



PES to PES Dialogue

The European Commission Mutual Learning Programme for Public Employment Services

DG Employment, Social Affairs and Inclusion

PES PAPER

**Peer Review “PES approaches to low-skilled adults and young
people: work first or train first?”**

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Le FOREM

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Contents

1.	Labour market situation of low-skilled adults and young people.....	1
3.	PES services and measures for low-skilled adults and young people.....	11
4.	Partnership working to support low-skilled adults and young people.....	17
5.	Monitoring and evaluation.....	19
6.	Conclusions and questions	21

1. Labour market situation of low-skilled adults and young people

1.1. What is the situation of low-skilled individuals in the labour market?

At the end of December 2012, there were a total of 131 143 people with a qualification level lower than the 3rd degree of the secondary (= under the upper secondary) within the total jobseekers in Wallonia. This represents 53.7% out of the total of unemployed jobseekers.

Distribution of less-qualified jobseekers by age and sex

Age group	F	M	Total
Under 20 years	2,399	3,479	5,878
From 20 -25 years	8,590	11,899	20,489
From 25- 40 years	1,6673	23,362	40,035
From 40 – 50 years	11,452	15,255	26,707
50 years and over	18,037	19,997	38,034
Total general	57,151	73,992	131,143

Sources: Le Forem

20.1% of the low-skilled jobseekers are less than 25 years old (in comparison to 22.3% for all jobseekers) and 29.0% are over 50 years old (in comparison to 22.2% for all jobseekers). Men are over-represented among the less-qualified: 56.4% (in comparison to 51.3% of men for the overall jobseekers).

1.2. What are the factors influencing the situation of low-skilled people in the labour market?

According to our PES analysis, four sectors are demanding a high proportion of less-qualified workers or people "far away from the labour market":

- Agriculture, forestry and fishing, where the seasonal occupation of fruit pickers, as well as certain types of farming are so many opportunities for people without qualification;
- Administrative services and support activities, This reflects the activities of temporary employment agencies and temporary works, which are taking a main part for the concerning sectors.
- Accommodation and food linked to catering occupations ("Hotel, restaurant and catering");
- Household activities, which cover domestic jobs, but generate only a small volume of employment.

Conversely, some vocational sectors appear to be less open to the less qualified / people far away from the labour market: Education, financial and insurance activities, and transport and storage.

Integration of people far away from the labour market, by sector of activity

Code	Sector	Insertion of our target group “less qualified - vulnerable people”, by sector	% (out of the total of jobseekers inserted into that sector)	Total of employment by sector (ONSS June 2008)	%	Specificity index (2)
-	Sectors not identified	15 729	17.41 %	0	0.00 %	-
A	AGRICULTURE, FORESTRY AND FISHING	2,373	2.63 %	2 777	0.30 %	23.92
B	EXTRACTIVE INDUSTRIES	33	0.04 %	2 156	0.23 %	0.20
C	MANUFACTURING INDUSTRY	2,499	2.77 %	132 925	14.26 %	0.19
D	PRODUCTION AND DISTRIBUTION OF ELECTRICITY, GAS, STEAM AND AIR CONDITIONING	109	0.12 %	5 162	0.55 %	0.21
E	PRODUCTION AND DISTRIBUTION OF WATER; SANITATION, WASTE MANAGEMENT AND REMEDIATION	280	0.31 %	4,836	0.52 %	0.47
F	CONSTRUCTION	5 918	6.55 %	67 366	7.23 %	0.93
G	WHOLESALE AND RETAIL TRADE; MOTOR /MOTORCYCLES VEHICLES REPAIR	6 398	7.08 %	132 169	14.18 %	0.55
H	TRANSPORTATION AND WAREHOUSING	1,947	2.16 %	64,608	6.93 %	0.11
I	ACCOMMODATION AND FOOD SERVICES	4 934	5.46 %	26 585	2.85 %	2.85



J	INFORMATION AND COMMUNICATION	579	0.64 %	4 607	0.49 %	0.91
K	FINANCIAL ACTIVITIES AND INSURANCE	110	0.12 %	34 388	3.69 %	0.02
L	HOUSING ACTIVITIES	317	0.35 %	4,836	0.52 %	0.89
M	SPECIALISED, SCIENTIFIC AND TECHNICAL ACTIVITIES	2,027	2.24 %	29 873	3.21 %	0.58
N	ADMINISTRATIVE AND SUPPORT ACTIVITIES / SERVICES	42 435	46.97 %	64 160	6.89 %	5.27
O	PUBLIC ADMINISTRATION; SOCIAL SECURITY	1 187	1.31 %	82 450	8.85 %	0.13
P	TEACHING - EDUCATION	138	0.15 %	122 047	13.10 %	0.01
Q	HEALTH AND SOCIAL WORK	1 474	1.63 %	119 332	12.81 %	0.17
R	ARTS, ENTERTAINMENT AND RECREATION	739	0.82 %	10-028	1.08 %	0.68
S	OTHER SERVICE ACTIVITIES	1,034	1.14 %	23 793	2.55 %	0.56
T	HOUSEHOLDS ACTIVITIES, VIA PRODUCERS OF GOODS AND SERVICES (FOR OWN USE)	81	0.09 %	535	0.06 %	2.61
U	OFFSHORE ACTIVITIES	0	0.00 %	588	0.06 %	
Total		90 341	100.00 %	931 856	100.00 %	

