

*Operational definitions
of performance indicators
Q1-Q7*

Technical Note 1
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Synthesis Forschung
Gonzagagasse 15/3
1010 Vienna
Telefon +43 1 310 63 25
Fax +43 1 310 63 32
E-Mail office@synthesis.co.at
<http://www.synthesis.co.at>



ÖSB Consulting GmbH
Meldemannstraße 12-14
1200 Vienna
Telephone +43-1-33 168-0
Fax +43-1-33 168-101
E-Mail info@oesb.at
<http://www.oesb.at>

Preface

In fall 2004, the Austrian Public Employment Service »AMS« took the initiative to start the second stage of the project »Mutual learning - Benchmarking among Public Employment Services«. A Working Group was set up. It extended invitations to join the Working Group to all Member States.

Thirteen Participating Partners were involved in the Working Group:

- Arbeitsmarktservice AMS – Austria
- Arbetsmarknadsstyrelsen AMS – Sweden
- Office Régional Bruxellois de l'Emploi ORBEM-BGDA – Belgium/Brussels
- Vlaamse Dienst voor Arbeidsbemiddeling en Beroepsopleiding VDAB – Belgium/Flanders
- Ministry of Labour – Finland
- Agence Nationale Pour l'Emploi ANPE – France
- Bundesagentur für Arbeit – Germany
- Foras Áiseanna Saothair FÁS – Ireland
- State Employment Agency NVA – Latvia
- Centrale Organisatie Werk en Inkomen CWI – The Netherlands
- Central Office of Labour – Slovakia
- Employment Service of Slovenia ESS – Slovenia
- Jobcentre Plus – United Kingdom

The Working Group has received financial support from the European Commission »DG Employment and Social Affairs«.

Once established, the Working Group set itself four tasks:

- to draw up a list of selected performance indicators
- to build a data base for those indicators
- to establish a benchmarking procedure bearing the different contexts in mind under which the public employment services operate
- to organize an exchange of good practices.

In order to achieve its ambitious tasks, the Participating Partners asked the Austrian AMS to assume the responsibility of project leader and secretariat for the Working Group.

The project leader, AMS Austria, regularly consulted a Co-ordination Group in which the representatives of VDAB Flanders, CWI The Netherlands and ESS Slovenia offered their advice.

A group of consultants (ÖSB Consulting and Synthesis Research) was selected (on the basis of a tender) to prepare the decisions taken by the Participating Partners and to document the results achieved.

The following report should be considered as such a document.

The operational definitions of the PES performance indicators Q1–Q7 have been agreed upon by the Participating Partners at their meetings in Vienna. The paper presents the conclusions the team of consultants has drawn from the discussion during the meetings in March and June 2006.

Some Participating Partners have asked that the figures forwarded (and thus the benchmarking results) should be treated with some confidentiality. They felt that this requirement is to some extent already met when the Participating Partners are identified by letters of the alphabet rather than by their proper names. There exist, of course, versions of the data base where the Participating Partners are fully identified.

This report might be subject to revision. Comments and suggestions are welcome.

For the team of consultants:
Prof. Michael Wagner-Pinter

Vienna, June 2007

Structure of the final report

The final report is organized in a modular way. It consists of several reports. Each report addresses itself to a specific audience:

Overview

- PES-Performance: Benchmarking and Good Practice (This »Overview« addresses readers who take a general interest in the project)

Reports

- Report 1:
Benchmarking of PES Performance Indicators 2004
 - Report 2:
Benchmarking of PES Performance Indicators 2005
 - Report 3:
Selected Good Practices
- (Reports 1 to 3 address the Participating Partners and the European Commission)

Technical Notes

- Technical Note 1:
Operational definition of performance indicators
 - Technical Note 2:
Measurement procedures
- (Technical Notes 1 to 2 address specialists (working with the Participating Partners or the European Commission) who wish to gain detailed insight into the procedures applied)

Background Information

- PES Background and Content Information (2005)
- (The »PES Background and Content Information« documents the scope and scale of activities of the participating PES)

Copyright

It should be noted that the Participating Partners reserve the copyright on the numerical information they have forwarded for benchmarking purposes. Whoever wishes to make public use of these data is asked to contact the project leader (AMS Austria) or the respective Participating Partners.

