



“Impact Studies in the Labour Market Policy”

Expert Workshop

Berlin, 19 May – 20 May 2015

Documentation



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Contents

Page 2–3	Agenda Expert Workshop
Page 4–5	Opening Words
Page 6–7	Presentation of the Agenda
Page 8–9	Trend Patterns of the SGB II Benefit Receipt in Berlin
Page 10–11	Success Monitoring and Performance Assessment of the Berlin Job Coaching
Page 12–13	A Coach for All Cases? Swedish Experiences with (Private) Job Coaching as a Labour Market Policy Measure
Page 14–16	Sustainable Employment– Experiences from the Evaluation Research
Page 17–19	Achieving Sustainable Employment– Youth in Focus
Page 20	Brief Summary of the First Day
Page 21	Welcoming Address and Introduction to the Second Day
Page 22–25	Municipal Advisory Services in Accordance with § 16a SGB II and Social Participation
Page 26–28	Evaluation of the Effectiveness of Integrated Approaches for Employability for the Sustainable Employment of the Long-term Unemployed– Examples from Scotland
Seite 29–31	“One size does not fit all”: Tailor-made Programmes for Individual Learning Needs in Preparation for Employment
Page 32–34	Evaluation of Integration and Participation Effects of Employment and Social Policy – A Reflection Based on Empirical Observations
Page 35–36	Discussion of Key Questions and Recommendations for Further Work in Berlin
Page 37	Recommendations for Action
Page 38	Closing Words
Page 39	Location / Contact
Page 40	Imprint

Expert Workshop

“Impact Research in Labour Market Policy”

May 19th & 20th, 2015, Europe Agency (gsub mbH), Kronenstraße 6, 10117 Berlin

Moderation: Prof Matthias Knuth

Tuesday, May 19th 2015

13.30 – 14.00 *Arrival with light refreshments*

14.00 – 14.15 **Welcome**
Dilek Kolat, Mayor and Senator for Labour, Integration and Women’s Issues,
Berlin, Germany (to be confirmed)

14.15 – 14.30 **Welcome and presentation of the agenda**
Prof Dr Matthias Knuth, Moderation

14.30 – 15.00 **Patterns of Social Code Book II (SGB II) Welfare Recipients in Berlin**
Dr Dieter Bogai, IAB Berlin-Brandenburg, Germany

15.00 – 15.30 *Coffee break*

15.30 – 16.00 **Monitoring and measurement of success in the Berliner JobCoaching programme**
Dr Thomas Günther, Senate Department for Labour, Integration and Women’s
Issues, Berlin, Germany

16.00 – 16.30 **One coach fits all? Swedish experience of (private) job coaches as part of active
labour market policy**
Christer Gerdes, Swedish Employment Service, Sweden

16.30 – 17.00 **Durable job placements – Experience from evaluation research**
David Grubb, Directorate for Employment, Labour and Social Affairs, OECD

17.00– 17.30 Effecting durable job placements– Youth in focus
 Jochen Kluge, Humboldt-Universität zu Berlin and the Rhineland-Westphalia
 Institute for Economic Research (RWI), Berlin branch, Germany

17.30– 17.45 Summary of the first day
 Prof Dr Matthias Knuth, Moderation

20.00 Dinner in “Aigner am Gendarmenmarkt,”
 Französische Straße 25, 10117 Berlin

Wednesday, May 20th, 2015

09.00– 09.15 Welcome, day two
 Prof Matthias Knuth, Moderation

**09.15– 09.45 Municipal consulting services following §16a of Social Code Book II
 (§16a SGB II) and social participation**
 Dr Bruno Kaltenborn, Economic researcher and policy consultant, Germany

**09.45– 10.15 Assessing the effectiveness of integrated approaches in employability and job
 retainment among the long-term unemployed– Examples from Scotland**
 Colin Lindsay, Strathclyde University, Scotland

**10.15– 10.45 “One size does not fit all:”
 Tailoring pre-employment programmes to meet individual learning needs**
 Helen Fitzgerald, Paul Partnership Limerick, Ireland

10.45– 11.05 *Coffee break*

**11.05– 11.35 Evaluating the integration and participation effects of labour and social policies
 – A reflection based on empirical observations**
 Paolo Graziano, Bocconi University Milan, Italy

11.35– 12.50 Discussion of the key questions and suggestions for further work in Berlin
 Prof Matthias Knuth, Moderation

12.50– 13.00 Farewell
 State Secretary Boris Velter, Senate Department for Labour, Integration and
 Women’s Issues, Berlin, Germany (to be confirmed)

13.00 Conclusion with light refreshments

Opening Words

Dilek Kolat, Mayor and Senator for Labour, Integration and Women's Issues, Berlin, Germany



In her opening words, the *Mayor and Senator for Labour, Integration and Women's Issues, Dilek Kolat*, singled out combatting unemployment—especially youth and long-term unemployment—as one of the central challenges facing society at European, German and Berlin levels. In order successfully meet this challenge, strategies, approaches and active labour market policy instruments need to be constantly reviewed and realigned according to demand, Ms Kolat further stated. The goal of the workshop was to discuss approaches and findings of international and German experts regarding impact studies in labour market and vocational training policy. These findings will then be used for the evaluation and improvement of Berlin's labour market instruments. Through professional exchange, the participants from Germany and abroad should also get new ideas and insights for their own work.

Subsequently, the Senator compared unemployment rates in EU Member States as of March 2015 according to Eurostat, i.e. Germany 4.7%, Greece 25.7% and Spain 23%. Within Germany, however, there are significant regional differences—Berlin had the highest unemployment rate in Germany for many years, a situation that only just recently changed. According to the Senator, the goal in Berlin is to reduce the number of unemployed to fewer than 200,000 people. This was achieved in November 2013—for the first time since the implementation of Berlin-Works—and was repeated in the last months of 2014. It is now critical to maintain these developments.



In terms of youth unemployment, Germany has the lowest value of all the European Union (EU) member states. The rate in the 28 member states (EU28) at the end of March was at an average of 21.9%; in Germany it was 7.7%. In Berlin, the Senate Department for Labour, Integration and Women's Issues aims to reduce the rate to less than 10% by the end of the legislative period, said Ms Kolat. The first significant successes of this work can be seen in the present figures: the youth unemployment rate of 14.1% at the beginning of the legislative period (September 2011) fell to 10.0% in April 2015. The youth unemployment rate in Berlin could thus be reduced to a far greater extent than the national average, which fell from 6.0% to 5.2% in the same time frame. The European conference "The Future of Generation Y," which also took place in Berlin at the initiative of the Senate Department, was dedicated to the issue of youth unemployment as well. At this event, which took place on 29 April 2015, numerous representatives from Berlin met with delegates from Berlin, Paris, Vienna and Warsaw in order to exchange information about experiences and perspectives for reducing youth unemployment.

Furthermore, in her presentation the Senator analysed data about long-term unemployment in Berlin: this number could be reduced by more than 12,000 people since the beginning of the legislative period in September 2011. Berlin's proportion of long-term unemployed in relation to the total number of unemployed people was, at 31.8% in April 2015, 5.3% lower than the national average, which was 37.1%. Although some progress has been made, the issue of reducing long-term unemployment is still central to Berlin labour market and vocational training policy, Senator Kolat continued.

Mrs Kolat then went on to the two main themes of the expert workshop: on the one hand, the priority of placing people in the general or "primary" labour market over a lengthy, gradual integration and social inclusion, on the other hand the achievement of sustainable integration—with a special focus on young people.

On this note, the Senator said that labour market integrations should be sustainable; it is not just about quantity but also the quality of integration, which can primarily be seen in its sustainability. Long-term unemployed people in particular need more time and individual support for (re-) entering the labour market.

In closing, Senator Kolat wished all participants a lively exchange and a successful conference.

Presentation of the Agenda

Prof Dr Matthias Knuth, Moderation



After welcoming the Senator and participants, the moderator, *Matthias Knuth*, at first specifically addressed the foreign guests in order to familiarise them with the main features of the German and Berlin systems of labour market policy. Berlin is not only the capital but also one of 16 federal states and can therefore initiate its own programmes above and beyond federal labour market policy. That is why the Senate Department responsible for labour issues, as part of the “city government,” the Berlin Senate, wants to connect more intensively with practitioners and scientists from other countries in order to exchange experiences with other major European cities. The exchange with practitioners took place at a conference in June, whereas this expert workshop served as an exchange with scientists. Being the capital is not only a “privilege” for a city but also a “burden,” because the social problems that are often overlooked by national policy are concentrated here. An example: one third of children and adolescents under the age of 15 in Berlin live in households that are dependent on welfare payments due to lacking or insufficient integration into the labour market. In relation to children, this is the highest welfare rate among major German cities.

The workshop should connect two perspectives – Dr Knuth continued:

- 1) What “works” well, especially with the promotion of long-term unemployed people and youths, and why? Which factors facilitate getting hired? What is known about the sustainability of integrations in connection with public funding?
- 2) How do we know if and why it works? What approaches have proven successful in the evaluation? And how can we register the decrease in distance from the labour market, when employment has not yet taken place.

Prof Knuth then gave the guests an introduction to the German labour market system so that they could better understand the German presentations.

The German labour market reforms reached a high point in 2005 with the merging of social assistance and unemployment benefits. This consolidation affected people between 15 and 65 who were classified as employable. Up to this point, social assistance was exclusively a service of the municipalities; unemployment benefits up to 2004 were ‘connecting’ benefits for unemployed people whose entitlement to benefits from the unemployment insurance had been exhausted. This comprehensive reform entailed, among other things,



the differentiation of two systems of granting benefits. On the one hand, the system of the Social Security Code III (SGB III) financed by the unemployment insurance, which is aimed at unemployed people who are entitled to unemployment benefits I and are supported and consulted by local employment agencies of the Federal Employment Agency; on the other hand, the benefits according to Social Security Code II (SGB II) financed by taxes, for those in need whose income is constantly insufficient to cover their own cost of living or that of their family (or “joint household”). When benefits are paid, they receive the so-called basic benefit payment or unemployment benefits II. The majority of the unemployed find themselves in this tax-financed system, especially the long-term unemployed, although a large number of these recipients of basic benefits are not even unemployed; for example, students and children as well as employees, who despite having work still have insufficient income for themselves or their families and therefore draw supplementary benefits also fall into this category.

