actors. It may take place on a top-down or bottom-up basis or through a combination of both approaches. In a top down process, the managing unit proposes targets that are directed towards lower levels of the organisation. These lower organisational levels may react to the proposals in a subsequent bottom-up process.

Targets are annually set in the performance dialogue (France) or Sectoral Conference on Employment and Labour Affairs (Spain). In Slovenia moreover, annual objectives and targets for the ESS as a whole are defined by the central ESS Management, but in close cooperation with the regional offices. Regional offices subsequently define their own targets and activities in their regional business plans. When doing so, they should take regional priorities and national operational objectives and targets into account.

The results of our research show that similar negotiation procedures take place almost everywhere as the vast majority of PES indicated that the target-setting procedure involve both a negotiation process with the Ministry and an internal negotiation process with different levels in the organisation.

In those PES performance measurement systems that include targets, targets are usually set for one year. In Actiris, VDAB, LeForem and Estonia, however, targets are set for a three year period.

2.3.2 Benchmarking

Benchmarking is a commonly used approach to compare the performance of local PES offices. Benchmarking refers to the process of identifying clusters of similar regions on the basis of mainly exogenous variables/ contextual factors. These factors include, for example, the share of inhabitants of working-age (15-64) years or the (un-)employment rate. Benchmarking in the PES is undertaken in order to enable top management to set the right targets for local PES offices that

[19] Cf. also Team Dr. Kaltenborn and Ramboll Management (2011).

operate under different conditions in different labour markets and subsequently to monitor their performance. In addition, benchmarking is also used to explain differences in performance/outcomes of local PES offices.

According to interlocutors in Austria, benchmarking proves to be very fruitful in creating a 'learning organisation'. Ranking employment offices on a continuous basis leads to more innovation as it provokes the exchange of good practice.

For those countries for which information was available, our study results show that benchmarking is practiced in every PES in one or other form.

2.3.3 Rewarding target achievement

It is well documented that performance management (targets) can create perverse incentives and hence provoke undesirable behaviour of PES staff members such as 'creaming' and 'parking'.[20] Some PES explicitly indicated that they reward target achievement (AT, DE, EE, FI). Rewarding target achievement can occur at the level of individual PES staff members in the context of a performance pay system, as is the case in Estonia for example. In Austria however, rewarding target achievement is a more collective concern.

Applying performance measurement data in Austria

The performance measurement system of the Austrian AMS resembles a cycle that starts with the definition of annual objectives and targets. These objectives and targets of the AMS are annually set via a process that includes the Ministry of Labour, Social Affairs and Consumer Protection, social partners and the AMS itself.

These actors vote at federal and provincial level on labour market policy objectives and their associated targets, which are furthermore negotiated by the federal management and the provincial directorates and ultimately disclosed by the managing Council of the AMS.

The regional distribution of the budget further takes place on the basis of the objectives and targets set for a particular region and to a lesser extent of local labour market needs.

The precise mix of labour market measures to be implemented and the associated planning is a competence of the provincial offices. The regional offices, together with external service providers, play a central role in this process.

The PMS is primarily intended to measure progress achieved towards these labour market policy objectives. The BSC moreover, displays information directly relevant for the management, such as the main figures of job mediation and advisory services (for both employers and job seekers) as well as data on management and support processes like customer- and employee satisfaction.

Performance measurement data is used at all levels. Management instruments like the BSC are used by the central management and the management of the provincial offices for strategic purposes. The effectiveness of these strategies is furthermore measured through a feedback-loop process. Regional PES managers meet once per month to discuss the progress towards objectives as indicated on the BSC. Such meetings enable the exchange of good practices and facilitate partnerships between PES offices.

[20] Creaming and parking refers to those cases in which easy to place PES customers are prioritised over those requiring more help and who are arguably a more appropriate focus for PES attention. See for an extensive overview: DWP (2009).

The performance of the local PES offices is rewarded if high scores on the BSC are realised. This involves a formal ceremony and financial rewards for all employees of the top-performing AMS office.

2.4 Conclusions and implications for measuring performance of the new EURES

PES are key labour market institutions managing labour market transitions. PES ensure that labour market transitions pay off by supporting meaningful transitions and secure those transitions from the occurrence of social risks such as long-term unemployment or a loss of competencies. The transition from unemployment to employment is clearly the most widespread transition managed by PES.

All PES in EU/EAA countries provide a comparable range of services to support these transitions. Both the type of services and the channels for service delivery are quite similar. Outsourcing of service delivery is also a shared feature of the PES.

Almost all PES in EU/EEA countries use a performance measurement system to monitor performance. The majority of these PES are also experienced in measuring the employment results of their activities since their systems include result indicators. Yet, while these systems may have several features in common, they also differ significantly.

Shared design features include data warehouses and management information tools. Performance management is also commonly practiced. Another shared feature is the increased use of ICT tools, such as online self-service portals (websites, terminals, social media, etcetera). In addition, whereas outputs are most commonly monitored, the vast majority of PES also monitor the results of their service provision.

Significant differences between these performance measurement systems become apparent as soon as the practical realities in the design and use of these systems are taken into account. Large differences exist between the PES in what, how, why and for whom performance is being measured. This divergence is closely connected with factors like the objectives and tasks of the PES as well as the organisational setup.

Whereas different performance measurement systems are widespread among the PES, there are certainly limits to what can reasonably be known about the performance of these PES. Limitations stem from the nature of a particular service provided of which performance is measured. All PES, for example, seem to be increasingly confronted with a ‘double e-paradox’ when measuring performance of ICT tools:

- Whereas ICT makes the monitoring of inputs and outputs easier, as registrations can be quasi-automatically, at the same time the monitoring of results and impacts has become more difficult, because users ‘disappear’ more easily;
- While ICT facilitates PES to serve more customers at lower cost, it is at the same time very costly to develop monitoring tools that can be integrated in the system.

Maximizing what can be known about PES performance requires careful selection of indicators and data collection methods. Any performance measurement system for measuring employment results of geographical labour mobility activities like EURES should take the existing divergence into account. Similarities between the systems may just offer an opportunity for an easy introduction of indicators and data collection methods. The field of geographical mobility however, is a specific type of a labour market transition and brings along specific monitoring challenges that will be explained in the next chapter.

3 Measuring geographical labour mobility

3.1 Introduction

This study is also intended to provide recommendations on the development of a framework of indicators for performance measurement of geographical labour mobility activities like the new EURES network. This framework should rely to a maximum extent on available data and should minimise the burden on PES to collect new data. This chapter therefore takes stock of the data on geographical labour mobility that is available to PES in EU/EEA countries and that transmits a (partial) picture of the extent to which workers are mobile. In doing so, a distinction is made between statistical data existing at EU-level and at national level.

3.2 Geographical mobility

3.2.1 Definitions

The term geographical (labour) mobility refers to movements both within and between countries. For the purpose of this study we focus on inward and outward mobility between countries.

As geographical labour mobility includes a clear spatial and a temporal dimension, it may result in complex variations of mobility as persons take up temporary residence in another country or have places of residence in more than one country for example. Geographical labour mobility between countries is basically subdivided in this study into trans-national mobility and cross-border mobility.

Trans-national mobility results in a permanent change in the country of residence (which basically resembles migration)[21], while *cross-border mobility* involves travelling between the country of residence and the country in which the workplace is located (i.e. cross-border commuting[22]) which can take place on a daily basis or less often.

3.2.2 Levels of mobility

Free movement of workers is a fundamental principle of the European Union and economic theory suggests that geographical labour mobility provides an important mechanism for resolving economic imbalances between Member States, thereby helping to achieve the objectives of the Europe 2020 Strategy.

Available data on mobility predominantly highlights the relatively limited scale of both trans-national mobility and cross-border commuting. Even though it is practically impossible to determine what would be the optimum level of mobility, it appears that the current observed situation is sub-optimal, leaving unexploited (net) economic benefits[23]. In this context, EURES aims to make a valuable contribution by stimulating geographical labour mobility.

---

[21] At Commission level, the term migration when is mainly used when referring to flows of third country nationals moving in and out of the EU.

[22] This term is intended to include any commuting which involves travelling across national borders not just that which has an origin and destination in the defined border regions (although we acknowledge that there are significant levels of cross-border commuting in these areas, some of which benefit from the work of a EURES cross-border partnership).

[23] IZA (2008) Geographic mobility in the European Union: optimising its economic and social benefits.

In 2010, only 2.8% of working-age (15-64) European citizens lived in another EU Member State, although this has increased from a level of 2.0% in 2004 as a result of the increased intra-EU mobility that followed the 2004 and 2007 enlargements.[24] Data shows an inflow of about 3.6 million people from EU-12 countries to EU-15 countries over the period 2003-2010, representing a net annual increase of half a million (which peaked at almost one million in 2007). However, these numbers are relatively small compared to the population sizes of the countries concerned, and compared to migration flows of third-country nationals.

A special Euro-barometer survey, undertaken in 2009 to explore mobility experiences and intentions, found that only 10% of respondents have actually lived and worked abroad.[25] Respondents in Luxembourg were most likely to report having lived and worked in another country, followed by Ireland and Denmark. Men were more likely than women to report having lived or worked in another country, while those who completed their education when aged 20 or over were found to be more likely to have lived and worked in another country compared to those who finished their education at a younger age. The chance to increase earnings and a liking for the culture and lifestyle of the destination were reported as being the main motivating factors, while problems with language were seen as a key obstacle to overcome when moving to work in another country. In terms of future intentions, 17% of respondents envisaged working abroad at some point in the future. However, while almost half of respondents would consider moving regions or countries to find work if they became unemployed, 28% reported that they would not work abroad regardless of the financial reward on offer.

There is a very diverse range of factors that influence mobility within the EU and the significance of mobility for any given EU/EEA country. Recent research has shown that income levels and employment rates to be key macro-economic factors, although these alone do not provide a sufficient explanation of the mobility flows observed. The existence of opportunities, for example in a particular sector or specialism, can also be a driver. Non-economic factors are also important such as community networks and demographics (especially for migrants who tend to be relatively young)[26].

The current economic crisis has a profound impact on patterns of trans-national mobility. Decreasing opportunities in the labour market clearly result in a vast reduction of mobility flows to countries profoundly affected by the recession. Research by the European Commission furthermore noted that the recession has indeed increased the number of mobile workers who have returned home and reduced the number moving to EU15 countries.[27]

Research to explore the extent of cross-border commuting observed that, in total, about 780,000 people in the EU/EEA were cross-border commuters in 2006/2007. This activity was found to be concentrated in central-western Europe, with very low cross-border mobility between the new Member States (possibly due to structural weaknesses in these border regions, or significantly lower wage differentials between those countries). The main countries of destination were Switzerland, Luxembourg and Germany and the main countries of origin were France, Germany and Belgium. The research also revealed that cross-border commuters are predominantly male, with most aged between 25 and 45 years. Cross-border commuters with high skills levels mainly originate from EU15 while low skilled workers predominantly originate from EU12. The construction,

---

24 Employment and Social Developments in Europe 2011, Chapter 6: Intra-EU Labour Mobility and the Impact of Enlargement (European Commission, 2011).

25 European Commission (2010) Geographic and labour market mobility report. Eurobarometer 337.

26 Employment and Social Developments in Europe 2011, Chapter 6: Intra-EU Labour Mobility and the Impact of Enlargement (European Commission, 2011).

27 European Commission (2010) Mobility in Europe 2010.

healthcare and manufacturing sectors were found to be those most occupied by cross-border commuters. Language and lack of information on available opportunities were cited as key barriers.[28]

Geographical mobility has mixed social consequences with gains from cultural and ethnic diversity depending on the successful integration of foreigners and, in some cases, tensions between ethnic minorities and indigenous groups leading to a decline in social cohesion. At the micro-level the decision to move to another country depends on an individuals' assessment of the costs and benefits of migration which will be influenced by a range of factors including socio-demographic characteristics, personal preferences and expectations. At the same time, there are positive externalities associated with geographical mobility due to the benefits that this can generate for the wider economy.

In recent years a number of steps have been taken to reduce barriers to mobility (e.g. as set out in the European Job Mobility Action Plan Implementation Report) but it is recognised in particular that there is still further work to be done and that EURES has a key role to play.

3.3 Sending and receiving countries

According to EUROSTAT (2011) the number of foreigners in individual EU Member States increased in 2010 to a total of 32.5 millions.[29] The majority of foreigners in the EU (75%) reside in the five largest EU Member States (Germany, Spain, the United Kingdom, Italy and France).

In theory, countries can be clearly categorised as playing either a sending or receiving role in terms of mobile workers. In practice however, it often proves difficult to make this distinction, with some countries having different roles depending on the skill levels concerned or the economic sector. For example, Austria is a receiver of lower skilled production workers, while sending high skilled academic researchers to work in other European countries. In addition, it is possible to add a third category of 'static' countries where the level of inward mobility approximately equals the level of outward mobility.

Based on 2008 data from EUROSTAT, EU Member States can be ascribed to the following groups:[30]

1. Countries where inward mobile workers clearly outnumber outward mobile workers; which can be termed 'receiving countries' (CYP, LU, ES, EIRE, BE, DE, FR, UK, MT, SE, NO, CZ);
2. Countries where the number of inward mobile workers approximately equals the number of outward mobile workers. These are 'static countries' (AT, IT, HU, DK, IL, NL);
3. Countries where outward mobile workers clearly outnumber inward mobile workers; which can be termed 'sending countries' (FI, EL, LV, EE, SK, PT, SL, LT, PL).

Patterns of inward and outward labour mobility across EU/EEA countries meanwhile very likely altered because of the economic and financial crisis. A lack of opportunities on the labour market may have resulted in decreasing immigration or triggered a change to emigration. This is the case in for example Spain.

---

28 MKW & Empirica (2009) Scientific report on the mobility of cross-border workers within the EU27/EEA/EFTA countries.

29 Eurostat (2011). "6.5% of the EU population are foreigners and 9.4% are born abroad". *Statistics in Focus 34/2011*. Internet: http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-11-034/EN/KS-SF-11-034-EN.PDF.

30 Data was only partially available for Bulgaria, Romania and Lithuania, although it is anticipated that these countries would meet the definition of sending countries.

3.4 Existing EU data sources

3.4.1 Defining mobility

In EU-level statistical data on geographical labour mobility mobile workers are defined ether on the basis of citizenship or on the basis of their country of birth. Even though data on the basis of citizenship is generally more extensively available, it has certain disadvantages. The report of European and Social Developments in Europe for 2011 for example, provides an extensive review of intra-EU labour mobility in which mobile citizens are defined according to citizenship. Yet, the citizenship of persons may change over time and citizenship of the descendants of mobile workers is likely to be determined by that of their parents rather than by the country of birth.[31] Eurostat therefore recently pointed to the fact that estimates of the foreign-born population provide an alternative way to monitor mobility.[32]

3.4.2 Data availability and robustness

European Labour Force Survey

At a European level, the main data source which can be used for monitoring mobility of workers is the European Labour Force Survey (ELFS)[33].

The ELFS provides consistent data on stocks and flows of mobile workers and commuters. However, it is considered by some that the stock data which it provides is better than the data on flows as it has become more difficult to track intra-EU mobility as a result of increased integration and reduced restrictions on movement for EU citizens. The definition of mobile workers has also not kept up with changing behavioural patterns (for example the increase in short-term or temporary placements overseas) leading to a worsening of flow data over time.

The sampling frame used by the ELFS is thought to have a tendency to under-represent mobile workers. For example, the sample is restricted to private households so less likely to capture recent mobile workers who are living in temporary accommodation. It is also thought that mobile workers are less likely to respond to the survey request even when it is mandatory to do so and, although non-respondents are replaced, it is more likely that these replacements will be citizens of the country in question.

The ELFS provides information on employment status and also an indication of whether those who are unemployed have made contact with the PES. In theory, the panel structure of the survey could allow tracking of the outcomes experienced by those who have been registered with the PES but given the overall survey sample size this is likely to generate an insufficient sub-sample to enable robust analysis. Participants will also drop out of the sample if their country of residence changes, eliminating the possibility that it could be effectively used to track recipients of support from EURES even if such a question were to be added.

The ELFS also explores location of residence and workplace allowing for identification of cross-border commuters; however, issues again arise with the small sub-sample size this produces[34].

---

31 Eurostat (2011). "6.5% of the EU population are foreigners and 9.4% are born abroad". *Statistics in Focus 34/2011*. Internet: http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-11-034/EN/KS-SF-11-034-EN.PDF.

32 Ibid.

33 See http://epp.eurostat.ec.europa.eu/portal/page/portal/employment_unemployment_lfs/introduction.

34 It has been estimated that about 780,000 people in the EU were cross-border commuters in 2006/07 (Scientific report on the mobility of cross-border workers within the EU27/EEA/EFTA countries, MKW et al, 2009), accounting for less than 0.5% of the working age population. As a result the sample sizes and the sampling approach used by countries when

Robust analysis of mobility associated with seasonal or temporary work is also not possible due to the residency definition being based on whether persons have been in a country for more than one year or plan to stay for this length of time. This is confirmed by a recent review of statistical data which concluded that measuring the volume, extent and characteristics of geographical labour mobility of a temporary nature remains difficult as it is not possible to rely on existing EU-level surveys to provide this information.[35]

Eurobarometer

A further source of data on geographical mobility at EU level is the Eurobarometer which has contained periodic modules that provide an insight into motivations, barriers and future intentions regarding mobility. However, this is not a regular data source and the sampling frame and survey format do not allow for follow-up with respondents to confirm whether intentions became a reality.

Modules on geographical and labour market mobility were undertaken in 2005 and 2009. Questions covered mobility experiences (whether a respondent had previously lived and worked abroad) and future intentions (whether they envisage working abroad at some point in the future). These surveys also explored the factors which would motivate or influence decisions to work abroad and the obstacles which people feel they would encounter.

Migration Statistics

Member States provide international migration statistics to Eurostat on an annual basis[36]. This migration data provides information on the stocks and flows of foreigners 'usually resident' in a given country. However, the key limitation from the perspective of assessing geographical labour mobility is that this source does not provide any information on employment status. There is also no obligation for countries to provide a breakdown of the citizenship of residents from other EU countries meaning that some only provide the total number of 'EU foreigners.'

3.5 National data sources

Ecorys' research has shown that data on inward and outward geographical mobility is generally not collected by the PES in EU/EEA countries, at least not actively in the context of the performance measurement systems. Data on labour mobility and migration is usually collected by other parts of Government.

3.5.1 PES data

In the majority of EU/EEA countries the PES collect some information on mobility preferences, for example by asking job seekers at registration whether they are interested in working abroad or asking employers whether they would be interested in filling vacancies with candidates from

---

implementing the ELFS would typically be expected to reveal a very small number of cross-border commuters. Similarly, it is estimated that only 2.8% of the working age population live in another Member State (Employment and Social Development in Europe 2011) so only a relatively small number of migrants would be expected to be sampled (perhaps less than 100 in those Member States with the smallest sample sizes), particularly given the potential tendency for samples to under-represent recent migrants.

35 Study on the economic and social effects associated with the phenomenon of posting of workers in the EU (IDEA Consult and Ecorys Netherlands, March 2011).

36 Since 2008 Regulation 862/2007 requires EU27 and EFTA countries to provide a core set of statistics on international migration flows, non-national population stocks, acquisition of citizenship, residence permits, asylum and measures against illegal entry and stay, based on common definitions and concepts. Most countries base these statistics on administrative data sources such as population registers. See http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Migration_and_migrant_population_statistics.

another country.[37] On the basis of the preferences indicated by them, PES customers can be subsequently 'flagged' in the ICT system in order to enable PES to potentially offer tailored services related to geographical labour mobility.[38] At the same time, however, this approach is not consistently adopted and in some countries information about mobility preferences is either consciously not collected or is felt to be lacking.

Table 3.1 Collection of data on preferences

Information collected	Countries
Jobseekers willing to work abroad	AT, Actiris, VDAB, LeForem, CZ, DE, EE, FR, IE, IS, LU, LI, MT, NL, PT, SE, SI
Employers willing to recruit workers from abroad	AT, LeForem, CZ, DE, DK, HU, IE, IS, LT, LU, LI, MT, NL, PL, PT, SI
No data on mobility preferences collected	BG, CY, EL, ES, FI, IT, LV, NO, RO, SK, UK

Source: Ecorys PES interviews and validation exercise.

In general terms the PES do not collect data on transnational labour mobility, neither do the PES actively monitor mobility flows. In addition, the PES PMS do not seem to include any reference to geographical labour mobility. Ecorys found no evidence of targets specifically related to geographical labour mobility (inflows and outflows) within PMS.

In those instances where data on stocks and flows of mobile workers is accessed by the PES it appears to be used mainly to inform assessments of the labour market context rather than the explicit planning of labour mobility activities. Activities like EURES are primarily driven by identification of employer needs at the micro-level.

Some PES form exceptions. First, the AMS in Denmark extensively monitors the stocks and flows of mobile workers using data from the tax system. An online tool has been developed to facilitate this monitoring and to highlight occupations with significant labour shortages.

Second, the Hungarian PES receives 'announcements' from employers regarding the employment of mobile workers from foreign countries. This does not explicitly record nationality.

Finally, in Bulgaria the PES closely monitors the movement of people in and out of the country. This collection is done on the basis of international agreements on labour-exchanges that also involve the exchange of data between Member States (e.g. through bilateral agreements with other states such as Germany), and through data on workers sent by private employment services.

Cross-border partnerships seem to improve data collection and data-exchange on mobile workers. This is in particular the case with outflows of mobile workers. Information on outflows is predominantly collected in the framework of cross-border partnerships. In the Czech Republic, for example, the study fieldwork revealed that three cross-border partnerships provide statistics and data about commuters (those with Germany, Poland and Slovakia). Such an exchange of data also takes place between Slovenia and Austria, and Spain and Portugal. The cross border partnerships and bilateral agreements generally facilitate the exchange of commuting and migration data between Member States. Yet the extent to which this exchange is formalised or occurs on a more

[37] 59% of respondents to the Ecorys web survey conducted as part of this study reported that jobseekers willing to work abroad were flagged in the PES customer database and 55% reported that employers willing to recruit foreign workers were flagged.

