



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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Manpower Employment Organization (OAED)

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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?

Monthly Distribution of registered unemployed by educational level in the **First Half of 2011**

	JANUARY		FEBRUARY		MARCH		APRIL		MAY		JUNE	
	Unempl oyed	Percenta ge %	Unemploy ed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %
L1 (Primary Education or first stage of Basic Education)	9,088	1.32%	8,929	1.29%	9,101	1.27%	9,074	1.29%	8,922	1.30%	8,781	1.28%
L2 (Lower secondary education)	267,775	38.83%	270,384	39.04%	279,729	39.14%	274,776	38.99%	263,406	38.45%	253,585	36.90%
L3 (Upper secondary education)	315,541	45.76%	316,781	45.74%	327,201	45.78%	323,274	45.87%	314,705	45.94%	312,953	45.54%
Tertiary Education	97,154	14.09%	96,402	13.92%	98,644	13.80%	97,694	13.86%	97,967	14.30%	111,854	16.28%
Total	689,558	100.00%	692,496	100.00%	714,615	100.00%	704,818	100.00%	685,000	100.00%	687,173	100.00%

Table 1: Number of Unemployed People by Educational Level: First Half of 2011

Monthly Distribution of registered unemployed by educational level in the **Second Half of 2011**

	JULY		AUGUST		SEPTEMBER		OCTOBER		NOVEMBER		DECEMBER	
	Unempl oyed	Percenta ge %	Unemploy ed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %
L1 (Primary Education or first stage of Basic Education)	8,720	1.25%	8,302	1.20%	8,334	1.20%	8,209	1.18%	8,375	1.17%	8,679	1.19%
L2 (Lower secondary education)	248,659	35.54%	239,928	34.61%	241,276	34.70%	245,111	35.35%	256,171	35.79%	264,735	36.23%
L3 (Upper secondary education)	316,337	45.21%	313,940	45.28%	320,685	46.12%	323,789	46.69%	335,661	46.90%	342,188	46.84%
Tertiary Education	125,942	18%	131,159	18.92%	124,964	17.97%	116,308	16.77%	115,486	16.14%	115,019	15.74%
Total	699,658	100.00%	693,329	100.00%	695,259	100.00%	693,417	100.00%	715,693	100.00%	730,621	100.00%

Table 2: Number of Unemployed People by Educational Level: Second Half of 2011

Monthly Distribution of registered unemployed by educational level in the **First Half of 2012**

	JANUARY		FEBRUARY		MARCH		APRIL		MAY		JUNE	
	Unempl oyed	Percenta ge %	Unemploy ed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %	Unempl oyed	Percenta ge %
L1 (Primary Education or first stage of Basic Education)	8,914	1.17%	8,920	1.16%	9,091	1.16%	9,100	1.17%	8,991	1.16%	8,811	1,13%
L2 (Lower secondary education)	277,387	36.41%	282,438	36.66%	288,680	36.77%	284,502	36.55%	279,978	36.07%	273,361	34.93%
L3 (Upper secondary education)	357,260	46.90%	360,956	46.85%	368,378	46.92%	366,451	47.08%	367,354	47.32%	366,997	46.90%
Tertiary Education	118,208	15.52%	118,055	15.32%	119,054	15,16%	118,346	15.20%	119,984	15.46%	133,324	17.04%
Total	761,769	100.00%	770,369	100.00%	785,203	100.00%	778,399	100.00%	776,307	100.00%	782,493	100.00%

Table 3: Number of Unemployed People by Educational Level: First Half of 2012

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

From the data collected by the local PESs throughout Greece, it has been established that there has been a considerable reduction in the demand for low-skilled people. Moreover, from the tables presented in 1.1, it can be seen that there is a marked rise in the number of low-skilled unemployed people as compared to that of unemployed people who have received tertiary education.

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?

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 is no relevant institutional framework in Greece.

All unemployed people are involved in the same procedures. The Greek PES or OAED (Manpower Employment Organization) offers a "profiling system" consisting of "four support levels" based on the individuals' proximity to the labour market. A specific set of actions (and goals) are suggested for each profile group.

The four support levels by target group are the following:

1st support level, which includes job-ready clients.