This concentration of social problems in a benefit system explains the previously mentioned number of one-third of Berlin’s children who receive such benefits; and it explains why the labour market policy debate in Germany is currently focusing more on the system of means-tested benefits and the problem of long-term unemployment than on the unemployed with entitlement to insurance benefits.

The so-called Job Centres are responsible for the unemployment benefits II and basic benefit payments, respectively. Since 2005, more than 400 centres have been established in the counties and cities of Germany. The majority of the Job Centres are organised as “joint ventures” of municipalities and the Federal Employment Agency, however about one quarter of these facilities are operated by the municipalities alone.

In conclusion to these introductory remarks, Mr Knuth gave an overview of the first day’s agenda

Trend Patterns of the SGB II Benefit Receipt in Berlin

Dr Dieter Bogai, IAB – The Institute for Employment Research – Berlin-Brandenburg, Germany



Dieter Bogai initially described the starting point and project background of his investigations:

Since the introduction of SGB II, data regarding the different labour statistics – participations in measures, benefit receipt, etc. – have been gathered.

Erwerbszustände

	Erste Episode	Letzte Episode
Vollzeitbeschäftigung ungefördert (VZu)	–	17,5%
Vollzeitbeschäftigung Ergänzer (VZE)	7,9%	2,3%
Teilzeitbeschäftigung ungefördert (TZu)	–	11,1%
Teilzeitbeschäftigung Ergänzer (TZE)	11,7%	7,6%
Geförderte Beschäftigung in Teil-/Vollzeit (gTV)	1,8%	1,8%
Auszubildende (Azb)	1,4%	2,1%
Maßnahmen im ALG-II-Bezug (A2M)	3,6%	3,6%
Nur ALG-II-Bezug (nA2)	64,3%	29,4%
ALG-I-Bezug, ALG-II-Aufstocker (A1A)	9,2%	2,6%
ohne Meldung (oMe)	–	22,0%
Fallzahlen	17.747	17.747
SGB-II-Bezug	100,0%	45,2%

The proportion of employable beneficiaries (eLb) according to the SGB II – with regards to the 15- to 65-year-old population – was 17.6% in Berlin, 13.4% in eastern Germany and 6.9% in western Germany in 2013.

The share of ‘eLb’ receiving at least one year of SGB II benefits was 81.7% in Berlin, 81.2% in eastern Germany and 76.3% in western Germany in June 2013. According to Mr Bogai, the percentage of people receiving benefits for at least two years was reported at 70.4% in Berlin, 70.1% in eastern Germany and 63.0% in western Germany. Although the number of long-term unemployed people throughout Germany has shown a downward trend in recent years, there are so-called long-term beneficiaries who have received benefits over the course of many years and whose status of need for assistance has solidified.

The presented study was based on the analysis of data about the integrated employment biographies (IEB) of all Berliners who were registered as employable SGB II recipients between 2005 and 2012 (approx. 1 million people). The data was made available by the Institute for Employment Research of the Federal Employment Agency (IAB). A 20% sample was drawn from this data. The selection of employable beneficiaries, who had received basic benefits in Berlin for the first time in 2007, served as an inflow sample: These were around 18,000 Berliners aged 15 to 64. Their employment histories were observed over 5 years – each according to their labour situation.

10-Cluster-Lösung

Cluster	Personen pro Cluster		Monate im SGB-II-Bezug
	n	%	
1 Teilzeit ungefördert	1.960	11%	18,0
2 ALG-II Dauerbezug	7.406	42%	53,9
3 Erst ALG-II, später ohne Meldung	1.382	8%	27,5
4 Früh ohne Meldung	1.944	11%	12,6
5 Vollzeit ungefördert, spät	692	4%	23,1
6 Vollzeit ungefördert, früh	2.129	12%	10,4
7 Vollzeit Ergänzer	477	3%	45,2
8 Teilzeit Ergänzer	913	5%	54,4
9 Von Ausbildung in Beschäftigung	347	2%	22,7
10 von ALG-II in Ausbildung	497	3%	40,8
Insgesamt	17.747	100%	35,8



The resulting sequences for the labour situations were compared and analysed with the requirement to identify clusters as uniformly as possible within themselves but categorised separately from each other. The result was a 10-cluster solution.

Cluster 2 contains almost half of the total number of the inflow sample. This group permanently received unemployment benefits II (ALG II) – there was little movement: After 5 years, 45% of this group were still receiving benefits.

Those who were grouped in Cluster 6 had stopped receiving benefits after 10 months and started a full-time employment.

The group from Cluster 1 was initially part-time employed – e.g. in mini jobs – and then took on more extensive work. Hence, no additional benefits had to be drawn.

Regarding the Clusters 3 and 4 no precise conclusion was possible.

When comparing Cluster 2 – permanent receipt of unemployment benefits II – with the Reference Cluster 6, it was found that more women and foreign nationals permanently receive benefits. However, the main problem was the lack of formal qualification: 60% of the permanent recipients had not completed any kind of education.

Two-thirds of labour market policy measures in Berlin were implemented in Cluster 2. The integration effect, however, was low.

Dr Bogai pointed out that being part of the group of single parents or helpers in the industry sector, who had earned well but had to accept wage cuts when starting a new employment, as well as the size of the joint household also have negative effects on the integration opportunities.

Conclusion:

The employment histories showed how long-term benefit receipt solidified over the years, even in times when long-term unemployment was decreasing. This mainly applies to people without formal education, but also to women and foreigners. Furthermore, single parents and people working in helping professions in particular are exposed to increased risks.

In the subsequent *discussion*, a question regarding the composition of Cluster 4 – non-registered people – was posed, since this group appeared to be surprisingly extensive. The speaker explained that this group is less likely to be composed of employees subject to social security contributions but rather self-employed people who are not registered but still frequently sought out the Job Centres. Finally, Mr Schulz-Hofen, Department Head II of the Senate Department for Labour, Integration and Women's Issues, summed up: the labour market policy measures implemented within Cluster 2 obviously do not have sufficient effect. Thus, other measures have to be applied in Berlin, which lead to better results.

Success Monitoring and Performance Assessment of the Berlin Job Coaching

Dr Thomas Günther, Senate Department for Labour, Integration and Women's Issues, Germany



Thomas Günther introduced the Berlin Job Coaching (BJC) for publicly funded employment (ögb). It is the core instrument of BerlinWorks, into which a significant portion of state funds is flowing. The focus is on reducing the number of long-term unemployed.

Up to 15,000 (long-term unemployed) people in Berlin take part in employment and qualification measures provided by the Job Centres, which are partially co-financed from state funds, according to Mr Günther. This group is specifically informed about the Berlin Job Coaching services. As a result of the coaching, their employability should be improved and individual barriers to employment reduced. Participation is voluntary and free of charge. The duration of support usually lasts 6 months. This period can be extended if necessary. Furthermore, follow-up support is provided. The support ratio per agent is at 1:40 (1:20 is planned). Currently, approx. 200 job coaches are working at about 60 Berlin coaching institutions, in close proximity to the participants who in turn are employed by the institutions. The goal is to consult around 10,000 per year.

Dr Günther further explained that there is a modelled coaching process: an initial contact with the entering of personal information into a workflow-supported database as a compulsory instrument is followed by a first consultation with a profiling and an assessment of the proximity to the labour market. Together the coaching goals are developed and documented in a work plan. Usually further monthly consultations follow where progress is ascertained. The continued actions of the coaches are carried out as required. All steps are documented. After 6 months, the coach and coachee decide whether the coaching is finished or further assistance is needed. The status of the participant is measured at an interval of one month and six months, as well as after the conclusion of the coaching.

In accordance with the objectives of the BJC, the quantitative performance assessment includes two key indicators: firstly the achievement of defined milestones and thus the progress in reducing each barrier to employment, secondly the “maximum success” – the (sustainable) integration into regular employment or training.



The job coach documents the progress of the participant in reaching their milestones monthly. This monthly controlling report describes the progress made differentiated by the level of achievement regarding the various barrier clusters. Through this it becomes clear in which problem areas the coaching service is especially successful – these are the clusters *Pushing Application Activities with 72%, Removing Barriers to Mobility with 67% and Specification of Ideas Regarding Integration with 53%*, among others.

Enquiry of the status four weeks after the completion of the coaching showed an integration rate of 15% in regular employment. By comparison: Employment measures without such a coaching show an integration rate of 9.5%, especially with the instrument of job opportunities at 8.5%. In the case of qualification measures, the rate is 11%. Those participants in labour market policy measures who were accompanied by the Berlin Job Coaching had an integration rate into regular employment of 12 to 14 % and into qualification measures of 7 to 12 %, even 6 months after completion.

The consultation quality of the BJC is on one hand ensured through the valuable training of the coaches, and on the other hand by controlling key figures. The training contains mandatory and optional modules that can be partly credited for a postgraduate degree. The controlling of key figures serves the proper economical use of resources – in particular, compliance with the consultation ratio and securing a high quality of the consultation process, for which minimum standards are defined that must be adhered to. The controlling happens in a dialogue based on key figures (Controlling Dialogue). An institution-focused online evaluation enables benchmarking and best-practice comparisons.

In the subsequent discussion, Dr Günther explained that in the sense of impact research, a long-term observation lasting more than 6 months, around 2 to 3 years, is just as interesting as the formation of control groups. Dr Günther denied the question of whether the continued employment of the coaches and the commissioning of the institutions are dependent on the outcome of the coaching. It is more of an incentive for the institution to improve the quality of their work. In order to obtain valid data, it is important that the coaches enter their information truthfully into the database, which is more likely to happen if their own performance is not being assessed.