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Operational definitions of performance indicators Q1 to Q3

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1.1

List of concepts and terms of indicators

- *Transition from unemployment (Q1)*
- *Transition to employment before unemployment lasts long (Q2)*
- *Transition from training measures to employment (Q3)*

	<i>Concepts /Terms</i>		<i>Meanings</i>
T 1	PES-registration of a person	T 1.0	The PES puts the name of a person on to a register
T 2	(PES-)Deregistration	T 2.0	The PES deletes the name from a register (it might keep the name in its information system)
T 3	Unemployed job seeker	T 3.0	This is a person on the PES-register willing to accept a job
		Option 1: T 3.1	including participants in training measures
		Option 2: T 3.2	excluding participants in training measures
T 4	Employment (considered as opposite to unemployment)	T 4.0	All kinds of jobs, if their acceptance implies PES-deregistration as unemployed job seeker
T 5	Training measure	T 5.0	Consult the paper: Labour Market Policy Database: Methodology. Revision of June 2006. page 14 ff §§ 52-64. EUROSTAT 2006
T 6	Participating in training measures	T 6.0	A person takes part in training measures for which the PES is accountable (e.g. the PES provides the financial funds for the measures)
T 7	Transition to employment	T 7.0	A person is deregistered
		Option 1: T 7.1	and is employed (for at least one day) during the six months following deregistration
		Option 2: T 7.2	and is not reregistered as unemployed job seeker within eight weeks under circumstances which suggest that people have a strong incentive to register if they are not in employment
		Option 3: T 7.3	and the deregistration is coded by the PES »for reasons of employment«

1.2
List of indicators Q1 to Q3

NR	Concept	Basic measurement approach
Q1	Transition to employment of the unemployed	N: Transition to employment (within six months) of registered persons D: People on the register (for some time) during a specific month
Q2	Transition to employment before unemployment lasts too long	N: Transition to employment (within six months) of those who deregister with a spell duration of less than six months D: People who are deregistered with a spell duration of less than six months during a specific month
Q3	Transition from training measures to employment	N: Transition to employment (within six months) of those who terminate a training measure D: People who terminate a training measures during a specific month

1.3

Operational definitions of eight populations for indicators Q1 to Q3

POP1	POPULATION 1 (on the PES register as unemployed job seekers)
(1)	Count the individuals
(2)	who are on a PES register
(3)	(at least some time) during the month M_i and
(4)	who are unemployed (and)
(5)	who are job seeking.
(6)	This number is denoted by (POP1) $_i$.
POP2	POPULATION 2 (participation in training measures)
(7)	Count the individuals
(8)	who are participating in training measures
(9)	for which the PES is accountable
(10)	(at least some time) during the month M_i .
(11)	This number is denoted by (POP2) $_i$.
POP3	POPULATION 3 (deregistration of unemployed job seekers)
(12)	Count the individuals
(13)	with the characteristics (2), (3), (4), and (5)
(14)	who had been deregistered
(15)	during month M_i .
(16)	This number is denoted by (POP3) $_i$.

POP4 ***POPULATION 4 (deregistration of unemployed job seekers with a spell duration of less than six months)***

(17) Count the individuals

(18) with the characteristics (13), (14) and (15)

(19) who had been registered for less than six months (spell duration).

(20) This number is denoted by (POP4)_i.

POP5 ***POPULATION 5 (terminating training measures)***

(21) Count the individuals

(22) with the characteristics (8), (9) and (10)

(23) who had terminated the participation in training measures

(24) during month M_i .

(25) This number is denoted by (POP5)_i.