[38] In the Czech Republic customers are asked about their preferences, but these are not registered in the ICT system. Czech PES customers are herewith not flagged.

ad-hoc basis appears to vary. In the case of Bulgaria, for example, while there is no regulation governing such exchange, requests have been received by the PES from other countries on an ad-hoc basis.

3.5.2 Other national data

In general, data on geographical labour mobility is collected initially by other parts of Government rather than the PES itself. This data, on inflows in particular, is often available for the PES to access (for example through the data warehouse) should they choose to do so.

Table 3.2 Access to data on transnational geographical labour mobility

Access	Countries
Data on inflows	AT, Actiris, VDAB, LeForem, BG, CY, CZ, DE, DK, EE, ES, FI, FR, HU, IE, IT, LU, MT, NL, NO, PL, SE, SI, UK
Data on outflows	LeForem, BG, CZ, DE, EE, ES, FI, FR, IE, LU, NL, NO, SE
No access	EL

IT: Region of Piedmont only.
Source: Ecorys PES interviews and validation exercise. Ecorys desk research.

Collection of such data is undertaken by a range of bodies which include Immigration Ministries, Central Statistics Offices and Border Agencies. The social security administration can also provide data on (inward) geographical labour mobility. In several EU/EEA countries employers are required to register their employees at the social security administration, which might be even the PES itself, and often this includes information on nationality. The PES has access to this registration data via the data warehouse of the performance measurement system (if available). In Bulgaria moreover, the tax registers also provide information on employees and their nationality. Only the Greek PES has no access to such data.

These official data sources may still suffer limitations, for example due to incomplete recording of short-term/temporary workers and inadequate enforcement of regulations concerning registration of foreign citizens.

Table 3.3 PES data sources on transnational geographical labour mobility

Organisation collecting data	Countries
Social security	AT, CY, EE, FI, HU, IE, LU, SE, SI
Statistical office	Actiris, DK, EE, ES, FR, IT, NL, NO, UK
Tax authorities	BG
Migration authorities/border agency	CY
Other	VDAB, LeForem, BG, DE, DK, ES, FI, LU, HU, MT, NO, PL, SE.

IT: Region of Piedmont only.
Source: Ecorys PES interviews and validation exercise. Ecorys desk research.

Although this data is theoretically available to the PES, our research suggests that little use is made of this data in practice. In addition, the varying forms in which the data is held suggest that it would be difficult to collate it in such a way that will allow the production of systematic and comparable data on labour mobility across the EU/EEA.

3.6 Conclusions and implications for measuring performance of the new EURES

PES have only limited knowledge of inbound and outbound mobility flows and stocks as they are usually not involved in the collection of data on geographical labour mobility. In addition, the extent to which they have access to data on geographical labour mobility differs between the PES.

Measuring geographical labour mobility (both transnational mobility and commuting) is generally difficult. Difficulties follow from the fact that mobility levels are relatively low and large samples of the general population would be required in order to capture enough mobile workers to generate robust flow data on this topic.

Although statistical datasets like the ELFS can provide useful insights as to the stocks and characteristics of mobile workers across the EU, they do not currently generate robust flow data on labour mobility. Even if the sample size were large enough to enable measurement of labour mobility, the ELFS would not provide a robust basis for an assessment of the performance of EURES services as it is believed that only a limited proportion of mobile workers have come into contact with EURES.

Data on geographical mobility currently available at both EU and Member State level provides useful contextual and trend-based information on labour mobility. However, existing data suffers from a range of limitations and could not be used to provide a measure of the performance of EURES. The primary limitation of EU level datasets is the issue of inadequate sample sizes.

At country level, PES are generally able to access data that is generated by other public organisations. The structure of this data reflects the purpose and objectives of the collecting organisation and therefore may miss essential information for the PES, like the details of the skills and qualifications of recent mobile workers. Ad hoc data on commuters collected and exchanged in the framework of cross-border partnerships seems more promising where it is available.

The presence of different systems and requirements for data collection in each country, coupled with other concerns such as data protection and resource constraints, also shape the data which is collected at national level.

In conclusion, a comprehensive and consistent dataset which explores geographical labour mobility would not be achievable across the EU/EEA without very substantial effort and expense. It would not be possible to construct such a dataset on the basis of the information currently collected or used by the PES but the effort involved could be reduced by securing the cooperation of other relevant bodies such as the social security administration and tax authorities.

4 Monitoring of the current EURES network

4.1 The current EURES network

The EURES network was launched in 1993 to facilitate cross-border labour mobility and to provide a framework in which public employment services of the EU Member States, their partners and the European Commission could cooperate. The Council Regulation (EEC) N° 1612/68 on the freedom of movement within the EU forms the main legal basis for EURES activities. The Regulation has currently been codified into Regulation N° 492/2011 of the European Parliament and of the Council of 5/04/2011 on freedom of movement of workers within the Union. The COM Decision (2003/8/EC of 23/12/2002) and the EURES Charter of 2010 codetermine the objectives of EURES. For the benefit of jobseekers, job changers and employers, EURES promotes:

1. The development of a European labour market open and accessible for all;
2. The transnational, interregional and cross-border exchange of vacancies and job applications;
3. Transparency of information exchange on the European labour markets, including on living conditions and on the opportunities for acquisition of skills;
4. The development of methodologies and indicators for this purpose.

As stated in the COM Decision (2003/8/EC of 23/12/2002), EURES is intended as the key tool for "the monitoring of mobility, for the support of the free movement of workers and the integration of the European labour markets, and for informing citizens about the relevant Community legislation."

The cooperation between PES in the EURES network should ultimately lead to the "clearing of vacancies and applications for employment within the Union and the resultant placing of workers in employment."[39]

4.1.1 EURES activities

Guidelines for activities

The activities undertaken by the EURES network follow from guidelines that are developed by the EURES Coordination Office and are valid for a period of three years. These guidelines basically establish the conditions for financial assistance to the EURES members as they constitute the basis for their activity plans. The guidelines for the current EURES programming period are set out in the table below. In comparison to the previous periods, they reflect moves towards closer integration of the European dimension in mainstream PES activities and an increased emphasis on brokerage services, although the provision of information remains an important task.

[39] Cf. REGULATION (EU) No 492/2011 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 5 April 2011 on freedom of movement for workers within the Union (codification). Art 11.1, 2d paragraph.

Table 4.1 EURES Guidelines 2010-2013

Guidelines
1. Improving access to EURES
2. Ensuring services to employers
3. Providing services to jobseekers, job changers and the unemployed
4. Networking with other stakeholders
5. Functioning of the network
6. Implementing cross-border activities

Mandatory activities

Mandatory services to be delivered by the EURES network are mentioned in the COM Decision (2003/8/EC of 23/12/2002) and further specified in the EURES Charter of 2010. The Charter specifies three different types of services:

- Job-matching services;
- Transnational, sectoral and cross-border cooperation;
- Monitoring, assessing and tackling obstacles to mobility.

Job-matching activities

This type of services comprises information services, counselling and advice that can be further disaggregated in four services that are directly or indirectly related to job placement:

- Assist and advice jobseekers and job changers about suitable vacancies;
- Provide information and recruitment services to employers who wish to recruit from other countries;
- Provision of information and advice on living and working conditions in the EURES countries;
- Information about trends on the European labour market.

Whereas the former two can be characterised as direct job placement services (by facilitating a match between CVs and vacancies), the latter two contribute to the effectiveness and efficiency of job placement services (through the provision of information).

Transnational, sectoral and cross-border cooperation

EURES services of this type concern the development of transnational cooperation between stakeholders from different sectors, comprising the EURES network and external actors. In addition, EURES supports cooperation between external stakeholders in cross-border areas, including local social partners, in order to improve the local cross-border labour market and mobility of workers in this area.

Monitoring, assessing and tackling obstacles to mobility

The EURES network monitors the existence of specific surpluses and shortages of skilled workers as well as specific obstacles to mobility such as legal differences and administrative procedures.

EURES services delivered by PES

A 2011 survey among EURES members showed that in practice a wide variety of services is being delivered. An overview of these services is showed in the table below.

Table 4.2 Inventory of services provided by the EURES network

EURES Services	
For jobseekers: Organisation and promotion of job fairs Organisation of virtual job fairs and events Personal follow-up before, during, after your move Analysis and selection of job offers/matching Translation of vacancies and application letters How to write a CV Review of CVs and applications European labour market information Information and advice on living and working conditions Support, information and advice to incoming jobseekers Financial support for going abroad Language training Offer video/web conferencing for interviews Personal legal assistance and advice Information sessions for targeted groups on job mobility Seasonal jobs Traineeships Voluntary services Support to returning migrants Social security advice for cross-border workers Information and advice on learning opportunities abroad Career (re-orientation) guidance Information on equivalence of education and diplomas Information to unemployed about benefits	*For employers:* Registration and dissemination of job vacancies in Europe Advice on how to write a job description Matching with jobseekers' CVs Pre-selection of suitable candidates Information on equivalence of education and diplomas Organisation of job fairs and recruitment events Large-scale recruitment projects abroad Offer video/web-conferencing for interviews Information and advice on recruitment in Europe Information and advice on legal aspects when recruiting Follow-up before, during, after your recruitment abroad European labour market information Financial support and incentives for European recruitment
For stakeholders, partners, etc.: Information sessions for students on job mobility Organisation and promotion of job fairs for graduates and school leavers Organisation of virtual job fairs and events Help with setting up traineeships and mobility programmes Analysis and information on skills trends in Europe	*Internal PES:* Information and training on mobility issues Information and advice on legal aspects of job mobility Support and advice for setting up job fairs and events Provide appropriate contacts in other countries European labour market information

Source: EURES Service Catalogue 2011.

EURES members regularly provide only a limited number of these services. The country visits undertaken in the framework of the present study showed that the provision of information on living and working conditions as well as the organisation and participation in job fairs or similar recruitment events are the most important activities for the majority of EURES members. Direct matching and placement occurs less prominently, despite the fact that EURES Advisors regularly use the network to present vacancies or jobseekers and/ or job changers to their colleagues abroad.

Table 4.3 Focus of EURES

Activities	PES
Provision of information	AT, VDAB, LeForem, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, IE, IT, LU, NL, NO, PL, SE, SI, UK
Recruitment events and job fairs	AT, Actiris, VDAB, LeForem, BG, CY, CZ, DE, DK, EE, EL, ES, FI, HU, IE, IT, LU, NL, NO, PL, SE, SI
Matching and placement	AT, Actiris, CZ, DE, EL, IE, IT, SI

Source: Ecorys PES interviews and validation exercise.

The overview presented above reflects merely a snapshot in time. It is very likely that the current economic crisis caused a change in the prioritisation of services delivered in the EURES network. Transnational matching and placement activities may very well have increased in importance for countries with high levels of unemployment like Spain or skills shortages like Germany. For example, EURES currently assists Spanish engineers to find employment in Germany.[40]

A more systematic inventory of EURES services is presented in chapter five.

4.1.2 Implementation of activities

EURES services are delivered by advisers and assistants located strategically in local or regional PES offices and this work is complemented by a range of self-service tools (including the European Job Mobility Portal). In addition, there are over 20 cross-border partnerships which operate in border regions with high levels of cross-border commuting. These partnerships bring together the PES, trade unions, employers and other local organisations and provide specific advice on the rights and obligations of those who live in one country but work in another.

Integration

Mainstreaming EURES into regular PES operations has been a priority in EURES guidelines since 2004. The extent to which EURES is integrated into mainstream operations varies between PES. In Denmark, for example, EURES staff are primarily located in three dedicated regional service centres with only a small amount of activity being integrated into local job centres. In the *Bundesagentur für Arbeit* (DE), EURES is not presented as a separate service at all. There advisers deliver the service alongside mainstream activity.

A structured account of the mainstreaming of EURES across PES is presented in the EURES evaluation for the period 2006-2008. On the basis of the Commission Guidelines 2004- 2007 and 2007-2010, the evaluation conceptualised the integration of EURES in mainstream PES operations as:[41]

- *EURES staff are represented on the PES management board* – the evaluation found at least eleven countries that confirmed that this was the case;
- *EURES is evident in PES policy planning* – the evaluation reported that two thirds of managers stated that EURES is evident in PES policy planning and development;
- *EURES contributes to the achievement of PES objectives* – the majority of EURES managers and advisers concluded that EURES and PES were 'aligned and also mutually reinforcing.' However, the evaluation also suggested that strategy documents ought to be explicit about how the objectives and activities of EURES would contribute to the achievement of PES objectives;

[40] http://ec.europa.eu/eures/main.jsp?lang=de&catId=9700&myCatId=9700&parentId=20&acro=news&function=newsOnPortal.

[41] GHK. (2010). *Ex-post evaluation of the EURES programme covering the period 2006-2008*.

- *Proportion of work dedicated to EURES clearly agreed with employer* – a survey undertaken as part of the evaluation showed that the majority of EURES advisers reported that the proportion of their working time dedicated to EURES was clearly agreed with their employer;
- *Awareness of EURES among PES (frontline) staff or advisors* - EURES managers and advisers interviewed as part of the evaluation indicated that the vast majority had taken steps to raise awareness about EURES amongst other frontline staff or advisers.

The evaluation concluded that the integration of EURES into PES had, in general, increased and that the majority of PES had made significant progress and/or realised that further work was needed.

This conclusion is reflected in the findings from the country visits undertaken by Ecorys, with the general view amongst EURES managers being that integration had improved in recent years. EURES managers also demonstrated awareness of how EURES contributes to the achievement of PES objectives and there were no reports of issues regarding the allocation of staff time to EURES. However, activity to raise awareness and increase links between EURES and regular other PES services was reported as being still underway in many countries. In Sweden and the UK for example, it was highlighted that there remains scope for further integration. In Estonia on the contrary, EURES appeared to already be highly integrated into the PES. Likewise, in Cyprus, EURES officers split their work between EURES and other PES activities on a 50/50 basis which is felt to contribute to effective linkages. In other countries, including Austria and Germany, EURES advisors also perform regular PES activities. Conversely, for example, in Ireland and the UK it was felt that the PES did not always view EURES as a core service.

4.2 The monitoring of the current EURES network

At present EURES advisers are asked to complete and submit a monthly report direct to the EC. In addition, a significant number of countries have developed their own set of indicators or data collection methods. Project-based monitoring is also commonly undertaken. The latter refers to a project-based approach to measure results of specific EURES activities like job fairs and (sector) recruitment events for job seekers, job changers and employers.

Table 4.4 Monitoring EURES

Monitoring mechanisms	Countries
Additional national mechanism	BG, DE, DK, EL, IE, NO, PL, SI
Project-based monitoring	AT, Actiris, VDAB, LeForem, BG, CY, CZ, DK, EE, ES, FR, HU, IE, IS, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK

Source: Ecorys PES interviews and validation exercise. Ecorys web survey.

4.2.1 The EURES Advisor Monthly Report (EAMR)

The table below summarises the indicators used for the EAMR. These indicators are primarily concerned with the level of activity undertaken (outputs) like the number of ‘ customer contacts’, but also with the number of jobseekers placed and vacancies filled as a result of their intervention.

Table 4.5 Monthly report indicators

Indicators
Average time spent working on EURES (%). Total number of individual contacts: • Distribution between workers/job seekers and employers (%); • Distribution of trans-national or cross-border issues (%); • Distribution of topics (%) including general information about EURES, job search, recruitment, social security/taxation, education/training, living and working conditions, other general information. • Total number of group contacts; • Total number of contacts from own organisation. Additional questions asked by the EC: • Number of persons finding a job/placed in a job abroad as a result of EURES services (outgoing job seekers); • Number of persons from abroad finding a job/placed in a job in your country as a result of EURES services (incoming jobseekers).

Source: European Commission.

Data from the monthly reports is used by the European Commission to calculate the number of individual contacts with job seekers, job changers and employers for inclusion in the annual EURES management plan. This information is also included in the EC report to the European Parliament on EURES activities.

The data collected for the EAMR has a number of limitations. To begin with, the response rate from advisers varies significantly per country. In addition, the data produced by the monthly reporting process is focused on output measures and does not provide robust evidence on results as, although information on placement and recruitment is requested, it is often not completed and where responses are given they are likely to be based on guesswork. The process by which the reports are completed raises questions of consistency and reliability. In particular, there is no verification or checking of the information which is provided as advisers send their reports direct to the EC which does not allow the EURES Manager to review the information and compare to their own records. Also, it is unclear to EURES staff how the information is used as they do not receive feedback from the EC. Overall it is clear that the reports do not allow a comprehensive assessment to be made of the results, or value, of EURES activity.

4.2.2 The European Job Mobility Portal

The EC monitors the European Job Mobility Portal on the basis of the following indicators:

- The number of registered users;
- User satisfaction;
- Helpdesk support provided to portal users;
- The number of visits to specific pages of the website (including those on information on living and working conditions, labour market information, vacancy database search, frequently asked questions, CVs).

The number of visitors is monitored on a monthly basis, together with the number of the different pages viewed per day. Data is collected on the number of visitors, unique visits and the number of pages visited.[42] Portal monitoring also includes customer satisfaction with the portal and helpdesk

[42] Data only available until 10/2005 at the restricted area of the EURES portal.

support. The restricted area of the EURES portal includes statistics on the ten best rated web pages and the ten worst rated pages. As the rating is based on the sum of positive and negative scores both lists often contain the same pages.

The EURES portal also includes statistics which monitor the web services provided. These indicators include:

- Average response speed per PES;
- Number of user requests per PES;
- Time-outs per PES;
- Number of country and occupation queries;
- Number of requests per occupation code.

In addition, an online survey of a sample of portal users (jobseekers or job changers) was undertaken as part of the evaluation of EURES for the period 2006-08. The survey included questions on use of the service and the user experience[43].

4.2.3 Additional monitoring at national level

Ecorys research revealed a number of examples of additional monitoring or data collection mechanisms of EURES activities taking place at national level.

Indicator frameworks

In partial response to the perceived limitations of the monthly reporting process, some countries have developed alternative monitoring frameworks. For example in Denmark seven output/activity indicators (and associated targets) have been developed and are in use (see table), whilst in Norway the EURES Manager developed a template which included some of the indicators from the monthly report plus three others (the number of employers taken to events, number of vacancies taken to events and number of cases marketed to the media).

Table 4.6 Measuring the performance of EURES services in Denmark

Indicators
1. Number of jobs in job bank;
2. Number of CVs;
3. Calls to employers;
4. Presentation of selected candidates;
5. Number of job adverts brought to job fairs;
6. Number of companies on list of potential jobs for migrants spouses;
7. Number of foreign workers participating in job seeking courses.

Source: EURES Manager, Denmark.

Online services

In the online survey undertaken as part of this study, some PES indicated that they also monitor the use and users of national EURES web pages. Some PES (BG, DK, EE, FI, DE, IS, NL, PL, Actiris) monitor the use and users of these web pages specifically, while the monitoring of EURES pages forms part of the monitoring of the entire PES website in other countries (CZ, ES, LV, LT, MT, SK,

[43] GHK. (2010). *Ex-post evaluation of the EURES programme covering the period 2006-2008*. The evaluation report notes that the survey was circulated to 312,077 jobseekers and 9.638 responses were received. The report also notes that the jobseekers and job changers survey was the only available method to measure whether job search activities resulted in job offers as there are no common tools to follow up on mediated or unmediated job matching.

SI). However, the PES in AT, CY, FR, HU, IE, LI, LU, PT, RO, SE and the UK as well as Le Forem indicated in the survey that the use and users of the national EURES pages is not monitored at all.

Other evidence

With the exception of the PES in Germany, Finland and Liechtenstein,[44] PES collect project-based evidence that could be compiled to provide an indicator for the performance of the EURES network. Such evidence is collected via monitoring of specific EURES activities like job fairs and similar (sector) recruitment events for jobseekers, job changers and employers. For example, in Ireland feedback is collected on job fairs/events by, for example, asking employers whether the event has helped them to resolve their recruitment problems.

In the UK moreover, the EURES team is in the process of considering additional information that could be gathered to better reflect the achievements of the service, with case studies focussing on liaison with employers and individuals being considered. In this instance the use of jobs fairs as a route to gathering rapid feedback on services and customer satisfaction in a more structured way than had been done previously has also been under consideration.

Finally, tracking could provide additional evidence on the performance of EURES. Only Pole Emploi indicated that it applied tracking in the context of transnational placements and recruitments. However, it was noted that in around half of the cases, information on results could not be retrieved from customers. Indeed, tracking EURES customers is particularly prone to practical challenges as contact details, for example, quickly become void once a jobseekers has moved abroad.

Links to PES performance measurement system

In the majority of countries it was reported that indicators for monitoring geographical labour mobility activities like EURES are not included in the mainstream PES performance measurement system. There are some exceptions. In particular, Germany and the Netherlands indicated that performance monitoring of geographical labour mobility activities is undertaken through the PMS for mainstream PES activity, reflecting the high level of integration of the two services.

In Greece furthermore, a number of indicators relating to EURES activity and results are now being developed with the intention that these will be integrated into the overall PES performance measurement system. Notably, these draft indicators include plans to measure the number of placements abroad made through EURES, along with the number of domestic placements made through EURES by month.

Table 4.7 Inclusion of trans-national geographical labour mobility activities in PES PMS

Inclusion in PES PMS	Countries
Yes	LeForem, BG, DE, NL
No	AT, Actiris, VDAB, CZ, CY, DK, EE, EL, ES, FI, FR HU, IE, IT, LU, NO, PL, SE, SI, UK

NB: CY en EL: future plans for incorporation.
LeFOREM and BG: depend to large extent on outbound mobility.
DE and NL: transnational placement counts in the system as domestic placements.
Source: Ecorys PES interviews and validation exercise.