Mrs Kolat, Mayor and Senator for Labour, Integration and Women's Issues, Berlin, emphasised that, with BJC, a documented coaching was implemented for the first time, which records individual goals and achievements of the participants. Mrs Kolat went on to say that the suggestion of further considerations regarding an evaluation is gladly accepted and cooperation in terms of an evaluation is conceivable. For example, the comparison of how a group progresses with or without coaching could be enlightening. The Senate already has conceptual considerations in this direction.

Colin Lindsay also suggested the long-term evaluation with a control group. He took two suggestions with him back to Scotland: in contrast to the BJC with an intensive support ratio of 1:40, the support ratio in Scotland is 1:250. Quality is difficult to measure – in the United Kingdom there is no data that provides information about whether and how the coaches achieve their goals. Here, the coaching is based on the “Black Box” funding model; the government makes resources available without concrete requirements or investigations of whether and how results are achieved.

A Coach for All Cases? Swedish Experiences with (Private) Job Coaching as a Labour Market Policy Measure

**Dr Christer Gerdes, Swedish Employment Office (Arbetsförmedlingen)
& Swedish Institute for Social Research (SOFI), Sweden**



In his presentation, *Christer Gerdes* described the Swedish experiences with private and public job coaching and reported on the evaluation of a special rating system that has been used in Sweden for the evaluation of coaching services. He explained the background as follows:

The change of government in Sweden in 2006 was accompanied by the privatisation of parts of the welfare state. Structures were created that allowed non-public providers to perform tasks previously done by the public authorities. The first priority of the government was to get people back to work. To achieve this, there was targeted support for companies that hired long-term unemployed people, for example by reducing the employer contributions for employees under 26. A youth programme was introduced that focused on job search activities.

The job coaching in Sweden, which had a duration of three months, was set up to support people in finding and starting a job. It was expected of the job coaches to help the unemployed to find work by supporting them, for example, in their applications activities. Job coaches were originally paid 5,000 kronor when an unemployed person began the coaching programme, another 5,000 kronor when they attended the full duration of the coaching, and, once they started a job, the coaches received an additional bonus of 5,000 kronor. From 2012 on, the rules were changed: financial incentives for job-coaching providers were created in order to bring the unemployed into work as quickly as possible. These companies were able to sign up for different regions and only had to meet a few requirements. In April 2013, the performance indicator “Rating” was introduced online on a freely accessible website. Thus, the success of the job coaches was made public, which enabled jobseekers to make an informed decision when choosing a job coach. Simultaneously, the best providers were able to achieve greater economic success by increasing their number of participants.



Then, Christer Gerdes presented the evaluation of this rating system. Based on the participant data it was calculated how high the statistical probability was for each individual to find work and compared with the actual result, i.e. did the participant find employment. From these numbers a score from one to three stars was determined, which the jobseekers could see online. 800 job coaches were involved in the study. The first results showed a positive correlation between the number of “stars” a job coach had and the number of newly acquired participants; job coaches with three stars gained approximately 37% more participants than those with two stars. Whether this positive correlation was the result of the rating or whether there were other influences was not deeply investigated. The rating information, however, was used by social groups to varying degrees: It was mostly used by better educated unemployed women and higher educated people; people with a migrant background and poorer education used it least. As a result, it was noted that the combination of being able to choose a job coach and the information provided created advantages for some groups but also led to the reinforcement of inequalities. At the end of 2013, this type of job coaching was discontinued. Therefore, the sustainability could not be examined.

In the *discussion*, Senator Kolat emphasised that the mentioned, unequal distribution of opportunities due to different access possibilities is problematic regarding the classification of information. She continued that, for the further development of the job coaching, it is important to consider that information could be accessed and used in the same way by everyone.

In the discussion it was of further interest how the publication of the rating affected the providers of job coaching and why the system was terminated. In reference to this, Christer Gerdes pointed out that there was a great incentive for the coaches to improve the quality of their reviews and get more than one star in the rating, because those with only one star were taken out of the system after a certain period of time. The elimination of this system resulted not out of reasons connected to the rating but from the political decision to focus labour market policies on the long-term unemployed.

In the meantime, a programme was launched for young people that offers apprenticeships in the public healthcare sector or secondary education opportunities for unemployed people, thereby creating new accesses to support services for a larger number of disadvantaged groups.

Conclusion:

As in Berlin, the Swedish model of job coaching also serves to support and accompany those trying to find and start a job. In Sweden, however, it was implemented by public as well as private institutions, without recognizing significant differences between both institutions in terms of quality and results. The rating system published in the Internet meant that the institutions which received the highest ratings (“three stars”) also attracted the most customers. However, the rating was used in different ways: disadvantaged groups with lower qualifications made less use of this information than those with higher qualifications.

Sustainable Employment – Experiences from the Evaluation Research

Professor David Grubb, Division for Employment Analysis and Policy, OECD



David Grubb lectured on the issue of sustainability of employment services in the context of the Anglo-American “Work First Approaches” that gives priority to quick job placement. He consolidated the results of a number of international evaluations and continued with strategic considerations.

The starting point of his speech was the question of whether intensive case management in the context of the Work First Approach did not urge jobseekers to accept unstable, short-term jobs. The answer to this question depends on several factors, David Grubb said: International evaluations have certainly shown that offers from employment services – combined with financial incentives to take on work or in case of the continued payment of benefits without working – have relatively long-lasting effects on remaining employed. Studies in the USA and the UK revealed that disadvantaged people quickly fall out of the labour market again but could also be re-integrated quickly through labour market programmes.

Long-term qualification measures are another important factor for permanently remaining employed and career prospects after starting a job. If the unemployed agree to undergo a long-term training programme, they will earn less money during the training, but it is worth making this investment in the long run because after 3–5 years on the job they will gain 10–20% more than without having this qualification. Other studies show that short-term training programmes that focus specifically on the content and methods of seeking work are more cost effective. Training activities not directly related to the working world on the other hand generally have less effect.

In his strategic considerations, David Grubb went further into the individual effects of the Work First Approach: Work First Approaches in principle require the long-term unemployed to accept any job they are capable of doing. Does this not pave the way to poverty and an unequal distribution of income? A few studies showed that rapid integration into work would most likely lead to low-paid jobs, especially if this is connected to sanctions when not taking on a job or after having had work and returning to the system. However,



most studies did not confirm this negative effect, because longer job searches in turn incur costs and lead to the loss of work experience as well as human capital. David Grubb stressed that a rapid return to work increases the individual income in every case because the earnings are substantially higher than the publicly granted benefits, even if it is a low-paid job.¹

But what are the long-term effects of the “Work First Approach”?

If activation strategies raised the overall employment rate, the target group (of long-term unemployed) would gain work experience and have incentives to increase their own productivity through training and advancement in the job. A positive impact on the income could be determined within a few years. The reforms of the welfare state in the US meant that among adults the number of (long-term) benefit recipients sank by 2/3 from 1993 to 2000 and since then has not significantly increased.

Important to the success of permanent employment are, among other things, an efficient administration, job placement as a priority and a shift in spending from the passive to the active side, in terms of increased and improved training or childcare measures, David Grubb continued. Single parents in the USA benefit from this as well.

The situation is different in the Nordic countries of Europe (Norway, Sweden, Finland and Denmark). They grant relatively generous compensation for unemployment benefits and related services. Spending on active labour market policies, training, education and public childcare is also relatively high. Despite some critical aspects, these systems are capable to combine high levels of employment with high productivity and adequate public funding, at comparatively similar earning opportunities and relatively equal income distribution within the population.

Austria, Switzerland, the Netherlands and Germany have adopted some of these Nordic “accomplishments”. Belgium and France, however, do not have high employment rates or adequate public funding. Italy and Spain show high numbers of informal employment and weak social support systems. They are not able to effectively combat poverty, especially due to the lack of activation strategies.

False incentives for granting benefits may cause long-term unemployment or repeated periods of unemployment. The European Employment Strategy (Luxembourg Summit) introduced in 1989 tended to concentrate on reducing long-term unemployment of adults, not on repetitive unemployment. Activation measures in terms of job offers proposed by employment agencies, which are sanctioned in case of rejection, mean that employable people usually work full time. It is important, however, to make part-time work attractive and adequate for certain target groups, such as single parents. Part-time support services could also be designed in a way that they support part-time work for the purposes of seasonal work. Some support systems also combine state support services with individual income, especially when people have insecure jobs (e.g. France, Norway). When earning a relatively low income, support will continue to be provided. If this is permanently possible, there is still the risk to subsidise part-time work over a long period of time, even if the person could work full time. Stable employment increases the earning and the opportunity to make further progress in the job.

¹ Note from the European Agency: Before the introduction of the minimum wage, this correlation cannot be confirmed for Germany. Research for the period after the introduction of the minimum wage is not yet available.



According to David Grubb, the following factors promote sustainable employment:

- *Employment agencies focus on the integration into stable employment; unemployed people are advised to seek long-term employment instead of accepting a short-term job;*
- *Sanctions when voluntarily quitting a job inhibit jobseekers who were recently placed in a job from returning to receiving benefits; they prevent employees from even having an incentive to quit a job;*
- *Rigid regulations which limit the frequent change from working to not working (and vice versa);*
- *Regulation of flexible work: limitation of temporary employment based on objective reasons and prevention of continued temporary contracts*

Conclusion:

The “Work First Approaches” have mixed results. On one hand, jobseekers are obligated to take on any job that they can perform. This can have a negative impact on the income level, especially in case of benefit cuts when not taking on or voluntarily quitting a job. On the other hand, longer job searches lead to a loss of employability and human capital. With faster integration into work, the target group gains work experience. This also boosts the incentive to increase their own human capital through education. In any case, the consultation for jobseekers should be continued once they have found work (follow-up support positive).

