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Ukraine Worker and Regional Economic Adjustment Project

Final Report

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TABLE OF CONTENTS

EXECUTIVE SUMMARY	3
PARTNER HAD TWO PRIMARY PURPOSES:	3
PROJECT RESULTS	3
SUSTAINABILITY	4
COUNTRY BACKGROUND AND PROJECT HISTORY	5
MACROECONOMIC BACKGROUND	5
PROJECT DESIGN AND FUNDING	5
PROJECT IMPLEMENTATION – ANNUAL SUMMARIES AND OUTPUTS.....	8
PROJECT YEAR 1 (JULY 2000 – JUNE 2001): SUMMARY OF ACTIVITY.....	8
PROJECT YEAR 2 (JULY 2001 – JUNE 2002): SUMMARY OF ACTIVITY.....	12
PROJECT YEAR 3 (JULY 2002 – SEPTEMBER 2003): SUMMARY OF ACTIVITY	19
PROJECT IMPLEMENTATION – LESSONS LEARNED.....	22
CRITICAL ASSUMPTIONS	22
PROJECT DESIGN – ICDP COMPONENT SCHEDULING	23
SUSTAINABILITY	24
INTEGRATED COMMUNITY DEVELOPMENT PROGRAM.....	24
EMPLOYMENT SERVICE CAPACITY BUILDING	24
APPENDIX A: FINAL CONSOLIDATED PMP MATRIX	25
APPENDIX B: STATUS REPORT OF EMPLOYMENT CENTERS IMPLEMENTING USDOL TRAINING.....	26

Executive Summary

Summary Project Description

The overall objective of the Ukraine Worker and Regional Economic Adjustment Project (locally known as the PARTNER project after its Ukrainian acronym) was to help mitigate the negative impacts of economic reform and enterprise restructuring on workers, communities and enterprises by facilitating the creation of a well-functioning labor market in targeted communities Ukraine. The project had two primary purposes:

1. To build the capacity of MOLSP specialists, national, regional and local Employment Center staffs, and community partners to conduct participatory, strategic economic planning in target communities using the methodology of the WSI/USDOL Integrated Community Development Program (ICDP).
2. To assist the MOLSP in strengthening the capacity of the National Employment Service (NES) to provide services to the unemployed, job seekers, and communities impacted by mass layoffs by developing techniques designed to enhance service provision for their clients.

This was to be accomplished through four activities:

1. Strengthening the capacity of eleven local Employment Centers in four regions to become Model Service Centers.
2. Enhancing the existing technology for services to clients of the employment centers.
3. Providing new equipment, materials, and technology to the NES and Employment Centers.
4. Institutionalizing the ICDP methodology into NES services.

Project Outcomes

Consolidated outcomes of the PARTNER project are summarized in Appendix A. These include, but are not limited to:

- Four community teams were trained in local economic development, resulting in 141 trained citizens, four directly funded new business starts and five additional new businesses in two communities.
- 965 jobs were retained, 34 new permanent and 30 temporary jobs were created through the ICDP Rapid Response and LED components.
- A functioning and fully equipped worker transition center was established.
- Three continuing Labor Management Adjustment Teams were established to assist workers in companies facing mass layoffs.
- Over 2,000 national, regional and local employment center staff and specialists trained in one or more of the following methodologies:

- Vocational Guidance and Counseling
- Employer Relations
- Targeted Services for Women and Youth
- Performance Monitoring and Evaluation
- Public Relations
- Rapid Response
- Manuals and handbooks for each methodology were developed, translated and published. All local and oblast Employment Centers in Ukraine have at least one copy of each manual.
- Over \$780,000 of equipment and furnishings designed to increase the efficiency of local Employment Centers and the NES were procured and delivered to 11 pilot centers. All equipment is in place and being utilized as intended.

Sustainability

Because past MOLSP leadership did not view the ICDP as part of its institutional mandate, no successor organization could be identified at the national level. However, four community teams were formed, of which two present limited continuing fora. In addition, although the USDOL decided not to fund an expansion of the ICDP component of the project, as a result of the impressive results from the Slavutych pilot, the U.S. Agency for International Development recognized the benefits of community partnerships in local economic development by issuing a Request for Proposals to expand LED to 50 communities as part of its local government reform program. In addition, the Rapid Response component was embedded within the National Employment Service as part of the Employment Services Capacity Building Component.

All six components of the Employment Services Capacity building objective have been fully integrated into NES curricula. A plan has been developed and implemented by the NES to ensure replication throughout Ukraine.

Country Background and Project History

Macroeconomic Background

Upon becoming an independent country in 1992, Ukraine inherited the cumbersome Soviet system of governmental hierarchy. The central government consisted of 113 ministries and state committees that administered the country through 27 different geographic administrative regions. The nation's 615 local government entities acted strictly as administrative appendages of the central government bureaucracy. All social, infrastructural and financial planning came from above, leaving local actors with few skills or resources for independent economic decision making. Today there are some 80 ministries and state committees that retain significant authority over, but little ability to affect, local conditions. With legal reforms allowing communities more freedom to develop their own solutions to local economic problems, a significant opportunity has arisen to substantively affect Ukraine's economic health through increased employment.

The transition from a command-driven socialist state to a market economy has resulted in substantial workforce dislocation, amplified by rent-seeking behavior, poverty, and deep disparity in the transition's impact on Ukraine's diverse population groups. Poverty in Ukraine is characterized by significant regional dissymmetry, which the existing social assistance system has been ineffective in addressing, mainly due to general under-funding, poor program design and implementation, and programmatic, administrative, and financial fragmentation. According to a nationwide survey conducted by the ILO in 2001¹, only 3.1% of all respondents reported that government agencies would be a main source of income support if they or other adults in the household did not receive wages for several months.

Official Ukrainian government statistics report overall unemployment in Ukraine to be 3.5% (October, 2001), with the highest unemployment rate registered in Rivne Oblast (6.6%), and the lowest in the city of Kyiv (0.7%). However, there is significant evidence that these figures do not reflect the actual state of unemployment in the country. The ILO survey found that overall, nearly 18% of those surveyed, and nearly 30% of those in their twenties, had been unemployed within the last five years,. Of those indicating they had been unemployed, nearly 60% had been unemployed during the course of the twelve months preceding October 2001. It is not believed that the Government of Ukraine is deliberately providing misleading statistics. The State Statistics Committee of the Ministry of Labor and Social Policy bases its figures on *registered* unemployed (i.e., those dislocated workers who register at the raion or oblast employment services). According to the ILO survey, over 52% of the respondents had not received any unemployment benefits from the State. The primary reason given was that they simply had not applied for them. If the ILO survey is an accurate reflection of the state of the labor market in Ukraine, this low capture rate may cause State employment service figures to be under-representative by as much as 50%.

Project Design and Funding

¹ Standing, Guy and Zsoldos, Laszlo, "Coping with Insecurity: The Ukrainian People's Security Survey", ILO Geneva, June 2001

In April 2000, ILAB Program Managers Sydney Smith and Laura Buffo, accompanied by a high level USDOL manager Theodore Mastroianni and a dislocated worker specialist, as well as Virginia Stacey and Jane Daly from WSI conducted a design mission. The Ministry of Labor had indicated to the U.S. Embassy that it desired assistance with mass lay off issues. WSI participated in the mission to provide examples of efforts and results achieved in the CEE region. At the conclusion of the mission, there was verbal agreement to proceed with a demonstration project of the ICDP.

The primary objective of the USDOL's Ukraine Worker and Regional Economic Adjustment Program (locally known as PARTNER from the Ukrainian acronym) was to help the Ministry of Labor and Social Policy (MOLSP) and its partners provide visible solutions to the country's worker and community adjustment needs. PARTNER was designed to enable the Ministry of Labor and Social Policy (MOLSP), and the National Employment Service (NES), to establish the policies and design the services that would overcome several of the service shortfalls in their labor market service provision, and facilitate successful community economic adjustment to Ukraine's transition from a command to open market economy. PARTNER was also designed to provide new techniques through which Ukraine's local labor offices could more effectively provide services to their local communities and workers.

The PARTNER project contained three primary sub-components:

Local Economic Development

In general following the implementation standards of the USDOL/WSI Integrated Community Development Program, the objectives of PARTNER's local economic development (LED) component included:

- Stimulate job creation by energizing the local private sector
- Mitigate the negative social and economic impact of enterprise restructuring
- Facilitate democratization through citizen participation in economic decision making providing for local government accountability for outcomes and use of resources, and transparency.
- Promote local government responsiveness to citizen and community needs through development of partnerships between government and citizens, civil society, and the private sector in addressing local needs.

Employment Service Capacity Building

Based on a substantive program redesign in the spring of 2001, a six-element train-the-trainer component was added to the original project. The training curricula were based on best practices from the U.S., and were tailored to Ukrainian needs and conditions through the work of a joint US-Ukrainian committee from the relevant NES departments. The curricula focused on Public Relations, Vocational Guidance and Counseling, Employer Relations, Targeted Services for Youth and Women, Rapid Response Worker Adjustment, and Performance Monitoring. The primary objectives of this component included:

- Improve the MOLSP's institutional capacity to develop and implement market-oriented services for workers, employers and communities.

- Introduce new approaches to labor market development, such as worker retraining and transition, that have proven successful in other transition economies
- Provide local labor offices with the tools and approaches they could use for active labor market measures, increased capture, and provision of more efficient and effective services to their clients.
- Expand the awareness of available services through training of NES public relations personnel in modern labor office PR techniques.
- Provide national and local labor offices with new, more pro-active approaches to pre-layoff services and the development of partnerships with local employers.

Local Employment Center Upgrade

This component, also introduced during the 2001 program re-design, was based on MOLSP's perceived need for modernizing and upgrading the infrastructure capacity of 11 existing employment centers located in the highest unemployment areas in order to permit them to fully implement the NES's "New Technology" – a highly structured client service system based on German best practices. Essentially a large procurement, this component was designed to provide automation and furnishings to designated centers to bring them up to international standards, equip a small print shop at the National Employment Service Training Institute (NESTI) to facilitate promulgation of training materials, contract for the development and publishing of 50 job description files for use by local employment centers, and equip the MOLSP conference room.

Project Implementation – Annual Summaries and Outputs

Program implementation began in August of 2000 with the hiring and deployment of project director, John Thiele. Two initial components of the USDOL/WSI Integrated Community Development Program (ICDP) were envisioned for immediate start-up: Local Economic Development (LED) and Rapid Response. The ICDP was planned for demonstration in eight communities over the first 16 months of the project, followed by subsequent roll-out in ten additional communities. Due to a change in MOLSP commitment, the implementation plan was limited to two communities – one selected by the USDOL due to political imperatives and the other chosen by the MOLSP. The two communities, Slavutysh (population 25,000) and Gorlivka (population 305,000) were not ideal for demonstration of the ICDP. Slavutysh, a mono-industrial community created entirely to support the Chernobyl Nuclear Power Plant (ChNPP), had received substantial international donor input as a result of both the 1986 explosion and cleanup at the plant, and Gorlivka – hard hit by the Ukrainian government’s coal sector restructuring program – exceeded the maximum effective population size of the ICDP by a factor of two. Neither community was selected through the normal ICDP selection process. Nonetheless, ICDP implementation proceeded in accordance with the standard procedures developed through work in other East European countries.