Individual Action Plans (IAPs) may include counseling for effective CV writing and job interviews, and, more generally, jobseeking and career counseling. Moreover, it may also include counseling on setting up a new enterprise.

2nd support level, which includes jobseekers that need additional qualifications.

If the jobseeker needs further enhancement of his/her personal and professional skills and competences, the IAP may include (information about) participation in short-term actions (such as short-term vocational training or work experience), as well as 1st-support-level actions.

3rd support level, which includes clients that lack basic skills or professional experience and should participate in suggested actions in order to become "job-ready".

If the jobseeker is in need of a substantial enhancement of his/her personal or professional qualifications and skills, the IAP may include (information about) participation in longer-term actions, such as long-term vocational training or work experience. If the jobseeker has not yet determined his/her professional interests, wishes, personal characteristics etc., the IAP primarily includes Career Guidance actions, and, subsequently, 1st-, 2nd-, and 3rd-level actions, which will be determined after the Career Guidance actions.

4th support level, which includes the long-term unemployed, sick-listed, ex-drug users, ageing workforce or other groups that are at risk of social exclusion.

If the jobseeker is unsure or unable to specify his/her wishes, he or she will be referred to specialized agencies (Career Guidance centres, Counseling Services Centres etc.).

Moreover, especially for young people aged 16-18, there is a Model Career Guidance Centre servicing unemployed people, offering services such as profiling, individual action planning and career counseling.

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 aged 16-24 years	<p>"Work experience programme for new labour market entrants aged 16-24 years"</p> <p>This programme aims to enhance the skills and work experience of unemployed new labour-market entrants aged 16-24 years by ensuring they are employed by enterprises and, more generally, employers of the private sector. The programme is implemented in two stages:</p> <p>(i) The subsidy for the first stage of the programme (work experience) may last up to twelve (12) months, and concerns the amount of social insurance contributions (paid to the employers);</p> <p>(ii) On completion of the first stage, and provided that the enterprise concerned changes the work experience contract into an employment contract, it can be subsidized for a further twelve (12) months, on condition that the enterprise continues employing the young person for a further six months without subsidization.</p>	2010		1	The subsidy offered is rather low in comparison with other subsidy programmes that are addressed to the entire population of unemployed people, and which, therefore, are preferred to this programme
Train-first approaches e.g. training	Yes	Young people aged up to 29 years	<p>"Labour Market Entry Voucher for young people aged up to 29 years"</p> <p>This programme aims to achieve a structured entry process for new labour market entrants, which will ensure that they are placed in private sector</p>	May 2013			

			<p>enterprises. More specifically, the programme ensures that all the essential requirements are fulfilled so that young people can effectively enter the labour market. To this end, the programme helps young people acquire or improve their knowledge and skills, offers them theoretical and practical training in real work conditions, and assists them in adapting their qualifications and skills to the requirements of the workplace.</p> <p>The programme provides a voucher for the following package of actions:</p> <p>(i) Training for up to 80 hours (in horizontal and specialized skills), combined with mentoring.</p> <p>(ii) Subsidized Work practice / Work experience for five (5) months.</p> <p>(iii) Subsidies for enterprises that will change the work practice contract into an employment contract, by covering the employers' social insurance contributions for one (1) more year.</p> <p>The programme is targeted towards:</p> <p>(a) Higher Education (University or Technical Education Institute) graduates aged up to 29 years; (b) Unemployed graduates of basic, secondary and postsecondary education, aged up to 29 years.</p>				
Services and measures to prevent low-skilled from being made redundant	Yes	adults	<p>Programme entitled "Structural adjustment within the financial crisis for working people and enterprises with over 50 employees"</p> <p>More information about this programme is</p>	2010	June 2013	3	It helps enterprises train their employees in new subjects, so that they can deal with the current financial crisis more effectively.