POP6 ***POPULATION 6 (deregistration and transition to employment)***

(26) Count the individuals

(27) with the characteristics (13), (14) and (15)

(28) who made a transition to employment (within six months after deregistering).

(29) This number is denoted by (POP6)_i.

POP7 ***POPULATION 7 (deregistration of unemployed job seeker before the six months mark and transition to employment)***

(30) Count the individuals

(31) with the characteristics (18) and (19) and

(32) with the characteristic (28).

(33) This number is denoted by (POP7)_i.

POP8 ***POPULATION 8 (terminating training measures and transition to employment)***

(34) Count the individuals

(35) with the characteristics (22), (23) and (24) (and)

(36) with the characteristic (28).

(37) This number is denoted by (POP8)_i.

1.4

Deriving indicator values

¹ If it is too difficult or too costly to retrieve information for each of the 12 months, it is worthwhile to consider procedures which approximate the algorithm.

From one to twelve months

The first step is to calculate the values for (POP1)_i, (POP2)_i, (POP3)_i, (POP4)_i, (POP5)_i, (POP6)_i, (POP7)_i, (POP8)_i, where *i* runs from month 1 to 12 for the year for which the POP-values are to be reported¹. A single month will most likely not do, because of strong seasonal biases.

Q1, Q2 and Q3

Once values for POP1, POP2, POP3, POP4, POP5, POP6, POP7, POP8 have been calculated, it is straightforward to arrive at values for the three transition indicators.

Q1 = POP6 divided by POP1

Q2 = POP7 divided by POP4

Q3 = POP8 divided by POP5

where Q1, Q2, Q3 are not smaller than 0 and not larger than 1.

From unemployment to employment

Q1 gives the figure for those people who have made a transition to employment (within six months) after deregistration as a share of all people on the register for unemployed job seekers.

Transition to employment before unemployment lasts long

Q2 gives the figure for those people who have made the transition to employment (within six months after deregistration) after having been on the register for less than six months as a share of all people who have left the register (after having been on the register for less than six months).

From measures to employment

Q3 gives the figure for those people who have made the transition to employment (within six months after deregistration) after having terminated a training measure as a share of all people having terminated a training measure.

Best case, worst case

If Q1, Q2, Q3 assume the value 1, then all of the job seekers made the transition; if Q1, Q2 assume the value 0, then none of the job seekers made the transition.

1.5

Clarification of measurement procedure

<i>POP 1: Number of individuals registered as unemployed job seekers</i>	<p>Option 1: Number of individuals at the end of month Mi-1 (or number of individuals at the beginning of month Mi) plus inflow during month Mi</p> <p>Option 2: Number of individuals at the end (or at the beginning) of month Mi</p> <p>Option 3: Average monthly stock of month Mi</p>
<i>POP 2: Number of individuals participating in training measures</i>	<p>Option 1: Number of individuals in training measures at the end of month Mi-1 (or number of individuals in training measures at the beginning of month Mi) plus inflow during month Mi</p> <p>Option 2: Number of individuals in training measures at the end (or at the beginning) of month Mi</p> <p>Option 3: Average monthly stock of individuals in training measures in month Mi</p> <p>Please apply the EUROSTAT explanation of TRAINING measures in: Labour Market Policy Database Methodology. Revision of June 2006. page 14 ff §§ 52-64 Training measures include: Institutional training, workplace training, alternate training and special support for apprenticeship</p>
<i>POP 3: Number of individuals deregistering</i>	<p>Number of job seekers registered as unemployed in the month(s) preceding month Mi who are leaving the register during month Mi (to make a transition either to employment or out of labour force)</p> <p>Please note: In some PES people do not get deregistered as unemployed, if they hold a (part time) job; thus these people are not "deregistered"</p>
<i>POP 4: Number of individuals deregistering with a spell duration of less than six months</i>	<p>Number of job seekers registered as unemployed in the month(s) preceding month Mi who are leaving the register during month Mi with a spell duration of less than six months (to make a transition either to employment or out of labour force)</p> <p>Please note: In some PES people do not get deregistered as unemployed, if they hold a (part time) job; thus these people are not "deregistered"</p>