Project Year 1 (July 2000 – June 2001): Summary of Activity

The first months of project implementation, following the signing of a Memorandum of Understanding between the Department of Labor and the MOLSP in July, were focused on initial staffing, opening of the Kyiv office, and preliminary work in the two designated communities. In August, ILAB reassigned the project to Anne Zollner. It had been determined during the design phase that the Rapid Response component of the ICDP would be initiated first in Slavutysh, and LED in Gorlivka. This departure from ideal ICDP implementation was based on the immediate needs of the workers at ChNPP facing a 50% reduction in staffing by December 2000 after final plant closure, and the lack of an immediately evident beneficiary for Rapid Response in Gorlivka. The intention was to introduce LED into Slavutysh as soon as the Labor-Management Adjustment Team (LMAT) element of the Rapid Response component was operational, and introduce Rapid Response into Gorlivka when a suitable beneficiary was identified.

Rapid Response

Initial support for the Rapid Response element in Slavutysh was positive. WSI’s Lee Schore and Damian Fitzroy made several trips to the community and the plant, organized and trained an LMAT consisting initially of ChNPP trade union representatives, workers and management. The plant Deputy Human Resources Director was very supportive of the effort, and provided both space and work-time off for the LMAT to meet. Two needs assessment surveys were conducted, and a preliminary plan for creation of a transition center at the plant was proposed. In December 2000, however, a major shake-up in plant management strained relationships between the LMAT and ChNPP management. The formerly supportive HR Department head was replaced, and senior management withdrew all support for LMAT activities, preferring to focus on their own plans to deal with the expected mass layoffs.

The LMAT, at this point consisting of 15 members, 12 of whom were trade union or workers representatives, and the remaining three mid-level managers, began weekly meetings off-site after working hours. Although the project provided only limited funding (US \$150/month), the LMAT was successful in beginning work with planned dislocated plant workers. Most of the efforts of the LMAT were directed at peer counseling and psychological support services. This was to remain the primary focus of the LMAT throughout project life. In addition, the LMAT gained the active support of Slavutych's mayor and an agreement was reached with the local State Employment Center director for the no-cost use of renovated facilities (located in the old Slavutych bus terminal) for the proposed transition center. Equipment and furnishings were purchased for the LMAT and local employment office.

In February 2001, US-based WSI consultants again came to Slavutych and conducted a four day workshop for 25 participants. As a result of this workshop, two new LMATs were formed at the Housing and Utilities Company and the Chernobyl Day Care Center, both of whom were facing mass layoffs following their re-designation from ChNPP entities to municipal government organizations.

As part of the ChNPP downsizing, a new quasi-private, State-supported entity, AtomRemontServis (ARS) was formed from the Maintenance and Utility facility of the plant. The LMAT began working closely with the effected workers before, during and after the transition. Approximately 450 workers were assisted and became the core employees of the new enterprise. A very close and cordial relationship between ARS and the LMAT continued throughout project life.

Local Economic Development – Slavutych

In May 2001, a three-day orientation workshop was held to explain the LED process. The 12 Ukrainian participants included the mayor and two members of the LMAT. The workshop was conducted by WSI US-based consultant Marion Bentley. At the end of the session, WSI achieved complete buy-in and support from the mayor, who stated, "the key element of the LED component is not the seed money to be granted for the selected project idea implementation, but the LED process and community team work concept to be used in the future, outside the project framework, for problem solving." A timeline for the LED workshops and a potential list of key invitees was developed.

The initial LED workshop (Workshop 0) was conducted in June. Forty-one participants attended, representing a broad cross-section of the community, including the directors of the ChNPP Business Incubator, the Slavutych Business Development Agency, the local State Employment Center, the Mayor of Slavutych, several business owners, NGO representatives, and interested private citizens.

Local Economic Development - Gorlivka

The first meetings in Gorlivka and Donetsk were held in September 2000. Project representatives, accompanied by Natalia Zinkevych, the Deputy Director of the National Employment Services (NES), and Nikolai Khromov, Director of Donetsk Oblast Employment Services, met with the Gorlivka mayor, the head of the local economic development council, and

the Gorlivka Employment Center director. The Ukrainian counterparts were provided a general overview of the ICDP process.

In November 2000, two organizational meetings were held in Gorlivka. The project director met with the head of Gorlivka Employment Center (EC) and the mayor of Gorlivka to familiarize local authorities with the LED component procedure. An agreement was reached on further cooperation at the local level. A list of the key participants was developed based on the names offered by Tatyana Lebedeva, the head of local EC, and Vladimir Olenev, the head of local economic development council. Eight candidates recommended by the heads of the regional and the local EC's for the position of Local Project Coordinator in Donetsk region were interviewed of which one was ultimately hired by the project.

In December 2000, a four-day introductory workshop was conducted on-site by US-based WSI consultants Marion Bentley and Thomas Christopoulos for 14 participants. These participants included representatives from the local Employment Center, municipal administration and city council, two local entrepreneurs, and representatives of the State Coal Restructuring Agency. In addition, four members of the Slavutych LMAT also attended to learn the basic process in order to prepare them for LED implementation in Slavutych.

In January 2001, forty local participants took part in the introductory workshop conducted by in-country project staff. Later in the month, Workshop A was conducted for 34 participants by US-based WSI consultant Marion Bentley. Workshop B, originally scheduled for February, was postponed due to USDOL halting further implementation until a project assessment and redesign was completed. (See "Project Implementation – Lessons Learned"). Workshop B was later held by WSI US-based consultant Barbara Andreozzi in May 2001. Forty participants, although with some changes due to the time lag between LED Workshops A and B, again reflecting a reasonable cross-section of the municipal government, state agencies, NGO's and local entrepreneurs were represented. Workshop C was conducted in June 2001 by Barbara Andreozzi for 25 participants.

Other Project Activities – EC Upgrade and Capacity Building

In March 2001, an assessment team consisting of senior WSI and USDOL management visited Ukraine to develop a plan to address MOLSP resistance to the scope of work. At this time, ILAB reassigned the project to Steve Marler and WSI assigned Gedeon Werner, it's Deputy Director, to oversee the project and function as a liaison among the project office, MOLSP, and USDOL. In May 2001, a design team consisting of WSI experts, Tom Ivory, Dwight Steele, and Jane Daly, traveled to Ukraine to design and incorporate into the existing framework two new project components: Employment Services Capacity Building, and Employment Service Technological Upgrade. During this mission, the design team personally visited several proposed Model Employment Center offices to determine their state of implementation of the Ukrainian "New Technology" procedures and their capacity to provide high quality services to job seekers. Additionally, the team was to assess the status of the Rapid Response/Worker Adjustment program in Gorlovka and Slavutych.

The accomplishments of this mission were written into a new Memorandum of Understanding, between USDOL and the Ukraine MOLSP and signed in May 2001. The MOU incorporated a project matrix reflecting this redesign, and included the following:

- *Enhancing the Matrix of the Model Employment Center:* The major accomplishment of the two-week design mission was the development of an action plan with a matrix showing the anticipated timetable and milestones necessary for purchasing computers, furniture, and equipment.
- *Staff Training Needs Identified:* Various training activities were identified that would be delivered in train-the-trainer format. Training areas identified included employer relations/outreach, vocational/guidance, Employment Center Services and Staff computer literacy. All training and training materials will be developed for specific subjects to be determined by the National Employment Center and USDOL/WSI experts.
- *List of EC's Identified for Assistance in Moving to a Model Service Delivery System.*
- *Add Rapid Response Activities to the "New Technology":* This is to assure that pre-and post-layoff services are integrated into all employment centers.
- *Labor Management Adjustment Committees and Community Economic Renewal Teams Reestablished:* The teams in Slavutych and Gorlovka have been reestablished and additional locations have been identified.

Subsequent to the design mission, a planning session was conducted in Denver, Colorado on October 15-19, 2001 for WSI consultants and key Ukraine National Employment Service staff (Alexander Belugin and Natalia Zinkevich). During this planning session the Ukraine Model Employment Center Project Matrix was used as a guideline to develop a more specific action plan to accomplish these objectives.

The ES Capacity Building component was initially designed to consist of four elements identified by the NES as critical to enhancing the ability of local Employment Centers to more effectively service their clients: Vocational Guidance and Counseling, Targeted Services, Employer Relations, and Performance Monitoring. In addition, to increase public awareness of available services and increase the capture rate of local Employment Centers, a Public Relations element was included. A preliminary timeline, objectives and structure for this technical assistance was decided.

The ES Technology Upgrade was designed to permit local Employment Centers to more effectively integrate and manage the NES's "New Technology," an employment service system adapted from Germany. It included provision for funding the procurement of computers, furniture, printing equipment, and job description folders. Eleven local Employment Centers were designated by MOLSP as priority targets for this upgrade. In addition, an agreement was reached wherein USDOL would fund the purchase of conference room furnishings for MOLSP headquarters. A WSI US-based consultant initiated development of clear and transparent procurement procedures in consultation with MOLSP.

Output Summary – Project Year 1

Rapid Response: 3 LMATs formed
Workers Assisted: Approximately 450
LMAT Peers Trained in RR: 19

LED: 2 community teams formed
Citizens trained in basic LED process: 81

Project Year 2 (July 2001 – June 2002): Summary of Activity

Project Year 2 was marked by the initiation of the ES Capacity Building component and the complete procurement of all equipment and furnishings requested by MOLSP. In July, WSI replaced its project director with Thomas Fletcher, who also made substantive changes in local staffing. In addition, two critical joint meetings were held between MOLSP representatives and WSI/USDOL management which resulted in the addition of a further ES Capacity Building element, Rapid Response Training of Trainers (ToT), and curtailment of the ICDP component expansion to other communities. However, it was agreed that an additional round of LED workshops would be provided and another project funded in both Slavutych and Gorlivka to provide an extra opportunity for MOLSP to participate in the process.

Rapid Response

The Slavutych LMAT continued to provide varied services, primarily counseling, to at-risk plant workers throughout this period. The LMAT, assisted by Chernobyl Trade Union representatives, successfully negotiated with plant management for the retention of 230 at-risk workers inside the plant, largely through job shifting.

After several delays by the MOLSP, the newly refurbished Employment Center opened, with a fully equipped transition center and separate entrance. It was staffed during the day by WSI's local coordinator and a dislocated worker specialist provided by the local Employment Center. As intended, the center functioned as a meeting place, personal job search facility, training area, referral service, and basic research facility for dislocated or potentially dislocated workers. In the evening, the center was staffed on an ad hoc basis by LMAT or other volunteers. WSI's consultants provided one additional "in-service" training workshop to LMAT members in February 2002 on best practices in transition center management. During this period, the center averaged 20-30 visitors per day who took advantage of the space or services provided.

Enterprise Competitiveness

The third ICDP element, Enterprise Competitiveness, was initiated in March 2002. ARS in Slavutych was chosen as a pilot company to test the applicability of the component. ARS senior management was initially highly supportive of this effort. A preliminary diagnostic visit was conducted by WSI US-based consultant Marion Bentley and a written assessment was provided to ARS based on the findings. However, due to the complex status of ARS, further work was first delayed, and then ultimately abandoned. Although ARS management was disappointed, they expressed gratitude for the initial report, which they felt would be a useful tool.