Source and calculations: ONSS - Forem

Insertion sectors

Based on the above table, 5 sectors are well represented. They show a high number of insertions into work of people "far away from the labour market" (based on the criteria of more than 500 recruitments):

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Based on the above table, 5 sectors are well represented. They show a high number of insertions into work of people "far away from the labour market" (based on the criteria of more than 500 recruitments):

- Agriculture, forestry and fishing;
- Construction;
- Wholesale and retail trade; Motor/Motorcycles vehicles repair;
- Accommodation and food;
- Administrative and support activities /Services.

Taking into account temporary works, the economic sector of Services to enterprises is over-represented amongst people far away from the labour market (people who are not fulfilling the needs of recruitment companies). Conversely, the Trade sector, which is aimed at these categories of people, employs proportionally fewer individuals than other categories of employees.

2. Services for low-skilled adults and young people: overall strategy and approach

2.1. What is the overall approach to the delivery of services to low-skilled adults and young people?

In 2010 the Walloon Government has decided to put in place a unique process of regional guidance and job-support for all jobseekers, "the individualised job-support process". This process is embodied by a reference counsellor and modulated according to the individual characteristics of every jobseeker.

The individual Job-support Plan, proposed to every jobseeker up to 54 years old (irrespective of his/her age) has been inspired ("tested out") by the "JobTonic" scheme, a former guidance scheme (implemented from 2008 to 2010) and now no longer in place in its previous format, which was specifically devoted to the support of young people (18-25) when leaving school. The aim of the JobTonic scheme was to support young jobseekers very early in their job search, but also to ensure an individual, tailor-made and frequent support. From the start of this measure, the job-support's methodology implied early and intensive intervention from the job-advisor.

This measure inspired several dimensions of the current Individualised job-support scheme:

- a personal/reference counsellor,
- a tailor-made (differentiated) follow-up based on customer characteristics and level of autonomy of each jobseeker.

The aim is to give the jobseeker a "boost" and to support him into work, as soon as he/she registers. The intervention of the personal counsellor is structured on:

- an assessment interview (with a signed agreement), in order to review skills and qualifications/ experiences/ diploma/ abilities, to identify the vocational project, to analyse the job positioning of the jobseeker, and to define the required action plan, with regard to his/her specific needs and personal situation, as well as the labour market needs.
- the set-up of an action-plan (established in parallel with the assessment interview),
- the follow-up of this action-plan, for implementation of agreed actions in the long-term.

During the whole action-plan implementation, the jobseeker is supported and coached by his/her assigned counsellor.

The Individual job-support plan is proposed:

- within 4 weeks after registration for the young jobseekers (under 25 after school leaving) less qualified (school level inferior to the secondary school) and within 3 months after registration for young more qualified (upper to secondary school),
- within 3 months after registration (or a second registration) for other jobseekers (all).

The intensity, the length and the terms of the job-support depend on the personal needs of the jobseeker. However, the whole support process can last up to **one year** maximum.

The support may imply specific services, including career guidance, literacy, prequalification, vocational training, traineeships into enterprises, *job try-out* scheme... This wide service offer is made available thanks to the partnerships between le Forem and different insertion and training operators (call for proposals and other contracts with public, private...).

2.1.1. Do legal activation rules/regulations make a distinction between low-skilled and other job seekers and between low-skilled young people and adults?

There are no fundamental differences between services for adults and services for young people: the main activation approach is the "Individualised job-support process". Target: all jobseekers newly registered at the PES (up to 54 years old).

However, the first interview with the personal job-coach (The first interview consists in diagnostic, skills and profile assessment and agreement on a specific action plan) for young under 25 is proposed:

- within 4 weeks after registration for the less qualified young people (under 25 years old - school level inferior to the secondary school)

- within 3 months after registration for young more qualified (upper to secondary school).

The intensity, the length and the terms of the job-support depend on the personal needs of the jobseeker. The whole individualised job-support process (when “classical” pathway) can last up to one year.

Furthermore, regarding the most vulnerable jobseekers (with social or psychological problems...), the personal job-coach:

- may offer a multidimensional pathway (with social and professional dimensions). This pathway is structured in very close cooperation with operators (structural operators and partners, calls for proposition...), allowing jobseekers to solve problems which are excluded from the pure field/scope of professional integration (problems such as family, behavioural issues...) in parallel to the realisation of its job-search action plan. This pathway can be organised over a longer period (up to max. 2 years).
- may guide the jobseeker towards a social worker (in-house network of social workers - measure implemented from 2011).