			provided below: see 3.1				
Other services or measures e.g. career guidance or specialist guidance for low-skilled, specialist counsellors etc.	Yes	both	<p>Career guidance / New Career guidance</p> <p>This programme was first implemented in 2006, but since 2012 has included counseling seminars for groups of unemployed people with similar features.</p> <p>OAED aims to enhance employment services for the unemployed and develop policies and measures to effectively address unemployment. Within this context, the Organization has prioritized Counseling Services, primarily oriented toward activating the unemployed and facilitating their entry into the labour market. OAED offers the following types of Counseling:</p> <ol style="list-style-type: none"> 1. Counseling and Career Guidance – Career Management; 2. Jobseeking Counseling; and 3. Entrepreneurial Counseling. <p>Moreover, OAED has recently (early 2013) introduced Activation and Mobilization Workshops for Unemployed People, and Counseling Groups, carried out by specialist counsellors. These Workshops, organised at a number of local PESSs, included counseling on Jobseeking Techniques, Career Management and Career Guidance. OAED intends to gradually organize such Workshops throughout Greece.</p>	2006	-	3	It contributes to a more effective entry of the unemployed into the labour market.

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. Programme entitled "Structural adjustment within the financial crisis for working people and enterprises with over 50 employees". The Programme aims to support enterprises in the implementation of "Integrated Structural Adjustment Plans for Enterprises and Working People", and respond to the new environment created by the financial crisis and the integration of new technologies into the production process. The enterprises selected for financial support within the framework of this programme have to implement both of the following actions: firstly, counseling services, including adaptation counseling services, counseling services to the enterprise for operational or staff-related issues; and, secondly, training actions: staff training / further training.

II. LAEK (Employment and Vocational Training Fund).

II.i. LAEK 0.45%: Vocational training programme for employees of enterprises

This annual programme aims to secure job retention and enterprise adaptability by means of training employees. The enterprises may train their employees by making use of LAEK resources. To be entitled to participate in this programme, the interested employees must be insured with IKA (Social Insurance Institute) and belong to at least one insurance sector of OAED (i.e. they ought to have made contributions to it).

II.ii. LAEK 1-25: Vocational training programme for employees of small-sized enterprises (i.e. with 1-25 employees)

This programme aims at expanding training opportunities for employees of small-sized enterprises. It is implemented by the Greek enterprises/employers' associations, and aims to retain jobs through the training of employees. The associations representing employers may train the employees of their member-enterprises. To be entitled to participate in this programme, the employees must be insured with IKA (Social Insurance Institute) and belong to at least one insurance sector of OAED (i.e. they ought to have made contributions to it).

In 2012, the number of employees who received training through LAEK 0.45 was 93,687. Moreover, it is estimated that, within the framework of LAEK 1-25 for the year 2012 (whose implementation has not started yet), about 43,000 small-sized enterprise employees will be trained.

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

Where jobseekers lack the relevant skills and training programmes are available, the counsellor suggests a training action to the jobseeker, which, however, is not obligatory for the latter. The jobseeker himself or herself might regard finding a job as his/her preliminary aim.

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.

3.3.1. Why was this approach selected and has this changed during the last three years?

No different approach is used for low-skilled adult and young job seekers. The relevant services are offered on the basis of the identified needs.

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?

The emphasis is placed on the first available match, given that, under the current financial circumstances, it would be inappropriate to focus on matching with future development and training opportunities.

3.4.2. What support/encouragement is offered to employers to provide opportunities to low-skilled workers? For example internships, subsidies, post-placement follow-up?

In many subsidised programmes, a higher percentage of subsidies is given to vulnerable groups, including the low-skilled and young people.

3.4.3. Are any training elements offered?

Low-skilled adults and/or young jobseekers are not classified as separate groups in the planning and delivery of ALMPs. However certain programmes, such as the "Labour Market Entry Voucher for young people aged up to 29 years" (see 2.2. above), have been designed especially for the target group of low-skilled young people aged up to 29.

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.

OAED offers vocational education and training through 51 Vocational Education Schools (commonly known as Apprenticeship-EPAS), which are upper-secondary schools implementing the Apprenticeship system and operating since 1952. Apprenticeship-EPAS students acquire work experience in actual work conditions by practising in a variety of technical areas of specialization in enterprises across all sectors of the economy. The educational policy of the Apprenticeship-EPAS is designed in cooperation with social partners, as well as trade associations and chambers, according to the needs of the local labour market.