POP 5: Number of individuals terminating training measures

Number of people who are leaving training measures in month M_i (which does not imply that they leave the unemployment register) in case they are registered while participating in measures

POP 6: Deregistration and transition to employment

Number of job seekers registered as unemployed in the month(s) preceding month M_i who are leaving the register during month M_i to make a transition to employment (within six months after deregistration)

Please note: Different PES have different notions of "employment". It is the specific notion that should serve as criterion. Indicate whether "employment" includes the following

- subsidized employment
- self employment
- mini jobs
- part time jobs

Some PES cannot "observe" the transition to employment. If this is the case, estimates have to be provided (from secondary statistical sources, like surveys)

POP 7: Deregistration before the six months mark and transition to employment

Number of job seekers registered as unemployed in the month(s) preceding month M_i who are leaving the register during month M_i with a spell duration of less than six months to make a transition to employment (within six months after deregistration)

Please note: Different PES have different notions of "employment". It is the specific notion that should serve as criterion. Indicate whether "employment" includes the following

- subsidized employment
- self employment
- mini jobs
- part time jobs

Some PES cannot "observe" the transition to employment. If this is the case, estimates have to be provided (from secondary statistical sources, like surveys)

*POP 8: Terminating
training measures and
transition to
employment*

Number of people who are leaving training measures and the register in month Mi to make a transition to employment (within six months after deregistration)

Please note: Different PES have different notions of "employment". It is the specific notion that should serve as criterion. Indicate whether "employment" includes the following

- subsidized employment
- self employment
- mini jobs
- part time jobs

Some PES cannot "observe" the transition to employment. If this is the case, estimates have to be provided (from secondary statistical sources, like surveys)

2

Operational definitions of performance indicators Q4 and Q5

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2.1
List of concepts and terms of indicators Q4 and Q5

	Concepts /Terms		Meanings
T 8	Vacancy	T 8.0	An employer looks for candidates suitable for a specific job offer
T 9	Set of vacancies of all employers	T 9.0	Vacancies that come up at any employer of the economy to which the PES relates
T 10	ALMP-Vacancy	T 10.0	A vacancy that is only created in the context of active labour market programmes
T 11	Vacancy posted with the PES	T 11.0	An employer asks the PES to publish the vacancy and to provide support in finding suitable candidates
T 12	Vacancy accessible through the PES information system	T 12.0	A vacancy about which a job seeker can obtain information through media (e.g. electronic or physical billboards) provided by the PES
T 13	A vacancy is filled	T 13.0	The employer has found a suitable candidate
		Option 1: T 13.1	irrespective of the channel of contact
		Option 2: T 13.2	presented by the PES

2.2
List of indicators Q4 and Q5

NR	Concept	Basic measurement approach
Q4	Opening access to a large share of vacancies through the PES information system	N: Vacancies accessible through the PES information system (period of time) D: Vacancies that employers wish to fill (period of time)
Q5	Making sure that posted vacancies are filled	N: Vacancies (excluding ALMP vacancies) for which a candidate was found successfully (option: within 4 weeks) D: Vacancies posted with the PES (period of time)

2.3
Operational definitions of seven populations for indicators Q4 and Q5

VAC1	VACANCY 1 (Economic wide vacancies)
(1)	Count (or estimate) the vacancies
(2)	offered by all employers (in the economy)
(3)	during a month M_i .
(4)	This number is denoted by $(VAC1)_i$.
VAC2	VACANCY 2 (PES posted vacancies)
(5)	Count the vacancies
(6)	posted with the PES
(7)	during a month M_i .
(8)	This number is denoted by $(VAC2)_i$.
VAC3	VACANCY 3 (accessible vacancies)
(9)	Count the vacancies
(10)	accessible through PES media (electronic or physical billboards)
(11)	for every job searching person
(12)	during a month M_i .
(13)	This number is denoted by $(VAC3)_i$.