2.2. What types of special measure does the PES offer to (unemployed and employed) low-skilled adults and young people and how effective are they?

Type of measure	Offered? (yes/ no)	For which group (adults, young people or both)?	Brief operational description of measure	Year introduced	Year abolished	Effectiveness of measure (scale: 1 = not very effective, 5 = very effective)	Reasons for effectiveness or ineffectiveness
Work-first approaches e.g. wage subsidies, work experience, internships	Yes	Young people under 25	This measure was especially conceived in 2007 for young people under 25 leaving school. The objectives were: - Immediate action (within the 6 weeks following their registration as jobseekers for those with higher secondary education at most ; for the others, contact by telephone and immediate action if the young person in question desires so within 3 months following registration) - More intense follow-up of the young person - Maximum confrontation with the employment market In 2009, a survey was conducted to monitor actions implemented in 2007 and 2008. The results of this survey indicated that young people did not need specific measures, but rather measures connected to their own needs (individual needs). Since then, individualised job-support is offered to every jobseeker (see question 2.1), no longer exclusively young people. The structure of the individualised job-support is rather identical to the two main outlines of JobTonic in order to cover the needs of the jobseeker as quickly as possible.	2007	2010	4	
	Jobtonic	Young people (under 25)	Target group: young jobseekers needing professional experience. Labour recruitment and training public subsidy for employers who choose to train and then recruit (mandatory, for at least the same duration as the	2007	Ongoing	4	

	Young People		training period) young or less-skilled jobseekers.				
	Former "Integrated Plan for Socio-Professional Integration - DIISP" (today abolished)	"harder to help jobseekers"	The DIISP aimed at bringing together training, outplacement and socio-professional insertion operators, in the framework of specific partnerships, in order to find common and integrated solutions to support "harder to help" jobseekers into work. In the framework of the Integrated Plan for Socio-Professional Integration, le Forem was targeting especially: • long-term unemployed • clients of the Local Welfare Centres, through a partnership developed with local assistance centres (CPAS). • disabled people, • former prisoners • migrants / ethnic minorities, For beneficiaries, it consisted in signing a convention with le Forem for personalised support services (with personal diagnostic/ check-up, action plan) for a 24 months duration at maximum, including a 6 months "into-employment" guidance path.	2004	2010	1	
Train-first approaches e.g. training	Yes	Adult and young people (main of them young people under 25)	Target group: young jobseekers (under 25) without any professional experience.	2010	Ongoing	5	
	Job Try-outs (Essais-métiers)		Many young people find it difficult to choose an appropriate job sector. Some of them, after completing general education, register as jobseekers without being able to clearly identify their professional skills. Face-to-face interviews are not enough to gain a realistic image of occupations and careers and to encourage them to begin a training course for a specific profession. Le Forem therefore launched this vocational guidance method based on finding out about and trying out three occupations over three weeks, called "job try-outs" (in order to find-out the appropriate training for				

			them). This measure is based on a methodology putting people in real-life professional situations, immersing them in the reality of the most buoyant occupations on the labour market. Job try-outs are structured into 3 phases: - Candidates are firstly informed of general conditions of practising occupations in different sectors (working conditions, working hours, professional behaviour, salary, etc.), as well as the regional characteristics of the labour market. This two-day phase ends with an assessment interview and a decision as to continuing the try-out on a voluntary registration. - The second phase, lasting 120 hours, mainly focuses on real-life case simulations in training workshops, linked to management and process evaluation. This exercise gives candidates the chance to try out three occupations from the 11 training areas covered by this programmes. - Then, the candidates confirm their choices of occupation and a confirmation-management-assessment week closes the process. The job try-outs allow candidates to choose a professional orientation (while sometimes avoiding certain stereotypes), to acquire basic skills for an occupation that can be used directly on the labour market and, potentially, to start a professional training.				
Services and measures to prevent low-skilled from being made redundant	Yes The least qualified workers -> avoiding redundancy	Adults and young people	- Credit-adaptation aid: Technical and financial aid for enterprises to promote staff training and to optimise staff performance (e.g. technical evolutions). - Training-vouchers aid: technical and financial aid for enterprises to promote SME's staff training.		Ongoing		