Stakeholders in a number of countries highlighted the differences in objectives, tasks and client groups between EURES and the PES which are felt to be a reason why indicators on geographical mobility activity are not included in the PES performance measurement system. Equally,

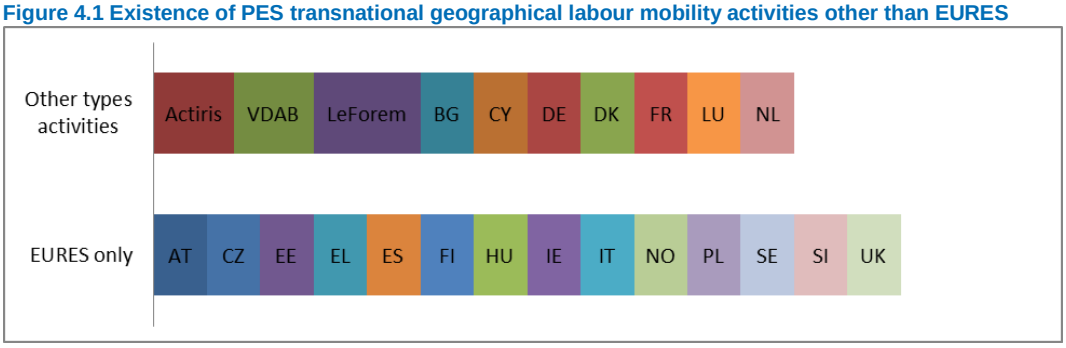
[44] Cf. Ecorys web survey. No answer for Greece, Italy and Norway on this question.

beneficiaries of EURES services are not necessarily registered with the PES (and therefore not included in PES customer database systems). As a result, any PES customer follow-up survey (for measuring PES performance) is likely to be of limited use for the provision of information on EURES customers. In addition, any focus on measuring placements may create perverse effects (with advisers concentrating efforts on those who are likely to be easiest to place) and this would need to be considered in any efforts to design systems that recorded the results of EURES activity.

4.3 Monitoring performance of geographical labour mobility activities other than EURES

Whereas EURES is without doubt the most prominent PES activity in the field of managing geographical labour mobility, PES may also undertake other activities. These range from maintaining a website dedicated to the promotion of transnational geographical labour mobility (such as www.bijob.be from Actiris) to a full-fledged PES unit that is dedicated to the provision of a range of (tailored) job mediation services such as the *Zentrale Auslands Vermittlung* (ZAV) of the *Bundesagentur für Arbeit* (DE) or the *Pôle emploi International* network (FR). PES that do not provide any other service in the field of geographical labour mobility activities other than EURES include: Austria, Czech Republic, Estonia, Greece, Spain, Finland, Hungary, Ireland, Italy, Norway, Poland, Sweden, Slovenia, and the UK.[45]

Figure 4.1 Existence of PES transnational geographical labour mobility activities other than EURES



The way the performance of these activities is measured differs among PES. Some PES indicated that there is no information available on the performance of these activities (CY, DK, LU). Yet, a lack of performance measurement may very well be a consequence of the fact that the PES performance measurement system is not yet fully operational (CY, LU). In other PES, these activities count as 'regular' PES activities and their performance is measured as such. For example, for the German ZAV the number of persons mediated to jobs in foreign countries contributes to the number of labour market integrations. Here the number of labour market integrations is a regular PES PMS indicator. Finally, some PES monitor these activities as a separate activity. Actiris for example, monitors the www.bijjob.be website separately from its other website.

4.4 Formulating a typology on PES PMS and geographical labour mobility

The analysis of PES performance measurement systems and of the existing provisions for the monitoring of geographical labour mobility and related activities like EURES, elucidated a great variance in EU/EEA countries. This variance complicates the development of a common framework for the monitoring of geographical labour mobility activities like the EURES network.

[45] Little information available on this issue for countries not visited by Ecorys.

In order to render the wealth of information collected in the framework of this study more accessible and to provide a basis for further policy-making a typology of performance measurement systems has been developed. The typology provides a classification of PES performance measurement systems in EU/EEA countries based on:

- their level of advancement;
- the 'goodness of fit' of these systems for performance-monitoring of geographical labour mobility activities like new EURES services implemented at national level.

The typology is based on those elements in the design and use of performance measurement systems that can be considered as a first set of key variables determining these two dimensions.

The level of advancement of PES performance measurement systems has been assessed on the basis of four indicators: sophistication of indicators, the extent to which performance management is applied, the tools used for data compilation and dissemination, and the application of customer satisfaction surveys.

With regard to performance measurement systems, the more advanced systems are based on a set of **indicators** that transcend simple input-output relations and focus on results, and – if possible- even on impacts of services provided. The use of **performance management** principles is another significant dimension of the typology constructed below. It shows how the information from the system is used and feeds into decision making processes at various levels. The existence of **targets** for indicators and the integration of contextual variables for subsequent monitoring (**benchmarking**) constitute core variables of performance management. Advanced systems are characterized through targets for most indicators and the benchmarking of local offices. More advanced systems also contain a variety of sophisticated (ICT) **tools** such as data warehouses and Balanced Scorecards. **Customer satisfaction** measurement also constitutes an integral part of such systems.

The 'goodness of fit' for performance-monitoring of geographical labour mobility activities mirrors a second set of key variables. It has been assessed on the basis of three indicators: whether potential EURES customers are identified and ' flagged'[46], access to data on geographical mobility, and monitoring of PES geographical mobility activities.

The possibility of **flagging** customers is an important aspect of existing provisions in PES to monitor labour mobility activities, since flagging allows for early identification of potential customers of activities related to geographical labour mobility. In addition, a system that is suitable for measuring performance of geographical labour mobility activities already disposes of **access to data** on geographical labour mobility, independently of whether the PES uses this data or not.

Based on the country visits undertaken in the framework of this study, data on inflows of the employees from a single source, such as employee registrations in the social security administration, is considered solid, yet of a limited nature. Access to such data is therefore scored as a median. Access to multiple data sources and types of data (e.g. on outflows) counts as advanced, while no access at all is coined as limited.

When **monitoring geographical labour mobility activities** furthermore, it is recognised that some PES implement geographical labour mobility activities that fall outside the scope of EURES while other PES do not. In addition, the performance of such activities is also monitored in different ways.

[46] Flagging is defined here as a method to identify (potential) EURES customers amongst PES clients by applying a tag to this particular group of customers in the PES customer database.

The typology takes into account the fact that services that do not exist cannot be monitored. PES without geographical labour mobility activities other than EURES are therefore not rated lower with regards to their monitoring system than PES that do deliver such services.

The variables used for constructing the typology and the scoring applied are summarised in Table 4.8. Each Member State was assigned a score between one and three, depending on the characteristics of their PMS in relation to each variable.

Table 4.8 Key variables used for the typology

Variable	Ranking criteria (scores in ascending order, 1-3)		
Related to degree of development of PMS			
Indicators	System based on (input) output indicators	System based on (input) output and result indicators	System based on (input) output, result and impact indicators
Performance management	Performance management hardly practiced as targets are not available	Performance management practiced partially: targets exist for some indicators and local offices are benchmarked	Performance management practiced: targets exist for most indicators and local offices are benchmarked
Tools	No sophisticated tools used: DW and BsC not available	Sophisticated tools used: DW or BsC	Sophisticated tools used: DW and BsC
Customer satisfaction measurement	Customer satisfaction generally not measured	Customer satisfaction incidentally measured	Customer satisfaction structurally measured
Related to ability to measure geographical labour mobility			
Flagging of PES customers	No flagging	Yes, job seekers or employers flagged	Yes, both job seekers and employers flagged
Access to information on geographical labour mobility	No access	Access to data on inflows that stem from a single source	Full access to data on inflows (and outflows – if possible) that stem from multiple sources
Monitoring of geographical labour mobility activities	EURES only through Monthly Reports and no monitoring data available for additional activities (if existent)	Additional mechanisms for monitoring performance of EURES	Additional mechanisms for monitoring performance of EURES and performance monitoring of additional activities

Source: Ecorys.

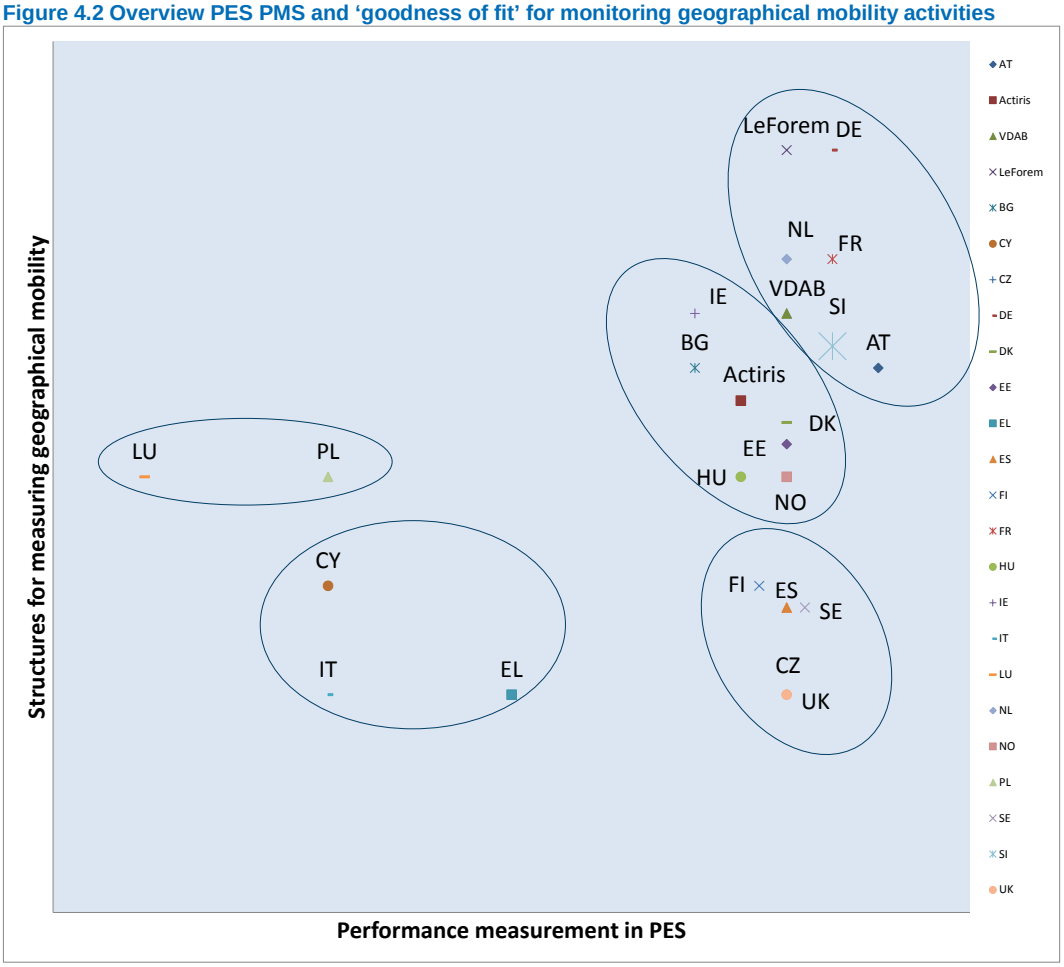
Typology results

The typology is applied to the 24 PES visited by Ecorys in the course of this project.[47] Scores on individual variables show that a vast majority of PES fall into the category of advanced performance measurement systems. Only few PES have a median or limited developed performance measurement system.

[47] Information on performance measurement systems of PES not visited by Ecorys is unfortunately limited (IS, LT, LV, LI, MT, PT, RO, SK). Information available to us proved insufficient to include these PES in the typology. Information on Italy remained despite the country visit limited as well. The classification of IT is based on information that predominantly concerns the Piedmont Region.

The variance among PES is much more significant when it comes to their 'goodness of fit' for performance-monitoring of geographical labour mobility activities. This is clearly visible in the following figure.

Figure 4.2 Overview PES PMS and 'goodness of fit' for monitoring geographical mobility activities



One can identify several clusters in the figure. The following table provides and overview of the clusters and their definition, and lists of the PES which they include.

Table 4.9 Typology of PES PMS and 'goodness of fit' for monitoring geographical mobility activities

Category	Definition	PES
Starters	At early stages of introducing PMS and much to do before geographical mobility activities can be monitored	CY, IT, EL
Fit, although…	Average capacity for monitoring geographical mobility activities despite early stage of PMS	LU, PL
Imminent	Good to highly developed PMS and an average to good capacity for monitoring geographical mobility activities	Actiris, BG, DK, EE, IE, HU, NO
Advanced, but	Well developed PMS coupled with only limited capacity for monitoring geographical mobility activities	CZ, ES, FI, SE, UK
Forerunners	Highly developed PMS coupled with a well developed capacity for monitoring geographical mobility activities	AT, LeForem, VDAB, DE, FR, NL, SI

The typology ranks PES performance measurement systems on the basis of their level of development and on their suitability for monitoring geographical labour mobility activities. The level of development reflects the scoring of PES PMS on the

availability of indicators, application of performance management, availability of tools and CSM. Suitability refers to their scoring on the use of flagging of potential EURES customers, access to information on geographical labour mobility, and on the degree to which monitoring of geographical labour mobility activities occurs. Scores for both dimensions can be low, intermediate or high (on a scale 1-3).

All scores are of course relative. Forerunner PES in particular are in principle well equipped to measure geographical mobility activities in comparison to other countries. Yet, all PES will need to invest in order to actually monitor performance of these activities.

4.5 Conclusions on the current monitoring of geographical labour mobility activities

The typology above shows once more that PES performance measurement systems as well as their goodness of fit for monitoring performance of geographical labour mobility activities differ significantly. While there exists a large majority of PES in EU/EEA countries with advanced performance measurement systems, these are to a much greater variety equipped for the monitoring of activities like EURES. Even some PES with advanced performance measurement systems are ill-equipped for result-based performance monitoring of services like EURES.

In addition, current results-based assessments of EURES services as well as customer satisfaction measurement is somewhat limited with no consistent approach across countries.

Although substantial work has been done to develop a monitoring framework and indicators for PES across the EU/EEA there remains a gap in terms of measuring the performance of EURES activities. At present the focus is on recording outputs (such as the number of advice sessions delivered) with no real or robust consideration of the subsequent results and impacts thereby making it impossible to assess the achievements of this type of work and the resulting value for money. Whilst a number of the PES have been undertaking activity which is potentially relevant to addressing this problem, the existing PES monitoring systems mostly do not produce either general information on geographical labour mobility or specific data relevant to the assessment of the results of the EURES programme.

Furthermore, it is widely recognised by EURES Managers that it is important to be able to show the contribution that EURES makes to its objectives in order to justify the resources which are allocated to the service both now and in future years. Despite this, there appear to be few targets or indicators in use at present for measuring the effectiveness (results) of activity to encourage geographical mobility.

However, this study also highlighted a number of practical issues and perceived barriers which may hinder collection of information on placements and recruitment and which will need to be considered in the design of policy options for measuring the performance of the new EURES:

- Follow-up with job seekers and employers is seen by PES as time consuming and costly;
- Advisers can be reluctant to request follow-up information from employers as they feel they will not have time to respond and that repeated requests may damage the relationship and goodwill which had been established;
- There are practical difficulties in making follow-up contact with job seekers who may have changed their contact details after moving abroad;
- There may be a substantial time lag between seeking advice and making the decision to emigrate.

5 Labour mobility and the new EURES network

5.1 Background

The Commission intends to transform EURES into an economic instrument to provide a direct contribution to enhancing growth and employment in the EU. A new legislative proposal to realise this objective will be prepared by the Commission in 2012.

The reasons for reform stem from the broader aim to achieve an employment rate of 75% in the EU by 2020 as laid down in the EUROPE 2020 strategy. In particular, the EU is still faced with the simultaneous existence of high levels of unemployment on the one hand and bottleneck vacancies and skills shortages on the other.

At the same time, more workers have become potentially mobile as all barriers to freedom of movement of workers from those EU Member States that entered the EU in 2004 will have been removed in May 2011.

In order to make EURES more focused on employment results, it needs to operate on a new legal basis that underlines this new result-oriented objective. A modified legal basis for EURES will therefore be presented in Autumn 2012 with an EC Communication on EURES 2020 and a proposal for the revision of the COM Decision (2003/8/EC of 23/12/2002).

The new set-up of the network will not modify the current legal obligations for EURES members laid down in Council Regulation (EEC) N° 1612/68 as regards the clearance of vacancies and applications for employment. The mandatory services will therefore continue to be provided by PES and the provision of information and advice will remain an important component of EURES.

5.1.1 A new regulatory framework

Reforming EURES comes amidst preparations for the new regulatory framework of the European Social Fund (ESF) 2014 – 2020 and the introduction of the new EU Programme for Social Change and Innovation (PSCI). Both programmes will be used for the financing of activities undertaken by the reformed EURES network.

In October 2011 the Commission proposed the rules that will determine how the ESF will work in 2014- 2020. The proposal is part of broader EU legislation for future cohesion policy and will allow the ESF to continue providing concrete support to people who need help to find a job or to progress in their current job. All future EURES activities provided at national level will be financed through the ESF.

EURES activities provided by the Commission however, will be financed through the new EU Programme for Social Change and Innovation. This new Programme will integrate three existing tools: Progress (Programme for Employment and Social Solidarity), EURES (European Employment Services) and the European Progress Microfinance Facility and extend their coverage. With the Programme for Social Change and Innovation, the Commission aims to support policy coordination, sharing of best practice, capacity-building and testing of innovative policies, with the aim that the most successful measures are up-scaled with support from the ESF in order to support the EU's employment and growth strategy.

The new focus of EURES on placement and recruitment means that services cannot be solely provided by PES anymore, but will have to rely on the private employment services (PrES) as well. The European Court of Justice judged in 1997 that transnational placement is an economic activity subject to the rules of the internal market in the EU.[48] Limiting transnational placement services to PES would hinder the establishment of a level playing field for such services.

Objectives of the reform

The operational objective of the EURES network will change from "transparency to matching for more jobs". Future EURES activities are expected to result in placement and the filling of vacancies.

This objective will be concluded in the COM Decision on EURES to be adopted in 2012 and require the following changes in the network:

- The new EURES focuses on employment results, i.e. matching, placement and recruitment;
- The scope of EURES is extended to support targeted mobility schemes at EU level, such as the current pilot Your First EURES Job scheme;
- Public and private employment services systematically cooperate when delivering EURES.

The precise content and objectives of the EURES reform should ultimately feed into the development of indicators for performance measurement of the reformed EURES. The intervention logic presented in the next section, clarifies what EURES tries to achieve.

5.2 The new intervention logic of the EURES network

The new focus of EURES translates into a revised set of objectives and corresponding changes in the activities and in the outputs, results and impacts to be achieved by them.

5.2.1 Intermediate and final impacts

One of the key objectives of the EURES reform is to change its focus from achieving labour market transparency towards employment results. In particular, EURES is ultimately expected to contribute to the achievement of the EUROPE 2020 Strategy. EURES is expected to contribute to this final impact by improving the functioning of the labour market, i.e. the allocation of the workforce and matching available skills with vacancies across the EU. Improving the allocation of skills provokes an increase in the quantity and quality of labour market transitions, from unemployment to employment, from job to job, from training to job, etcetera. This improved functioning of the labour market is considered here as the intermediary impact of the new EURES.

Some further considerations of EURES' impact

The final impact of EURES is wider than foreseen in the intervention logic. Related impacts concern the unemployment rate and the share of long-term unemployment (decreasing). The impact on the stock of vacancies is harder to predict as two different movements can be distinguished. On the one hand the shorter vacancy duration exerts a downward pressure on vacancies. On the other hand, higher labour mobility and economic growth will have a positive impact on the number of vacancies.

[48] Cf. ECJ jurisprudence Job Centre Coop. arl. versus the Italian State on transnational placement activities (Case C-55/96, par.21). Internet: http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:61996CJ0055:EN:HTML#DI.

5.2.2 Results

These impacts are to be achieved through the result of EURES. Results refer here primarily to the transnational placement of jobseekers and job changers and the filling of vacancies, in particular hard-to-fill vacancies, in the EU. These in turn follow from a variety of activities described in the next section.

5.2.3 Services delivered by the reformed EURES network

The reformed EURES network will attempt to achieve its objectives through the provision of horizontal services, delivered by the EC, and national services, delivered by the PES and PrES.

A complete overview of the services that will be delivered by the reformed EURES network has not yet been presented by the European Commission. The Commission, however, did present its vision on the European Job Mobility Portal, including applications like Match & Map, and launched a pilot on Your First EURES Job (YFEJ). In addition, the Commission made clear that the new legislation on EURES will not alter the current legal obligations of the EURES members, i.e. to deliver the services listed in the COM Decision 2002.

A EURES focused on employment results certainly requires a modification of all types of services delivered at national level by the EURES network towards the new objectives. Obviously, the role and importance of job-matching services as described in the EURES Charter is likely to increase. In addition, employment results will become more important for transnational, sectoral, and cross-border cooperation as well as monitoring, assessing and tackling obstacles to mobility.

Given the focus of the new EURES on employment results, two-types of job-matching services are taken as a starting point for the construction of the intervention logic. Performance monitoring of EURES services delivered at national level concerns the provision of information as well as job placement.

- Information service: concerns information provision to jobseekers and job changers on living and working conditions in EURES countries as well as the provision of relevant information to employers who wish to recruit from other countries;
- Placement: is understood as the provision of services by an intermediary between the supply and demand on the labour market with the objective of a recruitment taking place, i.e. where recruitment is the filling of a job vacancy (cf. European Commission, 2012 (in line with ECJ C-55/96 par 21).