Local Economic Development – Slavutych

Participation in the first round of workshops was restricted to 28 persons primarily because of timing. The Slavutych LED community team completed all workshops by February 2002. Funding of \$25,000 was provided for the selected project, an income capture project centered on poultry and egg production. Work began on identifying and refurbishing an appropriate facility outside of town. In the meantime, workshops for a second round of LED occurred. Participation in this second round was generally high (average 35 persons) based primarily on the positive

reviews of the first round by participants, and continuing support from the municipal government. The mayor of Slavutyich praised the ICDP on national Ukrainian television as the project with the “highest impact of any international technical assistance program in this community.”

Local Economic Development – Gorlivka

The Gorlivka community team also completed LED training and began implementation of their project (funded at US \$30,000). The project was a business environment/improvement project aimed at overcoming a serious shortfall in internet service provision. The project had a rapid start-up, attracted substantial private capital, and was able to reach economic self-sufficiency within six months. In addition, two additional projects developed through the LED process were able to obtain funding from outside investors, and two other projects used the LED training materials to participate in international donor tenders, although neither project was awarded funding.

As with Slavutyich, a second community team was formed, and completed half of the training workshops during this period.

Employment Service Technology Upgrades

Formal procurement procedures were finalized by WSI consultants and approved for use by MOLSP. A competitive tender for computer equipment valued at US\$450,000 was let to six Ukrainian companies. Project staff worked closely with MOLSP to determine the winner, and processed the procurement orders. MOLSP allocated the remaining funds (some US\$330,000) to each of the eleven designated local Employment Centers, the National Employment Service Training Institute (NESTI), and the MOLSP itself to complete the furnishings and equipment purchases. Copies of the approved procurement procedures were furnished to all beneficiaries, and WSI project staff acted as “office of final review” of the bid packages before approving each procurement. Procurement and installation of all equipment was complete by end of the second quarter, fiscal year 2002.

Employment Service Capacity Building

The ES Capacity Building component was designed as a train-the-trainer program. NES workgroups were set up for each of the components. An initial assessment visit was conducted for each subcomponent to determine specific needs and develop implementation timelines. WSI consultants for each subcomponent and a summary of their assistance follows:

Vocational Guidance and Counseling	Ray Lamb
Employer Relations	Dwight Steele
Targeted Services/Rapid Response	Miche Grant
Public Relations	Wayne Veneman & Julie Cominos
Performance Measurement	Tom Ivory, Team Leader

Vocational Guidance and Counseling: Ray Lamb customized concepts and techniques that had been used in Poland and elsewhere to align with the Ukrainian operational reality learned

during the onsite visits. A Counseling Resource Guide (CRG) and Counseling Resource Guide Train-The-Trainer Materials (CRG/TTT) were customized.

- Project reports indicated favorable and widespread use of materials in a number of Oblasts and EC's. Further monitoring in another Oblast and several EC's confirmed excellent training implementation efforts, not only with counselors, but with other staff, as well. Additional written evaluations from the WSI consultant's and NEC-conducted other Workshops were also quite positive and Vocational Guidance and Counseling implementation in other parts of Ukraine proceeded at an excellent pace.
- Much of the CRG materials have also been adapted into an ongoing curriculum for continuing training of NEC staff, at all levels of the system. In addition, these concepts and techniques are also being incorporated into a NEC Counseling Manual, now being developed by NESTI.
- New material, Counseling Program Assistance and Assessment (CPAA), was developed using CRG concepts and techniques as a base to address staff training-delivery skills in counseling and related training, as well as covering methods and approaches for conducting assessment of guidance and counseling services being provided to clients.

Employer Relations: Dwight Steele assessed the status of the implementation of employer relations under the "New Technology" and the training needs of employment center staff in conducting employer relations activities and services. Some of the areas reviewed were: scope of services; outreach strategy; marketing strategy; customer focus; employer rights and responsibilities; and opportunity for employer feedback/input.

- The Ukrainian Employment Service is strongly influenced by administrative requirements of Ukrainian Labor Laws, such as, registering employers to meet payment of unemployment taxes requirements and the reporting of employment vacancies. Great efforts are made to register the unemployed, in order to assist them in finding work and to receive their unemployment subsidy, and to fill the vacancies reported by the employers that the employers have not already filled.
- Two of the goals of the National Employment Service are to increase the number of employer registrations and employer use of the employment centers to fill vacancies.
- There didn't appear to be a strong outreach or marketing effort to contact employers. Based upon this assessment, WSI identified specific concepts, techniques, and examples in the areas of outreach, marketing, and customer service that would be helpful in meeting these goals. The approach emphasized understanding and meeting employer needs to provide service beyond administrative requirements. Materials were developed in a draft curriculum for Employer Relations Training. An Employer Relations manual was developed to augment the training materials. The manual also identifies which training sections apply to a particular concept. This provided more flexibility to the user in that they can train on all the concepts or on specific concepts.
- One hundred copies of the training materials including the Presenters Guide; Student Handbook; and Employer Relations Manual were distributed to the Training Institute which will be used in their Employer Relations curriculum. Discussions with Ministry of Labor staff stressed that the concepts presented in the training manual are basic Employer Relations and Marketing concepts that have applicability to any location, but the activities conducted in the Presenters guide and the Student Handbook may need to be modified as needed to meet local needs and situations.
- Staff of the Ministry of Labor reported that 700 copies of the Employer Relations materials have been distributed to the local Employment Centers.

Targeted Services for Youth-orphans/Women

Rapid Response for Dislocated workers: Miche Grant was contracted to establish approaches and methods that would enhance Targeted Services currently being offered at the Employment Centers to better address the needs of women and youth. Her second initiative was to reinforce and further embed the principles and practices affiliated with early intervention, rapid response, and redundant (dislocated) worker readjustment services.

- The Targeted Service workgroup began with 5 people but after the first visit only 2 remained for the remainder of this aspect of the project. Ms. Grant developed informational handbooks based on the current level of service, basic attitudes toward the topic, and overall willingness to network between Employment Centers and the NGO's & schools. After training, Ms. Grant re-visited 4 Employment Centers and 3 additional ones to evaluate training implementation and observed all recommended activities in progress. These activities included targeted entrepreneurial training, mentoring, one reported Reality Store, target job clubs, and support groups for women. There was little new demonstrated for youth. Targeted Services realized the greatest success in the area of services to women. There are special activities that are offered to women such as support groups and small business start up. A number of offices have established mentoring relationships using successful women as mentors. One of the greatest changes occurred in the area of networking between the Employment Centers and NGO's. All offices have developed several linkages with NGO's, again primarily in the area of services to women. Services to youth are still very weak. There is little being done in the area of school to work, while there remains a large need for at least the Labor Market Information the Employment Center staff could supply to youth during the career decision making process.
- The workgroup for the Rapid Response component was initially 4 people with 3 remaining consistent during the entire project. Prior to training the trainers, Ms. Grant visited 3 Employment Centers and determined that Rapid Response was not implemented outside Slavutych and Gorlivka. She created a lengthy manual that incorporated philosophy, technical writing, and process both for use by trainers and by Employment Center Staff. A week long train the trainer session was offered to 21 people who represented six different Employment Centers and the National Training Institute. This was followed by a daylong discussion on changes that needed to be made in the curriculum. Several forms were subsequently revised due to the input gathered during this session. After training, Ms. Grant re-visited 2 Employment Centers and 8 additional ones. This demonstrated a basic understanding of the principles and reported activities of early intervention and on site services to dislocated workers. She presented information, participated in employer groups, provided briefings to staff and held 5 additional formal presentations lasting from 1 hour to 1 day. These sessions were provided to Employment Center staff, Union officials, NGO's, the National Training Institute, and Employer Groups. In addition, she held a productive meeting with the National Trade Union. Rapid Response theories and methods have been embedded into the NEC and are being taught through the National Employment Service Training Institute. Rapid Response activity is taking place in local areas and more service is being offered during the period before and shortly after lay off. The use of Peer Counselors and Labor Management Adjustment Teams have not expanded beyond the pilot sites although they have created interest. Expansion would require additional formal training and Employment Center resources to more fully develop these techniques.

Public Relations: Wayne Veneman, assisted by Julie Hillebrand-Cominos, developed recommendations on a public relations campaign to improve the image of employment centers and provided training for 25 employment center public relations experts and community social partners. A public opinion study showed that the level of public knowledge about the Employment Service activity is not sufficient. After an initial assessment visit, a PR Seminar was conducted designed to assist the Employment Service in developing public relations campaigns explaining the advantages and benefits of their work and services and to improve the agency's image to increase the use of its services by both job seekers and employers. A work group consisting of 10 public affairs specialists from the agency, representing both headquarters and regional public affairs operations, worked for five days. Additionally, for one day, a deputy head of the agency's Institute attended. Another two 2-day public affairs seminars were conducted in Kiev for more than 50 mid level management officials and regional employment center directors of the Ukraine's National Employment Service. Additionally, individual media training was provided to the second-ranking official in the Service. An additional five-day workshop was also conducted for 28 oblast public affairs officials at the training institute in Kiev. Topics assigned to the social marketing workshop groups and public relations strategy development included campaigns to provide information about potential hazards for women in employment abroad, campaigns to increase interest and participation in benefits provided by the agency in starting a small business and campaigns to improve the agency's image in the individual oblast. Most all participants found the 110-page draft PR manual provided to attendees excellent. The manual, a comprehensive, how-to guide for government public affairs officials, is tailored especially for Central and East European government officials based on Mr. Veneman's ten years of experience in training and strategic public affairs development work in the region. The NES can be potentially crippled by the lack of public trust, credibility and knowledge about its positive programs to help its clients. A long-term public relations strategy supported by management was recommended to help build better relationships with clients and stakeholders.

Performance Measurement: Tom Ivory provided technical assistance in performance measurement as well as functioned as technical team leader for the ES Capacity Building component. He developed criteria with NEC staff to measure outcomes of the new technology and developed procedures to evaluate the efficiency of employment center activities, including feedback from client surveys. A national workgroup involved the heads of various departments including the Director of the National Employment Service Institute. The group compared and contrasted Ukrainian Performance Measures with the U.S. Workforce Investment Act measurement procedures. Mr. Ivory described how the U.S. Employment System had moved along the continuum of Placement/Obtained Employment/Entered Employment. This concept was embraced by the workgroup although they did not feel comfortable using an Entered Employment rate as a valid measure of activity of an employment center. The workgroup did like the idea of using employer wage records to capture Placement and Obtained Employment information and although they do not currently have an equivalent process in place, they want to study it for potential legislation. Subsequent assistance involved review of the current Ukraine performance reports and development of specific performance measures and actual performance indicators based on current statistical data and practices. The product of this effort was a Performance Measures Matrix. The calculations of the specific performance measures fell into three categories: those that can be calculated using current data; those that required calculations to be developed, and those that need much more work to be able to calculate. An example that the group took ownership of the performance concept is that measuring customer satisfaction,

focusing on quality, and recognizing the employer as a customer were all raised by the workgroup itself as needing to be included in the matrix.

In **September 2002** the WSI consultant's on-site TA visit was to follow up on the Performance Measures Matrix developed in May, to meet with the Performance Measures Workgroup and develop the calculations of the proposed measures, to deliver Customer Satisfaction Training, and to present the specific performance measures to the local Employment Center MIS staff.