VAC4 **VACANCY 4 (posted vacancies filled)**

(14) Count the vacancies

(15) with the characteristics (6)

(16) which are filled during month Mi.

(17) This number is denoted by (VAC4)_i.

VAC5 **VACANCY 5 (posted vacancies filled within 4 weeks)**

(18) Count the vacancies

(19) with the characteristics (6) and (16)

(20) within 4 weeks following its PES posting.

(21) This number is denoted by (VAC5)_i.

VAC6 **VACANCY 6 (posted vacancies filled with PES-candidate)**

(22) Count the vacancies

(23) with the characteristics (19)

(24) for which a candidate presented by the PES has been chosen.

(25) This number is denoted by (VAC6)_i.

VAC7 **VACANCY 7 (posted vacancies filled with PES-candidate within four weeks)**

(26) Count the vacancies

(27) with the characteristics (19), (20) and (24)

(28) for which a candidate presented by the PES has been chosen.

(29) This number is denoted by (VAC7)_i.

2.4 Deriving indicator values

A challenging estimate The first step is to undertake the estimate for the number of vacancies in the economy at large. You might be able to retrieve the information

- from a »vacancy survey« (EUROSTAT plans to implement such surveys in all Member States)
- from »academic« labour market research institutes
- from estimates you carry out yourself on the basis of statistics on »new employment« contracts (during a year).

Do not hesitate to contact the team of consultants to discuss the options for such an estimate.

From one month to twelve months

The next step following the estimate of (VAC1)_i is to calculate the values for (VAC2)_i to (VAC7)_i, where i runs from month 1 to 12 for the year for which the VAC-values are to be reported¹. A single month will most likely not do, because of strong seasonal biases.

¹ If it is too difficult or too costly to retrieve information for each of the 12 months, it is worthwhile to consider procedures which approximate the algorithm.

Q4 and Q5

Once the values for VAC1 and VAC7 are established, it is straight forward to arrive at values for the two vacancy indicators.

Q4 = VAC3 divided by VAC1

Q5 (Variant 1) = VAC 4 divided by VAC2

Q5 (Variant 2) = VAC 5 divided by VAC2

Q5 (Variant 3) = VAC 6 divided by VAC2

Q5 (Variant 4) = VAC 7 divided by VAC2

where Q4 and Q5 are not smaller than 0 and not larger than 1.

Q4

Q4 gives the figure of the vacancies accessible through PES media as a share of all »nation wide« vacancies.

Q5

Q5 (in its variants) gives the figure of all vacancies filled

- at all/or within 4 weeks
 - with any candidate/with a candidate presented by the PES
- as a share of all posted vacancies.

Best case, worst case

If Q5 assumes value 1 then all posted vacancies get filled (within four weeks) with candidates (presented by the PES); if Q5=0 then none posted vacancy is filled.

2.5

Clarification of measurement procedure

VAC 1: Economic wide vacancies

There are several ways to arrive at an estimate
 Option 1: Relying on the data of a "vacancy survey"
 Option 2: The annual number of new employment-contracts

Please note: With respect to option 2 EUROSTAT provides Labour Turn Over figures for Member States which can be used for calculating the number of new contracts: The definition of LTO according to EUROSTAT is

$LTO = (\text{New employment-contracts} + \text{employment contracts terminated}) / \text{average level of employment contracts}$

Thus you can arrive at an estimate of
 New employment-contracts = LTO x average level of employment contracts / 2

VAC 2: PES posted vacancies

Option 1: Number of posted vacancies at the end of month M1-1 (or number of posted vacancies at the beginning of month Mi) plus inflow of posted vacancies in month Mi
 Option 2: Number of posted vacancies at the end (or at the beginning) of month Mi
 Option 3: Average monthly stock of posted vacancies