Both types of services include activities of a universal nature or specifically tailored to the individual needs of EURES customers. These services can also be provided through different delivery channels. These channels typically include face-to-face service delivery and online or self-services. Some PES also provide EURES services via call centres, SMS or even via social media applications such as Facebook.[49] Such channels however are used by only a limited number of PES and lack therefore sufficient representativeness to be included in the intervention logic.

EURES placement services delivered by PES (and possibly PrES) for which the monitoring framework is developed below include:

- Universally accessible placement services provided face-to-face, including projects like the European Job Days;

[49] See for example the EURES Netherlands page on Facebook: http://www.facebook.com/pages/Eures-Nederland/174385062587310 .

- Placement services tailored to the needs of jobseekers, job changers or employers, which include (bilateral) projects such as targeted job fairs or similar recruitment events.

These services belong to the core EURES services delivered by PES. Universal placement services comprise the hundreds of European Job Days organised by multiple PES each year, where employers can recruit and jobseekers and job changers can meet employers directly.[50] In addition, EURES Advisors are available for all participants to discuss their transnational mobility plans. Whereas employers are invited ex ante to present their vacancies, the European Job Days are accessible to all jobseekers and job changers interested, without prior registration.

Targeted placement services however, are much less accessible. These include for example specific bilateral collaboration projects between EURES members, such as currently exists between Spain and Germany.[51] In this framework, more than 600 specific jobs in Germany have been mediated to Spanish jobseekers via strict selection processes by EURES Spain and EURES Germany. EURES Spain has similar collaboration projects with EURES Switzerland through which 90 Spanish construction workers found a job in Switzerland. Bilateral projects of the Spanish EURES with other EURES members are expected to be launched in the near future.

EURES information services moreover, include:

- The provision of information on EURES via (online) self-service channels universally accessible via portals or stand-alone terminals;
- Face-to-face provision of information on EURES of either a universal nature or tailored to individual needs through counselling, which also comprises 'customer contacts' via phone or email.

Almost all EURES Members have websites that contain information on working and living conditions in their respective country. These can be accessed by anyone interested. In addition, EURES Advisors or their assistants are available for providing information on transnational labour mobility with employers, jobseekers and job changers.

The list of EURES services included in this intervention logic could be much longer in theory. Limitation stem from the fact that not all channels are relevant for all types of services delivered by PES. Placement services for example, are seldom – if never- delivered via call-centres.

Limitations also stem from circumstances under which the PES currently operate. In order to cut costs, face-to-face service provision is currently being restricted to reserve this channel for the delivery of tailored services to those truly in need. Jobseekers, job changers or employers who are able to search for information and jobs or upload vacancies by themselves are directed to online self-services. It is however not clear to what extent such austerity measures affect EURES service provision as transnational labour mobility often involves complex issues which may require a personalised approach delivered face to face.

Some types of activities moreover, are delivered as horizontal activities at EU level. This is most obviously the case with online placement services that are offered via the European Job Mobility Portal. EURES online self-service tools delivered at national level include predominantly information on living and working conditions.

---

50 Cf. http://jobdays.eu/europe/?lang=en .

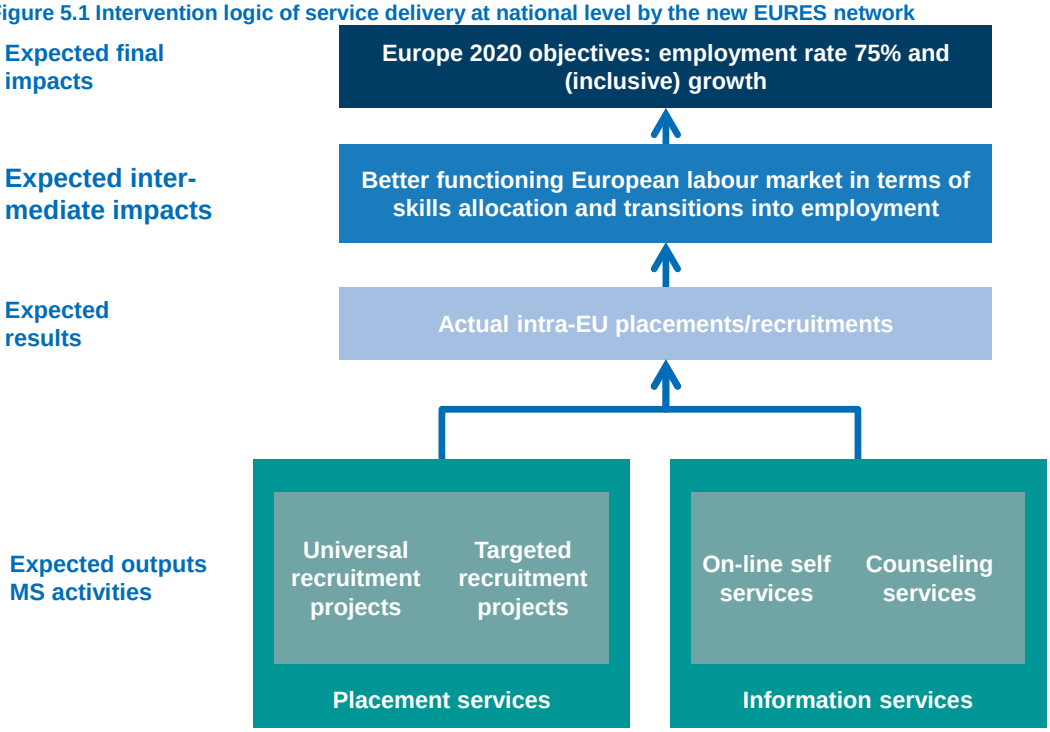
51 Cf. http://www.lamoncloa.gob.es/IDIOMAS/9/Gobierno/News/2011/17102011_EURESNetwork.htm .

Horizontal activities finally, have not been included in this logical framework, although they contribute to the same objectives as EURES services delivered at national level. The horizontal activities delivered by the Commission are in practice closely related to national activities. For example, PES clear the vacancies for the European Job Mobility Portal and the YFEJ scheme will be implemented by a number of PES (and PrES). At the same time, they differ in the level at which monitoring will take place. While horizontal activities will be monitored at EU level, the performance of national activities will be measured by the EURES members.

The performance monitoring system developed for EURES services delivered at national level may also very well be used for monitoring performance of horizontal activities at EU level. The indicators should also serve the purpose of measuring performance of Your First EURES Job and the Job Mobility Portal. The performance measurement system developed here should also be aligned with current forms of monitoring like the EAMR.

The EURES activities provided at national level are depicted in the figure on the interventional logic.

Figure 5.1 Intervention logic of service delivery at national level by the new EURES network



On the basis of these four key groups of services identified here, outputs, results and impacts will be elaborated in chapter six.

5.3 Conclusions and implications for measuring performance of the new EURES

The new EURES network will be more focused on generating employment results. With placement and the filling of vacancies as its operational objectives, measuring performance of the new EURES should be focused on this. At the same time however, the provision of information should remain within the scope of the new monitoring framework. This framework will be elaborated in the next chapter.

6 Developing a monitoring framework for the new EURES network

6.1 Introduction

The new EURES requires a new framework for performance measurement to establish evidence on the realisation of the intended employment results. While this framework should exceed the current form of monitoring through the EAMR, it should at the same time:

- Keep the burden for PES to collect data at a minimum;
- Make maximum use of existing sources.

As elaborated in the previous chapters, there is clear variation in the extent to which PES are currently equipped to measure performance of the new EURES. These differences are taken into account in the design of the new performance measurement framework, which is focused on monitoring the new EURES. The performance of the EURES activities that are delivered at EU as well as at national level are expected to be monitored and potentially evaluated. The latter include both placement services and information services delivered by EURES members.

PES performance monitoring refers at minimum to "the operationalization of objectives and the subsequent monitoring of target-achievement".[52] Every monitoring activity is thus focused on assessing the achievement of objectives and targets and differs from evaluations. Evaluations go beyond monitoring exercises and consider the effectiveness and impacts of an activity. Evaluating EURES will be discussed later in this chapter. Both monitoring and evaluation are closely related as, for example, monitoring data provides an important input into evaluations. The main focus of this chapter however, is on monitoring.

Table 6.1 Defining monitoring and evaluation

Monitoring	Evaluation
A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an on-going development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.	The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. Evaluation also refers to the process of determining the worth or significance of an activity, policy or program.

Source: OECD (2010). Glossary of Key Terms in Evaluation and Results Based Management.

In line with the intervention logic set out in chapter five, the framework for performance measurement seeks to measure the following aspects of each activity.

[52] Cf. Weishaupt, T. (2010).

Outputs – defined as the number of activities provided and the number of customers/beneficiaries of each activity;

Results – defined as the effects experienced by the customers/beneficiaries following their engagement with EURES services. In line with the intervention logic, results concern the number of placements as well as the number of vacancies filled. Customer satisfaction is here also understood as a result;

Impacts – defined as the effect on the functioning of the labour market. Leading on from this there is a link to macro-economic impacts such as the employment rate and economic growth;

Contextual Indicators – related to impacts, the framework should also provide information on the labour market situation in a given country in order to give perspective on the challenges faced and also the progress towards the Europe 2020 objectives. Such contextual indicators are essential to inform comparisons between countries;

Satisfaction indicators – defined as the % of beneficiaries rating the service at particular levels for its quality and usefulness;

Cost-effectiveness indicators – defined as unit cost measures (e.g. cost per beneficiary, result and impact) - allow consideration of value for money and comparison of different types of activity and delivery/implementation methods. Cost-effectiveness of new EURES activities delivered at national level refer to the financial resources spent on EURES placement services in relation to the vacancies filled.

It is recognised that securing information on impacts will often be problematic and it is unlikely to be practical to collect this as part of routine monitoring efforts. Therefore evidence related to impacts should be collected as part of periodic evaluation activity.

This chapter starts with the monitoring of horizontal services. It subsequently elaborates indicators for EURES services delivered at national level and associated data collection methods. The chapter finishes with a section on evaluation and challenges likely to be encountered.

6.2 Monitoring horizontal services

The new EURES consists of horizontal services provided by the Commission and national services delivered by PES. The two main horizontal services are the European Job Mobility Portal and the pilot scheme Your First EURES Job (YFEJ). Whilst the Portal is currently being modernised and information on indicators to measure its performance does not seem to be available at the time of writing this report, a (preliminary) monitoring framework for YFEJ has been already developed. Monitoring measuring the performance of these horizontal services is described in the sections below. The indicators for the Portal are of a provisional nature. The indicators for YFEJ were provided by the Commission.

6.2.1 The European Job Mobility Portal

The European Job Mobility portal is an integral part of EURES and contributes directly to the broader EURES objectives. The portal currently contains a database with cleared vacancies and CVs as well as web pages containing information on living and working across the EU/EEA. The EURES Job Mobility Portal will be modernised in line with the new EURES to support the Europe 2020 strategy.[53] The new EURES portal particularly aims to offer effective and fast matching of skills with job offers for geographically mobile jobseekers and job changers and for employers willing to recruit workers from across the EU/EEA.

[53] European Commission (2010). *The EURES portal – Vision and strategies for 2010 – 2014*.

Portal features will be improved to maximise the quality of matches between jobseekers and the skills they offer on the one hand and the employers and their vacancies on the other. Portal features that will contribute to improved matching include:

- **ESCO:** The European multilingual taxonomy of Skills / Competences, qualifications and Occupations;
- **Match & Map:** The automatic matching and geographic mapping of vacancies and jobseeker profiles.

The portal will also include more information and guidance on acquiring the right skills to bring supply more in line with demand. This section will contain features to help jobseekers to determine their skills levels and to develop an approach to acquire the skills necessary for a career move.

Next to matching and learning, the new portal will also provide information on mobility to jobseekers, job changers and employers that exceeds the traditional information on labour market trends and living and working conditions. It will be expanded to provide information on all aspects of mobility, focussing on the benefits and opportunities that mobility can create. The information will be provided in a Web 3.0 environment, enabling interactive access to channels such as videos, online seminars, and social networking sites.

The new portal will also support the building of an enhanced image for EURES, through information campaigns tailored to specific target groups and use of different channels to reach them, via Facebook for example. Finally, cooperation across the EURES internal network is expected to improve via the introduction of a social networking platform in the portal and enhanced access to information which will facilitate the smooth operation of EURES.

At present, the number of visitors and the user satisfaction with information provided on individual webpages is monitored. Table 6.2 includes a proposal for indicators which would provide more information on the use and users of the new European Job Mobility Portal.

Table 6.2 Proposed monitoring indicators for European Job Mobility Portal

Indicator
Use of the portal (collected through monitoring of the portal)
Number of unique users
Profile of registered users
Number of unique users who click through from home page to access further information
Number of downloads of key documents
Number of CVs uploaded (and number from key target groups)
Number of vacancies uploaded (and number classified as hard to fill)
Average duration of visit of website/specific pages
Use of EURES services (collected through portal survey and follow-up)
Services used
Reasons for using services
Opinion on the quality and usefulness of information provided
Specific feedback on portal (ease of use, etc.)
Job matching and placement (collected through follow-up surveys)
Number of applications made
Number of interviews secured
Number of placements made
Added value of EURES services

It is recognised that in particular the identification of vacancies as hard-to-fill is a difficult undertaking for the Commission. Complications stem from the fact that national definitions of hard-to-fill vacancies differ significantly. The Commission could therefore identify vacancies as hard-to-fill on the basis of the definition used in the country to which the vacancy applies. Ideally, PES should be able to indicate that a particular vacancy is hard-to-fill when uploading a vacancy onto the portal.

6.2.2 Your First EURES Job (YFEJ)

Description of the scheme

In order to help specific groups of workers (young people for example) to become mobile across border and countries to become receiving countries of skilled professionals, the scope of EURES will be expanded with targeted mobility schemes at EU level. Your First EURES Job is an example of such a targeted scheme. It is currently implemented as a preparatory action.

In the framework of both the Flagship Initiative "Youth on the move" and the "Youth Opportunities Initiative", YFEJ will be implemented in the first quarter of 2012. Young job seekers aged 18-30 and employers are targeted by the scheme.

The scheme aims to help young people to find a job in any of the EU-27 Member States and companies to recruit their young workers from another EU county. The scheme will provide information, assistance in job search, recruitment and financial support to young job seekers and business recruiting and providing them with an integration programme.

YFEJ will be implemented by a limited number of European labour market organisations: the "YFEJ beneficiaries". These beneficiaries will be selected by the European Commission which will provide them with the necessary financial and operational support to implement the preparatory action up until mid-2013. The Commission bears the overall political and financial responsibility for the management of YFEJ.

YFEJ beneficiaries are expected by the Commission to act as job brokers and should provide recruitment, job matching and job placement services to internationally mobile young job seekers and employers willing to recruit workers from abroad. Concrete activities therefore include:

- Information, advisory and recruitment activities;
- Job vacancy and CV handling;
- Job matching and job placement facilitation;
- Financial support to target groups.

Monitoring YFEJ

The following table shows the quantitative monitoring indicators that have been proposed for YFEJ. Monitoring information will be collected by those who deliver the programme at national level and submitted to the Commission at quarterly intervals. Those indicators concerned with job matching and placement are of most interest as they appear to go beyond the counting of activities which is the focus of the current EURES monthly reports to consider matching, placement and recruitment. These indicators must seek to clarify the number of placements and vacancies filled that are financed through YFEJ. A cost-effectiveness indicator is also included.

However, guidance to accompany the indicators will be required to ensure that a consistent approach to measurement is taken in all countries to avoid potential problems of consistency and reliability. In order to accurately assess the results, follow-up contact with job seekers and/or employers will be required and it is recommended that a systematic approach is developed (which

could also be applied to national EURES activity). Proposals for follow-up monitoring activities are presented in Section 6.4.4.

Table 6.3 Proposed quantitative monitoring indicators for Your First EURES Job

Indicator
Job matching and placement activities Total number of job vacancies (job offers from all employers) Number of SMEs vacancies Total number of job placements, i.e. jobseekers placed in another Member State (to be filled in by sending countries)[54] Total number of vacancies filled, i.e. employers having hired a suitable jobseeker (to be filled in by receiving countries)[55] -SMEs -Other employers Number of jobseekers' registrations Number of job interviews (all modalities included) Number of job interviews in another Member State (i.e. interviews abroad) % of successful job matching after an interview in another EU Member State % of employers having actually recruited from another EU Member State -SMEs -Other -All
Geographical scope Countries covered by the YFEJ mobility agency activities Main recruiting countries Main labour force supplying countries (optional) Breakdown of job vacancies per country during the reference period
Financial indicators Total budget granted for interviews in another EU Member State Total budget granted for young mobile workers' placement in another Member State Average amount allocated to young mobile workers (job interview included, if any) % of recruiting SMEs having applied for financial support Average amount allocated to SMEs Average job placement cost -if all costs included (flat-rates + pre-departure training[56] + management) -if only flat-rates included (SMEs and young people) Average pre-departure training cost per recruited worker
Contractual relationship Average duration of labour contracts (=or > 6 months) % of workforce retained by recruiters after 6 months contract Situation of young mobile workers after the expiry date of the signed labour contract with the YFEJ support (%): (referring to the same employer) -temporary work contract -fixed-term contract -open-ended contract

[54] Rule to avoid double counting, whenever YEFJ beneficiaries are directly involved in the same job placement activity. Otherwise, the YFEJ beneficiary in charge of monitoring both inward and outward mobility should fill in both items of the questionnaire.

[55] Idem.

[56] Pre-departure training to be excluded if not provided by the YFEJ beneficiary.

Indicator
-unemployment
-other (please specify).

Source: Your First EURES Job. Quarterly Monitoring Fact-Sheet.

The YFEJ implementing guide also proposes a set of what are termed qualitative monitoring indicators. These are depicted in Table 6.4. In reality, much of the information involved will be in quantitative form, though it can be expected to be often be less comprehensive/systematic. The key focus here will be to provide a greater depth of information on the jobseekers and recruiting companies participating in the scheme, to support the monitoring and evaluation process.

.

Table 6.4 Proposed qualitative monitoring indicators for Your First EURES Job

Indicator
Jobseekers' profile
Most frequent jobseekers' countries of residence before recruitment
Gender predominance of recruited workers
Most frequent level of qualifications of recruited workers (basic, secondary or higher education)
Most frequent professional experience of recruited workers (first job, low skilled, skilled, highly skilled)
Most requested occupations before recruitment
(*optional*) Regarding inexperienced jobseekers looking for a job in another Member State, what are the two most common profiles (transition from education to work, former trainee or apprentice, school leaver, inactive, other)
Recruiting companies
Most frequent company size among recruiters (SME, large)
Most active economic sectors in job recruitment
Most frequent type of integration programme proposed by SMEs and main content (basic induction training, comprehensive induction training, equivalent, none)
Overall SME opinion of YFEJ financial and job placement support

Source: Your First EURES Job. Quarterly Monitoring Fact-Sheet.

Taken together the two sets of indicators should give a good picture of the scheme's performance, both in terms of its outreach capacity and its achievements. The key measures of overall achievements comprise:

- The number of job seekers placed in another EU Member State; and
- The situation of young mobile workers after the expiry date of the labour contract signed with YFEJ support.

Some of the indicators have the potential to make useful comparisons of the relative effectiveness of different actions/implementing organisations (for example, percentage of employers having actually recruited from another Member State).

The set of indicators also include a measure of overall cost effectiveness (average amount allocated per job placement) which, similarly, could be used to measure the relative cost effectiveness of different actions/implementing organisations. Equally, other relevant output and input indicators can be combined to assess the relative cost effectiveness of different actions per beneficiary (for example, through comparison of cost per interview achieved or cost per successful placement).

Two possible developments are suggested for consideration, linking back to the objectives identified in Table 6.4:

- Identification of whether the vacancies involved can be classified as 'hard to fill'. However, it needs to be recognised that there is a problem here of the lack of consistency in the definition of what constitutes a 'hard to fill' vacancy across Member States, as noted above;
- Inclusion of an indicator of the degree of cooperation of public and private employment services in the delivery of EURES. The issue of cooperation can only be fully explored as part of a proper evaluation. However, it would be useful to include some measure of the involvement of private employment services in the delivery of EURES – for example, the proportion of interviews facilitated or job placements achieved with the involvement of private employment services in different Member States.

6.2.3 Data collection

Monitoring performance of the European Job Mobility Portal can be undertaken through a largely computerised approach. First, follow-up online surveys to all types of registered users potentially yield information on results and satisfaction. Second, a small question on user satisfaction at the bottom of each webpage, as these already exist on the current Portal, can yield immediate information on the usefulness of individual web pages. Finally, the counting the number of unique anonymous users and similar monitoring exercises can be entirely computerised.

Monitoring and evaluating the YFEJ scheme can be based on a survey of beneficiaries towards the end of the preparatory action. This survey could be used to provide further information on various aspects such as the extent to which individuals believe YFEJ enabled them to find employment when they would not otherwise have been able to do so, or at least secure employment more quickly, and the effects of YFEJ on their subsequent career progression and plans. However, in order to minimize the need for, and reliance on, collecting this evidence towards the end of the activities, it would be beneficial to include a series of questions to explore the added value of support, activities and outcomes in on-going monitoring follow-up contacts with job seekers and employers.

6.3 Indicators for national services

6.3.1 ESF as a framework for indicator types

The proposed set of indicators is based on the assumption that national activities delivered in the reformed EURES network remain largely similar to those currently delivered. A set of indicators has subsequently been prepared for information services and for placement services.

Given the fact that EURES customers can make use of different services, it is likely that more than one activity will have contributed to a given customer journey. This is likely to lead to overlapping results which will limit the extent to which they can be wholly attributed to specific activities.

As noted, future activities delivered at national level will be funded by the ESF. The common output and result indicators obligatory for measuring performance of ESF-funded activities and which have been proposed in the new draft regulation on ESF 2014-2020 have therefore been taken into account. The implication of the proposed common output indicators is that PES will need to record the age, gender, employment status, education level of individual EURES customers and whether they fall into a disadvantaged group (e.g. migrant, disabled). For employers, PES will need to record whether they represent a micro, small or medium-sized enterprise. For individual participants, the draft ESF regulations also require information on the results (e.g. inactive participants engaged in job search or participants receiving a qualification, entering

education/training or employment) and longer-term results (participants in employment or having an improved labour market situation six months after leaving the project). The list of indicators included in the new ESF regulation is not intended to be exhaustive.