The Apprenticeship-EPAS students, aged 16-23, study for two years (four semesters). Over 2011-12, 10,650 students attended the 51 Apprenticeship-EPAS operating throughout Greece. OAED offers a dual system of apprenticeship, with on-the-job

training taking place in the morning, whilst afternoons are devoted to theoretical and laboratory classes in their respective fields of study. As stated, the on-the-job training system facilitates the Apprenticeship-EPAS graduates' integration into the labour market. What's more, on completion of their studies, most of the Apprenticeship-EPAS graduates retain their training places as full-time jobs.

Research conducted on behalf of OAED by the Universities of Macedonia and Piraeus about the integration of Apprenticeship-EPAS graduates into the labour market has produced very encouraging results. These results have been confirmed by new research conducted on a pilot basis in 2012 by the Moschato Apprenticeship-EPAS, Athens, and the Oreokastro Apprenticeship-EPAS, Thessaloniki, using a 20% sample of the EPAS graduates of the years 2005-2007. More specifically, the findings of the research conducted by the Moschato Apprenticeship-EPAS showed that 68% of the EPAS graduates were in employment during the research period. Moreover, 87% of the graduates responded affirmatively to the question "Did OAED studies help your integration into the labour market?". Finally, 73% of the graduates who had done their work practice in private sector companies were subsequently hired in the same companies.

Services

3.5.1. How does the PES identify which individuals are suitable for training and which training is right for whom? What is the role of personalised services in this?

Where jobseekers lack the relevant skills and appropriate training programmes, the counsellor suggests a training action to the jobseeker, which, however, is not obligatory for the latter. The training suggested takes into account and is relevant to the jobseeker's profile (previous experience, work experience, training, professional goal).

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

During the training period, the PES and its employees are not informed about any of the aforementioned issues. On completion, training providers are obliged to inform the cooperating PES about the successful or unsuccessful completion of the programme by the participants.

Planning and management of measures

3.5.3. How does the PES link provision of training to an assessment of current/future labour market requirements? And what are the preferred sectors and occupations for training?

The training programmes and their respective specialties are not locally designed by the local PESs. They are determined by the Ministry of Labour in cooperation with local employer organisations. They can be of either short or long duration, and they include theoretical training and in-company work practice. This service is provided in cooperation with private Vocational Training Centres (KEK), which are certified by a relevant organisation.

3.5.4. Is employer involvement a pre-condition for training to take place?

In the specific case of LAEK programmes, the content of the training and the specific employees to be trained are decided by the employer. Therefore, employer involvement does constitute a precondition. This is

also the case with the "Structural adjustment within the financial crisis for working people and enterprises with over 50 employees" programme (see 3.1 above).

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

In general, the training courses offered are of relatively short duration. The duration of the training suggested is referred to in 2.1.1.

More specifically:

(1) the duration of the training course of the "Labour Market Entry Voucher for young people aged up to 29 years" is (a) up to 100 hours for unemployed graduates of basic, secondary and post-secondary education, who are aged up to 29 years; and (b) 80 hours of theoretical training and 500 hours of work practice for Higher Education graduates aged up to 29 years.

(2) the duration of the training course of the programme "Training for Unemployed People residing in the Prefecture of Kastoria, at accredited Vocational Training Centres (KEK) with obligatory work practice in enterprises" is 450-500 hours.

OAED offers Vocational Education and training in three ways: (1) through the Apprenticeship-EPAS Schools (see 3.5 above); (2) through its 30 Vocational Training Institutes (IEK), which are institutes of post-secondary education; (3) through its 6 Vocational Training Centres (KEK), offering short-term specialized seminars, requested by the respective employers' or employees' associations.

As stated, the dual system is followed in the Apprenticeship-EPAS, offering both theoretical and laboratory classes.

There are programmes, such as the "Labour Market Entry Voucher for young people aged up to 29 years", which have been developed for specific employers.

3.5.6. What are incentives for job search within the training? Are any measures in place to ensure jobseekers are not hooked into training if a suitable job becomes available or is the emphasis on the completion of training? Does the training include internships and job search assistance to bridge the transition from training to employment?

Emphasis is placed on the transition from training to employment. The participant must be unemployed throughout the training. Otherwise, he or she will no longer be entitled to the training benefit.

In many cases training includes short-term internships or on-the-job training and job-search assistance.

3.6. 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?