Other services or measures e.g. career guidance or specialist guidance for low-skilled, specialist counsellors etc.	'MISIP' Job Simulation Exercises	Adults and young people	The 'MISIP' Job Simulation Exercise (<i>Mise en situation professionnelle</i>) is an unpaid placement performed in the workplace on the initiative of the jobseeker or at the suggestion of his referent counsellor, so that he can experience the reality of a job or the labour market. The spirit of MISIP consists in offering the jobseeker the possibility of genuine experience in the workplace, which is to be taken as a real opportunity to steep oneself in the realities of a job. This exercise enables the jobseeker to participate on a one-off basis in a number of tasks representing the daily reality of the job observed. This immersion allows the jobseeker tangible experience of an occupation and an encounter with the world of work (organizing himself, arriving on time, respecting the hierarchy and instructions) and hence gives a genuine boost to his job-finding.	1998	Ongoing	5	More than 1500 jobseekers are benefiting from this scheme each year. This scheme /measure is well-known and has become a permanent measure over time (implemented since 1998). More than 50% of the jobseekers who are registered in this scheme are aged under 25, and more than 90% of them are less-qualified or "medium-qualified" (upper-secondary school at maximum).
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3. PES services and measures for low-skilled adults and young people

3.1. Does the PES offer services and measures to prevent low-skilled individuals from being made redundant? What types of services are offered, which kind of measures are funded and how successful have these been in different areas (ideally based on performance measurement)?

I. The Employers-support Service of le FOREM manages Public aids / specific schemes, notably:

- Credit-adaptation scheme: Technical and financial aid to promote staff training and to optimise staff performance (e.g. technical evolutions).
- Training-vouchers scheme: technical and financial aid to promote staff training into enterprises (for employees).

II. The Training offer of le FOREM

Skill Centres emerged in 2000, in the Walloon Region. The desire was to create “new generation” training Centres:

- In order to promote and develop quality and creativity;
- Open to all: job seekers, workers and business managers, teachers and students in technical fields ;
- With a partnership structure between public and private sector to integrate all the socio - economic needs in a specific local area;
- Anchored in areas with high potential for development and to be linked with the economic development of the Walloon Region.

Initiated from the association between professional branches, social partners and the vocational training public service (FOREM), the Skill Centres are close to regional industrial networks and offer adequate training facilities, high-skilled trainers, innovative equipment and tools (in partnership with economic, academic and professional sectors). Using their advanced technological tools, Skill Centres are also at the forefront regarding knowledge, know-how and, above all, innovative engineering.

With regard to identifying skills needs, sectoral agreements have been signed between Forem and the professional sectors, and provision has been made for regular exchanges of information about the labour market.

Further to this, it is part of the mission of the Skill Centres to develop a horizon-scanning process. The aim is to achieve a better match between the supply and demand in employment and training. The horizon-scanning process is underpinned by a rigorous definition of priorities with regard to the monitoring, collection, recording and analysis of information in partnership with FOREM’s Department for the Analysis of the Labour Market and Training (AMEF) and with IWEPS, the Walloon Institute for Statistical Evaluation. This action forms part of a vision that is anticipatory in nature. Each Skill Centre is invited to submit a horizon-scanning report twice a year (main trends, prospects for the development of occupations and of the skills required to hold a job in the sector in question). Since the horizon-

scanning mission has been in existence (2002), more than 400 training modules have been modified or created in 8 years. It is currently possible to consult the horizon-scanning reports on line at www.centresdecompetence.be.

In 2013, there are 25 officially certified Skill Centres all over the Wallonia territory, covering a wide range of professional branches related to the most advanced industrial fields: automotive trades, glass manufacturing industry, industrial maintenance, graphics industry, management, commerce & sales, Logistics, transportation and vehicle maintenance, ICT's, Water treatment professions, automobile industry... Using their advanced technological tools, Skill Centres are also at the forefront regarding knowledge, know-how and, above all, innovative engineering.

The Skill Centres provide the skills needed to have an impact on employment: jobseekers, apprentices, **workers**, students and teachers, trainers ... They deliver part of Wallonia's strategy to promote employability, including low-skilled employability.

3.2. Is the basic approach underpinning the PES concept for unemployed low-skilled individuals one of 'work first' or 'train first'?

The old 'Jobtonic' scheme (disused since 2010, because integrated into the Individual Job-support process) was based on the 'work first' principle: the career path was built around experience of a direct encounter with the labour market. All occupational experiences, placements etc. were the first stages (an iterative path). The career project was built up 'as one went along'.

Today, within the framework of Individualized job-support, the emphasis is more on an approach combining the encounter with the labour market ('work first') and vocational training or re-training 'as required' ('train first'). This approach is akin to the career-management and life-long guidance approach with the individual needs of each person being taken into account and possible orientation towards suitable training (identification of the skills profile and of associated occupational sectors, and orientation towards jobs that are 'in demand').

3.3. Is a different approach used for low-skilled adults in comparison to low-skilled young people? If so, please explain which approach is taken for which group.

We should make clear that young and less young jobseekers are not supported differently in methodological terms (we base ourselves on each person's needs), but in terms of intensity. Young people are given support at an earlier stage. Where needed, they will be supported *more intensely* with more frequent appointments, though this is not systematic. Some systematic provisions have been abandoned (see tables), as we are genuinely basing our action on the needs of each individual.