6.3.2 *Indicators for EURES activities implemented by PES*

The table below provides an overview of the indicators for each type of EURES activity delivered by PES.[57] The indicators are subdivided in a set of core result indicators and a set of supplementary indicators that includes both output and result indicators. Whereas the former set is to be considered mandatory for performance monitoring of EURES service delivery by all PES, the latter set is intended as optional. The actual deployment of these supplementary indicators may very well depend on the resources and data available to PES.

Table 6.5 Overview proposed indicators

List of indicators	Relevant activities	
Core result- indicators	**Placement services**	**Information services**
1. Number of vacancies filled	Targeted recruitment projects	
2. Number of placements	Targeted and universal recruitment projects	
3. Satisfaction	Targeted recruitment projects	Information provision via online self-service and personal counselling.
4. Cost-effectiveness (evaluation)	Targeted and universal recruitment projects	
Supplementary indicators - output		
5. Number of recruitment projects	Targeted and universal recruitment projects	
6. Number of jobseekers/job changers participating	Targeted recruitment projects	
7. Number of employers participating	Targeted and universal recruitment projects	
8. Number of vacancies presented	Targeted recruitment projects	
9. Number of individual customer contacts		Information provision via personal counselling
10. Number of unique hits		Information provision via online self-services
Supplementary indicators – result		
11. Number of interviews secured	Targeted recruitment projects	
12. Share of hard-to-fill vacancies	Targeted and universal recruitment projects	
13. Share of placements	Targeted recruitment projects	
14. Share of vacancies filled	Targeted and universal recruitment projects	

[57] Note that this may also concern PrES.

List of indicators	Relevant activities	
15. Share of ESF target groups among participants	Targeted and universal recruitment projects	

Source: Ecorys.

The precise definition of each indicator is presented in the annexed toolbox.

6.3.3 *Comparing proposed and existing result indicators*

A majority of PES analysed for this study include result indicators in their performance measurement system. PES use these type of indicators to measure success of their activities in terms of matching, placement and recruitment. Result indicators appear to be most commonly focused on recording transitions to work (from unemployment or training) and the success at filling vacancies. As an example, result indicators used in France are shown in the table below.

Table 6.6 Pôle emploi - Result indicators used

Indicators used in France	
1	Sustainable exit (at least 6 months) rate at 18 months after registration
2	Semi-sustainable (at least 3 months) exit rate for disadvantaged groups
3	First exit rate at 3, 6, 12 months
4	Number of vacancies filled
5	Number of vacancies filled with PES candidates

Source: validated country report.

The core result indicators proposed here do not radically differ from indicators that are already used by the PES. In particular the number of placements and vacancies filled as well as the customer satisfaction indicator are among the most commonly used result indicators included in PES performance measurement systems.[58] As these indicators are linked to different sets of objectives of PES across EU/EEA countries, their precise definition naturally diverges also. This divergence however, does not necessarily obstruct potential agreement on indicators between the PES. The PES Benchmarking project shows that – albeit to a limited extent- similar indicators are used for performance measurement across PES. The PES Benchmarking Project began in 2002 with five members, growing to 26 participants in 2012. The working group has agreed a set of seven indicators in order to facilitate comparison of how the performance of participating PES evolves over time and sharing of good practice. The indicators are focused on measuring transitions, filling vacancies and satisfaction.

Table 6.7 PES Benchmarking indicators

Working Group on PES Performance Indicators	
Q1	Transition from unemployment
Q2	Transition from unemployment before unemployment lasts long
Q3	Transition from training measures to employment
Q4	Transparency of labour market (opening access to a large share of vacancies through the PES information system)
Q5	Making sure that posted vacancies are filled
Q6	Satisfaction with overall service the PES provides to customers (potential job seekers)
Q7	Satisfaction with overall service the PES provides to customers (employers)

Source: www.pes-benchmarking.eu.

[58] When leaving the transnational dimension aside.

The result indicators proposed by this study are also designed to measure transitions into employment and the number of vacancies filled (alongside satisfaction and cost effectiveness of service delivery). However, these differ from the results indicators already in use in the sense that they make specific reference to the results of EURES services, and relate in this way to the take-up of employment abroad and vacancies filled with candidates from abroad. Therefore it is likely that additional data collection will be required, in particular to capture the results experienced by EURES clients who were not registered with the PES.

6.4 Data collection

Monitoring and evaluating the performance of EURES services delivered by PES requires a set of different data collection methods, to accommodate the large differences in the actual layout of EURES services, the channels through which these services are provided and their target groups.

Data collection for these indicators may be complicated because of in particular the following issues: the risk of double counting, identification of customers and the fact that provision of information will remain an important EURES activity.

First, the involvement of multiple PES from different countries simultaneously complicates the relationship between the flows of jobseekers, job changers, and vacancies across EU/EEA countries and the service provided by a particular PES. This renders in particular an assessment of the number of placements and the number of vacancies filled difficult Where a jobseeker finds a job abroad through EURES, all of the PES involved can in principle claim to have both realised a successful placement and filled a vacancy, creating substantial potential double counting.

In order to facilitate performance monitoring under these conditions, there is a need for clarity about the PES which facilitated a placement and the PES which contributed to the filling of a vacancy. It will be argued that in case a jobseeker realises a transnational transition into employment, the PES from the sending country can claim this transition as a successful placement and the PES from the receiving country can claim it as a vacancy filled.

In addition, the number of placements realised at a universal placement project is difficult to retrieve since these projects are accessible to virtually everybody who is interested. The often massive turnout makes it difficult to collect information on participating job seekers and job changers and on the labour contracts which eventually result.

Targeted events on the contrary, involve a number of jobseekers and job changers who have been preselected by PES on the basis of their CVs to present themselves to employers and who can be approached for monitoring purposes. Targeted events are therefore best placed for monitoring the number of placements realised.

Because employers and their vacancies are generally well-known by PES prior to both universal and targeted projects, the indicator on the number of vacancies filled can be applied for both types of placement activities.

Finally, it is not possible to find a particular indicator for measuring performance of certain activities. It is, for example, difficult to retrieve valid indicators for the extent to which the provision of information on living and working conditions resulted in a transition to the labour market, since the

provision of information cannot be clearly isolated from other possible causes of successful transitions.

A logical approach to collect performance information will be explained in the subsequent sections. The logical steps are summarised in the table below.

Table 6.8 Overview methods for performance monitoring of the new EURES

Data collection methods
Identifying (potential) EURES customers: • Flagging (potential) EURES customers; • Methods for customer identification.
Registering outputs.
Monitoring information services.
Monitoring the use of self-services.
Monitoring EURES projects.
Follow-up monitoring: • Data analysis; • Surveys for measuring results of EURES placement services; • Customer satisfaction surveys; • Tracking.

Monitoring thus starts with the systematic collection of basic information on EURES customers. This is always followed by keeping track of the outputs delivered. The third step consists of the monitoring of results at the moment EURES services are delivered. Finally, follow-up monitoring will provide more extensive information on results.

6.4.1 Identifying (potential) EURES customers

Identifying potential EURES customers among PES customers is a shared issue for performance measurement for all EURES activities as they constitute the population from which EURES customers originate. In order to determine the scope of EURES services, the population should be known. This issue becomes even more pressing since the groups of potential customers varies, depending on the type of services provided to them.

Potential customers vary in their labour market status, whether they are registered at PES or not, and whether they are domestic customers or from abroad. When taking all these factors into account, the following core groups can be identified:

- Domestic jobseekers registered at the PES (in particular those who are flagged);
- Domestic employers with vacancies registered at the PES (in particular those who are flagged);
- Domestic job seekers not registered at the PES and jobseekers from abroad;
- Domestic employers without vacancies registered at PES and employers from abroad;
- Domestic job changers or job changers from abroad.

These core groups of EURES customers vary with regard to the difficulty of identifying them. For example, some customers are more likely to register themselves for a job fair, while others are more likely to surf anonymously on the national EURES websites when looking for information on working and living in a certain country.

Flagging potential customers

Obvious potential candidates for EURES services offered by PES are those jobseekers who indicated to the PES that they are willing to work abroad and employers who indicated to be willing

to recruit from abroad. These potential EURES customers can be ‘flagged’. Flagging is defined here as a method to identify potential EURES customers amongst PES clients by applying a unique tag to this particular group of customers in the PES customer database. For the purpose of this study, the only relevant type of flagging concerns the willingness to work abroad and/ or to recruit from abroad.

The Ecorys web survey among PES revealed that 59% (17/29) of respondents already flagged jobseekers willing to work abroad. 55% indicated that they flag employers willing to recruit from abroad. In practice, flagging is most commonly used to make referrals to EURES services for jobseekers and employers. Among those who reported that they do not undertake flagging in their organisations, 56% cited technical difficulties as the reason why this was the case. At the same time however, 44% reported that they have plans to implement a system of flagging jobseekers willing to work abroad in future. A similar proportion reported that it would be feasible to do so with a further 11% reporting it would be highly feasible and 33% stating that it would be achievable with some difficulty.

Flagged PES customers are always potential EURES customers as the flagging provides no guarantee for the *de facto* usage of EURES services provided by PES. Jobseekers for example may choose not to make use of the EURES services offered to them, because they already found a job by themselves.

These flagged job seekers and employers may very well become real EURES customers. As soon as jobseekers make use of an EURES service, it can be registered in their individual biographies filed by the PES. The Ecorys web survey showed that 50% (10/20) of the PES who flag jobseekers, reported that actual use of EURES services was registered on the file of jobseekers. Another 40% (8/20) indicated that they record usge by employers. Potential EURES customers are therefore better identifiable than actual users. EURES customers are not flagged as such, which makes information on jobseekers who made use of EURES services difficult to retrieve.

Identifying EURES customers

Hence, flagging currently provides only a limited solution for the identification of EURES customers as it can only be used for potential customers. In addition, flagging excludes EURES customer groups who are not registered at a PES. EURES customers thus need to be identified by alternative means.

Such means could include the registration of all beneficiaries of EURES services by PES. Registering EURES customers is particularly feasible for customers of placement services. All job seekers, job changers and employers registering for a job fair or similar recruitment event and presenting their CV or vacancy would need to be registered. Of course, they would not necessarily have to go through all the formalities that accompany regular registration as a job seeker or for a vacancy. Such registration is already taking place as participants of job fairs often need to register themselves prior to, or during, the event and employers are often specifically selected to present their vacancies at such events. It seems though not to be feasible to register all jobseekers, job changers and employers who use information services. This would be too cumbersome and costly for both the PES and customers.

The increasing use of self-service formats by PES requires again another approach which also needs to take the ‘double e-paradox’ into account. An option would be to ask a small share of EURES customers with information queries to leave their contact details for research purposes. This can be done via a pop-up screen on websites.

EURES customers using personal counselling services moreover, can be asked directly by PES staff to leave their contact details.

Identifying EURES customers is crucial for the creation of a sample that can be approached for surveys in the framework of monitoring and evaluation of the performance of EURES services. Later in this section we will discuss the use of beneficiary surveys in more detail. Before they can be approached however, there needs to be clarity about the number of outputs of each type of EURES service.

6.4.2 Registering outputs

Output indicators vary per type of EURES service. A fundamental difference in outputs between information and placement services is reflected by the fact that information services are directly provided to individual customers and placement services often indirectly. As a result, the number of outputs for information services is directly related to the number of EURES customers.

Registering the number of information services provided proves often rather tricky: a large proportion of the information is distributed to anonymous users via websites or other self-service channels of which the users often 'disappear' after their sessions. In addition, registering information provided through personal counselling ("customer contacts"), as currently happens with the EURES Advisor Monthly Reports, does not yield reliable data because of diverging approaches of registering across the EU/EEA. In addition, PES consider the current EAMR as very labour-intensive and hence problematic.

These difficulties require different solutions. First, to introduce enhanced monitoring to obtain better information on the anonymous users of national EURES websites and self service terminals. This possibility will be explored later in this chapter. Second, the mechanism for registering EURES activities should be modernised. Perhaps the data collection process for the EAMR could be integrated in existing PES ICT systems to make it less labour intensive.

Registering outputs of placement services demand a different approach. The number of activities, both universal or targeted, should be registered independently from the number of participants. The annual plans that PES develop for EURES already offer much information on the number of placement activities. In addition, project-based monitoring of placement activities constitute another source.

6.4.3 Options for data collection on results of the new EURES

There exists yet another variety of data collection methods in order to retrieve information on the results of the new EURES. Options for data collection vary per type of service and per channel of delivery. In order to guarantee the inclusion of the entire set of services in performance monitoring, we propose to distinguish between three options:

- Monitoring information services;
- Monitoring self-service;
- Monitoring EURES placement projects.

Monitoring information services

Data collection on the results of information services delivered by the new EURES network, is intrinsically connected with modernising the EAMR. Monitoring the information provided through personal counselling is currently undertaken via scoring by EURES Advisors and the subsequent registration in the EAMR. In particular the labour intensive manner of data collection is considered

problematic by PES. As proposed earlier, integrating data collection for EAMR in existing PES ICT systems might prove a solution, provided the registration of customer contacts becomes easier.

Monitoring the use of online self-services

Whereas the monitoring of users and usage of the European Job Mobility Portal is a responsibility of the European Commission, monitoring users and usage of EURES pages on national PES portals lies with the PES.

Monitoring online self-service tools include the monitoring of self-registered users (jobseekers, job changers, and employers) as well as of anonymous users (unique hits). It also involves monitoring the satisfaction of these users with the online content.

Monitoring the number of visits of websites (outputs) can be undertaken by using audience measurement. Periodic pop-up surveys would provide a cost effective way of collecting basic information about users, for example by asking users to register themselves and subsequently ask some questions about whether they are jobseekers, job changers or employers and their contact details. Counting the number of registered users can be done against fairly low costs, i.e. fully computerised.

Measuring outputs of online self-services can also be done via analysis of the number of unique hits. Counting the number of unique users who stay at the website after a minimum dwell time can also be fully computerised.

Online customer satisfaction surveys can be undertaken via questions on satisfaction at the bottom of a website, as is already the case with the European Job Mobility Portal, via pop-up surveys per unique hit or via (possibly more extended) surveys emailed to registered users.

Monitoring stand-alone self-service terminals is not yet very widespread. The way EURES pages on national PES websites are monitored could function as a model. The Ecorys web survey among PES revealed that currently 31% (9/29) of the PES monitor the use and users of EURES pages specifically, and 28% to monitor the use and users of EURES pages in a similar way as the entire PES website. 41% do not monitor these pages at all. The number of visitors is the most prominent item monitored.

Of those who do not monitor the use of national EURES pages, 33% considers the introduction of such monitoring would be feasible and a further 33% thought it would be achievable with some difficulty. A slightly higher proportion (38%) consider it feasible to undertake follow-up web-based surveys to assess the usefulness and results of use of EURES pages, while a further 34% think it would be achievable with some difficulty.

Given the scarcity of information on the user population, caution will need to be exercised when interpreting the survey findings to assess the likely representativeness of respondents. This could be based in particular on a comparison of the profile of respondents with that of the user population. An attempt could also be made to correct for potential selective response bias (the risk that respondents may include a disproportionate number of those achieving a positive outcome). This could be done, for example, by comparing the results of a ‘one-off’ or occasional telephone survey of a sub-sample of the relevant population (which should achieve a higher response rate and be less subject to this problem) with the results of the online survey for the same sub-sample.

Monitoring EURES projects

This project-based approach seeks to measure the outputs and results of EURES placement projects, including both universal and targeted recruitment events. Participants at these events are PES customers (job seekers and employers) as well as customers not related to PES, e.g. job changers and employers with vacancies not registered at the PES.
Given the importance of data availability on EURES customers for monitoring purposes, it is necessary that EURES registers jobseekers, job changers and employers as far as possible for both targeted and universal projects.

The involvement of multiple PES in placement projects makes a division of labour for project-based monitoring indispensable. Monitoring these projects need thus to be tuned to all PES involved in the organisation. It needs to be organised in advance who will be responsible for the monitoring and in what way. The number of placements could be analysed by the PES from sending countries, which supply the job seekers and job changers, and the number of vacancies filled by the PES from the receiving countries, which supply the vacancies. This would be preferable since they are best placed to approach job seekers, job changers and employers respectively.

Targeted recruitment events have been identified as particular suitable for retrieving information on the number of placements achieved, whereas the number of vacancies filled is analysed at both targeted and universal events.

Actual monitoring needs to be undertaken by EURES staff from the various PES involved in the organisation, who can score the number of participants or the number of vacancies presented (additional to the registrations). They also can interview participants on whether they have been able to secure an interview, to find a job or fill a vacancy. Finally, they can distribute limited customer satisfaction surveys among participants. Findings would preferably be set out in a mission report.

The majority of respondents to the Ecorys web survey (90%) stated that their organization are already monitoring the results of specific EURES activities (such as job fairs). The types of information most commonly collected are information on jobseekers (85%), information on employers (85%), number of vacancies taken to events (69%) and information on placements/recruitment (62%). The most common way that such information is collected is through the collection of impressions of PES/EURES staff on site (73%). It seems herewith less common to collect this information directly from the participants as only 42% reported that customer surveys are undertaken on site and 38% stating that follow-up surveys are sent to participants.

Where such monitoring of the results of specific activities is not undertaken, the most common reason for this is that it has not been a priority to date (67%), with the same proportion reporting that introduction of such monitoring was not at all likely at the moment.

In terms of the use of information generated by project-based monitoring, respondents to the online survey highlighted retrieval of information on employers as being the most useful possibility (86%), followed by retrieval of information on placements/recruitments and retrieval of information on customer satisfaction (both 76%).

6.4.4 Follow-up

The previous steps in the monitoring process must be succeeded by further actions in order to generate a complete assessment of the achievement of objectives and targets of the various EURES services. Such follow-up monitoring activities involve contacting EURES customers after

they benefited from an EURES information or placement service. In practice, follow-up monitoring predominantly includes data analysis and (web-based) surveys.

Depending on the purpose and indicators used, follow-up surveys can be distributed among participants of activities, e.g. they can be contacted immediately after the service provided or about six months after, or – in the case of measuring customer satisfaction- integrated into general PES customer satisfaction surveys held by PES annually or more often.

Data analysis

Follow-up activities include data analysis of various types of data, including registration data and EURES management data. In order to provide information on output indicators of placement services (e.g. the number of participants, vacancies presented, etc.) it is necessary to look more closely at the registration data and, if available, the scoring of EURES staff. Through such analysis the number of participants can be retrieved and broken down per type of EURES customer. A similar exercise needs to be undertaken when analysing the number of customer contacts, which is currently already undertaken in the framework of the EAMR. Data analysis is also necessary for the calculation of shares (placements, vacancies filled, hard-to-fill vacancies).

Surveys for measuring results of EURES placement services

Follow-up surveys are also necessary to obtain a solid impression of the results achieved by placement services. Ex-post surveys about the results of the placement service can in principle be held among all registered participants of recruitment projects. These include jobseekers and job changers who participated in targeted recruitment events and employers who presented their vacancies at all types of recruitment events. Ex-post surveys among jobseekers/ job changers may be distributed best via email as these participants most likely changed their other contact details after moving abroad. Follow-up surveys among employers may be best undertaken through personal contacts (by phone or face-to-face) in order to minimise the risk of fatigue with questionnaires among them.

Customer satisfaction surveys

Follow-up activities are also necessary to retrieve information on customer satisfaction. Satisfaction with information services can be measured online or immediately after live contacts. Monitoring the use of online self-service can be undertaken through customer satisfaction surveys sent to registered users via email. Such surveys could for example also include questions to explore how visitors to the portal made use of the information which they received via the portal and the extent to which they feel that any outcomes achieved are attributable to the EURES services.

Questions on customer satisfaction with information services can also be asked at the end of each personal counselling session.

In addition, questions on customer satisfaction can be included in ex-post surveys among participants of recruitment events.

Another possibility would be to use regular PES customer satisfaction surveys (since these are already more common in practice) by adding a few extra questions on EURES. An oversampling of potential EURES customers, those flagged in the PES customer database, in the group of respondents can ensure that questions are answered by a sufficient number of potential EURES customers registered at PES. Such an approach is particularly relevant in countries where EURES has been integrated into PES services and where specific questions on geographical mobility services could usefully be included in any general customer satisfaction survey. Evidence could also be collected from PES staff to explore the effectiveness of geographical mobility services

where integration may make it difficult for clients to isolate EURES services from the mainstream PES offer.

Tracking

A good option for follow-up data analysis that can potentially be used for data collection on results of placement services is ‘ tracking’. A limited version of tracking via email is proposed for follow-up purposes of participants in placement projects.

Tracking can be beneficiary as PES performance monitoring systems allow for the collection on information on the labour market status of (potential) EURES customers. These customers can be tracked in the data warehouse to find out whether EURES leads to a filled vacancy for a worker from abroad.[59] Furthermore, the added value of embedding tracking into monitoring systems is that it will provide evidence of results, therefore avoiding the need for periodic sample surveys to explore this issue. Direct tracking is preferred as it affords an opportunity to explore the nature of the result which has been achieved with the client (for example whether a job placement is permanent and whether it is located overseas) and the extent to which results are attributable to PES intervention (while tracking by indirect means will only be able to show the presence or absence of a change in status at a given point in time, which indicates - a potential - result).

Ecorys research has shown that the majority of PES do not systematically monitor the effectiveness of service delivery by tracking customers. Tracking is not widely practiced due to the financial and human resources required to undertake follow-up calls as well as the practical difficulties of identifying and contacting clients (particularly those who may have moved abroad) several months after their contact with PES. In some countries, there has been a movement away from tracking due to the increasing use of self-service tools in combination with budgetary pressures. In addition, PES sometimes do not track their customers to prevent survey fatigue. This is a particular issue when contacting employers as they are considered to have limited time to respond to queries and there is a concern that repeated requests may damage good relations.