Evaluations of the effects of short- and long-term trainings also show contradictory results: Training over a longer period of time reduces income in the short term (during the training phase itself), but in the long run (after 3 years) it is worth the investment and leads to higher income and career advancement opportunities². Conversely, short-term, targeted training that focuses on starting work is often more effective and efficient.

Pre-employment trainings, which have no practical connection to the working world, have hardly any positive effects—but these evaluation results could also be related to the fact that people participating in these programmes are particularly disadvantaged, thus taking on work in any case is more difficult for them than for other groups. In order to avoid conflicting incentives, in most countries, benefits continue to be granted with reductions if the earnings at the new job are very low. Waiting times for the receipt of benefits can also help to reduce changes from working to not working and vice versa. Many countries tend to limit repeated temporary working contracts in order to minimise the return to unemployment.

² Compare similar statements in the presentation by Jochen Kluvee

Achieving Sustainable Employment – Youth in Focus

Prof Jochen Kluve, Humboldt-Universität zu Berlin and Rheinisch Westfälisches Institut für Wirtschaftsforschung, Berlin Office, Germany



When integrating young people into the labour market, the quality of the integration and its durability are especially important because these two aspects often pave the way to further professional success. What do we know about the long-term effects of labour market policy for young people? How can sustainability be defined and measured within a methodological design of the evaluation? How can we take that into account in future evaluations?

These were questions that *Jochen Kluve* pursued in his presentation. He focused in particular on long-term studies about the evaluations of labour market policy measures for young people.

Labour market measures for young people often seem to have little success in the short term, but their long-term effects are often positive. The analysis of approx. 100 studies implies this, Jochen Kluve says. The positive effects will be greater, the more you have an opportunity to look towards the future.

Sustainability from the perspective of evaluation means to assess the effects over time. Which time frames the concept of “long-term” refers to depends on the field of study: In economics literature it is often defined as a period of more than ten years. The literature on labour market policy measures considers periods of more than 2 years. There are studies that examine the long-term effects of labour market policies four, five and six years after the completion of the programmes.

Apart from the academic definitions and studies, however, the question arises of how long policy makers can wait for the results of investigations and how a good compromise between the scientific requirements and the expectations of the policy can be achieved.

In general, the effects of training programmes for young people are limited and often inconclusive. Two groups of studies can be identified, according to Jochen Kluve.



In *Germany*, there are mostly non-experimental identification strategies on certain cohorts of registered unemployed people that are not aimed at specific age groups and achieve positive labour market outcomes in the long term. On the other hand, in the *United States* there are extensive experimental studies, such as NSW, JOBSTART and Job Corps. Very little permanent effects were determined, which caused some authors to conclude that there is no possibility to establish functioning training programmes for disadvantaged young people.

As a benchmark, the speaker presented the US American Job Corps Study, an extensive and costly education, training and support programme for young people, introduced in 1964. The target group of the programme were disadvantaged youths between the ages of 16 and 24, who had to fulfil different criteria. Each year, the programme administered by the US Department of Labour that contracted private and public agencies for implementation took on more than 60,000 new participants.

The programme was divided into 3 phases:

- *Reaching young people and inclusion in the programme*
- *Participation in training activities in the Job Corps Centres on site (average duration of 8 months)*
- *Job placement*

A large-scale, randomized and controlled study (Randomized Controlled Trial - RCT) with 9,409 youths in the programme group and 5,977 youths in the control group was conducted. Statistical surveys took place at the beginning and after 12, 30 and 48 months with a group 11,313 youths. In the Job Corps Study, data from the study were compared with data from the social security system and the effects on the earnings analysed. At the beginning, the earnings of the control group were higher than those of the control group's – people earn less during a training or further education.

On the basis of the studies on long-term impacts of training and employment, the conclusion could be drawn that there were significant positive results not only for the individual disadvantaged young people who had participated in the programme but also for society: the increase in labour productivity and tax revenues, reducing the crime rate and other effects led ultimately to a reduction in costs and an increase of public revenues.

Jochen Kluge then presented a programme that had also been evaluated over a long period of time. The three-month training programme “Juventud y Empleo”, a programme for young people in the Dominican Republic, was designed on a demand-driven basis: The training centres worked together with companies that offered internships. This was also a randomized, controlled evaluation that was adapted again on the basis of the first empirical results. 6 years after the completion of the first study, a follow-up survey took place – a representative sample of 3,400 youths could be interviewed. Positive effects of the programme – in terms of beginning a job – were clearly visible. Currently, another study is running within this programme, in which the speaker is involved.



What should measurements of sustainability and quality include?

According to Jochen Kluge, the basis is the design of a rigorous impact evaluation—a randomized study with treatment and control groups (RCT). In addition, (own) survey data should be combined with data from the administration. For statements on sustainability, follow-up studies are required in short, medium and long intervals. Furthermore it is important to consider the multidimensional quality of labour market integration: it is about the type of job, working hours, modalities of the employment contract, salary, rules for granting benefits, etc. In principle, these factors are easily measured by using survey or administrative data.

The conclusion for the above-mentioned conflict between short-term expectations of the policy and the necessity of long-term studies, in order to be able to make reliable statements: If political processes need quick results, it is better to invest in rigorous, randomised short-term studies than to get lost in “forecast exercises”, Jochen Kluge summed up.

In the subsequent discussion, there was consensus on the importance of long-term impact studies as presented by Jochen Kluge, but also the necessity for short-term decision-making tools for the policy was emphasised and thereby Mr Kluge’s suggestion was referred to again. There was a controversial discussion on whether it makes sense to carry out pilot projects over 3 years, for example, and evaluate them thereafter or if there are not already sufficient experiences at the European level in order to find out what works for young people in the labour market and vocational training policies.

The Senator for Labour, Integration and Women’s Issues, Mrs Kolat, posed the question whether it is possible to evaluate only certain aspects instead of a programme in its entirety. Prof Kluge pointed out that it had to be a large-scale programme in order to have sufficient case figures available, which allow the evaluation of certain aspects.

Brief Summary of the First Day

Prof Dr Matthias Knuth, Moderation

At the end of the day, Matthias Knuth focused on a few of the points from the presentations and discussions of the first workshop day:

The presented Swedish model first showed that with the same resources, case figures and opportunities for action there were no major differences whether labour market services such as Job Coaching were provided by the employment agencies or private institutions. Similar to the German voucher method of the employment agencies, Sweden is also trying to bring private institutions into the competition for clients. For this, the market must be transparent so that potential participants could get an idea of the coaching services and their rating. The presented study referred to the question to what extent the publication of such ratings influences the choices of customers. In fact, those providers with better ratings attracted significantly more customers. However, it is not sure if this was due to the publication of ratings or “word-of-mouth advertising”. The study also shows that precisely those who are particularly dependent on coaching and supervision had trouble finding access to such information, while those who possessed a higher level of education could take advantage of this information. Furthermore, Sweden obviously has a system, which is able to predict the statistical probability of integration for each person.

The predominantly econometrically-designed studies presented by David Grubb appear to produce contradictory results at first glance, Mr Knuth continued. A meta-analysis, which includes the evaluation of many studies, can help, however, to “smooth out” such contradictions as special cases and “anomalies” are put into perspective and the large overview clarifies the trends of research results, which point in a similar direction.

The studies presented by Mr Kluve show that in the short term no major effects of labour market programmes could be determined, but that in the long run effects were quite recognizable, which is only possible through observations over a long period of time. In proposed legislations the evaluation is often stipulated with a relatively short period of time or the policy expects short-term results without having previously consulted the evaluators as to which period of observation would be required in order to answer the questions of the evaluation. In a similar way, the administrative implementation of programmes is planned without prior consultation with evaluators, which then often means that necessary data for the evaluation are not gathered in the process.

Widespread is the realisation that working in publicly funded employment does not get people into the primary job market. For target groups with a large distance to the labour market, result indicators for taking on jobs or the way to them are lacking. Berlin is working against this trend: The Berlin Job Coaching leads participants with small steps from subsidised employment towards the labour market and has developed its own, highly differentiated monitoring procedure for this purpose.

Welcoming Address and Introduction to the Second Day

Matthias Knuth began the second day of the expert workshop considering whether thinking in terms of instruments, which prevails in many European countries, is not a hindrance when combatting long-term unemployment. Should an individual approach not be chosen instead? The presentations of the second day pursued this and other questions

Municipal Advisory Services in Accordance with § 16a SGB II and Social Participation

**Dr Bruno Kaltenborn, Wirtschaftsforschung und Politikberatung
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Kommunale Beratungsleistungen nach § 16a SGB II und soziale Teilhabe

Präsentation
am 20. Mai 2015
beim Expertenworkshop
„Wirkungsforschung in der Arbeitsmarktpolitik“
der Senatsverwaltung für Arbeit, Integration und Frauen
des Landes Berlin
in Berlin

Dr. Bruno Kaltenborn

<http://www.wipol.de>



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Inhalt

- Ausgangslage und Forschungsprojekt
- Elemente des Leistungsprozesses
- Lokale Praxis
- Ausgewählte Herausforderungen
- Fazit
- Anhang: Literatur

Inhalt

2



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Forschungsprojekt: Überblick

- Auftraggeber: Bundesministerium für Arbeit und Soziales (BMAS)
- Auftragnehmer: Dr. Bruno Kaltenborn und Petra Kaps
- Laufzeit: 1. Februar bis 15. November 2012
- Ziel: „Das übergeordnete Ziel ist die adäquate Einbeziehung kommunaler Leistungen in das bestehende Zielsystem und die Zielsteuerung des SGB II.“ (Umsetzung von § 48b SGB II) (Ausschreibung, Hervorhebung im Original)
- Methoden:
 - Standardisierte Vollerhebungen auf lokaler Ebene und bei den Ländern
 - Experteninterviews auf überregionaler Ebene (Länder, KomSpV, BA-Zentrale, BMAS)
 - Fallstudien auf lokaler Ebene (Bestenauswahl)
 - Konzeptionelle Überlegungen