However, thinking is currently going on within Forem to incorporate the collective work dimension into the support given to young jobseekers. These young people will take part in group sessions on the basis of the identification of a need that will have been made at an earlier stage within the context of their support.

3.4. If a 'work first' approach is used to integrate low-skilled adult and/or young jobseekers, please describe the approach taken, specifying what approach is taken for which group.

3.4.1. Is the emphasis placed on the first available match or is attention paid to matching with future development and training opportunities (with or without PES assistance) to ensure the sustainability of work?

No particular approach ('work first' or 'train first') is taken in principle in response to a specific group. The counsellor always bases himself on jobseekers' individual needs to determine whether they should follow a work-based or training-based route to enable them to find a position in the labour market.

In order to offer a response adapted to needs in terms of employability, the counsellors first draw up an initial assessment with the jobseeker, then develop a plan of action. The reference counsellor sets precise objectives to be achieved with the jobseeker, translating these into concrete actions.

Through the development of this action plan and by following it up, various measures may be proposed throughout the process as a function of the situation of each jobseeker. These measures are aimed at obtaining adequate, concrete responses that can meet their specific needs. Among such measures are:

- 'Job try-outs'. These try-outs, offered to young people in particular, depend on a methodology based on placing jobseekers directly in the workplace situation, thus immersing them in the reality of occupations that are growth areas in the labour market (since 2010);
- Collective or individual sessions that help the jobseekers to focus on one or more occupations and, if the possibility arises, to identify a career project adapted to their situation. These sessions also provide the opportunity to draw up an appropriate action plan by which this project can be brought to fruition. Among other measures involved here are: job shadowing, work placements (among other things through the PFI [Training-Insertion Plan] scheme), job simulation exercises etc.;
- A structured dissemination of the opportunities offered by the market today: the growth occupations and the skills that are in demand (+ link with the Jobfocus Plan for combating shortages: evolving and emergent occupations – particularly those linked to sustainable development and energy efficiency);
- Sensitization of jobseekers to the opportunities for working in Flanders (close collaboration with the Flemish Public Employment Service at this level) and, where appropriate, supporting jobseekers in certain cases in their search for employment in Flanders;
- Information regarding opportunities for placements and jobs abroad through our international mobility counsellors (linked to the EURES network);
- Directing some jobseekers towards operators with specific expertise in jobseeker guidance and employability;

- In the case of the most vulnerable jobseekers, the counsellor:
- Proposes a multi-dimensional pathway (including both social and occupational dimensions);
- Can direct the jobseeker towards a social worker at Forem (since 2011).
- Complete information on employment aid, linked to the jobseeker's engagement by an employer (The Activa and Win Win Programmes etc.), enabling the latter to benefit, depending on the circumstances, from a subsidy or from varying degrees of reduction in Social Security contributions. These schemes are also promoted by counsellors in contacts with companies.
- Access to training Schemes: Forem offers a host of training packages throughout Wallonia. Thanks to their high-tech tools, the Skills Centres offer a wide choice of training in line with the needs of the labour market.

3.4.2. What support/encouragement is offered to employers to provide opportunities to low-skilled workers?

The Plan Formation Insertion (PFI / PFI jeunes) scheme: Labour recruitment and training aid for employers who choose to train and then recruit (for at least the same duration as the training period) young or less-skilled jobseekers.

3.4.3. Are any training elements offered?

See question 3.1.

3.5. If a 'train-first' approach is used to integrate low-skilled adult and/or young jobseekers, please describe the approach taken, specifying what approach is taken for which group.

Services

3.5.1. What support is provided during training by the training provider to ensure the training is successfully completed?

FOREM invests in the professionalism and teaching skills of its trainers. The job of trainer today is no longer simply to train. Trainers have to be able to give information, analyse skills, produce assessments and certification, and give correct guidance to trainees. They are also faced with mixed groups, new modes of learning and new technologies. This is why Forem, Ifapme and Bruxelles Formation collaborated in 2011 on the development of the "FormaForm" project, which is aimed at developing the teaching skills of trainers. The three bodies have designed a common initial and continuing training offer for trainers. The aim is to support trainers (750 of them within Forem alone) in the developments and challenges they face within their job, and also to ensure a high level of professionalism. The project has received support from Wallonia and from the European Social Fund (ESF).

Furthermore, Skill Centres can deliver skills validation certificates. The objective is to certify that an applicant (trainee, worker ...) is a "qualified professional" in a part of a job curriculum (competency unit).

Forem is also participating in a partnership consisting in delivering official skills certificates for non-formal and informal competences acquired “on the job” by the different target publics (“skills validation system”). Many employees and job-seekers have gained skills from work but do not hold any certificate as evidence of these skills. The skills validation mechanism is specifically aimed at officially recognising professional knowledge and know-how acquired outside of typical training channels.

Planning and management of measures

3.5.2. What type of training is offered for which categories of jobseekers?

Training activities are organised both in Forem training centres and in Skills centres, or through partnerships with other training operators (call for projects).