The Performance Measures Workgroup activity since last May was very active and productive. They produced the necessary forms to capture the data elements identified in the Performance Measures developed in May. This initiative shows that the Workgroup has taken ownership of the process and it willing and able to work on performance measures independently.

The "Customer Satisfaction" training session presented at the National Employment Service Training Institute to the Ukraine Employment Centers "Psychologists" was well received. The feedback from the class indicated that the concepts were clear and understandable and fit in well with the other "New Technology" initiatives. Although the concept of "Customer Satisfaction" in government agencies may still need some work here, it appears that those staff exposed to the Ukraine "New Technologies" has a base that allows them to apply these concepts to their work environment.

In **May 2003** the WSI consultant's on-site TA visit was to follow up on the status of the Performance Measures Matrix calculations developed last September, to meet with the Performance Measures Workgroup and develop Customer Satisfaction Survey instruments and determine the best method to capture the data.

All of the data elements will be able to be produced by the new automation system with the exception of the customer satisfaction data. Therefore, we focused the workgroup discussions on designing the survey forms for both the job seeker and employer customer. We also worked on the issue of selecting a contractor to pilot the first survey and selection of the pilot site.

In **July 2003** the WSI consultant met with the "Contractor" who was to conduct the customer satisfaction survey. Jointly with the National Performance Measures workgroup they refined the survey document, and developed the procedures necessary to conduct the survey. Additional meetings were held with the Kiev Oblast Regional Management as well as the Employment Center staff and the interviewers selected to conduct the survey. In **August 2003** a close follow-up on-site TA was scheduled to analyze the work conducted by the "Contractor" in gathering Customer Satisfaction Surveys at the Pilot Labor Offices in the Kyiv Oblast. The consultant assisted the "Contractor" in developing reports and doing analysis of the data for the final report, due September 15th. Additional meetings were held with the Kiev Oblast Regional Management and Department Heads as well as the student interviewers selected to conduct the survey.

The September 2003 on-site TA is scheduled to explore the possibility of expansion of the Customer Satisfaction Survey to other regions, and to conduct a close-out presentation.

In an attempt to integrate technology upgrades with training, representatives from the 11 centers included in the technology component were trained alongside NESTI and Oblast training specialists in each of the elements. In all cases, materials developed during implementation would be revised and approved by the designated MOLSP workgroup, and 100 copies of the final version were provided to the NESTI.

WSI's consultants conducted 35 training sessions for a total of 609 trainees from NES, NESTI, oblast and local employment centers (see breakdown below). Although follow-up mentoring was limited except for Vocational Guidance, selective monitoring of the 11 Employment Centers involved in the simultaneous training and technology upgrades indicates that interest in the components at the grass-roots level continued to grow over this period. NESTI specialists

developed syllabi for Vocational Guidance, Targeted Services, and Employer Relations. MOLSP formally adopted these three curricula as an integral part of the “New Technology.” In addition, MOLSP staff at all levels regularly include portions of WSI materials in their local training evolutions, although complete training courses are currently conducted only by NESTI.

In the Public Relations component, in addition to training NES and Oblast staff, Wayne Veneman and Julie Cominos assisted the NES in developing a national level public relations campaign strategy. To date, however, due to inertia at the department head level in the NES, this campaign has not been implemented.

In the Performance Measurement component, Tom Ivory assisted a national-level working group to develop and implement a paper-based national performance monitoring system including key indicators, which is scheduled to be rolled out nation-wide in every Employment Center by January 2004.

Other Project Activities

The most important event that occurred during this period was the December 2001 Kyiv assessment mission by senior ILAB manager, Gary Russell, WSI executive management Virginia Stacey and Gedeon Werner, WSI experts Marion Bentley and Julie Hillebrand-Cominos, and a Polish MOL leader who was invited to share his experience with the ICDP. The MOLSP asserted that the ICDP should not be expanded as outlined in the May 2001 Memorandum of Agreement. As a result of continued MOLSP resistance, it was decided that the money earmarked for further ICDP expansion would be redirected toward the Rapid Response ToT. This decision shortened the remaining life of the project.

Output Summary – Project Year 2

Rapid Response:

At risk jobs retained: 680

LED: 2 additional community teams formed and trained

Citizens trained in basic LED process: 68 (total: 149)

New business starts (project funding): 2

New business starts (other funding): 2

Total value of outside funding: US\$112,000

New jobs created: 18 permanent, 20 temporary

EC Capacity Building: 35 training sessions conducted

Number of partners trained:

Employer Relations: 175

Vocational Guidance: 256

Public Relations: 75

Targeted Services: 71

Rapid Response: 17

Performance Measures: 3 sessions (8 persons)

Number of new policies adopted: 3

EC Technology Upgrade:

Computer systems purchased: 246

Value: \$450,000

Other equipment total: \$330,000

Project Year 3 (July 2002 – September 2003): Summary of Activity

Although the project officially ended in September 2002, reprogramming of funds permitted a no-cost extension. This allowed USDOL and WSI to grant MOLSP requests for additional mentoring, materials and technical assistance in Vocational Guidance and Performance Measures, as well as allowing completion of LED Round 2 in both communities and the final implementation of Rapid Response ToT and Employer Relations ToT. The final three months of the program (July – September 2003) were devoted to preparing for project close out, finalizing technical assistance, and finishing a customer satisfaction survey requested by MOLSP.

LMAT

The LMAT continued its operations through the close of the project. During this time, they assisted an additional 285 personnel in either obtaining new employment or retaining jobs in municipal or plant entities. A follow-up “live” Rapid Response counseling workshop and practical application was conducted by WSI US-based consultant Miche Grant which coincided with an additional layoff of 250 plant personnel.

In addition, the LMAT produced a website as a clearinghouse for information on LMAT activities and services. Equipment and programming expertise for the website were donated by LED community team members. The website can be accessed at <http://partner.slavutich.kiev.ua/> It is anticipated that this website will be mirrored by WSI when an English version becomes available.

At project closeout, the LMAT signed a formal agreement with the Chernobyl Trade Union and the Slavutych Business Trade Organization that insured continued support for and operation of the LMAT past the end of project funding. The Trade Union later agreed to provide facilities for relocating the transition center when the local Employment Center decided that the space currently occupied was needed for their own operations except on a fee-for-service basis. It is expected that the transition center will be moved by the end of December 2003.

Local Economic Development – Slavutych

There were delays experienced by the first Slavutych community team project (Egg Production) due to contractor problems and tax issues and the PARTNER project ended prior to production start-up. However, refurbishment of the facility, installation of new equipment, and all other preparations for initiating operations were completed by September 2003. At project close, the first team was monitoring the situation closely and meeting quarterly to hear progress reports from the implementation group.

The second community team completed all training workshops, and selected a vocational training institute as a youth retention and employment program. This facility received Ministry of Education accreditation to conduct three training courses, with three other course accreditations pending. The facility is closely coordinating their operations with the local Employment Center, and priority of service is given to dislocated workers.

Workshop F and a new cluster development workshop were conducted prior to closeout.

Local Economic Development – Gorlivka

The second Gorlivka community team completed all training workshops. They selected an income capture project centered on manufacture of plastic binders and containers. This is the first enterprise of its kind in Ukraine. Until now, all such materials have been imported, primarily from Poland. In addition, the project has a tight linkage with a large local plastics manufacturer, which will be able to increase its production as a result, and will recycle plastic waste from the project. Eleven new jobs were created, and the business plan for the company calls for doubling or even tripling that amount with a total of three shifts operational.

Three additional new business starts were created based on materials, training and networking opportunities provided by the LED training process. Data on number of jobs created in these three businesses is not available.

Workshop F, and a new cluster development workshop, were conducted prior to project close.

Employment Services Capacity Building

All components were completed during this time frame, and final assessment visits were made to outlying oblasts to gauge the effectiveness and replication of the training. According to MOLSP statistics, 1440 additional personnel have been trained in one or the other of these components by NES trainers. Although effectiveness varies with the Center, in general all Employment Center personnel are using at least some portion of the materials provided under this project.

It is of particular interest to note a “sea change” in MOLSP attitudes at local and national levels during this period. Most local Employment Service personnel for the first year of component implementation indicated a pronounced preference for Vocational Guidance and Counseling, to the near exclusion of all other components. However, during the final year observation of local Employment Centers who had directly (from WSI consultants) or indirectly (through NESTI or oblast trainers) been trained by WSI revealed that Public Relations, Employer Relations, and Targeted Services are becoming recognized as valuable tools for dealing with their clients’ or communities’ needs. This was manifested by increasing numbers of requests to the project office for additional information in each of these areas. The Kiev office provided translated materials, most often in electronic form, to as many offices as was practicable. In addition, site visits confirmed the growing use of such activities as School to Work programs, Job Fairs, Job Clubs, etc. As an example, in March 2003 the staff of the Makariv Raion Employment Center stated that due to methodology acquired directly from WSI consultants in targeted services for youth, they were able to present nearly a dozen new vocations for youth that the local participants were completely unaware of. And, Kyiv Oblast Employment Center specialists indicated that they had utilized WSI’s Rapid Response materials to provide pre-layoff services to a large retail firm that was undergoing substantial downsizing. Center personnel were able to reach nearly 80% of effected workers, and some 30% were able to find new jobs before actually becoming officially laid off – a unique occurrence in Ukraine.

At the request of the MOLSP, Tom Ivory assisted the NES in developing and implementing a pilot customer satisfaction survey. Using NESTI academicians and local college students to implement the survey in July 2003, NES was able to generate data that could be used to improve service provision. Both dislocated workers and employers were included on the survey. Although

it is not unusual for Ukrainians to be either reticent or overly effusive when questioned by representatives of the State authorities, the survey indicated complete satisfaction with the results. NES incorporated a nationwide roll-out of the survey into its budget request for FY 2004.

MOLSP formally adopted the remaining three components and integrated them into their “New Technology” procedures. A plan has been developed to insure training replication via the NESTI so that at least one representative in each Employment Center nationwide will have received training in one or more of WSI’s curricula.

Output Summary – Project Year 3

Rapid Response

At risk workers retained: 285 (total: 965)

LED:

New business starts (project funding): 2

New business starts (other funding): 3

Total value of outside funding: US\$70,000

New jobs created: 16 permanent, 10 temporary

EC Capacity Building:

Number of partners trained: 1440 (via NESTI or oblast trainers)

Number of new policies adopted: 4

Project Implementation – Lessons Learned

Critical Assumptions

As with any international development project, certain conditions in the host country must pertain if project implementation is to be successful. In the case of Ukraine, two critical assumptions made at project design were destined to fall short of optimum.