The introduction of systematic tracking would entail significant extra work for many PES and is therefore not further considered as a feasible option at this stage. Limited tracking via email of registered participants of placement projects however reflects a low-profile approach that would enable the PES and EURES clients to engage in follow-up monitoring against limited costs.

6.5 Evaluating EURES

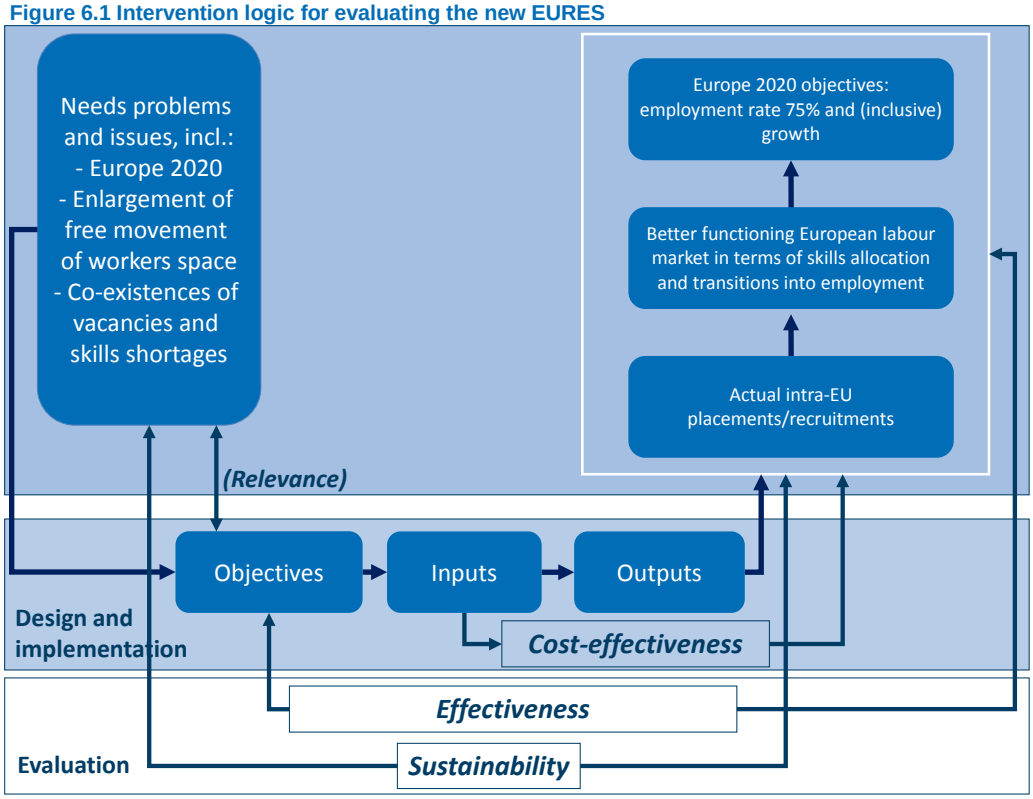
Evaluating performance moves a step further than performance monitoring as it also explores questions on sustainability and cost-effectiveness of EURES services delivered at national level and on attribution of EURES activities.

The following figure sets out key aspects of the intervention logic for the new EURES programme and shows how these link to the key evaluation criteria of efficiency, effectiveness and sustainability which in turn inform an assessment of added value and value for money.

---

[59] If the DWH shows that a registered Job seeker found employment, the job will most likely be domestic, as information on employment abroad is nowhere available. Employers using EURES however, can in many PES indicate the nationality of their new employees (when registering them for social security). The PES can subsequently compare the position that the new foreign employee occupied with the previous vacancies of that employer. Because citizens do not necessarily have to come from abroad, i.e. are part of the stock of migrants within a country, the number of EURES vacancies occupied by foreigners can only function as a proxy.

Figure 6.1 Intervention logic for evaluating the new EURES



Source: Ecorys

Every evaluation should produce information that is credible and useful, highlights the lessons learnt, identifies good practice and can be used to inform future delivery and investment decisions. In addition, evaluations enable explorations into the extent to which placements and vacancies filled are attributable to the EURES network. The evaluation could include indicators to help address questions of:

- **Relevance:** Are the objectives still relevant in the light of needs and problems?
- **Effectiveness:** To what extent have the envisaged outputs, results and impacts been realised?
- **Cost-effectiveness:** How do inputs deployed compare to the results achieved?
- **Sustainability:** Will the effects have a lasting impact?

Evaluating EURES activities implemented at national level will be based on information that is obtained through the monitoring exercises as well as on information obtained through additional research, data analysis in particular. The monitoring framework generally requires results to be reported as absolute numbers for reasons of clarity and transparency. However, this does not allow for comparability between activities or between EURES members as it takes no account of the scale of activity or the potential beneficiary population. In order to facilitate comparison and benchmarking, key indicators should be presented as a proportion of the relevant population. This is included in the proposed monitoring system with the share of placements or the share of vacancies filled.

The value of monitoring data for evaluations can be assessed on a case-by-case basis. For example, in follow-up surveys are in place (either for self-service products or on a project-by-project basis) these can be also be used as an efficient means to collect information on impacts for the purposes of evaluation. If follow-up surveys are not undertaken on an on-going basis then a new beneficiary survey will be required to provide evidence for the evaluation. This should focus on validating and exploring of reported results and also exploring any wider effects of the EURES service.

Cost-effectiveness is proposed here as a core result-indicator to be addressed in evaluations. Cost-effectiveness refers to the financial resources spent on EURES placement services in relation to the vacancies filled. The purpose of this analysis is not to undertake a comparative assessment of wages of EURES staff or similar items, but rather an assessment of the sums of financial means spent in the light of the employment results achieved. Data on cost-effectiveness can be collected through analysis of the number of vacancies filled, achieved through monitoring, and the financial resources spent on EURES placement services. Information on these financial resources should be available from management data.

An analysis of the cost-effectiveness of EURES placement services can be undertaken each year. EURES members already produce each year a justification of their expenditures on EURES. In addition, EURES is extensively evaluated every three years. Such evaluations open the possibility of expanding the scope for cost-effectiveness analyses to, for example, information services. Such an evaluation moreover, could also facilitate the calculation of outputs and results on an aggregate level per year.

The European Commission does not exclude the possibility that additional funding would be available from 2014 onwards to finance evaluations of the new EURES network.

6.6 Challenges

Even though the framework has not yet been tried out in practice there are several challenges which appear likely to arise in the course of measuring performance of the new EURES network. These challenges are elaborated below.

Disappearing results

A first challenge is the scarcity of user information of online services. Since online users are likely to disappear after each session, the results of the online activities can easily escape from performance monitoring as well. This may also happen with results from other types of activities, for example when placements and filled vacancies are insufficiently registered.

Online activities however, expand the outreach capacity of EURES services, but simultaneously place limits to the monitoring of results, in particular against relatively limited costs.

Results of online (information) services should therefore be predominantly explored in terms of customer satisfaction, i.e. whether the information provided was useful (linked to a limited number of concrete information objectives of the site in terms of what customers should or could learn from it) and of sufficient quality. Most PES generally have extensive experience with customer satisfaction measurement. Because performance monitoring of online self-services via stand-alone terminals and national EURES webpages is not yet very widespread among PES, this may require some additional investments.

There exists a risk that the resulting sample of customers is biased in one way or the other. Ex-post comparison of sample characteristics with information from other sources can be used to reduce this problem.

Optimising benchmarking

Another challenge is likely to arise from benchmarking exercises. Whereas benchmarking within the PES organisation is almost everywhere a common practice, benchmarking and ranking of performance of PES at a European level is not very common and would give rise to sensitive issues. While benchmarking is very helpful for explaining different results among PES, ranking should be avoided.

This may be done by shifting the focus of the benchmarking exercise to the factors which contribute to strong PES performance and on a subsequent exchange of good practices between PES. This requires the establishment of a forum in which discussion of benchmarking findings can take place, for example during meetings between EURES managers or EURES advisors.

Double counting

There exists a significant risk of double-counting when seeking to aggregate outputs, results, or impacts. Double counting may occur in various forms.

On the one hand, a EURES customer may make use of several EURES services creating the possibility that if a placement is achieved the result cannot be straightforwardly linked to a particular service, as noted above. The placement can therefore be counted multiple times in a monitoring exercise.

Consider the example of a job seeker who may have first consulted the EURES information service by phone, subsequently participated in a job fair and ultimately received further support before he or she was placed abroad. It is unclear to what extent the placement is attributable to each of the three services with which the individual engaged but it is important that only one placement is recorded in aggregate.

One way of mitigating this problem would be to assign a unique identifier to each customer (e.g. a social security number) to allow that checks on double-counting can be made. Since such social security numbers are however unlikely to migrate between PES across the EU/EEA, this solution may be infeasible. Instead, a proxy could be obtained by asking customers in, for example, customer-satisfaction surveys which EURES service they used and which one contributed most to the placement.

Evaluations could allow for the development of knowledge on the occurrence of double counting by researching the 'typical' pathways travelled by EURES clients and deducting ratios from this that can be applied to the aggregated findings from monitoring outcomes.

On the other hand, the involvement of multiple PES in transnational placements and recruitments may lead to individual EURES customers being counted twice or more within the EURES network as noted previously. This complicates determining the causal relationship between placement/recruitment on the one hand and EURES on the other hand. This challenge calls for the establishment of a clear set of rules determining how to monitor transnational placements and recruitments that result from universal and targeted placement projects. The toolbox proposed in this study is intended as a first step towards such a set of rules.

The toolbox requires PES from sending countries to register the number of placements and PES from receiving countries to register the number of filled vacancies. These PES are the best placed to contact job seekers, job changers and employers to acquire information on the results achieved and to identify a straightforward link between the results achieved and the particular EURES activity.

The information collected by each PES should subsequently be included in a shared format for performance monitoring that enforces a coherent and structured approach for all EURES members. Potentially, a modernised version of the EAMR can offer such a possibility for (ICT-based) data collection and reporting.

6.7 Conclusions

With the tools and monitoring data currently available it is not possible to monitor employment results of the new EURES network in a systematic and coherent way. Since existing PES performance monitoring systems offer limited possibilities for monitoring performance of services like the new EURES, a considerable effort will be needed to build a performance monitoring system for the new EURES. Once in place, the improved PMS of EURES will enhance the reporting on the progress of the new EURES and the assessment of its performance.

The aspiration for EURES to increase its focus on placement/recruitment and to become a more results-oriented service requires the development of measures to enable demonstration of the achievement of results, along with the value for money and Community Added Value (CAV) it provides. Current measures for EURES in use amongst Member States are output focused and results measures are lacking. In addition, measurement of the effectiveness of EURES does not feature in the PES PMS and targets are generally not set.

EU-level datasets and other data relating to levels of mobility and migration more generally, do not provide a link to EURES. In theory, this would enable the role of the service in stimulating mobility to be explored. In practice however, it is unlikely that large enough sample sizes would be generated by survey-based approaches or that comparable data would be generated by national data collection efforts.

In order to be able to properly assess the achievements of the new EURES network against its objectives, monitoring needs to go beyond the measurement of activity and outputs to include consideration of results – the number of individuals who secured jobs in another country and the number of employers able to fill vacancies as a result of EURES activity. Also, the monitoring data should provide information on the extent to which vacancies were defined as ‘hard-to-fill’ and the extent to which beneficiaries came from the identified target groups

The proposal for this new monitoring system is based on practices already widely in use among PES. These includes the (various) practices to measure customer satisfaction or the project-based monitoring of EURES events. Other contributory techniques that offer a ‘window of opportunity’ include the flagging of PES customers.

Result-based monitoring of the new EURES network can not take place without additional investments. These investments should facilitate the development of agreements on monitoring practices between PES, extent current suitable monitoring practices in PES to the new EURES, and should adapt the EURES Advisors Monthly Report to the requirements of today by including information on employment results achieved by the network.

Annex 1 List of concepts used

Cost-effectiveness: refers here to the financial resources spent on EURES placement services in relation to the vacancies filled. The purpose of this analysis is not to undertake a comparative assessment of wages of EURES staff or similar items, but rather an assessment of the sums of financial means spent in the light of the employment results achieved.

Filled job vacancy: The employer found a suitable candidate for a specific post. (cf. PES Benchmarking, 2009).

Flagging: is defined here as a method to identify (potential) EURES customers amongst PES clients by applying a tag to this particular group of customers in the PES customer database. This method allows for focused customer satisfaction surveys on EURES among PES clients and for focused follow-up/ tracking of EURES customers from PES databases (if this kind of activity is undertaken by the PES).

Hard-to-fill vacancies: refers to a job vacancy for which employers, despite taking active steps, have not been able to find a suitable candidate from outside the enterprise for a specific post within a particular term that may differ between countries.

Indicators:

- Input measures relate to the presentation of resource information (e.g. budgets, staffing) alongside achieved performance, so as to enable a comparison of the relationship between resources and performance;
- Output measures count the volume and quality of activity and interventions undertaken by the PES/ EURES network;
- Result indicators measure those effects that result directly from the activities of the PES/ EURES network;
- Impacts incorporate assessments of the overall and often long-term desired outcomes of PES activity/ EURES network;
- Contextual Indicators – related to impacts, the framework should also provide information on the labour market situation in a given country in order to give perspective on the challenges faced and also the progress towards the Europe 2020 objectives. Such contextual indicators are essential to inform comparisons between countries;
- Satisfaction indicators – defined as the % of beneficiaries rating the service at particular levels for its quality and usefulness;
- Cost-effectiveness indicators – defined as unit cost measures (e.g. cost per beneficiary, result and impact) - allow consideration of value for money and comparison of different types of activity and delivery/implementation methods. Cost-effectiveness of new EURES activities delivered at national level refer to the financial resources spent on EURES placement services in relation to the vacancies filled.

Information service: concerns information provision to jobseekers and job changers on living and working conditions in EURES countries as well as the provision of relevant information to employers who wish to recruit from other countries.

Placement: is understood as the provision of services by an intermediary between the supply and demand on the labour market with the objective of a recruitment taking place, i.e. where recruitment is the filling of a job vacancy (cf. European Commission, 2012 (in line with ECJ C-55/96 par 21).

Placement service: encompass all activities through which an intermediary on the labour market realises a recruitment. These include (not exhaustive):

- Counselling: Assisting jobseekers in their search for employment;
- Matching: Identification of suitable candidates for a job vacancy. Promising candidates receive a job referral and are interviewed by a their potential employer;
- Provision of information on jobs, the labour market, etcetera to jobseekers, job changers and employers;
- Organising recruitment events for specific sectors or target groups.

Project-based monitoring: is a project-based approach to measure results of specific EURES activities. Such activities include job fairs and (sector) recruitment events.

Recruitment: is understood here as the filling of a vacancy in compliance with provisions laid down in labour law (Cf. European Commission, 2012).

Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal:

- Targeted recruitment event: Placement services tailored to the needs of jobseekers, job changers and employers, which include (bilateral) projects such as targeted job fairs or similar recruitment events;
- Universal recruitment event: Universally accessible placement services provided face-to-face, including projects like the European Job Days.

Satisfaction: refers to respondents to a survey on satisfaction who answer the question “How are you satisfied with the *EURES service* provided?” on a scale:

- Very satisfied;
- Satisfied;
- Unsatisfied;
- Very unsatisfied.

(cf. PES- Benchmarking, 2009).

Tracking: refers to a particular method to retrieve information on results of PES activities. Tracking can be undertaken by contacting customers directly, usually by phone, and ask them about the result of a particular service, for example whether they are employed. Alternatively, information on results can be retrieved by tracking individuals in various administrative datasets.

Job vacancy: is defined as a newly created, unoccupied, or about to become vacant, post:

- for which the employer is taking active steps to find a suitable candidate from outside the enterprise concerned and is prepared to take more steps; and
- which the employer intends to fill either immediately or in the near future.

(cf. EUROSTAT, 2012).

Annex 2 Tables

Table A2.1 Tasks PES

	Employment services for unemployed and employers	Employment services for job-changers	Employment services for inactive groups	Benefit provision	Others:
AT	X	X	X	X	
Actiris	X	X			
VDAB	X	X			X
LeForem	X	X		X	
BG	X	X	X		X
CY	X	*X*	*X*	*	
CZ	X	X	X	X	
DE	X	X	X	X	X
DK	X	X			
EE	X	X	X	X	X
EL	X			X	
ES	X	*	*	X	
FI	X	X	X		
FR	X	*X*	*X*	*X*	
HU	X	X	X	X	X
IE	X	X	X		X
IS	X	*	*	*	
IT	X	X	X		X
LT	X	X	X		
LU	X	*	*	X	
LV	X	X	X		
LI	X	*	*	*	
MT	X	X	X		
NL	X	X	X	X	X
NO	X	X	X	X	
PL	X	X	X	X	
PT	X	X	X		
RO	X	*X*	*X*	*	
SE	X	X	X		
SI	X	X	X	X	
SK	X	*	*	*	
UK	X	X	X	X	

Source: PES business models (2011) and The role of the Public Employment Services related to 'Flexicurity' in the European Labour Markets (2007).
NB. Bold: countries not visited.

Table A2.2 PES organisation/ Level of autonomy

	Employment services for unemployed and employers	Employment services for job-changers	Employment services for inactive groups	Benefit provision	Others:
AT	X	X	X	X	
Actiris	X	X			
VDAB	X	X			X
LeForem	X	X		X	
BG	X	X	X		X
CY	X	*X*	*X*	*	
CZ	X	X	X	X	
DE	X	X	X	X	X
DK	X	X			
EE	X	X	X	X	X
EL	X			X	
ES	X	*	*	X	
FI	X	X	X		
FR	X	*X*	*X*	*X*	
HU	X	X	X	X	X
IE	X	X	X		X
IS	X	*	*	*	
IT	X	X	X		X
LT	X	X	X		
LU	X	*	*	X	
LV	X	X	X		
LI	X	*	*	*	
MT	X	X	X		
NL	X	X	X	X	X
NO	X	X	X	X	
PL	X	X	X	X	
PT	X	X	X		
RO	X	*X*	*X*	*	
SE	X	X	X		
SI	X	X	X	X	
SK	X	*	*	*	
UK	X	X	X	X	

Source: Ismeri Europa. European Job Mobility Laboratory (2011). *PES Business Models*.

Table A2.3 Channels offered by PES

	Face-to-face	Call centres	Online services	E-mail/ SMS	Other
AT	X	X	X	X	X
Actiris	X	*	X		
VDAB	X	X	X	X	
LeForem	X	X	X	X	
BG	X	X	X	X	
CY	X		X	X	X
CZ	X	X	X	X	
DE	X	X	X	X	
DK	X	X	X		
EE	X	X	X	X	
EL	X	X	X		
ES	X	X	X		
FI	X	X	X	X	
FR	X	X	X	X	X
HU	X		X		
IE	X	X	X	X	
IS	X		X	X	
IT	X	X	X		
LT	X	X	X	X	
LU					
LV	X		X		
LI					
MT	X	X	X	X	X
NL	X	X	X	X	
NO	X		X	X	
PL	X	X	X	X	X
PT					
RO					
SE	X	X	X	X	
SI	X	X	X	X	X
SK	X		X		X
UK	X	X	X	X	X

Source: PES Benchmarking group (2010). Questionnaire on the multi-channel strategies within PES.& EC document on PES multi-channel strategies.

Performance measurement systems

Design

Table A2.4 Types of indicators

	Input	Output	Result	Impact
AT		X	X	X
Actiris	X	X	X	
VDAB		X	X	
LeForem	X	X	X	
BG	X	X	X	
CY		X		
CZ	X	X	X	X
DE		X	X	
DK		X	X	
EE		X	X	
EL		X	X	
ES		X	X	X
FI		X	X	
FR		X	X	
HU		X	X	
IE	X	X	X	
IS				
IT	X	X		
LT		X	X	
LU		X		
LV		X	X	
LI	X	X	X	
MT		X		
NL		X	X	
NO		X	X	
PL	X	X		
PT		X		
RO		X	X	
SE		X	X	
SI		X	X	
SK	X	X	X	
UK			X	

Source: Ecorys PES interviews and validation exercise/ Ecorys desk research.

Table A2.5 Customer satisfaction measured?

Yes	No
AT, Actiris, VDAB, LeForem, BG, CY, CZ, DE, DK, EE, ES, FI, FR, HU, IE, IT, LT, LV, LI, MT, NL, NO, PL, SE, SI, SK, UK	EL, LU

Source: Ecorys PES interviews and validation exercise/ Ecorys desk research.

Table A2.6 Incidence Flagging PES customers

	Yes, jobseekers willing to work abroad	Yes, employers willing to recruit workers from abroad	No
AT	X	X	
Actiris	X		
VDAB	X		
LeForem	X	X	
BG			X
CY			X
CZ			X
DE	X	X	
DK		X	
EE	X		
EL			X
ES			X
FI			X
FR	X		
HU		X	
IE	X	X	
IS	X	X	
IT			X
LT		X	
LU	X	X	
LV			X
LI	X	X	
MT	X	X	
NL	X	X	
NO			X
PL		X	
PT	X	X	
RO			X
SE	X		
SI	X	X	
SK			X
UK			X

Source: Ecorys PES interviews and validation exercise/ Ecorys web survey.

Use

Table A2.7 Application of PES PMS data

	For operational purposes	For tactical purposes	For strategic purposes
AT	X	X	X
Actiris			X
VDAB	X	X	X
LeForem	X		X
BG	X	X	X
CY	X		X
CZ	X	X	X
DE	X	X	X
DK	X	X	X
EE	X	X	X
EL	X		
ES	X	X	X
FI	X		X
FR	X	X	X
HU	X		
IE	X		X
IT	-	-	-
LU	-	-	-
NL		X	
NO	X		X
PL	X		X
SE	X		
SI	X	X	X
UK	X		X

IT: Region of Piedmont: PMS data not (yet) used at all.
Source: Ecorys PES interviews and validation exercise.