Training sessions are delivered with adequate training facilities, high-skilled trainers, highly-innovative equipment and tools (public and private partnership, equipment co-financed by private sectors) on the basis of different methods:

- classical training
- on-the-job training
- traineeships into enterprises
- linguistic traineeship abroad
- e-learning, blended-learning
- accompanied self-tuition (ICT, languages, ...)
- Seminars, conferences...

The duration could be from one day (specialisation /updating module) to several months (until one year).

The service offer of le Forem covers a wide range of professional fields and sectors, and proposes multiple functioning conditions and tailor-made methods, specially fit to different publics (young, adults, unemployed, workers, managers, trainers ...) and situations.

E-learning is also developed. In 2009, 14.320 people have registered for an e-learning training session. These e-training sessions are notably attended by young women and low-skilled people.

3.6. What are the main challenges in the integration of low-skilled job seekers?

One of the main challenges is that we shall in future work increasingly in networks. Within this context, we have already set up the internal network of social workers (since 2011). This network works with groups ‘far away from employment’, including young people. This network is shortly to be expanded, with the employment of 15 additional social workers.

Moreover, the partnership dimension is assuming increasing significance. In its ‘stewardship’ role, it has fallen to Le Forem to organize cooperation with the training

providers and with those involved in employability initiatives throughout the Walloon labour market. The aim, where our Public Employment and Training Service is concerned, is to put in place tools and processes to enable the management of partnerships to be professionalized.

3.7. Based on your experience (ideally backed up by details of integration rates where applicable, including those after 6 months if available) what works best for which category of low-skilled job seeker? What factors ensure a fast and more sustainable integration of low-skilled job seekers? What works best in encouraging employers to offer opportunities?

Within the Framework of the Jobtonic Scheme (2007-2010)

From the implementation (2007-2010) and the monitoring of the former Jobtonic scheme (targeting young jobseekers, with a sub-group of low-skilled), we have drawn some conclusions about the way to better adapt the job-support process and the personal action plan agreed with the counsellor.

The aim of "Jobtonic" was to support all the under-25s leaving school and registering as jobseekers with Forem for the first time (33,000 people per year, 8,300 of whom have qualifications lower than the Upper Secondary School-leaving Certificate).

After an assessment of the initial actions carried out as part of the Jobtonic scheme, modifications were made to the support process in June 2008 aiming to readjust the management of jobseekers on the basis of:

- a more nuanced segmentation (particularly within strand 1;
- intensified management of those jobseekers 'far away from the labour market' (the low-skilled).

One development that ensued was that support became increasingly individualized, with jobseekers being allocated a single reference individual (the referent counsellor).

In the case of strand 1 (less qualified young people), these jobseekers were now being dealt with in a more intensive way. In the 6 weeks following their registration, they had a face-to-face assessment interview with a counsellor, the aim of which was to analyse their situation and identify their job-seeking needs, to identify a mode of support appropriate to their situation and to initiate a plan of action. This support process went on for one year.

For young people in strand 2 (those with a greater chance of entering the labour market quickly), there was 'lighter-touch' management. In the weeks following their registration, they had an interview with Forem's Call Centre which was intended to inform them about the labour market and guide them towards the assistance tools available on a self-service basis at the local centres, the *Maisons de l'emploi* [Job Centre Plus equivalent] and on the Forem website; to check their personal data (studies, occupations etc.) and to offer them, where necessary, an interview as quickly as possible. If the young person was still without work after four months of personal job-seeking, they were called to an assessment interview and offered a plan of action appropriate to their situation.

Within the Framework of the Individualized Job-support Process (2010 – present)

One of the central concepts of individualized support—offered to any jobseeker of whatever age—is the rapid confrontation of the jobseeker (particularly the least educated and the youngest) with the labour market ('employment as a tool towards employment') through:

- approaches to employers;
- job offers;
- placements within companies: PFI schemes (subsidy to employers for training and engaging job seekers within a company), job simulation exercises and job try-outs (cf.2.2).

Forem is tasked with simplifying the use of work placements, particularly by harmonizing the advantages associated with the job simulation and placement formulas (reimbursement of travel costs, payment of one euro per hour). Similarly, Forem's Service to Companies department has responsibility for promoting a number of schemes to companies (PFI etc.).

It should, however, be noted that this initial 'work first' logic was gradually complemented by a 'train first' logic, in which the vocational training and guidance of the jobseeker, leading to insertion into the labour market, became priorities.

4. Partnership working to support low-skilled adults and young people

4.1. Are services (e.g. career guidance, testing) and training measures for low-skilled adults and young people delivered in-house by the PES or are part or most of these contracted out to private or third sector/other public service providers (and if so, which)? What is considered to be the added value of external provision (what can external providers offer that PES cannot)?

Most of them are delivered in-house.