1. “Threshold Level of Central Government Support”: This critical assumption that essential buy-in by in-country partners is assured is based on the signing of a MOU at project start up. This signing pre-supposes that the implementer and its counterpart agreement on project objectives. Although the MOLSP appeared to understand the scope and nature of the program, this changed when then-Minister of Labor Sakhan visited Washington in July 2000 to sign the Memorandum of Agreement. Based on a verbal commitment by USDOL’s then-Deputy Undersecretary Samet, a substantial and persistent divergence of views on project priorities existed. For nearly the first year of project implementation, the NES attempted repeatedly to modify or control the program including WSI’s local hiring decisions and internal administrative procedures. Although several attempts were made to rectify the situation, it was not until a new MOU was signed in May 2001 (granting the MOLSP substantively what they had been demanding since the previous July), that obstructionism eased. Over the course of the next two years, relations between the project and MOLSP continuously improved, culminating in a cordial and positive relationship with the new Minister and new Director of the NES Galytsky. (Minister Sakhan was replaced in November 2002, and NES Director Ivanova in May 2003). Therefore, it was not until approximately two months prior to project closeout that the NES supported the initial project design based on the demonstrable success in the two pilot communities. At project close, NES recognized the value of the ICDP and requested additional funding from USDOL to expand it. Director Galytsky stated that he would write letters to the President and Secretary of Labor to congratulate WSI on its successful project implementation.

2. “Partner Commitments Hold”: This second critical assumption presupposed that, once committed to a course of action or program, the MOLSP and NES would not obstruct, unilaterally modify, or renege on agreements made. Although the resistance derived from the same source as number 1 above, the difficulty was significantly compounded by both an initial lack of continuity and advocacy from DOL program managers coupled with a lack of diplomacy on the part of the first WSI project director. The resulting redesign of the program limited the impact of the project in comparison to WSI’s other CEE ICDP projects.

Lessons Learned: It is imperative for successful project implementation that all parties have the same understanding of the scope and nature of the project from its inception. Because this project was funded by bilateral funds, USDOL’s “ministry to ministry” requirement limited project partnership to a single ministry. By contrast, WSI’s other ICDP programs have been funded through USAID with SEED Act funding which enables multiple national partnerships that can support the a cross-cutting program like ICDP, which is much more effective in ensuring sustainability. A cross-ministerial steering committee can dilute the control of any single member. Finally, intensive communication with and between counterparts is crucial at all stages of project implementation, and never more so than at project start-up.

Project Design – ICDP Component Site Selection and Scheduling

Although the first Gorlivka community team ultimately succeeded in pulling together, the early stages of the LED process in that community were challenging. Part of the difficulty can be attributed to a departure from WSI's standard ICDP community selection process. Both Slavutych and Gorlivka were chosen by USDOL and MOLSP for political reasons rather than selected by competitive bid based on community characteristics. This competition ensures community commitment.

Some of the early success and buy-in from the community team members in Slavutych can be attributed to the inclusion of LMAT members on the team. With a pre-existing LMAT operating in Slavutych prior to commencement of the LED process, the community team had a committed base of volunteers to build upon. The inclusion of trained LMAT members into the community team also brought invaluable interest-based problem solving skills into the LED process.

Lessons Learned: Depending on country conditions and environment, whenever a full ICDP implementation is contemplated, the first component to be introduced should be Rapid Response. Citizens are able to see immediate impacts from the project, and committed personnel are available to assist in organizing and motivating the community team. Secondly, ICDP implementation is substantially eased when a community is selected through WSI's standard community selection process. Although success can be achieved in other ways, initial support for LED is much more likely to be assured when the community has to compete with others to participate in the program.

Sustainability

Integrated Community Development Program

Due to the changing nature of MOLSP priorities, and the redesign of the project, sustainability of all components of the ICDP was not assured. The lack of MOLSP buy-in and acceptance of the full ICDP program means that there is no national-level partner willing or able to carry on the ICDP. The limited demonstration restricted opportunities for cross-community networking between the two pilot communities, as well as full implementation of all three ICDP components in Gorlivka.

The community teams in Slavutysh will probably continue operation following project close out, albeit at a lesser level of participation. There is strong leadership and interest on the part of the municipal government, acceptance and eager participation of the local Employment Center director, and continuing interest on the part of key non-governmental players on the community teams. In addition, Slavutysh has a long-term economic development plan which has incorporated major elements of the ICDP LED strategy and methodology. However, there are no provisions or mechanisms for continuing monitoring and evaluation or for collecting and reporting follow-on results.

Although the ICDP was successfully demonstrated to work well in the Ukrainian context and achieved significant results, the last-minute central government support under the new Minister of Labor and his senior staff, renders it unlikely that the ICDP will be sustained in Ukraine without further U.S. government funding.

Employment Service Capacity Building

All six components of the ES Capacity Building Program, including Rapid Response, have been formally integrated into the methodologies of the National Employment Services. The NES has developed a long-term training plan that will insure replication of WSI's training methodologies throughout Ukraine. The ES Capacity Building component of the PARTNER project was well-received and is on course for full national implementation (See Appendix B, "Status Report of Employment Centers Implementing USDOL Training")

Appendix C is an excerpt of the final evaluation of the PARTNER project conducted by Management Systems International. This appendix contains Employment Service Indicators comparing the year 2000 with 2002. These data demonstrate the initial success of the ES capacity building component and indicate that 2003 indicators will show even stronger service improvements.

APPENDIX A: FINAL CONSOLIDATED PMP MATRIX

Objective	Indicators	Results
DO: increased employment of workforce in target areas	<ol style="list-style-type: none"> 1. Number of permanent, temporary and seasonal jobs created: 2. Number of at risk workers retained 	<p>34 permanent; 30 temporary (expected to become permanent w/in 1 year); 40 additional jobs projected</p> <p>965 at-risk jobs retained or workers re-employed</p>
IO1: improved business sector activity in target areas	<ol style="list-style-type: none"> 1. Number of new business starts 2. Number/percent of firms that increased net revenue 	<p>4 LED start –ups plus 5 LED-inspired start ups</p> <p>4 (100%) of the LED start ups</p>
IO2: increased worker participation in adjustment services in target areas	<ol style="list-style-type: none"> 1. Number of workers participating in adjustment services in target areas: 2. Number of firms working in partnership with Local Employment Centers in target areas 	NEC Data unavailable
IO3: institutionalization pro-active worker adjustment services in target areas	<ol style="list-style-type: none"> 1. Number of public and private institutions implementing ICDP components 2. Number of trained and designated staff assigned to worker adjustment services program functions 3. Number of new policies or regulations adopted to support worker adjustment services 	<p>5, of which 3 will be sustained beyond project close</p> <p>Vocational guidance: 368</p> <p>Employer relations: 175</p> <p>Targeted Services: 31</p> <p>Public Relations: 78</p> <p>Rapid Response: 21</p> <p>6 new procedural manuals approved and adopted by NES</p>
Sub IO1: increased capacity of target areas to identify and pursue post-project opportunities	<ol style="list-style-type: none"> 1. Number/percent of communities with continuing economic development fora: 2. Number/percent of communities with new projects funded: 3. Number/percent of communities with LT economic development plans operational: 	<ol style="list-style-type: none"> 1. 1 of 2 (50%) 2. 2 of 2 (100%) 3. 1 of 2 (50%)
Sub IO2: improved production, service and/or management in target areas or firms	Number/percent of firms assisted that sustain activities	4 of 4 LED projects (100%)
Sub IO3: improved business climate in target areas	Number of project-related local level business climate improvements (financial markets, legal/regulatory, physical or service infrastructure)	Data Unavailable
Sub IO4: demonstrated efficiency in delivery of improved worker adjustment services (pilots)	Average duration of unemployment period for target areas	Data Unavailable
Sub IO5: increased public awareness/ acceptance of worker adjustment services	Number/percent of survey respondents reporting increased awareness	Data Unavailable

Appendix B: Status Report of Employment Centers Implementing USDOL Training

This appendix consists of translated copies of formal reports from Oblast Employment Center Directors to the National Employment Service indicating the current status (as of November, 2002) of training replication. This appendix is intended to be representative of the implementation of NES's replication plan for all components.

Dnipropetrovsk Oblast Employment Center

October 10, 2002

To: N. Zinkevich NES
Deputy Director

Within the framework of the PARTNER technical assistance project aimed at enhancing capacity of the employment service to provide social services to clients, the following activities are implemented in Dnipropetrovsk Oblast.

In the area of employer relations and provision of services to targeted groups, the following actions were taken: a workshop for city and raion employment center directors and six trainings for 200 specialists of local employment centers were held. The trainings were conducted in the premises of the Oblast Employment Center and local employment centers in Kryvii Rih, Novomoskovsk, Petrikivtsi.

For example, the pilot city employment center in Zhovti Vody developed work plans for each of the components.

Workshops, conferences, round-table discussions, hot lines have been organized to inform employers about services that are provided by the employment center. Mini-workshops, in which from 12 to 15 employers take part, and also meetings with employers in their companies whereat future cooperation is discussed have become a common practice for employment centers. A new service for employers has been introduced by the employment service. Employers and the employment service make a contract for retraining the unemployed, according to the employers' order, and placing them into jobs to fill up vacancies and increase employment rate among the unemployed who were retrained. Urgent personnel selection has also proved to have a success among services provided to employers. Mini job fairs for both employers and the unemployed are conducted to increase the quality of the personnel selection. All of these actions have a positive impact on relations between employers and employment service. For example, specialists of the Zhovti Vody City Employment Center visited 107 companies, conducted 36 workshops and 16 mini-workshops for employers. The number of attendees whereof accounted for 300 employers. As a result of these activities, the number of employers that make use of services provided by the employment service has increased twofold, the number of people placed into jobs increased by 13 per cent as compared with the previous year; placement into subsidized jobs increased 3.1 times. The selection of personnel made at the employer's order and meeting the employer's requirements is conducted with the use of psycho-diagnostics techniques. Meetings of employers with candidates to fill up vacancies are organized.

In order to increase the level of social services, a search for best practices in providing targeted services (to women and youth) by employment service in cooperation with social partners is conducted. This

activity is two-fold. One area is work with employment service specialists. Specificity of services for these groups is disclosed.

Another type of actions is aimed at increasing employment rate and reduction of the unemployment period.

This type of work is conducted in form of a social and civil action. In planning this action, an emphasis is made on a search of social partners that deal with the targeted groups, determining their capacity and specificity in providing social services, financial support; also, a database of social partners is formed, and mutual business relations are being improved. A practical element of this activity includes workshops, trainings, psychological advice and vocational guidance/counseling, advice provided individually and in group.

Also, steps for cooperation with educational institutions have been taken. Educational institutions are provided with information regarding the vacancies at companies that are used for practical training of students and where they may be employed.

In order to prevent unemployment, employment centers carry out proactive vocational guidance/counseling. Starting at schools, they acquaint students with jobs and vocations; organize meetings with representatives of various vocations who are professionals in their areas. Among their tools are Job Fairs, Youth Employment Days, Open Door Days, Young Entrepreneur Days, etc. Employment centers also organize such events as Business Festivals, Success Formulas that are aimed at further employment of the youth, providing them advice regarding their future jobs. These events are conducted in cooperation with all those who are able and inclined to be the employment service's partner in mutual resolution of this complicated problem under the current situation in the labor market for youth.

Specialists of social service centers for youth, other family and youth services, local authorities representatives, employers and NGOs are involved in the implementation of activities aimed at adjusting youth to meet present-day labor market requirements. Also, coordination meetings and public hearings on vocational self-determination in youth and youth employment are held.

Women having different work experience and different educational level and being in a different life situations receive from employment centers services that meet their individual needs. Among them are workshops in job search techniques that are conducted on a permanent basis. Such workshops facilitate gaining experience in communicating with employers; formation of an adequate self-rating; search for the ways of employment; meetings with former unemployed women who managed to resolve the problem of unemployment for themselves. These workshops involve mostly women with low labor motivation and who also are provided psychological help.