Forschungsprojekt

3



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Ausgangslage: Grundlagen

- Kommunale Beratungsleistungen:
 - Schuldnerberatung
 - psychosoziale Betreuung
 - Suchtberatung
- Kommune benötigt gleichartige Leistungen für andere Rechtskreise
- Leistungen sind Ermessensleistungen
- große lokale Gestaltungsspielräume
- Trägerschaft & Finanzierung: Kreisfreie Städte und Kreise

Ausgangslage

4



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Ausgangslage: Umsetzungsverantwortung

- Gemeinsame Einrichtungen (gE) (§ 44b Abs. 1 SGB II) bzw. besondere Einrichtungen (bE) (§ 6a Abs. 5 SGB II)
- gE können „einzelne Aufgaben auch durch die Träger wahrnehmen lassen“ (§ 44b Abs. 4 SGB II), wenn Trägerversammlung dies beschließt (§ 44c Abs. 2 S. 2 Nr. 4 SGB II)
- Länder können bestimmen, dass und inwieweit Kreise Gemeinden und Gemeindeverbände zur Durchführung heranziehen können (§ 6 Abs. 2 S. 1-2 SGB II)

Ausgangslage

5



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Ausgangslage: Einsatz der Leistungen

- Vorrang von SGB II-Leistungen gegenüber analogen Leistungen nach dem SGB XII
- Einsatz (nur) erlaubt, wenn zur Integration in Arbeit erforderlich (§ 3 Abs. 1 S. 1, § 16a SGB II)
- bei Erforderlichkeit: Ermessensentscheidung erforderlich
- bei Notwendigkeit: i.d.R. kein Entschließungsermessen (= Leistung zwingend), lediglich Auswahlermessen (Voelzke, 2012, SGB II: Grundsicherung für Arbeitsuchende, 39. Erg.lfg., § 16a, Rz. 14)

Ausgangslage

6



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Ausgangslage: Häufigkeiten

- Etwa die Hälfte der Übergänge aus SGB II in Erwerbsminderungsrente wegen psychischer Erkrankungen

Keine präzisen Angaben verfügbar, lediglich grobe Schätzungen:

- Schuldenprobleme:
ca. 1/4 der erwerbsfähigen Leistungsberechtigten
- Suchtprobleme:
ca. 1/10 der erwerbsfähigen Leistungsberechtigten
- Psychische Störungen:
ca. 1/5 der erwerbsfähigen Leistungsberechtigten
- Erwerbslose: bei Sucht häufig zugleich psychosoziale Problemlagen

Ausgangslage

7



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Ausgangslage: Wirkungen

Bislang kaum belastbare empirische Erkenntnisse

Schulden:

- Verschuldung ist eine wesentliche Ursache für gesundheitliche Probleme und psychosoziale Belastungen
⇒ Erwerbsintegration wird behindert
- Arbeitgeber scheuen ggf. Einstellungen, wenn Lohnpfändung droht
⇒ Erwerbsintegration wird behindert

Sucht (ähnlich psychosoziale Problemlagen):

- Suchtberatung kann (Sucht-) Therapie einleiten (nicht ersetzen)
- Abstinenz nach Suchttherapie erhöht Chance auf Erwerbsintegration
- Rückfallgefahr in ersten Monaten nach erfolgreicher Suchttherapie und bei Erwerbslosen am größten
⇒ Unterstützung durch Jobcenter zeitnah nach erfolgreicher Therapie

Ausgangslage

8



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Elemente des Leistungsprozesses

Ebene der Leistungsberechtigten	Ebene der Leistungserbringer
Verdacht auf Sucht / Schulden / ...	Festlegung Leistungsinhalte
Prüfung Sucht / Schulden / ...	Bedarfsprognose
Prüfung der Erforderlichkeit einer Leistung für Eingliederung in Arbeit	Vertragsgestaltung, insb. Vergütungsmodalitäten (institutionelle bzw. Projektförderung vs. fallbezogene Vergütung)
Motivierung Leistungsberechtigte	
Ermessensentscheidung	Einkauf
Matching (Zugang von Leistungsberechtigten zu konkreten Leistungen der Leistungserbringer)	
Informationsaustausch über Verlauf und Erfolg des Leistungsprozesses	
Berichte / Controlling	

Leistungsprozess

9



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Lokale Praxis: Diagnose / Erforderlichkeit / Motivierung

- Diagnose einer relevanten Problemlage und Prüfung der Erforderlichkeit erfolgt teils durch eigene Fachkräfte und teils durch externe Fachstellen, die teilweise im Jobcenter sind
- Eigene Fachkräfte werden dabei teils durch Leitfäden und Schulungen unterstützt
- Kompetenz der eigenen Fachkräfte für Diagnose und Prüfung der Erforderlichkeit wird sehr unterschiedlich beurteilt
- Motivierung der Leistungsberechtigten:
Keine spezifischen Verfahren bekannt

Lokale Praxis

10



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Lokale Praxis: Erforderlichkeit I

- Schuldnerberatung:
 - o häufiges Gegenargument: viele Beschäftigte haben auch Schulden (keine Unterscheidung zwischen Fähigkeit, Beschäftigung auszuüben und aufzunehmen)
 - o je nach Sichtweise unterschiedliche Integrationshindernisse:
 - beeinträchtigt Arbeitsmotivation
 - administrativer Aufwand für Arbeitgeber/in
 - o Erforderlichkeit einer Unterstützung beim Umgang mit Geld wird unterschiedlich beurteilt
 - o Erforderlichkeit wird teilweise nur dann gesehen, wenn künftige Tätigkeit voraussichtlich Umgang mit Geld erfordert

Lokale Praxis

11



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Lokale Praxis: Erforderlichkeit II

- Suchtberatung:
 - o häufiges Gegenargument: viele Beschäftigte haben auch Suchtproblem (keine Unterscheidung zwischen Fähigkeit, Beschäftigung auszuüben und aufzunehmen)
 - o teilweise nur als erforderlich angesehen, wenn binnen zwei Jahren Arbeitsaufnahme oder Bildungsmaßnahme möglich
- Psychosoziale Betreuung:
 - o Erforderlichkeit teilweise nur und ohne weitere Prüfung für bestimmte Gruppen (z.B. psychisch Kranke, Wohnungslose, Drogenabhängige, Frauen in Frauenhaus, Haftentlassene)
 - o Erforderlichkeit teilweise generell bei psychosozialen Belastungen

Lokale Praxis

12



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Lokale Praxis: Leistungsinhalte I

- Schuldnerberatung:
 - o inhaltliche Leistungsstandards vorhanden (von der Liga der Wohlfahrtsverbände und anderen Fachverbänden)
 - o Leistungsinhalte meist modular und weitgehend ähnlich (Basisberatung, Beratung zur Existenzsicherung, Förderungsüberprüfung, Schuldnerschutz, Schuldenregulierung, teils auch psychosoziale Beratungselemente und Insolvenzberatung)
- Suchtberatung:
 - o inhaltliche Leistungsstandards vorhanden (von der Liga der Wohlfahrtsverbände und anderen Fachverbänden)
 - o Leistungsinhalte lokal- und suchtspezifisch
 - o knüpfen vielfach an ohnehin bestehende Angebote an
 - o meist Beratung zu Suchtmittelwirkungen und zu Ausstiegshilfen

13



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Lokale Praxis: Leistungsinhalte II

- Psychosoziale Betreuung:
 - o große Heterogenität, großes Spektrum
 - o teilweise ausschließliche Nutzung bestimmter, ohnehin vorhandener Standardangebote (Frauenhaus, Wohnungshilfe, Resozialisierungshilfe für Straffällige)
 - o teilweise auch Nutzung von Projekten freier Träger (z.B. für ausstiegswillige Prostituierte, Jugendliche in mehrfach belasteten Lebenslagen, Suchtkranke, Substituierte, Personen mit psychischen Auffälligkeiten)
 - o teilweise neue zielgruppenspezifische Maßnahmen (z.B. aufsuchende Sozialarbeit)

Lokale Praxis

14



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Lokale Praxis: Bedarfsprognose

- unterschiedliche ad-hoc-Verfahren zur Bedarfsprognose, kein ausgereiftes Verfahren bekannt

Lokale Praxis

15



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Lokale Praxis: Beratungsleistungen: Vergütungssystem (SGB II und andere Rechtskreise)

- Institutionelle bzw. Projektförderung:
 - o gleicher und freier Zugang für alle Bürger/innen
 - o Zugangssteuerung kaum möglich
 - o Steuerung der Leistungserbringer und Verpflichtung auf bestimmte Verfahren inkl. Informationsaustausch kaum möglich
- Fallpauschalen:
 - o Zugangssteuerung grundsätzlich möglich
 - o freier Zugang unabhängig vom Leistungsbezug bedarf besonderer Regelungen
 - o Steuerung der Leistungserbringer und Verpflichtung auf bestimmte Verfahren inkl. Informationsaustausch grds. möglich

Lokale Praxis

16



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Hindernisse und Herausforderungen beim adäquaten Einsatz kommunaler Eingliederungsleistungen I

- Koordination mit der Erbringung gleichartiger Leistungen nach anderen Rechtskreisen durch Kommune erforderlich
- Jobcenter können Leistungserbringung kaum veranlassen und steuern bei institutioneller Förderung der Leistungserbringer
- Erforderlichkeit für Arbeitsmarktintegration:
 - o Prüfungserfordernis
 - o Einsatzlogik anders als in anderen Rechtskreisen und vielfach entgegen dem Selbstverständnis der Leistungserbringer
- Jobcenter verlangen Mitwirkung der Leistungsberechtigten, Leistungserbringer setzen vielfach auf Freiwilligkeit (resultiert z.B. in Schwierigkeiten bei Verfahrensabsprachen)