However, as a result of this legal attribution, le Forem has developed, yearly since 2004, external provision through successive calls for tender (with project specifications) to varied private and public operators, for innovative projects in the field of professional insertion and training (careers advice, job search and basic vocational qualification). These annual calls for tenders constitute the main Insertion partnership developed. This is the case for specific actions (workshops, remediation, ...) that are assigned in the framework of the "Individual Job-support Plan", especially actions targeting young jobseekers or most vulnerable jobseekers (low educated...).

In the meantime, le Forem launches calls for proposal, targeting more specialised operators, for very specific fields of cooperation (for example, on labour market shortage, on illiteracy problems, etc.).

4.2. Is there co-operation with chambers of commerce / other employer representatives, or social partners at management level to ensure opportunities can be offered to low-skilled individuals?

4.3. Is there co-operation with education and training providers, career guidance providers, municipalities, youth services etc at management level to reduce drop out and drive up qualifications? Different partnerships:

Yes. Through structural partnerships and contracting out:

Structural partnerships: partnerships involving partners that are sharing the same management structures with le Forem - within Local Job Centres for example -.

Contracting-out (for very specific services): as a result of its legal attribution, le Forem has developed since 2004 successive calls for tender/propositions (with project specifications) to varied private and public operators, for innovative projects in the field of professional insertion and training (careers advice, job search and basic vocational qualification). These annual calls for tenders constitute the main insertion's partnership developed.

4.4. What works best to ensure good partnership working and in which areas do you see challenges for the future?

Within the framework of the new Managing contract of le FOREM (2011-2016), a new Service has been created, in charge of "third-parties services intervention" ("recours à l'intervention de tiers").

3 types of third-parties intervention have been identified:

- structural partnerships (partnerships involving partners that are sharing the same management structures with le Forem - within Local Job Houses as example - or partnerships built with branches and enterprises' federations, for actions that imply both employment and training measures - Skills Centres for example).
- subsidies
- call for tender / call for proposal

Several advantages are noticeable when working with partners / operators in the framework of calls for tenders / calls for proposal for example: increased geographical flexibility, methodological advantages with many actors, bigger proximity to the public, and possibility to multiply the services offered. Within the applicants, private and public partners/operators, non-profit or profit organizations are increasing in number; which is considered as a sign of good cooperation. On a methodological point of view, innovation is fostered, and the results show that jobseekers who started to use the services of the contracted partners stayed along well and keep to the programs.

Challenge: regarding other operators (third parts, private and public), le Forem has now to identify whenever it acts as an "operator"; and whenever it acts as a "coordinator"¹ of the labour and vocational training market - in that case using

¹ See the document "PES network: making the Employment guideline Work" on <http://ec.europa.eu/social/main.jsp?catId=105&langId=en>

"Most PES in Europe see their role and added value nowadays increasingly as that of a general coordinator of labour market services - the so-called "conductor role"; the role of a central

partnerships and contractual arrangements. For that reason, our new Business plan (2013-2016) has fixed as a priority to create a new Service within our organisation: the "Regisseur" Department (= overall coordination's role, Service dealing with the relationship with all insertion and training operators and actors within Wallonia, to answer labour market needs).

5. Monitoring and evaluation

5.1. What systems are in place for performance measurement and evaluation for low-skilled adults and young people?

Regarding the "individualised job-support plan" (devoted to every jobseeker, whatever his/her age and educational background):

From a comparative perspective (based on a "2011 Report on the implementation of the new Job-support Process"), the progress of workload (caseloads management, number of activities ...) has been improved in terms of productivity.

- After the introduction in 2010 of "caseload management" for employment counsellors, the (size of) caseloads have been adjusted over time, from around 200 jobseekers (per counsellor) at the beginning (heavy workload, large variations from one counsellor to another) down to around 160 jobseekers in 2012 (stabilisation, fully operational caseloads) in order to ensure an acceptable level of quality of services.
- The number of individual action plans has also been adapted, to reach 240 action plans/year/counsellor (instead of the 300 initially considered). Furthermore, it is now considered to implement a "specialisation" of the caseloads (in terms of assignment to counsellors), according to the types of professional sectors or jobs.

In parallel with "productivity objectives", a quality plan has been designed and set up in 2011, aiming at ensuring a higher level of quality of services in the long run (result-oriented approach, to be applied to regional level). This plan is based on priority actions "upstream" (staff training, investment into experienced proximity-managers, development of adequate ICT tools ...), "downstream" (evaluation of the quality of service offer, integration of an assessment culture at the (team) manager level ...) and during the implementation of the service offer (networking, contracting out and partnerships ...).