Table A2.8 Organisational levels involved in target negotiation

	Between Ministry and PES	Various organisational levels of PES	Other
AT	X	X	
Actiris	X		
VDAB	X		
LeForem	X		
BG	X		
CY			
CZ			
DE	X	X	
DK	X	X	
EE		X	
EL		X	
ES		X	
FI	X	X	
FR		X	X
HU		X	
IE	X		
IT			
LU			
NL	X		
NO	X		
PL			
SE	X		
SI	X	X	
UK	X		

No targets: CY, CZ, IT, LU, PL.
Source: Ecorys PES interviews and validation exercise.

Table A2.9 Frequency of target negotiation

Annually	Multi-annually
AT, BG, DE, DK, EL, ES, FI, FR, HU, IE, NL, NO, SE, SI, UK	Actiris, VDAB, LeForem, EE

No targets: CY, CZ, IT, LU, PL.
Source: Ecorys PES interviews and validation exercise.

Table A2.10 Benchmarking of local offices

Yes	No
AT, Actiris, VDAB, LeForem, BG, CZ, DE, DK, EE, EL, ES, FI, FR, HU, IE, NL, NO, SE, SI, UK	CY, IT, LU

Source: Ecorys PES interviews and validation exercise.

Table A2.11 Existence of rewards in case of target achievement

Yes	No
AT, DE, EE, FI	Actiris, VDAB, LeForem, BG, DK, EL, ES, FR, HU, IE, NL, NO, SE, SI, UK

No targets: CY, CZ, IT, LU, PL.
Source: Ecorys PES interviews and validation exercise.

EURES

Table A2.12 Focus of EURES (most important stages and tools mentioned in interviews)

	Provision of information	Recruitment events and job fairs	Matching and placement
AT	X	X	X
Actiris		X	X
VDAB	X	X	
LeForem	X	X	
BG	X	X	
CY	X	X	
CZ	X	X	
DE			
DK	X	X	
EE	X	X	
EL	X	X	X
ES	X	X	
FI	X	X	
FR	X		
HU		X	
IE	X	X	X
IT	X	X	X
LU	X	X	
NL	X	X	
NO	X	X	
PL	X	X	
SE	X	X	
SI	X	X	X
UK	X		

Source: Ecorys PES interviews and validation exercise.

Table A2.13 Monitoring of EURES' performance

	EURES Advisor Monthly Reports only	Additional national mechanism
AT	X	
Actiris	X	
VDAB	X	
LeForem	X	
BG		X
CY	X	
CZ	X	
DE		X
DK		X
EE	X	
EL		X
ES	X	
FI	X	
FR	X	
HU	X	
IE		X
IT	X	
LU	X	
NL	X	
NO		X
PL		X
SE	X	
SI		X
UK	X	

Source: Ecorys PES interviews and validation exercise.

Table A2.14 Incidence project-based monitoring of EURES projects

	Project-based monitoring	No project-based monitoring
AT	X	
Actiris	X	
VDAB	X	
LeForem	X	
BG	X	
CY	X	
CZ	X	
DE		X
DK	X	
EE	X	
EL	-	-
ES	X	
FI		X
FR	X	
HU	X	
IE	X	
IS	X	
IT	-	-
LT	X	
LU	X	
LV	X	
LI		X
MT	X	
NL	X	
NO	-	-
PL	X	
PT	X	
RO	X	
SE	X	
SI	X	
SK	X	
UK	X	

Source: Ecorys web survey.

Table 2.15 Access to data on transnational geo lab mob and data sources

	AT	Actiris	VDAB	LeForem	BG	CY	CZ	DE	DK	EE	EL	ES	FI	FR	HU	IE	IT	LU	NL	NO	PL	SE	SI	UK
No access											X													
Yes, inflows	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X
Yes, outflows				X	X			X		X		X	X	X		X		X	X	X		X		
Sources:																								
Social security	X					X				X			X		X	X		X				X	X	
Statistical office		X						X	X	X		X		X			X			X				X
Tax authorities					X																			
Migration authorities						X																		
Cross-border data exchange	X						X	X	X			X		X	X	X			X					
Other			X	X	X			X	X				X		X					X	X			

Other include:
Work Permits: HU, PL, SI.
Benefit claimants abroad: EE, FI.
Surveys undertaken by PES or other organisations: VDAB, LeForem, FI.
DE: Data collected at ZAV.
DK: www.jobinstats.dk.
LU: CEPS research institute.
SE: PES data on take-up of allowance to support attendance at interviews abroad.
Source: Ecorys PES interviews and validation exercise. Ecorys desk research.

Annex 3 Toolbox

Overview indicators

List of indicators	Relevant activities	
Core result- indicators	**Placement services**	**Information services**
1. Number of vacancies filled (receiving country)	Targeted and universal recruitment projects	
2. Number of placements (sending country)	Targeted recruitment projects	
3. Satisfaction	Targeted recruitment projects	Information provision via online self-service and personal counselling
4. Cost-effectiveness (evaluation)	Targeted and universal recruitment projects	
Supplementary indicators - output		
5. Number of recruitment projects	Targeted and universal recruitment projects	
6. Number of jobseekers/job changers participating	Targeted recruitment projects	
7. Number of employers participating	Targeted and universal recruitment projects	
8. Number of vacancies presented	Targeted recruitment projects	
9. Number of individual customer contacts		Information provision via personal counselling
10. Number of unique hits		Information provision via online self-services
Supplementary indicators – result		
11. Number of interviews secured	Targeted recruitment projects	
12. Share of hard-to-fill vacancies	Targeted and universal recruitment projects	
13. Share of placements	Targeted recruitment projects	
14. Share of vacancies filled	Targeted and universal recruitment projects	
15. Share of ESF target groups	Targeted and universal recruitment projects	

Core-result indicators	
Indicator	**1. Number of vacancies filled (receiving countries).**
Purpose of indicator	Indicator for measuring the number of vacancies filled resulting of: • *targeted* recruitment events; • *universal* recruitment events.
List of concepts and terms of indicator	Job vacancy: is defined as a newly created, unoccupied, or about to become vacant, post. Filled vacancy: The employer hired a candidate suitable for the specific job offer: -who was presented by EURES. Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	Count cases in which an employer hired a candidate suitable for the specific job offer: • who was presented by EURES; • as a result of a specific recruitment project.
Operational definition of population for indicator	Vacancies presented at recruitment project. How to identify? • Count vacancies; • Presented by employers; • Who participated in a recruitment project; • Organised by the EURES network.
Data sources	Registration data per project; Survey data; Administrative data on PES customers.
Data collection methods	PES EURES members from receiving countries: • Analysis of registration data; • Onsite monitoring by EURES staff; • Survey; • Tracking.
Timeline	Per project; Ex-post project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	On-site monitoring by EURES staff requires the availability of sufficient time and EURES staff to interview participants; Appropriate registration required; Ex-post survey requires the availability of contact details of participants.
Risks	Practical conditions are unavailable; Limited response ex-post surveys; Limited possibilities for tracking.
Aggregate level insights	Number of placements per year: • Count number of placements per project; • During year Yj.

Core-result indicators	
Indicator	**2. Number of placements (sending countries).**
Purpose of indicator	Indicator for measuring the number of placements resulting of *targeted* recruitment events.
List of concepts and terms of indicator	Placement: is understood as the provision of services by an intermediary between the supply and demand on the labour market with the objective of a recruitment taking place, i.e. where recruitment is the filling of a job vacancy. Placement service: encompass all activities through which an intermediary on the labour market realises a recruitment. Targeted recruitment event: Placement services tailored to the needs of jobseekers, job changers and employers, which include (bilateral) projects such as targeted job fairs or similar recruitment events.
Definition of indicator	Count transitions into employment of jobseekers/ job changers: • as a result of a EURES recruitment project; • confirmed with a labour contract.
Operational definition of population for indicator	Participants in a recruitment project who: • Registered ex ante or on-site; • As jobseeker or job changer. How to identify? • Count the individuals; • Who are either jobseekers or job changers; • Who participated in a recruitment project; • Organised by the EURES network.
Data sources	Registration data per project; Survey data (onsite, ex post); Administrative data on PES customers.
Data collection methods	PES EURES members from Sending countries: • Analysis of registration data; • Onsite monitoring by EURES staff; • Survey; • Tracking.
Timeline	Per project; Ex-post project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	On-site monitoring by EURES staff requires the availability of sufficient time and EURES staff to interview participants; Appropriate registration required; Ex-post survey requires the availability of contact details of participants.
Risks	Practical conditions are unavailable; Limited response ex-post surveys; Limited possibilities for tracking.
Aggregate level insights	Number of placements per year: • Count number of placements per project; • During year Yj.

Core-result indicators	
Indicator	**3a. Satisfaction with EURES information provision:** • **Of jobseekers/ Job changers;** • **Of employers.**
Purpose of indicator	To measure the satisfaction of either jobseekers/ job changers or employers of EURES information provided to them via all channels. Satisfaction counts here as a proxy for the usefulness of information provided by the EURES network.
List of concepts and terms of indicator	Satisfaction = Respondents to a survey on satisfaction who answer the question "How are you satisfied with the *EURES service* provided?" on a scale: • Very satisfied; • Satisfied; • Unsatisfied; • Very unsatisfied. Note that satisfaction with the exact EURES service may differ between the types of information services provided: • Satisfaction with individual webpages; • Satisfaction with overall website; • Satisfaction with information provided face-to-face; • Satisfaction with EURES information provision in general.
Definition of indicator	• Count the number of answers; • Select the items " very satisfied" and "satisfied"; • Divide this number by the number of all answers returned to this question.
Operational definition of population for indicator	Users of online self-service information services: Self-registered jobseekers/ job changers; Self-registered employers. OR: Unique visitors of specific webpages. Users of live information provision: Individuals receiving information face-to-face (personal counselling). All (potential) EURES customers known to PES.
Data sources	Survey data.
Data collection methods	Online self-services: • Question on satisfaction on bottom individual webpage (cf. current Job Mobility Portal); • Pop-up survey per unique hit; • Survey among self-registered users. Live customer contacts: • Brief question at the end of each conversation (e.g. are you satisfied with the information provided?). • Incorporation of satisfaction question on EURES in general PES customer satisfaction surveys, for which potential EURES customers are oversampled.

Core-result indicators	
Timeline	Specific webpages: continuous survey/ Monthly analysis; Pop-up survey per unique hit: every other month; Survey among self-registered users: annually; Live customer contacts: continuously/ monthly analysis. Incorporated in every general PES customer satisfaction survey.
Suitability for EAMR	Monthly data continuously available.
Practical considerations	Online surveys are less costly than other types of surveys.
Risks	Bias/ Representativeness of sample; Limited response surveys.
Aggregate level insights	Annual overview satisfaction with online information services: • Count the number of answers; • Select the items " very satisfied" and "satisfied"; • Divide this number by the number of all answers returned to this question; • During month Mi; • Over the period of one year Yj.

Core-result indicators	
Indicator	**3b. Satisfaction with EURES Recruitment events:** • **Of jobseekers/ Job changers;** • **Of employers.**
Purpose of indicator	To measure the satisfaction of either jobseekers/ job changers or employers of EURES placement services provided to them in the form of a universal or targeted recruitment project.
List of concepts and terms of indicator	Satisfaction = Respondents to a survey on satisfaction who answer the question "How are you satisfied with the *EURES service* provided?" on a scale: • Very satisfied; • Satisfied; • Unsatisfied; • Very unsatisfied. Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	• Count the number of answers; • Select the items " very satisfied" and "satisfied"; • Divide this number by the number of all answers returned to this question.
Operational definition of population for indicator	Participants in a recruitment project who: • Registered ex ante; • Registered on-site. Who are either jobseekers/ job changers or employers.
Data sources	Survey data.
Data collection methods	On-site customer satisfaction survey; Ex-post survey including questions on customer satisfaction.

Core-result indicators	
Timeline	Per project; Ex-post project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	Increase sample as much as possible in order to ensure sufficient response.
Risks	Limited response ex-post surveys.
Aggregate level insights	Annual overview satisfaction with recruitment events: • Count the number of answers; • Select the items " very satisfied" and "satisfied"; • Divide this number by the number of all answers returned to this question; • Per project. • Over the period of one year Yj.

Core-result indicators	
Indicator	**4. Cost-effectiveness.**
Purpose of indicator	To measure cost-effectiveness of placement services.
List of concepts and terms of indicator	Cost-effectiveness: refers here to the financial resources spent on EURES placement services in relation to the vacancies filled. The purpose of this analysis is not to undertake a comparative assessment of wages of EURES staff or similar items, but rather an assessment of the sums of financial means spent in the light of the employment results achieved.
Definition of indicator	Count number of vacancies filled; During year Yj; Relate this number to financial resources spent on placement services; During year Yj.
Operational definition of population for indicator	Number of vacancies filled (Q1); Financial resources spent on placement services.
Data sources	Management data.
Data collection methods	Data analysis undertaken in evaluation.
Timeline	Annual.
Suitability for EAMR	No monthly data continuously available.
Practical considerations	Data on vacancies filled is potentially more complete than data on placements achieved as all types of recruitment events are taken into account.
Risks	Incomplete data on vacancies filled.
Aggregate level insights	Not applicable - Indicator already at aggregate level.

Supplementary indicators - output	
Indicator	**5. Number of Recruitment events.**
Purpose of indicator	To measure the number of recruitment events organised by the EURES network during year Yj.
List of concepts and terms of indicator	Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	Count recruitment events per year.
Operational definition of population for indicator	Recruitment events organised by the EURES network. How to identify? • Count the events; • Organised by EURES members; • During year Yj.
Data sources	Activity plans EURES members/ Annual reports.
Data collection methods	• Count number of recruitment events; • During year Yj.
Timeline	Annual.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	Proper and accessible registration of EURES events is a precondition.
Risks	Provide each project organised by multiple EURES members with a unique tag to establish a clear difference between *organising* and *participating* in an event of EURES staff, other wise double counting.
Aggregate level insights	Not applicable - Indicator already at aggregate level.

Supplementary indicators - output	
Indicator	**6. Number of jobseekers/job changers participating.**
Purpose of indicator	To measure the number of jobseekers/job changers participating in targeted recruitment events organised by the EURES network per project.
List of concepts and terms of indicator	Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	Count number of jobseekers/ job changers participating in a specific recruitment project.
Operational definition of population for indicator	Count individuals: • Who are either jobseekers or job changers; • Who registered either ex ante or onsite. For a specific recruitment project: • Organised by EURES.
Data sources	Registration data; Project-based monitoring (on-site scoring).
Data collection methods	Analysis registration data per project; Analysis data scores.
Timeline	Per project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	Proper and accessible registration of EURES events is a precondition.
Risks	Registration not sufficient.
Aggregate level insights	Annual data: Count individuals: • Who are either jobseekers or job changers; • Who registered either ex ante or onsite. For a specific recruitment project: • Organised by EURES. Over the period of a year Yj.

Supplementary indicators - output	
Indicator	**7. Number of employers participating.**
Purpose of indicator	To measure the number of employers participating in both targeted and universal recruitment events organised by the EURES network per project.
List of concepts and terms of indicator	Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	Count number of employers participating in a recruitment project.
Operational definition of population for indicator	Count individuals; • Who are employers; • Who registered either ex ante or onsite. For a specific recruitment project: • Organised by EURES.
Data sources	Registration data; Project-based monitoring (onsite scoring).
Data collection methods	Analysis registration data per project; Analysis data scores.
Timeline	Per project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	Proper and accessible registration of EURES events is a precondition.
Risks	Registration not sufficient.
Aggregate level insights	Annual data: Count individuals: • Who are employers; • Who registered either ex ante or onsite. For a specific recruitment project: • Organised by EURES. Over the period of a year Yj.

Supplementary indicators - output	
Indicator	**8. Number of vacancies presented.**
Purpose of indicator	To measure the number of available vacancies at both targeted and universal recruitment events organised by the EURES network per project.
List of concepts and terms of indicator	Job vacancy: is defined as a newly created, unoccupied, or about to become vacant, post. Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	Count cases in which an employer looks for candidates suitable for a specific job offer during a targeted and universal recruitment project.
Operational definition of population for indicator	Vacancies presented at recruitment project. How to identify? • Count vacancies; • Presented by employers who participated in a recruitment project.
Data sources	Registration data; Project-based monitoring (onsite scoring).
Data collection methods	Analysis registration data per project; Analysis data scores.
Timeline	Per event.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	Proper and accessible registration of EURES events is a precondition.
Risks	Registration not sufficient.
Aggregate level insights	Annual data: • Count vacancies; • Presented by employers who participated in a recruitment project. Over the period of a year Yj.

Supplementary indicators - output	
Indicator	**9. Number of individual customer contacts - personal counselling.**
Purpose of indicator	To retrieve output information on the number of individual customer contacts realised via personal counselling during one month.
List of concepts and terms of indicator	Individual contacts= meetings with jobseekers/ job changers or employers in which personal counselling takes place. Meetings with multiple customers count as one. These contacts also include the number of contacts by phone and email.
Definition of indicator	• Count individual customer contacts with jobseekers/ job changers or employers on issues with EURES-relevance; • through personal counselling and call centres; • during month Mi.
Operational definition of population for indicator	Information providers: • EURES staff providing personal counselling.
Data sources	Information providers: • EURES staff providing personal counselling.
Data collection methods	Scoring.
Timeline	Monthly.
Suitability for EAMR	Monthly data continuously available. Is already included in current EAMR.
Practical considerations	Data on personal counselling is currently being registered for the EAMR.
Risks	Resistance of EURES members to the current EAMR.
Aggregate level insights	Annual data: • Count individual customer contacts with jobseekers/ job changers or employers on issues with EURES-relevance; • through personal counselling; • During year Yj.

Supplementary indicators - output	
Indicator	**10. Number of unique hits.**
Purpose of indicator	To measure the number of anonymous users of EURES online self-service tools.
List of concepts and terms of indicator	Unique hits: anonymous users of online self-service tools after a minimum dwell time.
Definition of indicator	• Count the number of anonymous users of online self-service tools; • during month Mi.
Operational definition of population for indicator	Anonymous users of online self-service tools.
Data sources	ICT.
Data collection methods	Computerised data analysis.
Timeline	Per month.
Suitability for EAMR	Monthly data continuously available.
Practical considerations	Appropriate ICT infrastructure is required.
Risks	Appropriate ICT infrastructure unavailable.
Aggregate level insights	Annual data. Number of unique hits per year: • Count the number of anonymous users of online self-service tools;

	• during year Yj.

Supplementary indicators - result	
Indicator	**11. Number of interviews secured.**
Purpose of indicator	To measure the number of job interviews secured as a result of a targeted recruitment event.
List of concepts and terms of indicator	Job interview: Meeting between jobseeker/ job changer and employer to explore whether candidate and vacancy are suitable for each other. Targeted recruitment event: Placement services tailored to the needs of jobseekers, job changers and employers, which include (bilateral) projects such as targeted job fairs or similar recruitment events.
Definition of indicator	Count the number of jobseekers/ job changers of a targeted recruitment event organised by EURES who indicate to have had a job interview or who have prospect of an interview.
Operational definition of population for indicator	Participants in a recruitment project who: • Registered ex ante or on-site; • As jobseeker or job changer. How to identify? • Count the individuals; • Who are either jobseekers or job changers; • Who participated in a recruitment project. Organised by the EURES network.
Data sources	Survey data.
Data collection methods	On-site interviews EURES staff; Ex-post survey among registered jobseekers/ job changers who participated in a targeted recruitment project.
Timeline	Per project; Ex-post project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	On-site monitoring by EURES staff requires the availability of sufficient time and EURES staff to interview participants; Ex-post survey requires the availability of contact details of participants.
Risks	Practical issues are currently not always guaranteed; Limited response ex-post surveys.
Aggregate level insights	Annual data: Number of interviews secured per year: • Count number of interviews secured per project; • During year Yj.

Supplementary indicators - result	
Indicator	**12. Share of hard-to fill vacancies.**
Purpose of indicator	To measure the share of hard-to-fill vacancies among the number of vacancies filled: • As a result of a specific targeted and universal recruitment event.
List of concepts and terms of indicator	Job vacancy: is defined as a newly created, unoccupied, or about to become vacant, post. Filled vacancy: The employer found a candidate suitable for the specific job offer: -who was presented by EURES. Hard-to-fill vacancies: refers to a job vacancy for which employers, despite taking active steps, have not been able to find a suitable candidate from outside the enterprise for a specific post within a particular term that may differ between countries. Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	Count cases in which an employer found a candidate: • Who was presented by EURES; • As a result of/ In the event of a specific targeted or universal recruitment project; • Identify this vacancy as hard-to-fill on the basis of the definition used in the country to which the vacancy applies. Divide this number by the number of vacancies filled (Q1). Multiply with 100 (%).
Operational definition of population for indicator	Vacancies presented at recruitment project. How to identify? • Count vacancies; • Presented by employers; • Who participated in a recruitment project. Organised by the EURES network.
Data sources	Registration data per project; Survey data.
Data collection methods	Data analysis.
Timeline	Per project; Ex-post project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	Potentially endangering fragile relationships with employers or cause fatigue among them.
Risks	Limited comparability as national definitions differ.
Aggregate level insights	Average number of hard-to-fill vacancies filled per project per year: • Calculate number of hard-to-fill vacancies filled per project; • During year Yj; • Add this number; • Divide by number of events.