Ausgewählte Herausforderungen

17



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Hindernisse und Herausforderungen beim adäquaten Einsatz kommunaler Eingliederungsleistungen II

- Erhebliche Anforderungen an Personalumfang und deren Kompetenzen sowie Strukturen für den Einsatz der drei Beratungsleistungen zur
 - o Identifizierung von Verdachtsfällen
 - o Diagnose
 - o Motivierung der Leistungsberechtigten
- Unsicherheiten über Anforderungen des Datenschutzes bei Informationsaustausch über Verlauf und Erfolg des Leistungsprozesses
- für Integrationserfolg regelmäßig Verzahnung mit Bundesleistungen zur Eingliederung erforderlich
- Kommunen finanzieren Leistungen, Bund profitiert fiskalisch als erstes von ihrem Einsatz (§ 19 Abs. 3 S. 2 SGB II; sog. horizontale Einkommensanrechnung nach § 9 Abs. 2 S. 3 SGB II - vgl. auch BSG 18.6.2008, Az. B 14 AS 55/07 R)

Ausgewählte Herausforderungen

18



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Fazit: Mögliche Elemente guter Praxis

- Jobcenter definiert Leistungsinhalte
- Kommune kauft Leistungen für alle Rechtskreise ein (in Absprache mit JC)
- Leistungserbringer werden auf adäquate Verfahren verpflichtet
- Jobcenter erhält Leistungskontingente und kann autark zuweisen
- Parallel freier Zugang zu Leistungen auch für SGB II-Bezieher/innen
- Problemdiagnose, Prüfung der Erforderlichkeit und Motivierung der Leistungsberechtigten evtl. durch spezialisierte (interne oder externe) Fachkräfte im Jobcenter
- Bei diagnostiziertem Problem und Leistungsablehnung: Verfahren zur Bewilligung analoger Leistung aus anderem Rechtskreis
- Geregelter Informationsaustausch zwischen Jobcenter und Leistungserbringer auch über Einzelfälle
- Verzahnung mit Bundesleistungen zur Eingliederung

Fazit

19



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**Vielen Dank
für Ihre
Aufmerksamkeit!**

Dank

20



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21



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Wirtschaftsforschung und Politikberatung



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22

Evaluation of the Effectiveness of Integrated Approaches for Employability for the Sustainable Employment of the Long-term Unemployed – Examples from Scotland

Professor Colin Lindsay, Strathclyde University, Scotland



In his lecture, *Colin Lindsay* took a critical look at “Work First” approaches and pursued the question of how the success of activation measures can be measured that do not solely focus on the priority of job placement. This included the thesis that progress on the way to the labour market should also be recognised, not only the result. To demonstrate his ideas, he chose labour market programmes and studies from the UK and Scotland.

At the beginning, Colin Lindsay presented a definition of “Work First”: Work First programmes are aimed at getting people “to move beyond” the social system and integrate them as fast as possible into non-subsidized work. The job search itself is therefore a key activity in such programmes. For people who cannot be directly integrated into the labour market, the Work First approach suggests working especially on the barriers that prevent entry into the labour market. These activities could include education and training programmes, trial positions and internships. However, these measures are designed for a short period of time and are subject to close monitoring, always with a focus on searching for a job. Sanctions are a key component in this approach.

So what are the advantages of Work First?

Studies show that such approaches “produce” more job starts than other programmes that do not follow this approach. In the short term, Work First is most effective – and cost efficient. In addition, “lock-in” effects are avoided that are often associated with long-term training programmes. They reduce the risk of poverty and social exclusion. In contrast, there are *various disadvantages*, Colin Lindsay continued: Among other things, long-term advantages of human-capital-oriented approaches are negated, the focus on “any job” is difficult to reconcile with the prioritisation of sustainable results and the “one-size-fits-all” pattern does not fit to complex problem constellations.



In the *United Kingdom*, Work First programmes based on the “New Deal” were consequently implemented from 1990 to 2011. In June 2011, the “Work Programme” was established, which is aimed at beneficiaries of all ages and is also attributable to the Work First approach. Characteristic of this and previous programmes was the focus on rapid placement results and any related activities as well as payment to the institutions based on their success (“Payment by results”), Colin Lindsay further noted.

As a result, the placement rate in the UK “Work Programme” was 25%, varying greatly according to target group and with less success for those who had existing health problems. A risk of the Work First approach is that institutions focus more on the aspects of punishing and sanctioning rather than the actual provision of services.

A major challenge in the UK was the large of people (2.52 million) who are entitled to occupational disability benefits. These people often have multiple placement obstacles (health problems, lack of or insufficient literacy, etc.), which usually cannot be resolved with Work First approaches. In addition, these approaches favour on the one hand “creaming”, i.e. promoting the best in order to achieve quick results, on the other hand “parking”, i.e. the “storage” of clients in training measures who are hard to place in jobs.

Occupational disability is also a geographical phenomenon: Geographically, occupational disability is strongly linked to post-industrialism, i.e. the loss of jobs mostly in industrial urban areas. People with health impairments cannot cope as well with the multiple problems of post-industrial urban areas as healthy people can. In Glasgow, a formerly very industrial city, 12% receive occupational disability benefits, while in South England it is only 4%.

In *Scotland*, the labour market policy of the United Kingdom is “complemented” by an approach of local employment partnership, Colin Lindsay points out. (By 2017, Scotland wants to further develop its own labour market policy, independently from the United Kingdom.) Employability is thereby defined as a process that enables people to get prepared for work, start a job, stay employed and advance at their place of employment. In Scotland, the “*distance travelled*”, i.e. the steps that have already been taken on the “journey” towards the primary labour market, is increasingly taken into account. By measuring integration progress, incentives for institutions are created to work with the most disadvantaged customers.

But how do you measure integration progress?

One possible approach is to obtain different perspectives on the integration progress: from the consultants of the service provider, external consultants, but also from the customers themselves. Especially the self-assessments (e.g. using a Likert scale) have proven to be very valid, Mr Lindsay explained. In many cases it is also possible to eliminate or reduce placement barriers, such as the degree of disability, the improvement of basic skills, etc.

However, in order to find a good and lasting solution, as the core of the problem it must be recognised why certain people are so far removed from the labour market. It should also be discussed how services are provided during the placement in the job market. To this, Colin Lindsay suggests the “functional matching” (“Who can do what best?”). After the problems of the customer have been identified, individually tailored interventions are considered. These are then implemented by those institutions, which seem to be best suited. Currently, four to five major providers dominate the market (in Scotland) and offer a range of training measures. They are, however, not equally qualified for all measures.



Conclusion:

Work First approaches provide short-term successes, but are not useful for complex problems of disadvantaged groups. They produce Creaming Effects and promote the most successful, while the disadvantaged are left behind. In particular, health impairments are not respected enough. Sustainable results are achieved only with customised, personalised approaches. Progress on integration must be recognised and measured, which presupposes that a consensus will be achieved on what is meant by integration progress. Consistent monitoring and evaluation are needed. Incentives with appropriate financing models should be geared towards the most disadvantaged. Numerous examples of the “measurement of distance travelled” on the way to employment can be found in the European Social Fund (ESF). In addition, procedures such as the well-established Likert scales could be used for self-assessment. They have proven to be particularly valid. In addition, clinically verified health measures could be applied, which could demonstrate the influence of health-oriented activation.

In the subsequent discussion, the moderator, Matthias Knuth, pointed out that according to the “European Social Survey” the probability of receiving benefits due to health problems is 24 times higher in the United Kingdom than in the rest of Europe. Further discussed were experiences with the self-assessment of customers. The change in behaviour of people with health problems depends to a large extent on the subjective feelings regarding their own health situation. If a person feels healthier, this person will be able to make other steps towards the labour market than a person who feels sick. And this subjective feeling can be validly recorded and assessed, for example through telephone customer surveys. Also discussed were the challenges associated with using integration progress as a basis for paying the service providers and institutions. According to David Grubb, such challenges were mastered in Australia, for example, where the labour market policy has been implemented by private providers since 1998. However it is important to also take into consideration additional services that need to be provided, such as evaluations.

“One size does not fit all”: Tailor-made Programmes for Individual Learning Needs in Preparation for Employment

Helen Fitzgerald, Paul Partnership Limerick, Ireland



Helen Fitzgerald presented evaluations of two municipal pre-employment or pre-training programmes respectively, which were aimed at groups of people very far away from the labour market. The main objectives were to introduce them to conventional measures of the labour market and vocational training policies, or even directly place them into jobs. Both programmes stood out by the fact that the contents were closely coordinated with the participants, which entailed great advantages but also problems.

Helen Fitzgerald began her lecture with some facts and figures on the specific labour market situation in Limerick—“the place of action”—and then went on to the presentation of the two projects, “*BEST*” and “*Eolas*”, which she had evaluated:

Limerick is the third largest city in the Republic of Ireland with high concentrations of social and economic disadvantages in certain urban areas. In 2011, the unemployment rate (according to national criteria) was at 26% (Ireland: 19%), in some areas at more than 35% and in two districts at even more than 50%. Young people and women with low qualifications are particularly affected by un-

employment. With 50% and even 60% in 11 communities of the city, the unemployment rate of youths aged 15-24 is significantly higher than the youth unemployment rate of 39% in the national average. With about 25%, the female unemployment rate in Limerick is also substantially higher than the national rate of 15%. Both the level of education as well as the labour participation of women in Limerick are lower than the national average.