The development of evaluation methodologies is a key priority of Le Forem (see Company Plan 2013-16), since it has a role in achieving the following twofold objective:

Shifting from a 'means-based' to a 'results-based' logic and equipping ourselves with the means to represent outcomes objectively. Quantitative objectives express only one part of operational reality, namely the number of service episodes or activities. Yet, as is regularly made clear, our results are more dependent on the quality of the underlying elements (content of action plans and their detailed elaboration, modes of

partner, or network manager. By co-operating with a range of other organisations in a network they are able to maximize the synergies of partnership and cooperation and offer a comprehensive and life-long transitions management service."

interaction, ownership of roles etc.) than on the number of service episodes consumed by the jobseeker. In order to be able to gauge objectively the results leading to labour-market insertion, it is crucial to develop methodologies based on clear indicators of movement towards employment.

Incorporating the results-based approach into daily activity. This is a matter of defining the minimum quality level that has to be achieved in order to ensure homogeneity of service (in close association with regional directorates). The development of qualitative methods forces us to reflect and to formalize cross-cutting quality markers that are in line with the way counsellors see their activity.

Consequently, at the monitoring level, there was a shift in the monitored data, because the tasks and services delivered by the staff were organised differently.

Generally speaking, one can assume that services carried out by counsellors are more quality-based than in the past.

5.2. What the main indicators used in evaluating the effectiveness and efficiency of services and measures for low-skilled adults and young people?

Indicators (2011 Report on implementation of the Job-support process):

- number of unemployed jobseekers who benefit from job-support services (data selected: number of agreed action-plans),
- total of services carried-out,
- term of intervention for services,
- means /resources: FTE, ...
- Insertion rate

NEW (in development): "Progression towards employment": broader indicator (than the classical Insertion rate indicator) based on multiple aspects - like access to a vocational training, guidance towards sub-contractors services, delivery of job-vacancies, or any aspect which could indicate the level of clients' progression within the insertion process-.

5.3. What have been the main evaluation results in recent years? (see 5.4).

5.4. Have these results led to any changes or are changes being considered in the organisation and delivery of services to improve the labour market situation of low-skilled adults and young people?

From the evaluation of the scheme Jobtonic (devoted to young jobseekers):

Starting from 2007, le Forem has developed new marketing studies called « Barometer Surveys on Qualitative Impact ». These surveys, launched and overseen by the Marketing service of Le FOREM and carried out (at external) by Survey and Action (subcontractor), aim at understanding and analysing the way the clients – enterprises and jobseekers – perceive the qualitative impact of PES on their pathway (impact resulting from the various actions of the PES and its contracting operators during the support process). The same survey is then carried out with the PES staff, regarding their perception of their tasks and missions.

Concretely, regarding each guideline of our Business Plan, we are considering a goal. The respondent is then asked whether he/she feels aware of this specific goal. In a second step, regarding different indicators of achievement of the goals, the person is asked whether or not he/she feels le Forem has contributed to the achievement of the related goals when delivering job-support services.

In broad outline, according to the 2009 qualitative survey about Jobtonic, it appeared that young jobseekers were generally more satisfied when the job-support/ job-guidance was on a more tailor-made and individual basis (individual-based contact and interviews). According to the survey, some aspects of the Jobtonic methodology had to be reviewed, especially dominant group-support dynamic (collective workshops ...).

Anyway, it was decided to capitalise on the measure's good results and to extend the concept of individualised/ tailor-made support to the framework of a single job-support scheme (applied for every jobseeker), the "individualised support plan".

From a practical point of view, two key points have been resumed/ maintained in the "individualised support process":

- assignment to a personal / reference counsellor (« coach »), who is the privileged interlocutor of the jobseeker, offering a personal contact;
- agreement on a personal action-plan, with adequate follow-up /assessment of actions.

6. Conclusions and questions

6.1. What lessons have you drawn from your experience and what are your main challenges, tasks, plans for the future?

Challenges within the framework of the Individualized Support process:

- Personalizing detailed support from registration onwards (ensuring added value by our teams of counsellors and through remote monitoring...).
- Improving the quality of service offered (identification of new benchmarks and ownership being taken by the operatives/counsellors).
- Developing the IT and technological tools required for optimum operation.

Harmonizing and maximizing the provision of the 'Support' service with the provision of the 'Training' service (linking with partners, with methodologies for 'the young', 'those aged 45 and over', 'vulnerable groups', a sectoral approach etc.).

6.2. In the Peer Review discussions, on which of the following topics would you most like to focus and what would you most like to learn from others?

Topics	Importance of the topic (scale: 1 = very unimportant, 5 = very important)	What would you most like to learn from others in the topic(s) you are most interested in? (maximum three bullet points)
PES services for low-skilled workers: overall strategy and approach	2	
Train-first approaches	5	"Work or train first" What is the predominant logic /strategy adopted by PES towards young jobseekers or low-skilled jobseekers ?
Work-first approaches	5	"work or train first" What is the predominant logic /strategy adopted by PES towards young jobseekers or low-skilled jobseekers ?
Partnership with employers and other actors	4	
Monitoring and evaluation	4	Especially aspects linked to the quality standards of services (how to measure and monitor the quality of services)