A top priority is given to aiming women to entrepreneurship. To this end, workshops, such as *My Individual Business*, *Let's Find a Job Together*, round-table discussions with the participation of tax inspectorate officers and lawyers are held every month. A fruitful cooperation has been established with the *Woman for Woman* Dnipropetrovsk Center. A regional program for the rehabilitation and retraining of the unemployed women is developed. This program is aimed at sensitizing women to self-employment.

Regarding the application of PR techniques, the Oblast Employment Center studied the awareness of residents about social services offered by the employment service, analyzed publications in the media, determined the target audience. On the basis of these data, a plan and budget of the PR campaign has been developed.

A number of organizational steps were taken. They are: a meeting of the Oblast Employment Center specialists, a workshop for local employment center directors, agreements with the media was prepared, texts for advertising were written, - a creeping line video news release, a specialized issue of the information bulletin, *Zainiatist (Ukr. -- Employment)* was prepared.

All local employment centers are provided with information and methodological materials addressed to launching a PR campaign. Local employment centers conducted round-table discussions wherein local administration representatives and social partners were involved and organized meetings with people's deputies.

The vocational guidance/counseling. A two-day training program for local employment center specialists was developed. This program includes both theoretical material on the basics of vocational guidance and practical exercises with training skills in providing services to residents.

The trainings were held on the basis of Dnipropetrovsk, Dniprodzerzhinsk and Kryvii Rih Employment Centers in four rounds.

The number of participants in each training accounted for 12 to 15 local employment center specialists who are involved in vocational guidance/counseling and work as front desk specialists in employment centers.

The program, in the first place, includes training employment center front desk specialists to determine the need of vocational guidance in every individual case. The trainings gave a work out to situations most typical of different areas. The need to redirecting a client to specific experts was also discussed.

Much attention was given to the techniques of interviewing by employment center specialists, specifically by employment specialists. Interviewing techniques were worked through, with the analysis of the most common errors and tools helping to avoid them.

The total number of specialists who attended these trainings accounts for 48, and they were assigned trainers for their employment centers.

Currently, these specialists take efforts to apply this knowledge at their employment centers. To date, they conducted 135 trainings in this oblast. The most successful progress is in Zhovti Vody, Marganets and Kryvii Rih City Employment Centers, and Pokrovskii and Kirov Raion Employment Centers in Dnipropetrovsk.

V. Shuhailo
First Deputy Director

Kyiv Oblast Employment Center

November 11, 2002

To: N. Zinkevich NES
Deputy Director

Dear Natalia Ivanivna:

In order to implement your letter of October 17, 2002, the Kyiv Oblast Employment Center is informing about the status of the application of knowledge and skills acquired according to the PARTNER Project Matrix and Ukraine Model Employment Center Project Matrix during trainings conducted by Miche Grant and Dwight Steele, Worldwide Strategies, Inc. Consultants in 2001-2002.

Under current conditions of economic development and constant changes in the labor market, women and youth are the groups that mostly need qualified assistance, support and attention.

Analysis of information submitted by local employment centers proves that certain suggested methods and tools were met with approval. They are: (1) women's job clubs; (2) cooperation with non-government organizations; (3) job clubs that focus on youth issues; (4) school to work activities; (5) youth entrepreneurial clubs.

The Target Services for Women and Youth manual undoubtedly shows the urgent need for work with these targeted groups. This material will be useful for employment service staff and will help them realize the significance of providing services to these groups of residents and determine further steps to improve these activities.

However, the manual needs improvement and adjustment considering a specific character in providing services in Ukraine

Increase in quality and efficiency of services is provided for by the Integrated Technology that is approved by the National Employment Center.

Similar forms of services targeted at certain groups of the unemployed that were developed and suggested by Miche Grant are reflected in everyday activities of the employment centers, however having a different name. For example, suggested support groups and clubs are called "*A Workshop in the Techniques of Independent Job Search*" in the Integrated Technologies and are successfully used by employment centers in their everyday practical work; the so called youth entrepreneurial club is one of the Integrated Technologies activities to direct the unemployed to self-employment, namely the training workshops under the name of "*How to Start One's Own Business*". Mentoring and training programs for youth are successfully implemented by the employment service specifically in module training, individual training and internship in companies.

A special attention should be given to the section, School to Work. Currently, employment centers carry out certain activities targeted at youth completing schools, providing them with realistic information about the labor market and peculiarities of employment under current situation, services provided by the employment service, job requirements, etc. Unfortunately, as is observed, schools almost never take up similar activities, and school-leavers turn to be unprepared to make a deliberate choice of a vocation. An interest on the part of not only employment centers but also local administration education departments is needed for the resolution of this issue.

In order to increase services rendered to youth, it is advisable for the employment centers to create descriptions of common requirements, skills, personal characteristics, and peculiarities needed for doing these jobs.

Today, some different issues arise in employer relations. For over a decade, activities of the employment service have been aimed at providing services to residents and at improving these services. However, the shift in the economy and the labor market require that the employment service cooperate with employers more tightly and meet their needs. With this in view, there is a need for additional trainings for the employment service staff in charge of providing services to employers on involving employers to joint activities and also increasing the employment service image.

Thus, on the whole, methodological materials provided by Worldwide Strategies, Inc. are useful however, need adjustment for Ukrainian local employment centers, and the success of this program is preconditioned by various administrative bodies' inclination for cooperation.

Sincerely,

V.Yakobinchuk
Director

Donetsk Oblast Employment Center

October 28, 2002

To: N. Zinkevich

NES Deputy Director

Using knowledge and skills acquired during the trainings, the Oblast Employment Center staff developed Phase 1 of PR campaign that was planned for the period of September through December 2002. This plan includes mass actions, activity coordination with local administrations, deputies, social partners, communities, and joint efforts with the media. Currently, the Oblast Employment Center is preparing activities for Phase 2 of the PR campaign timed for the year 2003.

Vocational Guidance/Counseling

Using the kit of the Train-the-Trainer Materials, *Job Counseling and Individual Assessment*,[^] Oblast Employment Service conducted three trainings for 46 staff members of city and raion employment centers who are in charge of providing vocational guidance/counseling services for residents.

The trainings were held at the Donetsk Oblast Employment Center, Horlivka and Kostiantynivka City Employment Centers. The each training lasted three days. Natalia Pishko, Deputy Director of the Methodological Center, National Employment Service Training Institute, and L. Koliosna, Deputy Director of the Vocational Guidance and Vocational Training Department, Dnipropetrovsk Oblast Employment Center took part in the training that was held at the Donetsk Oblast Employment Center.

The training at the Kostiantynivka City Employment Center was held with the participation of Ray Lamb, PARTNER Project consultant, and Petro Veriovska, Chief Specialist of the Vocational Guidance and Vocational Training Department, National Employment Center; and Katherine Miliutina, lecturer in psychology, National Employment Service Training Institute.

Yevhenia Yarova, Director of the Vocational Guidance and Vocational Training Department, Donetsk Oblast Employment Center, took part in a similar training at the Dniprodzerzhinsk City Employment Center in Dnipropetrovsk Oblast.

City and raion employment center staff that attended trainings in Job Counseling and Individual Assessment apply the acquired knowledge in their everyday practical activities.

For the future, a training, according to the received materials, is planned for staff that is in charge of employment, pro-active support of the unemployed, vocational guidance and work as dispatcher-consultants. The following topics will be studied:

- Recognizing Individuals Who Need Employment Counseling.
- Referring Applicants to the Counselor;
- Interviewing Techniques and Suggestions; and
- Individual Vocational Assessment.

Kostiantynivka City Employment Center

Employer Relations Department staff of the Kostiantynivka Employment Center, using the knowledge and skills acquired during the trainings, analyze on a weekly basis their efforts in providing services to employers whom they contacted during the recent week. This analysis is done according to the *Identifying Employer Needs* scheme. The staff also collects additional information about existing and potential employers and analyzes current and potential employer needs for workforce. To do this various tools are used: individual interviews, workshops, meetings, and publications in the press. Workshops for employers and meetings with them are organized for targeted groups on an industry sectoral basis.

Knowledge and skills that were acquired during the trainings helped the staff to prepare necessary information for employers and provide it during workshops, interviews and telephone calls at a higher professional level.

The role and the main task of staff providing vocational guidance/counseling became more understandable and better acquainted after the training in Job Counseling and Individual Assessment. Referring clients to a vocational guidance/counseling specialist with considering clues indicating counseling need became a common practice for employment center staff.

Employment specialists differentiate types of the client's reaction depending on the behavior type. The gained knowledge and skills are also used during trainings in job search and running women's job clubs.

Horlivka City Employment Center

PARTNER Project consultants conducted trainings in public relations, employer relations vocational guidance/counseling and targeted groups services for employment center staff during 2001-2002.

Knowledge and skills in vocational guidance/counseling that were acquired by the staff during trainings are used for preparing meetings of the women's job club that has been operating under the auspices of the City Employment Center for five years and for the youth job club, Poshuk (Search). Materials from the Vocational Choice section described in the *Job Counseling and Individual Assessment* guide are used for clients' individual assessment and in writing resumes.

During the recent session of the *Poshuk* Job Club, individual carrier plans were developed. Club members also work on developing carrier strategy for the life.

Knowledge and materials obtained during the trainings in employer relations helped to improve employment center relations with employers. Mini-workshops for employers became a common practice for this employment center.

Workshops within the Local Economic Development component were held in Horlivka during the period of October 2000 through August 2001. Under this program the best project, *Wireless Internet in Donetsk Region*, was approved. The PARTNER Project provided \$25,000 to order equipment for its implementation. Eight new jobs were created during the implementation of the project.

A project for the production of plastic stationary was considered and approved at similar workshops held during May through August, 2002 wherein took part representatives of local administration, educational institutions, non-government organizations, employers, journalists of the *Vechirnia Horlivka* newspaper and others. It is planned that the project will create 25 new jobs.

Based on the above mentioned information, we consider that it is advisable to mark high level and topicality of the programs implemented by the PARTNER Project.

T. Kozenko
First Deputy Director

Zhytomyr Oblast Employment Center

October 30, 2002

To: N. Zinkevich NES
Deputy Director

Oblast and local employment center specialists introduce into their practical work knowledge and experience that was acquired from US consultants during training workshops held in 2001 and 2002.

The most significant is acquisition of skills in determining the objective, tools and planning activities for the employment center staff and raising public awareness of services that the employment service can provide to residents. A full-scale PR-campaign plan helped to systemize and coordinate efforts of every employment service staff member, improve internal communications. Employment service staff is taking on more responsibility for the formation of the employment service image. A training for local employment service staff who are responsible for vocational guidance/counseling and vocational training of the unemployed was held in May 2003, with the use of the *Job Counseling and Individual Assessment* manual. The training promoted the application of such tools as clues indicating counseling needs, individual vocational assessment, proactive training forms such as trainings and role plays in conducting workshops for the staff and the unemployed, interviewing techniques has been significantly improved. Methodological recommendations, *Vocational Guidance/Counseling in correlation with the introduction of the Integrated Technologies* have been prepared.