The Limerick *BEST Programme* (BEST stands for “Building, Education, Skills and Teamwork”) was aimed at young unemployed people aged 17-23, school dropouts, NEETS (young people who are neither in employment, education nor training) and those youths who were not ready to take part in traditional “mainstream programmes” of the employment agency. The need was recognized to launch a “pre-employment” programme, which differed from previous offers. This new model was characterized by a strong participatory approach that did not follow a prescribed curriculum: There was no generalised but an individual education plan –based on the needs of each participant. Thus, diverse possibilities were offered, such as the introduction to the tourism industry,



working with horses or – especially for school dropouts – the opportunity to repeat a mathematics course or finish secondary education. The focus of this continually evolving programme was on the individual needs, themes and goals of each participant. This means it was a “learning” and very flexible programme, which also included the changing of goals and the focus on the changing needs of the participants in the course of the project.

How was the programme carried out?

The time frame was 6 months with a 10-week introduction phase. The development of social skills (such as communication, self-confidence, motivation, assertiveness) and the different technical skills required – depending on the individual – 6 months or even 18 to 24 months. In addition, there were internships in private, public and community organisations. The verification and assessment of the progress made was done constantly over the course of the project and together with the participants. The development should lead to integration into the traditional school system, a training or employment. 33 young people participated in the pilot project – only 2 of them dropped out without certification.

The *Eolas Project* was aimed at unemployed women with a great distance from the labour market. Their identification as participants for the programme was carried out in coordination with local institutions. The women had little or no work experience, a low level of education, low self-confidence, a lack of skills and little motivation to seek work. The objectives of the programme were to develop self-confidence and self-esteem; to impart skills, knowledge and an attitude to the female participants, in order to then be able to make decisions about further measures in the areas of education, training and employment. Another goal was to develop the ICT (Information and Communication Technologies) skills of the participants and last but not least, to get the women out of their social isolation.

3 days a week over a period of 6 weeks, 51 participants took part in the programme that was a combination of group work and very intensive individual counselling. Before the programme started, meetings of the selected participants with the course coordinator took place. 2-3 months after the 6-week training was over, there were follow-up meetings with the people involved.

Both projects were evaluated by Ms. Fitzgerald’s team. On the one hand, qualitative methods were applied, such as face-to-face interviews with the project staff, steering committee, employers, donors as well as group (so-called “Focus Groups”) and individual discussions with the participants. On the other hand, standardised surveys were conducted before and after the programme implementation in order to measure knowledge, capabilities, information and communication skills or self-assessments (Rosenberg Self-Esteem Scale) and any changes in connection with the projects / programmes.

What were the “outputs” and results of both projects?

31 participants took part in the *BEST Project* until the end of the programme, 23 of which were admitted to 5 or more further mainstream courses. 8 of them received an internationally recognized degree (2nd level State Examination), 18 found jobs. Only two of the participants dropped out. Equally important were the qualitative results: *How did the measures of the BEST Programme change the participants’ lives?* A willingness to learn and skills were developed just as much as plans for future trainings. The young people made new friends, built trust and developed motivation. Also the tutors accompanying the programme gave the developments and results a mostly positive assessment (only one negative feedback), which involved criteria such as commitment, enthusiasm, punctuality and attendance of the participants. Very positive feedback came from employers, for example, in terms of readiness to work and learn as well as commitment in the job.



For the *Eolas Project*, four main results can be summarised in regards to the changes in the participants: increased self-confidence and self-esteem, improved skills, (positive) changes in attitude and greater knowledge in respect to job searches, improved information and communication levels as well as reduced social isolation.

What factors contributed to success in both programs?

On the one hand it was the flexibility of the concepts that allowed individual adaptations to the needs of the participants at any time, and on the other the location of the training centres (good accessibility) and the tailor-made selection of training modules. Very positively highlighted by the participants were the attention, commitment and understanding of the project staff for their needs.

However, there were also difficulties in the project implementation: Rigid funding rules were contrary to the flexible approach. Some scheduled activities were therefore not recognised and could not be implemented. The trainings were resource-intensive, the project coordinators and consultants partially overwhelmed by their many tasks and roles, which led to work overload, project delays, stress and uncertainty. The latter also concerned the question of whether there would be a follow-up project, which was unclear for a long time.

At the end of her presentation, Ms. Fitzgerald went into which general “lessons” could be learned from both projects and the evaluation results:

For recruiting very difficult-to-reach target groups, flexible and unconventional methods are needed, for which “gate keepers” on site who grant access to young people and women play a special role. Individual meetings before a programme begins make it possible to fine-tune the projects contents to the needs of the participants in advance. The selection of suitable projects coordinators, consultants

and tutors who should especially have empathy and understanding for the target group is very important. Equally important is the timing: The projects were scheduled so that the immediate participation in subsequent further trainings was possible.

Conclusion:

Flexible pre-employment programmes that are tailored to the participants’ needs are suitable to reach otherwise very hard-to-access target groups with a great distance to the labour market and prepare them for mainstream programmes of the labour market policy (further training, apprenticeship and employment measures). The pre-employment programmes were very resource intensive: The further people are from the labour market, the more resources are obviously necessary in order to achieve short and medium term outputs and results. The evaluations of both projects, however, gave no indication of what the long-term effects of such measures are.

In connection with the Youth Employment Agency planned in Berlin, Mrs Kolat, the Senator for Labour, Integration and Women’s Issues, was interested in the design of the individual support of youths in the BEST project. The speaker explained that there was a mentor to whom the contact was very intense. Furthermore, the institution worked closely together with the local education authority and involved teachers and tutors. One of the main goals was to promote the motivation of the young people. The imparting of educational content was another focus, according to Ms. Fitzgerald.

When asked, Ms. Fitzgerald summed up that the project was not repeated because it was very labour intensive and costly. Furthermore, in the period thereafter, there were generally fewer opportunities to launch flexible programmes – in fact only concepts and curricula were promoted that had clearly defined and specified contents.

Evaluation of Integration and Participation Effects of Employment and Social Policy – A Reflection Based on Empirical Observations

Professor Paolo Graziano, Bocconi University Milan, Italy



In order to increase the employment rate of groups that were previously excluded from the labour market, a new form of activation measures and a coherent “activation policy” are needed. According to the primary theses of *Paolo Graziano’s* presentation, this is based on a close interweaving of education, family and social policies with the employment policy. The municipal level has a crucial role in the implementation of such integrated activation policy.

The background of his remarks was the research project, LOCALISE, which was implemented as part of the EU’s Seventh Framework Programme for Research (FP7). This project examined the organisational and individual dimensions of integrated social and employment policies. His presentation pointed out one aspect of this investigation: *What is the relationship between stakeholder involvement and policy integration?* Or in other words: Does an intense participation of social partners (and other labour market actors = stakeholder participation) have a positive impact on the integration of policies and the

implementation and execution of activation measures?

The broader perspective of the research approach, Paolo Graziano said, was directed not only at the aspect of job creation but the empowerment in the sense of a more holistic activation. The research agenda for the activation policy is currently oriented towards the following topics: Activation requires integration of the different policy areas, has become a trend in Europe in recent years and challenges traditional models of governance, especially at the local level.

Two key concepts were the basis of his further remarks: Paolo Graziano defined (stakeholder) *participation* correspondingly as the involvement of key stakeholders in one or more phases of policy implementation. *Policy integration* means the structured links between social, educational, economic or health policies—with the employment policy as the core element.



His investigations were based on the following underlying research question:

To what extent does stakeholder participation determine policy integration?—Connected to the hypothesis: the greater the stakeholder participation, the greater will be the policy integration.

As case studies, the European member states, *Germany* and *Italy*, were identified: according to the initial hypothesis, Germany has a more developed “activation landscape”, Italy’s is less developed.

The methods used were qualitative instruments, such as semi-structured interviews and document analysis, including in particular the evaluation of local studies. A total of 49 expert interviews were carried out with stakeholders from politics, administration and social partners as well as with other actors in the field of social and employment policy in the two countries.

What were the empirical findings? What are the similarities and differences in the two countries under investigation, i.e. Germany and Italy?

The participation of key stakeholders differed in the two countries but not as strongly as expected by the researchers.

In *Germany* there is an overall medium to high participation of the stakeholders, especially on the part of policy in terms of the formulation of activation policies. The implementation of activation policies is done externally. The implementation of activation services/measures is carried out in a mix of competitive and non-competitive procedures.

For *Italy*, the investigation showed an overall medium to low participation: primarily the administration is involved in the policy formulation, the implementation is partially done internally as well as externally. The implementation of activation services/measures is carried out—as in Germany—in a mix of competitive and non-competitive procedures.

According to the findings of the research team, policy integration is higher in Germany than in Italy, but not as high as expected: Overall, the result is an average policy integration, which is limited at the local level by the responsibility for activation policy at the national level. The implementation of activation policy is at a medium level due to informal public-private networks, to which it also owes a high integration at the level of implementation/execution of the corresponding services. Also in Italy, decisions are made mainly at the national level. In the implementation, the highly specialised administrative structures in Italy prove to be an obstacle. The execution of activation services and measures is limited here due to the lack of informal public-private networks.

Subsequently, Paolo Graziano segued into the evaluation of the findings and the political implications of his research results:

Stakeholder participation only partially determines policy integration. Obviously, other factors play a role, which need to be further investigated. Such factors may be the national governance, i.e. the rules and responsibilities established at the national level, the (different) objectives of the local policy or even administrative traditions and cultures in the respective countries and at the local level.



In summary, Paolo Graziano pointed out:

- *The participation of stakeholders is very important in order to legitimise publicly funded activation measures;*
- *The participation of stakeholders and citizens must be reinforced at all stages of the political process;*
- *The participation in procedures alone is not sufficient; active and constructive participation such as collaboration in setting goals must be ensured;*
- *With regard to the implementation, “participative coaching”, which puts the customer at the centre, is needed.*

In the discussion phase of this presentation, it became clear that the investigation Germany included the job centres, among others. The focus was on how the managers, agents and caseworkers cooperated with other local actors. With regard to the customer of the job centres, the question of a participatory approach played another important role in the study. The managers of the job centres are networkers and local “big shots” – further actors from the local communities need to be brought “on board”, said Ms. Zimmermann, who complemented the lecture as co-speaker to Paolo Graziano. She also pointed out another research detail: The managing directors of the job centres, who originally came from the municipal side, were more integrated into local networks than those of the Federal Employment Agency.