VAC 3: Accessible vacancies

Option 1: Number of posted vacancies accessible through PES media at the end of month M1-1 (or number of posted vacancies accessible through PES media at the beginning of month Mi) plus inflow of posted vacancies accessible through PES media in month Mi
 Option 2: Number of posted vacancies accessible through PES media at the end (or at the beginning) of month Mi
 Option 3: Average monthly stock of posted vacancies accessible through PES media

VAC 4: Posted vacancies filled

Outflow of posted vacancies during month Mi (irrespective whether the vacancy was filled with a job seeking person or not) or when the vacancy was posted

VAC 5: Posted vacancies filled within 4 weeks

Outflow of posted vacancies during month Mi within 4 weeks since posting (irrespective whether the vacancy was filled with a job seeking person or not)

VAC 6: Posted vacancies filled with PES candidates Outflow of posted vacancies during month M_i which are filled by means of the PES with a candidate presented by the PES

VAC 7: Posted vacancies filled with PES candidates within four weeks Outflow of posted vacancies during month M_i within 4 weeks since posting which are filled by means of the PES with a candidate presented by the PES

3

Indicators Q6 and Q7

3.1 *»Satisfaction« indicators Q6 and Q7*

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3.1

»Satisfaction« indicators Q6 and Q7

<i>Satisfaction of job seekers and employers</i>	The two performance indicators Q6 and Q7 are from an operational point of view quite the same. Both indicators aim at capturing the »satisfaction with the overall service the PES provides to customers«. Q6 is directed towards people (as potential job seekers), whereas Q7 is directed towards employers.
<i>Survey is indispensable</i>	The empirical information for Q6 and Q7 has to be survey based. Thus, the PES either has already established such a survey (and is therefore in a position to retrieve the information); or it has not (yet) established the survey and can therefore not retrieve the information.
<i>Variations in survey design</i>	Of course, there might be a substantial variation in the way the survey is carried out (methods of sampling, frequency of the survey, type of questions asked), but this will not be dealt with at this stage of the project.
<i>»Standard survey« scenario</i>	<p>There are, however, two issues that have to be addressed in the context of operational definitions.</p> <p>Let us start with the following standard scenario for a »satisfaction survey«. This »standard survey«</p> <ul style="list-style-type: none"> • includes the question »How are you satisfied with the overall services the Public Employment Service has delivered?« • structures the answers to the questions into the items <ul style="list-style-type: none"> – very satisfied – satisfied – unsatisfied – very unsatisfied
<i>Operational definition of indicator</i>	<p>Within the scenario of the »standard survey« the operational definitions of indicators Q6 and Q7 are straightforward:</p> <ol style="list-style-type: none"> (1) Count the number of all answers (2) choosing the items »very satisfied« and »satisfied«. (3) Divide this number (4) by the number of all answers returned to this question.
<i>Best case, worst case</i>	The indicators will assume the value 1 if all customers are satisfied; it will assume the value 0 if none is satisfied.

<i>Deviations are likely</i>	<p>It is likely that the practice of several PES among the Participating Partners will deviate from the »standard survey« scenario.</p> <p>In particular, two deviations might occur:</p> <ul style="list-style-type: none">• Firstly, all questions asked refer to specific services delivered.⁴• Secondly, the answers are structured along a grading which reflects the grading used in the respective national school system.
<i>»Overall satisfaction«</i>	<p>Regarding the first deviation, the »overall satisfaction« can be derived as a weighted average of the answers to the »specific service questions«. The weights used in this procedure should be documented when the information is forwarded.</p>
<i>School grading system</i>	<p>Regarding the second deviation, there is a simple solution. Just partition the set of grades in a »top half« and a »bottom half« if the number of grades is even; if the number of grades is odd, then delete the »neutral grade« between the »top« and the »bottom« set.</p> <p>Once this partition has been carried out, it is possible to use the operational definition given; it is only necessary to substitute the line (2) by choosing grades from the top half.</p>