First category specialists, I.V. Melnikova of the Berdychiv City Employment Center, and Bondarchuk of the Berdychiv City Employment Center actively use the gained knowledge. In these employment centers, various tools of vocational guidance are applied. The staff conducts interviews with customers and workshops on job search techniques and tip sheets on self-employment. Pamphlets, "*A Certain Experience in Vocational Guidance/Counseling Conforming to the Integrated Technologies*" and "*Interviewing Techniques*" were issued.

Deputy Head of Social Services Department L. Los conducted training in targeted services for heads of the proactive support departments in June 2002. The experience in targeted services that was acquired from our US colleagues is used by employment centers in their everyday activities.

A training that was conducted for local employment staff that are responsible for employer relations in September 2002 with the participation of US trainers defined specific areas of services for the chief figure in the labor market. The local press, including such newspapers as the Echo, Zhitomyrschina, Rio Berdychiv, and Zhytychi, covered the information about this training. P. Igumnova, Chief Specialist of the Social Services Department in the Oblast Employment Center, and Employer Relations Department Heads of the Berdychiv, Korosten and Zhytomyr Employment Centers, Malyn, Ovruch, Volodarsko-Volynsk Raion Employment Centers actively use the acquired knowledge in their work.

Methodological recommendations, "*Making Employer Contacts*" were developed. To spread the best case studies, a poster, "*Jobs at the Expense of the [Unemployment Mandatory] Insurance Fund*" is being prepared. These issues are regularly discussed in newspapers and in Oblast Radio's programs.

A series of pamphlets, "*To Our Most Important Client*" is being prepared to raise awareness of the services provided by employment centers, a diary for 2003 with advertisements and poster calendars are to be printed out.

Public awareness of residents of the Oblast is rising. The Oblast Employment Center entered into agreements for cooperation with five newspapers with the largest circulation (*Zhytomyrshina, Echo, Zhytychi, Pravda Zhytomyrshiny, and Orientyr*) to increase the target audience. The Oblast Employment Center keeps its own pages in these newspapers. These pages are published every four weeks. Columns in the *Fortuna* Personnel Agency's newspaper are prepared on a weekly basis. A special edition, *The Labor Market*, continues to be published in cooperation with the Scientific and Economic Information Center.

The trainings helped to change the style of selling materials in the media, rejecting a statistical and instruction approach and putting a human face on the problems. New forms for the presentation of materials are used. They are: interviews, actualities, coverage of different opinions, surveying [employment service] specialists, employers, the unemployed, reportage visuals, and others.

A study of the American colleagues' experience helped oblast employment service staff make decisions regarding the topics and context of the printed handouts that should be developed for the employment service staff and its clients. Publications for different groups of residents are being developed in accordance with the training recommendations for positioning.

In order to increase residents' awareness about the significance of new services, the employment service uses the press and other media to present these services. In order to form a positive image of entrepreneurship, the following poster is being prepared: *"They Were Able, You Also Try"*. The brochure, *"Try Yourself in Business"* is in print, case studies are collected with further publishing them in the media. Employment centers made area maps of business. The Department of Social Services, Oblast Employment Center issued methodological recommendations for the employment service specialists, *"An Unemployment Payment in Lump to Start One's Own Business"*.

In order to provide coverage of wider groups of residents, employment service is preparing materials for writing a brochure containing answers to the most frequently asked questions regarding the social protection against unemployment, including that for youth. This printed matter is to be distributed at crowded places such as: libraries, clubs, educational institutions, and others. Over 50 tip sheets were developed and published on job search techniques, starting one's own business, job description and other services for employers and residents. They were designed for distribution at local employment centers. A brochure *"Jobs and Occupations that Foster Self-Employment"* was published.

A 25-minute program, *"Employment Service: New Opportunities"*, has been launched on local TV.

A practice of personal contacts between the leadership of the Oblast Employment Service and the Oblast Administration is carried on. As a result of these meetings, the Oblast Administration sends letters to local administrations with emphasis on the tasks and problems of the relevant local employment center. The experience proves the efficiency of this cooperation: residents and employers' awareness increases; it also fosters the application of new forms of social protection and setting control over the participation of the employers and NGOs in these activities.

Meetings with deputies of all levels, including members of Parliament, are conducted. Press kits describing employment service activities are distributed among them and also representatives of government agencies.

Other organizations' media are used for the promotion of the Employment Service. For example, relevant information was published in the advertising supplement to a new newspaper, *"Pravda"*. Cooperation with the *"Woman to Woman"* Center in self-actualization through entrepreneurship and gaining

experience in job search is getting tighter. The Oblast Employment Center took part in a round-table discussion on anti-trafficking for women.

Employment Service ran a survey among its specialists to study the efficiency of new forms of activities, including the integration of these activities into the Integrated Technologies. The results were published in the press and discussed by the employment service staff.

An anticipatory analysis proves that there is a shift in the objectives of the employment service specialists, their increased creativity and responsibility. Making the media more numerous helps forming a positive image of the employment service among the residents and readers.

Activities aimed at introduction of the American colleagues' experience at local employment centers continue.

I. Ischenko

Director
Oblast Employment Center

Transcarpathian Oblast Employment Center

October 31, 2002

To: N. Zinkevich NES
Deputy Director

During the implementation of the DOL technical assistance PARTNER Project, the following specialists were trained in vocational guidance/counseling at the Employment Service Training Institute:

- L. Marhitich, Chief Specialist, Oblast Employment Center Vocational Guidance and Training Department;
- N. Babynets, Leading Specialist, Unemployment Pro-Active Support Department at the Irshava Raion Employment Center;
- N. Voitiuk, Leading Specialist, Unemployment Pro-Active Support Department at the Rakhiv Raion Employment Center.

In accordance with the methodological materials that were received, the Oblast Employment Service held a two-day training for 16 local employment centers specialists involved in vocational guidance/counseling in September 2002.

The training was held at the Mukachevo City Employment Center. Each of the attendees was provided with the manual, "*Job Counseling and Individual Assessment.*"

Since September, local employment center specialists, who completed the training in job counseling and individual assessment, apply the acquired skills in their practical activities.

The specialists of the pilot employment centers mostly use skills in interviewing techniques and individual assessment.

L. Marhitich, Chief Specialist of Oblast Employment Center Vocational Guidance and Training Department, took part in a similar training at the Dneprodzerzhinsk City Employment Center, Dnipropetrovsk Oblast.

In addition, a training in interviewing techniques was held for pro-active support department heads of the Mukachevo City Employment Center, Irshava, Svaliava and Velyky-Berezny Raion Employment Centers.

The training program included the following chapters of the Job Counseling and Individual Assessment Course:

- Interviewing Techniques and Suggestions;
- Recognizing Individuals Who Need Employment Counseling; and
- Individual Vocational Assessment.

In the future such trainings will be provided for specialists of all the local employment centers, and also conduct a special training for specialists who work as dispatcher-consultants.

A training in employer relations was held in April, 2002. The participants were:

- V. Turianytsa, Deputy Director in charge of employer relations, Irshava Raion Employment Center;
- H. Rosoha, 1-st Category Specialist, Employer Relations Department of the Rakhiv Raion Employment Center.

As a result of the application of these Project tools, the employment service organizes round-table discussions and workshops with the participation of employers, and the selection of the personnel is performed. The employment service staff reviews the results of meetings with employers on a monthly basis.

For example, six mini subsidized-job fairs were organized in Rakhiv Raion in 2002. As a result, 26 out of 60 unemployed residents were selected for further placement in jobs.

Deputy Director of the Irshava Raion Employment Center, S. Panasiuk, participated in training in Rapid Response/Worker Adjustment that was held in September 2002.

Irshava Raion Employment Center took an active part in the development of a program aimed at retaining and restructuring jobs for dislocated workers at the *"Zakarpatskii Zavod ViDMO"* that was undergoing mass layoffs. Two workshops in providing information to dislocated workers of the state-run enterprise, *"Irshava EMZ,"* the Electron Concern, and also the Raion Road Enterprise regarding their future employment, retraining and social protection services after the layoff were held.

Rakhiv Raion Employment Center in cooperation with the Rakhiv Raion Administration Labor Department conducted three workshops on providing information to dislocated workers of Rakhiv Raion companies and organizations that were undergoing downsizing. It was offered that the *Condensator* Joint-Stock Company and the Joint-Stock Company, *"Velykobychkivskii Lisokombinat,"* form a labor management adjustment committee. The activities of these companies are scheduled to be considered by the Employment Expertise Council under the auspices of the Rakhiv Raion Administration Head in November or December, 2002. A forecast for potential placement of workers of operating companies and organizations has been made. Dislocated workers of companies undergoing bankruptcy were surveyed regarding their future employment and retraining.

In cooperation with the local self-government, adjustment of rural residents after collective farms' land and property sharing was analyzed, including the issues of self-employment for the period of 2003 through 2004. For example, Rakhiv Raion Administration fostered the formation of the Upland Rakhiv Raion Union of Sheep Breeders consisting of 63 sheep breeders who lease public or community pastures.

The following Employment Service staff attended trainings in targeted services in May, 2002:

- L. Medvid, Chief Specialist, Oblast Employment Center Department of Unemployment Pro-Active Support Department and Employer Relations;
- M. Hrytsakovych, Head, Unemployment Pro-Active Support Department of the Irshava Raion Employment Center;
- T. Semeniuk, Head, Unemployment Pro-Active Support Department of the Rakhiv Raion Employment Center;
- V. Hreblych, 1-st Category Specialist, Unemployment Pro-Active Support Department of the Rakhiv Raion Employment Center.

Industrial coordination councils for vocational guidance, training/retraining, module training and placement of youth are efficiently operating in raions with PARTNER Project pilot employment centers.

In forming indexes for the Raion Employment Program, a survey of companies and organizations regarding the potential need in workers is conducted every year. The unemployed are trained for jobs that are most needed in the labor market to meet the requirements of employers in this raion.

All local employment centers have been provided with the manual, *"Target Services for Women and Youth. A Guide for Trainers and Employment Center Staff"*. This is done to get the staff acquainted with the described tools and use them in practical work. The staff is also provided with questionnaires regarding the participation in job clubs that were developed by the Oblast Employment Center, separately for youth and women. These issues were discussed during workshops conducted for unemployed women and youth and whereat survey of the use of such clubs was conducted.

As the analysis proved, only youth manifested interest in this form of activities. At the same time, not a single young person expressed inclination to be a leader in communicating with the unemployed youth, keep minutes of the club meetings, discussions and other documentation.

In addition, the organizational work in such a club requires much time and effort. This includes a search of experts in a particular issue that is to be discussed, a search of a leader among the unemployed who could plan the activities. It means that practically the employment center will have to appoint one specialist for launching and management of club activities which will only result in making matters worse inside the employment center department where the specialist works.

A polling of the unemployed women proves that the majority of them are rural residents, and all the respondents were skeptical about this idea since almost all of them are concentrated on personal subsidiary farming as they regard it as the only source of making their living. This is especially true of the mountainous villages. For example, Rakhiv Employment Center conducted two workshops for women and youth whereat a survey was run regarding the creation of job and women's clubs. The results manifested that women residing in the upland area have no feministic-oriented public opinion, and similar clubs will not be created on the gender basis.

An attempt to create a similar club that was made by Uzhgorod City Employment Center in 1997 failed due to a small number of club members.