Discussion of Key Questions and Recommendations for Further Work in Berlin

Prof Matthias Knuth, Moderation

For the final discussion and the recommendations for further work, the organisers had prepared key questions.

Key questions regarding topic 1: Job placement priority versus social integration and participation in the integration of the long-term unemployed

1. *What findings of the evaluation research are available regarding the placement priority and alternatives? (summary of key findings)*
2. *Which support measures are most promising for which groups of long-term unemployed people?*
3. *Which additional integration effects have complementary elements, such as coaching and mentoring?*
4. *How is integration in terms of social participation possible even without directly starting a job?*

Key questions regarding topic 2: Achieve sustainable integrations (with particular attention to young people)

1. *Are there methods to assess obtained employment in terms of how long it is expected to last?*
2. *What are the criteria and standards for a qualitatively successful integration?*
3. *How can the progress towards integration be measured?*
4. *What role do the different vocational training systems play in this?*

General questions for both topics:

How important is the interplay of labour market policy actors / stakeholders?

In the discussion that followed, the participants initially dealt with the topic of the sustainability of integration. Is it possible for science to develop a statistical model in order to be able to predict how sustainable the integration of the unemployed into jobs will be? This would be an advantage for policies because it would not be necessary to wait for the results of long-term studies.

The development of such a model presupposes that a typology of different target groups of jobseekers will be created, according to one of the statements. This could happen in Sweden, for example, using the data from the profile of each person, i.e. how long someone was employed by which employer. Hence, it could in turn be calculated, how probable it is that a person with a specific profile would return to work. With young people, it is even more complicated because usually there is no data available on previous work experience and a profiling is also not sufficiently suited to provide such data. The same applies for (newly arrived) migrants, for example. The main problem with predictions based on profilings is not the people, for whom data is present, but those cases where no data is available and therefore no predictions can be developed.

Another aspect of the sustainability of integrations touched on the offering of false incentives, as they can be observed, for example, in the German objective management system for the job centres: Sustainable integrations can also fail because of incentives for the respective institutions or organisations to place the



same person several times. Since an integration is a success, it is “worth” placing a person into the labour market more than once. Again, this is only possible if integrations are not sustainable, a participant stated.

On the question of how progress towards integration can be measured, a classification based on distance from the market–market proximity (and the steps in between) was discussed. To properly develop and implement such a procedure, however, is likely to be costly. Furthermore, doubts are justified about the reliability and evidence of these classifications, even more with regard to predictions derived from them: Thus, someone considered to be very far from the market could “surprisingly” find work, while another customer perceived as close to the market could fail, if, for example, the education level achieved or other criteria are used as the sole yardstick. It would be better to bring together and compare different perspectives such as self-assessment, assessment by the coaches and possibly another third party, in order to be able to make appropriate predictions. However, there is a risk that questions are answered in a socially desirable way. Respondents often tend to present their situation better than it really is. To avoid this effect, the design of the survey and the type of questions need to be adjusted. Another possibility would be to combine surveys and administrative data. Qualitative methods could help to display such steps: peer reviews, audits and quality control.

In what way does progress towards integration relate to the ultimate goal of a job placement which is as sustainable as possible?

To put it bluntly: In the end, 99% of the (relationship) work up to the placement consists of intermediate steps, which should be recognised and appreciated as such. The actual placement into a job makes up only 1%.

Conclusion about the topic of measuring progress towards integration:

The self-assessment of the participant as well as the external assessment by the people who accompany the participants in their integration should be taken into greater consideration in the analyses of the efficiency and effectiveness. Integration progress can be recorded, verified and documented once different methods and perspectives are combined.

The consensus among the participants was that it would be counterproductive to make only the actually achieved integrations the sole measure of success of an intervention. Progress towards integration must also be noted. This is also important because through this not only the efforts of the jobseekers but also those of the coaches receive higher appreciation and recognition, or are even perceived at all. The mere focus on the successful placement negates, so to speak, all the efforts and successes that were reached on the way there. Progresses towards integration can also be stand-alone goals in the context of a labour market programme or a specific measure.

Another contribution in the subsequent discussion touched on the question of the “right” *approach to coaching*: Deficit approaches which are oriented towards placement obstacles often fail to recognise the strengths and talents of individuals, which in the sense of a holistic “empowerment” are important to be developed and promoted. Such a “strengths” approach has better chances for success than the deficit model. This knowledge is based on practical experiences made, for example, in the German federal programme “Perspektive 50plus–Employment Pacts for Older People in the Regions”, a participant stated.

Recommendations for Action

- › In the impact studies, randomised models and peer groups should be used. Ethical conflicts have to be considered: Because in this case, one group is given a “treatment” that the other group, the peer group, is denied. The peer group is denied development opportunities that are open to the treatment group, and all for “scientific reasons” so to speak.
- › For future analyses of the efficiency and effectiveness, surveys or investigations conducted should be linked or matched with existing administrative data. The surveys should—in order to exclude socially desirable answers—also contain easily verifiable, objective information (e.g. number of applications, duration of employment). Based on these questions, the information provided by the respondent can then be compared to the administrative data.
- › With labour market policy measures, it is important to find the happy medium between the (prevention of) creaming effects and a reasonable use of resources: On the one hand, not only those close to the labour market should be promoted—as is often the case with Work First approaches – on the other hand it makes little sense to concentrate the use of resources of an active labour market and employment policy only on those who have little chance for integration into the primary labour market in the foreseeable future.
- › Long-term evaluations of training programmes over observation periods of many years seem to prove that there are little effects over a short time especially in labour market and vocational training programmes, although effects are definitely recognisable in the long run, particularly with youths. This is to be understood as a plea for long-term studies.
- › In order for the impact studies to be incorporated into political action, short-term results, however, are often in demand: Short-term evaluations should, however, have a more randomised study design including control groups, which facilitates reliable and valid statements.

Closing Words

Boris Velter, State Secretary for Labour, Senate Department for Labour, Integration and Women's Issues, Berlin

Mr Velter thanked all the experts for the fastidious and fruitful exchange. He pointed out four aspects which should be the basis for further work on impact studies in Berlin:

1. *In addition to “hard facts” that are based on administrative data, integration progress based on “softer facts” should also be considered in the future for the evaluation of the effectiveness of measures. This should also include the subjective component, i.e. the self and external assessment of the participants.*
2. *The question of how the involvement of the participants (in training and employment) can be increased continues to be pursued by the Senate Department. Competitive approaches as well as a transparent procedure for jobseekers should also be taken into consideration.*
3. *The discussion about customised and group approaches, such as individual and group coaching, and their effects in terms of a sustainable labour market policy should still be pursued. It is important to create transparency about the impact of the different approaches. This has long been neglected in Germany.*

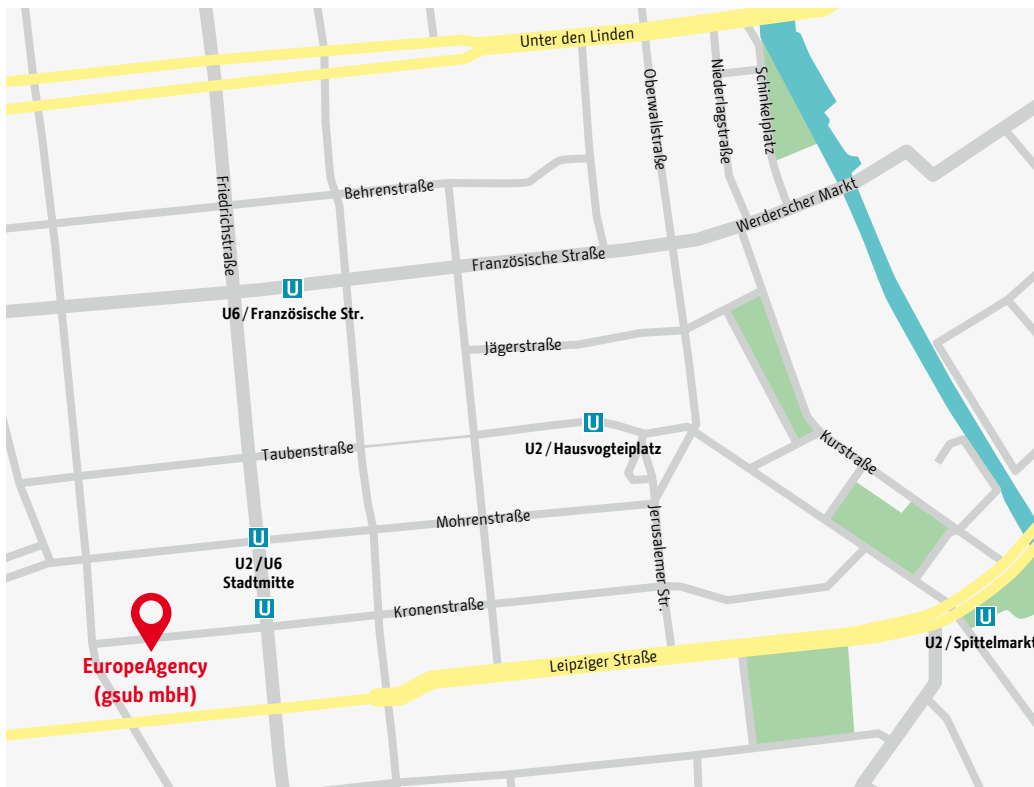
4. *Very important for Berlin are the municipal services according to §16a SGB II and their improved organisation as well as their integration into the municipal labour market policy of the job centres, districts and state.*

The exchange with Europe should continue and the European work of the Senate Department for Labour should be reinforced.

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