Appendix

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Appendix A 1: List of Participating Partners

Country	Name	Tel/Fax/Email	Address
Austria	Gudrun Nachtschatt	Tel: +43-1-33 17 8 521 Fax: +43-1-33 17 8 151 Gudrun.Nachtschatt@ams.at	Arbeitsmarktservice Österreich (AMS) Treustr. 35-43 A-1200 Wien Austria
Austria	Peter Oberbichler	Tel: +43-1-33 17 8 507 Fax: +43-1-33 17 8 151 Peter.Oberbichler@ams.at	Arbeitsmarktservice Österreich (AMS) Treustr. 35-43 A-1200 Wien Austria
Belgium Orbem	Sandy van Rechem	Tel: +32-2-505 14 56 Fax: +32- 2-505 78 19 svanrechem@orbem-bgda.be	ORBEM-BGDA Anspachlaan 65 B-1000 Brussels Belgium
Belgium VDAB	Ludo Jorissen	Tel: +32-1-239 09 05 Fax: +32-1-223 40 62 Ludo.jorissen@vdab.be	VDAB Keizlerslaan 11 B-1000 Brussels Belgium
Finland	Ilkka Nio	Tel: +35-8-10 60 48 069 Ilkka.Nio@mol.fi	Ministry of Labour Policy Department P.O.BOX 34 FIN-00023 GOVERNMENT Finland
France	Danielle Greco	Tel: +33-1-49 31 75 40 Danielle.greco@anpe.fr	Agence Nationale Pour l'Emploi (ANPE) Direction Générale 4 rue Gallilée 93198 Noisy Le Grand France
Germany	Britta Lüdeke	Tel: +49-911-179 46 20 Fax: 0049-911-179 1131 Britta.luedeke@arbeitsagentur.de	Bundesagentur für Arbeit Regensburger Str. 104 D-90478 Nürnberg Germany
	Steffen Sottung	Tel: 0049-911-179 21 96 Steffen.sottung@arbeitsagentur.de	
Ireland	Ciaran Sheils	Tel: +353 1 6070562 Fax: +353 1 6070605 ciaran.sheils@fas.ie	FÁS P.O. Box 456 27/33 Upper Baggot Street Dublin 4 Ireland

Appendix A 1: List of Participating Partners

Country	Name	Tel/Fax/Email	Address
Latvia	Grieta Tentere	Tel: +371 702 17 12 Fax: +371 727 02 53 Grieta.tentere@nva.gov.lv	State Employment Agency Kr.Valdemra iela 38 Rga, LV-1010 Latvia
Netherlands	Theo Keulen	Tel: +31-20-75 15 066 Fax: +31-20-75 15 084 Theo.Keulen@cwinet.nl	CWI P.O. Box 58191 1040 HD Amsterdam The Netherlands
Slovak Republic	Bohuslav Beno	Tel: +421 2 5328 Fax: +421 2 5729 Bohuslav.beno@upsvar.sk	Central office of labour, Social Affairs and Family Zupne nam. 5 – 6 812 67 Bratislava Slovakia
Slovenia	Sonja Pirher	Fax: +386 1 425 98 23 sonja.pirher@ess.gov.si	Employment Service of Slovenia Glinška Ulica, 12 SI- 1000 Ljubljana Slovenia
Sweden	Claes-Göran Lock	Tel: +46 8 58606042 Claes-Goran.Lock@ams.amv.se	Arbetsmarknadsstyrelsen (AMS) Vattugatan 17 SE - 11 399 Stockholm Sweden
UK	Keith Wheeldon	Tel: +44-114-25 94 848 keith.wheeldon@jobcentreplus.gsi.gov.uk	JobCentrePlus Performance Measurement and Analysis Division Level 2 Steel City House Sheffield S1 2GQ United Kingdom

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