Supplementary indicators - result	
Indicator	**13. Share of placements.**
Purpose of indicator	To measure the share of placements among the number of jobseekers/ job changers participating in a specific targeted recruitment project.
List of concepts and terms of indicator	Placement: is understood as the provision of services by an intermediary between the supply and demand on the labour market with the objective of a recruitment taking place, i.e. where recruitment is the filling of a job vacancy. Placement service: encompass all activities through which an intermediary on the labour market realises a recruitment. Targeted recruitment event: Placement services tailored to the needs of jobseekers, job changers and employers, which include (bilateral) projects such as targeted job fairs or similar recruitment events.
Definition of indicator	Count the transitions into employment of jobseekers/ job changers: • As a result of a specific targeted bilateral or multilateral EURES recruitment project; • Confirmed with a labour contract. Divide this number by the number of jobseekers/ job changers participating in the specific targeted bilateral or multilateral EURES recruitment project (Q6). Multiply with 100 (%).
Operational definition of population for indicator	Participants in a recruitment project who: • Registered ex ante; • Registered on-site. How to identify? • Count the individuals; • Who are either jobseekers or job changers; • Who participated in a recruitment project. Organised by the EURES network.
Data sources	Registration data per project; Survey data (onsite, ex post).
Data collection methods	Data analysis.
Timeline	Per project; Ex-post project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	On-site monitoring by EURES staff requires the availability of sufficient time and EURES staff to interview participants; Ex-post survey requires the availability of contact details of participants.
Risks	Practical issues are currently not always guaranteed.
Aggregate level insights	Average share of placements per project per year: • Calculate shares of placements per project; • During year Yj; • Add this number; • Divide by number of events.

Supplementary indicators - result	
Indicator	**14. Share of vacancies filled.**
Purpose of indicator	To measure the share of vacancies filled among the number of vacancies presented at a specific targeted or universal recruitment project.
List of concepts and terms of indicator	Job vacancy: is defined as a newly created, unoccupied, or about to become vacant, post. Filled vacancy: The employer found a candidate suitable for the specific job offer: -who was presented by EURES. Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	Count cases in which an employer found a candidate: • Who was presented by EURES; • As a result of/ In the event of a specific targeted or universal recruitment project. Divide this number by the number of vacancies presented at a specific targeted or universal recruitment project (Q8). Multiply with 100 (%).
Operational definition of population for indicator	Vacancies presented at targeted or universal recruitment project. How to identify? • Count vacancies; • Presented by employers; • Who participated in a recruitment project; • Organised by the EURES network.
Data sources	Registration data per project; Survey data.
Data collection methods	Data analysis.
Timeline	Per project; Ex-post project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.
Practical considerations	Proper registration of vacancies filled required.
Risks	Vacancies filled insufficiently registered.
Aggregate level insights	Average share of vacancies filled per project per year: • Calculate shares of vacancies filled per project; • During year Yj; • Add this number; • Divide by number of events.

Supplementary indicators - result	
Indicator	**15. Share of ESF target groups among participants in recruitment events:** • **Jobseekers/ job changers;** • **Employers.**
Purpose of indicator	To measure whether ESF groups have been reached via the organisation of recruitment events.
List of concepts and terms of indicator	ESF target groups= Jobseekers and job changers belonging to disadvantageous groups targeted by ESF (with regard to age, gender, employment status, educational level, physical status, migrant background, etcetera). Employers representing a micro or SME enterprise. Recruitment event: A particular type of placement service to bring labour demand and supply together which can be targeted or universal.
Definition of indicator	Count jobseekers/ job changers belonging to disadvantageous groups targeted by ESF participating in a targeted recruitment event. Divide this number by the number of jobseekers/ job changers participating in a targeted event (Q6). Multiply with 100 (%). Count Employers representing a micro or SME enterprise. Divide this number by the number of employers participating in a targeted or universal event (Q7). Multiply with 100 (%).
Operational definition of population for indicator	Count individuals: • Who are either jobseekers or job changers; • Who registered either ex ante or onsite. For a specific recruitment project: Organised by EURES. Count individuals: • Who are employers; • Who registered either ex ante or onsite. For a specific recruitment project: Organised by EURES.
Data sources	Registration data.
Data collection methods	Data analysis.
Timeline	Per project; Ex-post project.
Suitability for EAMR	No monthly data continuously available. Separate section to present results of events when available.

Supplementary indicators - result	
Practical considerations	Future registration forms may have to be adapted to capture ESF requirements.
Risks	Lack of data availability.
Aggregate level insights	Average share of ESF target groups reached per project per year: 1. Calculate shares of ESF target groups reached per project; 2. During year Yj; 3. Add this number; 4. Divide by number of events.

Annex 4 Literature

Performance Measurement Systems:

- Bundesministerium fur Arbeit und Soziales (2010). Zielsteuerung in der Arbeitsverwaltung – ein europaischer Vergleich. Berlin;
- Department for Work and Pensions (2009). International review of Performance Management Systems in Public;
- Di Domenico. G. (2009/2010). Towards Performance Governance in the Public Sector and Administrations at International level: Three Essays. Chapter 1: Performance Management and Measurement Techniques as new challenges for Employment Services in Europe;
- Employment Services. Research summary no 616;
- Government of Greece (2003). Survey for the 40th Meeting of the DG responsible for public administration - Public sector performance measurement systems & indicators in the EU;
- Mosley, Schütz, Breyer (2001). Management by Objectives in European PES;
- OECD (2005). Employment Outlook. Ch.5: Public Employment Services: Managing Performance;
- OSB Consulting and Synthesis Forschung (2007). PES-performance, benchmarking and good practice. Final Report, Vienna.

PES History and Information:

- Accenture (2006). Making Labour markets Work - High performance in European Labour Agencies;
- (Germany, France, Netherlands and UK);
- AFSZ (2008). Modernisation of the Public Employment Service;
- AMS Austria. EU-Benchmarking group (2010).Questionnaire concerning a Multi Channel Strategy within PES, April 2010 (An Overview of answers by PES);
- Andersen, T. Hansen, M., Moltesen, J. et al. (2009). The role of the Public Employment Services related to 'Flexicurity' in the European Labour Markets;
- Christensen, T. et al. (2006). Reform of the employment and welfare administrations – the challenges of co-ordinating diverse public organisations;
- European Commission (2010). PES 2020 – mapping visions and directions for future development;
- Finn, D. et al. (2005). Reinventing the PES: The changing role of employment assistance in Britain and Germany;
- Grubb, D. (2007). «Audit du service public de l'emploi au Luxembourg», OECD Social, Employment and Migration Working Papers No. 59, Éditions OCDE;
- Hallen, van der, P., (2004) Data Warehouse (DWH) Monitoring in the Public Employment Service (PES) Statements and Comments;
- HoPes (). "The contribution of the Public Employment Services to Flexicurity" - Compendium of Good practices;
- HoPES (2006). PES Mission Statement, Lahti, Finland 4 December 2006;
- HoPES (2008). The contribution of Public Employment Services to Flexicurity. Joint Opinion. 23rd meeting of European. Nice, 11th of December 2008;
- HoPES (2009). How can PES best deliver on the new skills for new jobs policy objective? Joint Opinion. Stockholm on 3-4 December 2009;
- Ismeri Europa. European Job Mobility Laboratory (2011). PES Business Models;
- Kalužná, D. (2008), "Main Features of the Public Employment Service in the Czech Republic", OECD Social, Employment and Migration Working Papers, No. 74, OECD Publishing;

- Kalužná, D. (2008), “Main Features of the Public Employment Service in the Slovak Republic”, OECD Social, Employment and Migration Working Papers, No. 72, OECD Publishing;
- Kalužná, D. (2009), “Main Features of the Public Employment Service in Poland”, OECD Social, Employment and Migration Working Papers, No. 80, OECD Publishing;
- Koning de, J. (2004). The Reform of the Dutch Public Employment Service. Rotterdam, Erasmus University;
- Koning de, J. and Donk, K. (2005). Mediation services and the outflow from short-term unemployment: average and relative effectiveness of Public Employment Offices. SEOR Working Paper 2005/3;
- Koning, P. (2006). Measuring the Effectiveness of Public Employment Service (PES) workers. CPB Discussion Paper No. 73;
- Kouzmin, A. et al. (1999), Benchmarking and performance measurement in public sectors. Towards learning for agency effectiveness;
- Lissenburgh (2004). Data Warehouse (DWH) Monitoring in the Public Employment Service (PES) Statements and Comments;
- Mahringer, H. (2004). Data Warehouse (DWH) Monitoring in the Public Employment Service (PES). Discussion Paper;
- Nagy, G. (2004). Data Warehouse (DWH) Monitoring in the Public Employment Service (PES) Statements and Comments;
- Nes, van, P. (2004). Data Warehouse (DWH) Monitoring in the Public Employment Service (PES) Statements and Comments;
- Rosholm, M. (2004). Data Warehouse (DWH) Monitoring in the Public Employment Service (PES) Statements and Comments;
- SEOR (2003). The role of national PESs in processing job vacancies;
- Struyven, L. and G. Steurs (2003). “The Competitive Market for Employment Services in the Netherlands”, OECD Social, Employment and Migration Working Papers, No. 13, OECD Publishing;
- Tergeist, P. and D. Grubb (2006), “Activation Strategies and the Performance of Employment Services in Germany, the Netherlands and the United Kingdom”, OECD Social, Employment and Migration Working Papers, No. 42, OECD Publishing;
- Toppan, R. (2007).Guidelines for quality assurance in public and private employment services;
- Vanags, A. (2004). Data Warehouse (DWH) Monitoring in the Public Employment Service (PES) Statements and Comments;
- Quality Employment Services Area, National Operational Programme – Qualification of Employment Services and support to regional governance, Italian Labour Market Analysis Benchmarking PES WG Vienna, 24th March 2010;
- Weishaupt, J.T. (2010). A silent revolution? New management ideas and the reinvention of European public employment services;
- Whitting, G. (2006) Reform of Delivery Systems: Thematic Paper.

Geographical Mobility:

- Brücker, H. et al. (2009). Labour mobility within the EU in the context of enlargement and the functioning of the transitional arrangements;
- Commission of the European Communities (2007). Mobility, an instrument for more and better jobs: The DTI. Andersen, T. et al. (2008). Job Mobility in the European Union: Optimising its Social and Economic Benefits;
- European Central Bank. Frigyes Ferdinand Heinz and Melanie Ward-Warmedinger (2006), Cross border Labour Mobility within an enlarged EU;
- European Commission (2009). Scientific Report on the Mobility of Cross-Border Workers within the EU-27/EEA/EFTA Countries;
- European Commission (2010). European job mobility action plan (2007-2010);

- European Commission (2010). The European Job Mobility Action Plan 2007-2010, Implementation Report;
- European Commission (2010). Eurobarometer. Geographical and labour market mobility Report;
- European Commission (2010). Mobility in Europe 2010;
- European Commission (2010). The European Job Mobility Action Plan 2007-2010, Implementation Report (2010). PES 2020 – mapping visions and directions for future development;
- European Commission (2011). Demography report 2010. Older, more numerous and diverse Europeans;
- European Foundation for the Improvement of Living and Working Conditions (2006), Mobility in Europe: Analysis of the 2005 Eurobarometer survey on geographical and labour market mobility;
- IZA Research Report No. 19 (2008). Geographic Mobility in the European Union: Optimising its Economic and Social Benefits;
- IZA (2009). Labour mobility and the integration of European labour markets;
- Klaus F. Zimmermann (2004). European Labour Mobility: Challenges and Potentials;
- OECD (2005). Employment Outlook. Ch.2: How Persistent are Regional Disparities in Employment? The Role of Geographic Mobility;
- Van Houtum, H. and Van der Velde, M. (2003). The power of cross-border labour market immobility.

Labour Market Policies:

- Ben Gladstone, EISS, UK (2002). Comparative analysis of employment and skills in Greece, Italy and the UK;
- EMCO (2009). Employment Guidelines 2009 - Indicators for monitoring and analysis in the NRPs 2009;
- EMCO (2009). Monitoring and analysis of Flexicurity policies. OECD Employment Outlook 2005;
- Eurofound (2010). Financing and operating active labour market programmes during the crisis;
- European Commission (2008) Employment in Europe 2008;
- European Commission (2006) Employment in Europe 2006;
- European Commission (2010). Employment in Europe 2010;
- European Commission (2010). Making Transitions Pay. Commission Discussion Note;
- Koning, J. (2005). ACTIVE LABOUR MARKET POLICIES: relevance, expenditure and effectiveness. SEOR Working Paper 2005/2;
- Kuddo, A. (2009). Employment Services and Active Labour Market Programs in Eastern European and Central Asian Countries. Washington DC: World Bank";
- Larsen, C. et al. (2007), Monitoring of Regional Labour Markets in European States. Concepts – Experiences – Perspectives;
- OECD (2005). Employment Outlook Ch.4: Labour Market Programmes and Activation Strategies: Evaluating the Impacts;
- OECD (2007). Employment Outlook Chapter 5, “Activating the Unemployed: What Countries Do?”;
- OECD (2007). Employment Outlook. “Activating the Unemployed: What Countries Do?: Further Material”. Compendium of National Replies to the OECD Questionnaire on Interventions in the Unemployment Spell.

EURES Information and Evaluation:

- European Commission (2009), EURES the story so far. Matching jobs and skills in Europe for 15 years;
- ECORYS (2010), Assessment of EURES 2007-2010;
- ECORYS (2005). Evaluation of the EURES programme (First draft final report);
- GHK Consulting Ltd (2010). Ex-post evaluation of the EURES programme covering the period 2006-2008;
- IDEA consult (2008). Final Proposal for the "Ex-post evaluation of the EURES programme covering the period 2006-2008".

Annex 5 List of interviewees in countries visited

Country	List of the interviewees
Austria (AMS)	Claudia Galehr, Expert in performance measurement; Gudrun Nachtschatt, Assistant to the heads of PES, PES Benchmarking project; Martha Rojas-Pineda, EURES manager in AMS; Marius Wilk, Head of unit of the board of management.
Belgium (Actiris)	Anissa Benchekroun, Manager International Relations & Benchmarking; Sandy van Rechem and/or Mourad Devillers, Study department; Isolde Van Maele, EURES manager.
Belgium (VDAB)	Erik Arckens: Assistant to the Heads of PES; Michael De Blauwe: Coordinator Interregional Mobility; Erik Depuydt: Deputy director, Studies department; Willem Vansina, Policy advisor VDAB (formerly working at Studies department); Yvette Sterkendries: Eures manager.
Bulgaria	Mrs. Zina Andreeva, Director of "Analyses, prognoses and Information services" directorate; Mrs. Totka Todorova, Head of "Analyses and prognoses" department; Mrs. Irina Grigorova, chief expert, "Human resources, administrative legal services, protocol and PR" directorate; Ivan Krustev, Chief director of "European funds and international projects" Main Directorate; Mrs. Iuliana Nikolova, chief expert, "International labour migration and mediation" directorate; Mrs. Liliana Georgieva, Head of "Work permits and registration of private mediators" department, "International labour migration and mediation" directorate; Mrs. Krasia Tomova, chief expert, "International labour migration and mediation" directorate; Mrs. Radeva, EURES manager; Mrs Y. Nikolova, EURES advisor.
Czech Republic	Ing. Stefan Duhan, Director of Employment Policy Department of Ministery of Labour and Social Affairs; Vera Kolmerová, Head of Foreign Employment unit and a former Eures Manager; Miroslav Chytil, Eures Manager; Petr Hortlík, ICT Specialist; Barbora Novotná, HoPES assistant.
Cyprus	Mrs Eleni Kalava: Assistant Head of PES; Mrs Elena Sivitanidou: Senior Employment Officer; Mrs Panayiota Lyra: District Labour Officer – Nicosia Line Manager; Mrs Despo Stylianou: District Labour Officer – Limasol Line Manager; Mrs Maria Pitsillidou: EURES Adviser; Mrs Stella Appiou: EURES Adviser; Mr Antonis Kafouros: EURES Manager; Mr Andreas Christou: Senior Employment Officer.
Denmark	Ms Eleonore Fenne, International Relations Dept; Mr Anders Pederson, Statistics Dept; Mr Kennson Wong, Statistics Dept;

Country	List of the interviewees
	Mr Kristin Bak, Performance Management Dept; Mr Enevold Dyekjær, Statistics Dept; Mr. Kristian Krüger Henriksen, Statistics Dept; Mr Niels Højensgaard, EURES Manager.
Estonia	Anne Lauringson, head of analysis department; Gerli Aas, adviser (responsible for quality and performance management system); Kadri Lühiste, head of employment services department; Marta Traks, EURES manager; Pille Liimal, member of management board.
Finland	Mr Petri Syvänen, LMP-database representant of Finland+ EMCO indicators group; Mr Räisänen, substance orientation and knowledge of our policies; Laura Perheentupa, EURES Manager; Tina Sundqvist, Eures advisor, employment counsellor.
France	Annie Gauvin Head of the Department of Strategy, Monitoring and International Affairs; Sandrine Feuillet, Department Strategy, Monitoring and International Affairs; Ludovic Guillotin,: Department ‘ Steering & Performance of the network’; JuliePuglia, Head of team, Pôle emploi International.
Germany	Wilfried Huentelmann – Leiter Bereich Steuerung Geschaftsbereich SGB II; Klaus-Peter Hansen – Bereichsleutung SU III 1 Steuerung/Umsetzung SGB III; Daniela Luster-Hagedorn – Leiterin Stab Europa; Franz Piesche-Blumtritt – EURES Manager; Sylvia Mueller-Wolff – EURES Adviser; Nathalie Rivault – Head of Unit International Placement Services.
Greece	Mrs Flaka Katerina, Eures Manager; Mr Sahas Kostas, IT Department; Mr Pasouris Dimitris, Director of Vocational Training for adults; Mr Vettas Charis, IT Department.
Hungary	Mr. Géza Kovács, Head of International Department; Emese Nagy, Quality Manager; Kővi László, EURES Manager; Ms. Busch Irén, Head of Research and Analysis Department; István Sértő, EURES advisor.
Italy	Grazia Strano, Director-General Labour Market, Ministry of Labour and Social Policies; Daniele Lunetta, Division Manager Promotion and Coordination of Employment Services and EURES Manager, Ministry of Labour and Social Policies; Aldo Dutto, Director, Agency of Labour in Piedmont; Concetto Maugeri, PES, Province of Turin; Mafalda D’Onofrio, ISFOL, Labour Research.
Ireland	Kevin Quinn, Manager International Employment Services; Ann Gilton, Manager Employment Services Policy Unit; Roshin Sen, Senior Researcher, Research and Planning Department; Shay Conway, Senior Researcher, Research and Planning Department.
Luxembourg	Pierre Gramme, Assistant Project Manager EURES; Jean Hoffmann, Project Manager EURES; Abilio Fernandes, Attaché d'administration EMCO; Jacques Brosius, CEPS.
Netherlands	Jeannette van Yperen, EURES Manager; Michel Labij, PMS responsible.

Country	List of the interviewees
Norway	Per Brannsten, Assistant Head, NAV; Fredrik Knoph Kvamme, Corporate Governance Office, NAV; Stein Langeland, Corporate Governance Office, NAV; Johannes Sorbo, Labour Market Analysis, NAV; Tonje Ek Brunvoll, Statistics Office, NAV; Almedina Jahre, EURES Manager; Arne Kolstad, Ministry of Labour; John Petter Boe, Ministry of Labour.
Poland	Ms. Dorota Pasterczyk, Deputy Director, Ministry of Labour And social Policy Department of Labour Market. Poland; Ms Joanna Wodzynska - Department of the Funds; Ms Izabela Kaczmarska - Labour Market Dpt, Continuous Training Division; Mr Jacek Jaczewski - Labour Market Dpt., Labour Placement Division; Ms. Jolanta Jakubowska, Labour Market Dpt. Labour Placement Division; Ms Agnieszka Zdak - Labour Market Dpt., European Public Employment Services Division; Ms Lidia Nejkauf - Labour Market Dpt., European Public Employment; Services Division.
Spain	Ms. Elvira Gonzalez Santamarta, The Assistant to the Head of Public Employment Service; Ms. María José Arias Fernandez, Professional Orientation and International Programmes. EURES Manager; Ms Josefa Moleon Caro, Head of Service of Professional Orientation; Ms. Teresa Gonzalez Ventin, Cross-border Galicia/ North of Portugal Coordinator; Ms. Elia Plaza Chozas, Technician of the Observatory of the Occupations; Ms. Francisca Santamia Ibanez, Head of service of report and Market Studies; Ms Carmen De Eguilior, Responsible EURES in the Autonomous Community of Madrid.
United Kingdom	Eamonn Davern, Head of Jobcentre Plus International Relations; Anne Pavey, Jobcentre Plus National Employer Service Team; Janet Bromage, Jobcentre Plus National Employer Service Team; Martin Buxcey, Jobcentre Plus National Employer Service Team; Peter Sydserff, UK EURES Manager; Louise Bushill, EURES Delivery Manager; Celia Pappas, EURES adviser; Paul Selby, DWP Performance Management Team.
Slovenia	Mrs. Tadea Vran Bertok, Head of Depart. for analysis; Mr. Viljem Spruk, Junior advisor in Deprt. for analysis; Mrs. Cvetka Cvek, senior advisor form Dept. for employment; Mrs.Valerija Okorn, Eures manager; Mrs. Nada Senada Plestenjak, Eures Assistant; Sonja Pirher, Assistant to HoPES.
Sweden	Ulf Norman, International advisor at the PES; Ms Eva Lindh-Pernheim Head of Market Area North West Götaland; Mr Mattias Buvari Head of Market Area South Götaland; Ms Christina Storm Wiklander Head of Market Southern Norrland; Madeleine Deland, coordinator EURES; Bargt Harskammar, Analytical Department PES; Mr Torbjörn Wallin, EURES Manager.

P.O. Box 4175
3006 AD Rotterdam
The Netherlands

Watermanweg 44
3067 GG Rotterdam
The Netherlands

T +31 (0)10 453 88 00
F +31 (0)10 453 07 68
E netherlands@ecorys.com

W www.ecorys.nl

Sound analysis, inspiring ideas