The issue is under examination. The first results will be drawn after the implementation of the programme "Reengineering of OAED's Business Model". Our PES experience has demonstrated that the sustainable integration of low-skilled jobseekers can result from a well-designed personalized service.

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)?

OAED, using its own resources, implements vocational education and training courses through its 51 Apprenticeship-EPAS, 30 IEK και 6 KEK (see 3.5.5 above). It also cooperates with external training providers, which are private Vocational Training Centres (KEK) accredited according to specific quality standards by the National Organisation for the Certification of Qualifications and Vocational Guidance (EOPPEP), a legal entity operating under the supervision of the Minister of Education and Religious Affairs, Culture and Sports. The cooperating private KEKs are selected through international public tender procedures. Since 2012, the use of training vouchers has also been implemented, allowing beneficiaries to select the KEK where the training will take place. This system has already been implemented in two currently ongoing projects.

4.1.1 How do PES assess/quality control the delivery of these services?

Pairs of specially appointed PES officers regularly control the delivery of the services, thus ensuring that the training programme is appropriately implemented.

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?

Representatives of the Social Partners participate in the design and approval of all OAED programmes. Indeed, the composition of the OAED Administrative Board is based on the principle of tripartite representation, which means that it comprises representatives of the Hellenic Federation of Enterprises/SEV, the National Confederation of Hellenic Commerce/ESEE, the Hellenic Confederation of Professionals, Craftsmen and Merchants/GSEVEE, and the Greek General Confederation of Labour Workers/GSEE.

Moreover, the areas of specialization offered by the 51 Apprenticeship-EPAS schools each year are submitted for approval to the OAED Administrative Board, following consultations with local entities and the representatives of both the employers and the employees in the area where the school is located.

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?

The procedures related to partnerships form part of the objectives set for the programme: "Reengineering of OAED's Business Model".

The aforementioned programme has been designed within the framework of an official initiative (started in 2009) to upgrade OAED in organizational, business, and operational terms, with the aim of improving the quality and efficiency of its services. More specifically, in November 2013, OAED cosigned a Cooperation Agreement with the German Public Employment Service, the Public Employment Service of Sweden, and the Department for Work and Pensions of the United Kingdom, and the Task Force for Greece of the European Commission, to work together on a programme to re-engineer its business model. The programme will be supported under the first priority axis of the Operational Programme "Human Resource Development 2007-13" (HRD OP) co-financed by the European Social Fund. A detailed programme roadmap has established the specific areas (or work strands) for which support will be offered:

1. support for a better organizational and management structure
2. support to the development of employer relations
3. support to the further development of the new OAED online job portal
4. design of the active labour market measures adjusted to market needs
5. provision of services related to the needs of the jobseekers
6. supporting the young apprentices of the OAED's apprenticeship schools
7. LEAN Management, or similar Management, for the process analysis of new proposals
8. Partnerships for service delivery.

The programme's final Action Plan is currently being prepared and is expected to be finalised by June 2013.

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

There is no partnership framework for supporting specific categories of unemployed people. The procedures related to partnerships form part of the objectives set for the aforementioned programme "Reengineering of OAED's Business Model". In fact, as stated, one of the eight work strands of this programme is focused on the development of partnerships.

5. Monitoring and evaluation

The procedures related to monitoring and evaluation form part of the objectives set for the programme "Reengineering of OAED's Business Model".

6. Conclusions and questions

6.1. What would you most like to learn from PES in other countries?

- What systems are in place for performance measurement and evaluation for low-skilled adults and young people?
- What are the main indicators used in evaluating the effectiveness and efficiency of services and measures for low-skilled adults and young people?
- How does the PES link provision of training to an assessment of current/future labour market requirements? And what are the preferred sectors and occupations for training?

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	4	<ul style="list-style-type: none"> ▪ Good practices
Train-first approaches	5	<ul style="list-style-type: none"> ▪ Good practices
Work-first approaches	5	<ul style="list-style-type: none"> ▪ Good practices
Partnership with employers and other actors	4	<ul style="list-style-type: none"> ▪ Framework of partnerships and securing the role of Public Employment Services ▪ Good practices
Monitoring and evaluation	4	<ul style="list-style-type: none"> ▪ Good practices