Additional trainings in targeted services are scheduled for Quarter 4, 2002. Among the suggested forms of work will be job clubs for women and youth.

Currently, other services are provided for these groups of the unemployed. Job placements for youth are performed with the help of surveying and vocational guidance/counseling that are conducted by employment center staff.

Application of PR Tools

In order to increase awareness of social partners about services, the Oblast Employment Service launched a PR campaign, "Unemployment Social Insurance Is Reliable Social Protection for the Population." Under this campaign, directors of local employment centers are responsible for creating exhibit racks, *"The Employment Service Informs"*, in the premises of raion administrations, raion and village radas and those of other local authorities.

Director L. Frint

APPENDIX C

(Excerpt [Appendix F] from Management Systems International Report - Evaluation of the USDOL Partner Project in Ukraine)

Employment Service Indicators—(2000 vs. 2002)

Source: Submissions by Individual Employment Centers to NEC, 26 Sept. 2003

Office: Gorlovka, Donetsk Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data:			
• Total Active Workforce (Number)	185,500	182,000	- 3,500
• Total Active Workforce (Percent)	58.5%	57.8%	-0.7%
• Unemployment Rate (Percent)	6.28%	3.56%	-2.72%
Effectiveness:			
• Job Seekers Registered	23,301	16,856	-6,445
• Placement rate – Percent	18.34%	31.93%	+13.59%
• Number of long term unemployed	9,541	4,778	-4,763
• Self-employed (lump sum payments)	-	283	+283
• Subsidized jobs created	-	283	+283
Efficiency:			
• Number of Clients Processed per year	14,178	14,965	+787
• Number of EC employees	83	87	+4
• Number of Job search seminar participants	11,220	16,856	+5,636
• Number Placed	4,863	7,456	+2,593
• Number Referred to Training	852	735	-117
Employer Relations:			
• No. of Employers listing vacancies	507	1,200	+693
• Percent of Employers who listed vacancies	19.28%	46.58%	+27.3%

Office: Konstantinovka, Donetsk Oblast

Indicators	BeforePartner Project (2000)	Partner Project(2002)	Difference
Workforce Data:			
• Total Active Workforce (Number)	62,000	52,400	- 9,600
• Total Active Workforce (Percent)	67.2%	55.0%	-12.2%
• Unemployment Rate (Percent)	6.93%	5.5%	-1.43%
Effectiveness:			
• Job Seekers Registered	7,104	6,686	-418
• Placement rate – Percent	16.72%	24.56%	+7.84%
• Number of long term unemployed	2,690	2,329	-361
• Self-employed (lump sum payments)	-	359	+359
• Subsidized jobs created	-	122	+122
Efficiency:			
• Number of Clients Processed per year	6,188	5,772	-416
• Number of EC employees	28.5	34	+5.5
• Number of Job search seminar participants	54	529	+475
• Number Placed	1,593	2,207	+614

• Number Referred to Training	359	621	-262
Employer Relations:			
• No. of Employers listing vacancies	480	500	+20
• Percent of Employers who listed vacancies	42.16%	46.97%	+4.81%

Office: Slavutych, Kyiv Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data:			
• Total Active Workforce (Number)	14,412	16,330	+1,918
• Total Active Workforce (Percent)	57.0%	66.5%	+9.5%
• Unemployment Rate (Percent)	6.05%	4.94%	-1.11%
Effectiveness:			
• Job Seekers Registered	2,007	1,986	-111
• Placement rate – Percent	25.3%	34.7%	+9.4%
• Number of long term unemployed	349	238	-111
• Self-employed (lump sum payments)	-	64	+64
• Subsidized jobs created	-	61	+61
Efficiency:			
• Number of Clients Processed per year	4,684	9,152	+4,468
• Number of EC employees	19	19	0
• Number of Job search seminar participants	1,108	1,172	+64
• Number Placed	205	345	+140
• Number Referred to Training	110	208	+98
Employer Relations:			
• No. of Employers listing vacancies	185	369	+184
• Percent of Employers who listed vacancies	41.3%	62.6%	+21.3%

Office: Nizhyn, Chernihiv Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data:			
• Total Active Workforce (Number)	64,100	64,700	+600
• Total Active Workforce (Percent)	55.35%	57.72%	+2.37%
• Unemployment Rate (Percent)	7.05%	4.46%	-2.59%
Effectiveness:			
• Job Seekers Registered	3,401	3,080	-321
• Placement rate – Percent	22.26%	66.83%	+44.58%
• Number of long term unemployed	5,610	960	-4,650
• Self-employed (lump sum payments)	3	137	+134
• Subsidized jobs created	-	88	+88
Efficiency:			
• Number of Clients Processed per year	12,331	8,829	-3,502
• Number of EC employees	37	42	+5
• Number of Job search seminar participants	540	1,043	+503
• Number Placed	127	383	+256

• Number Referred to Training	87	106	+19
Employer Relations:			
• No. of Employers listing vacancies	344	472	+128
• Percent of Employers who listed vacancies	36.5%	61.0%	+24.5%

Office: Korosten, Zhytomyr Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data:			
• Total Active Workforce (Number)	55,239	55,129	-110
• Total Active Workforce (Percent)	54.9%	55.5%	+0.6%
• Unemployment Rate (Percent)	8.67%	4.56%	-4.11%
Effectiveness:			
• Job Seekers Registered	5,016	4,927	-89
• Placement rate – Percent	23.2%	31.3%	+8.1%
• Number of long term unemployed	1,652	227	-1,425
• Self-employed (lump sum payments)	-	116	+116
• Subsidized jobs created	-	104	+104
Efficiency:			
• Number of Clients Processed per year	10,991	12,080	+1,089
• Number of EC employees	29	36	+7
• Number of Job search seminar participants	328	1,404	+1,076
• Number Placed	2,299	2,380	+81
• Number Referred to Training	331	373	+42
Employer Relations:			
• No. of Employers listing vacancies	332	478	+146
• Percent of Employers who listed vacancies	45.0%	46.9%	+1.9%

Office: Berdychiv, Zhytomyr Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data:			
• Total Active Workforce (Number)	66,400	66,400	0
• Total Active Workforce (Percent)	54.47%	54.47%	0
• Unemployment Rate (Percent)	13.0%	6.0%	-7.0%
Effectiveness:			
• Job Seekers Registered	11,875	9,188	-2,687
• Placement rate – Percent	21.0%	34.0%	+13.0%
• Number of long term unemployed	6,229	3,111	-3,118
• Self-employed (lump sum payments)	-	194	+194
• Subsidized jobs created	-	211	+211
Efficiency:			
• Number of Clients Processed per year	14,854	11,480	-3,374
• Number of EC employees	42	49	+7
• Number of Job search seminar participants	1,080	979	-101
• Number Placed	2,424	3,086	+662
	573	579	+6

• Number Referred to Training			
Employer Relations:			
• No. of Employers listing vacancies	501	887	+586
• Percent of Employers who listed vacancies	16.2%	8.0%	-8.2%

Office: Zhovti Vodi, Dnipropetrovsk Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data:			
• Total Active Workforce (Number)	32,000	30,000	-2,000
• Total Active Workforce (Percent)	55.2%	57.7%	+2.5%
• Unemployment Rate (Percent)	17.0%	14.3%	-2.7%
Effectiveness:			
• Job Seekers Registered	3,462	4,024	+562
• Placement rate – Percent	8.8%	20.2%	+11.4%
• Number of long term unemployed	1,843	1,582	-261
• Self-employed (lump sum payments)	-	116	+116
• Subsidized jobs created	-	151	+151
Efficiency:			
• Number of Clients Processed per year	9,346	9,126	-220
• Number of EC employees	37	39	+2
• Number of Job search seminar participants	982	2,064	+1,082
• Number Placed	823	1,844	+1,021
• Number Referred to Training	384	403	+19
Employer Relations:			
• No. of Employers listing vacancies	35	190	+155
• Percent of Employers who listed vacancies	9.8%	49.4%	+39.6%

Office: Irshava, Zakarpatska Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data:			
• Total Active Workforce (Number)	50,400	51,600	+1,200
• Total Active Workforce (Percent)	49.95%	51.4%	+1.45%
• Unemployment Rate (Percent)	11.8%	6.8%	-5.0%
Effectiveness:			
• Job Seekers Registered	3,744	3,203	-541
• Placement rate – Percent	12.6%	22.9%	+10.3%
• Number of long term unemployed	552	362	-190
• Self-employed (lump sum payments)	-	35	+35
• Subsidized jobs created	-	46	+46
Efficiency:			
• Number of Clients Processed per year	10,453	7,781	-2,672
• Number of EC employees	n/a	n/a	n/a
• Number of Job search seminar participants	n/a	n/a	n/a
	n/a	n/a	n/a

<ul style="list-style-type: none"> • Number Placed • Number Referred to Training 	139	321	+182
Employer Relations: <ul style="list-style-type: none"> • No. of Employers listing vacancies • Percent of Employers who listed vacancies 	180 34.6%	195 41.2%	+15 +6.6%

Office: Rahiv, Zakarpatska Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data: <ul style="list-style-type: none"> • Total Active Workforce (Number) • Total Active Workforce (Percent) • Unemployment Rate (Percent) 	47,800 52.4% 8.47%	48,000 52.1% 11.2%	+200 -0.3% +2.5%
Effectiveness: <ul style="list-style-type: none"> • Job Seekers Registered • Placement rate – Percent • Number of long term unemployed • Self-employed (lump sum payments) • Subsidized jobs created 	5,075 28.8% 1,448 - -	5,925 29.76% 1,598 69 58	+850 +0.96% +150 +69 +58
Efficiency: <ul style="list-style-type: none"> • Number of Clients Processed per year • Number of EC employees • Number of Job search seminar participants • Number Placed • Number Referred to Training 	8,314 23 1,150 441 93	10,318 26 1,229 602 103	+2,004 +3 +79 +161 +10
Employer Relations: <ul style="list-style-type: none"> • No. of Employers listing vacancies • Percent of Employers who listed vacancies 	126 22.6%	182 34.2%	+56 +11.6%

Office: Pervomaisk, Mykolaiv Oblast

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data: <ul style="list-style-type: none"> • Total Active Workforce (Number) • Total Active Workforce (Percent) • Unemployment Rate (Percent) 	62,000 95.0% 6.98%	62,100 98.0% 5.62%	+100 +3.0% -1.36%
Effectiveness: <ul style="list-style-type: none"> • Job Seekers Registered • Placement rate – Percent • Number of long term unemployed • Self-employed (lump sum payments) • Subsidized jobs created 	8,477 21.8% 3,643 - -	7,124 27.7% 2,391 115 101	-1,353 +5.9% -1,252 +115 +101
Efficiency: <ul style="list-style-type: none"> • Number of Clients Processed per year • Number of EC employees • Number of Job search seminar participants 	10,173 29 247	8,575 36 493	-1,598 +7 +246

<ul style="list-style-type: none"> • Number Placed • Number Referred to Training 	2,218 310	2,380 366	+162 +56
Employer Relations: <ul style="list-style-type: none"> • No. of Employers listing vacancies • Percent of Employers who listed vacancies 	187 20.0%	274 29.0%	+87 +9.0%

Office: Sviatoshyn Raion, Kyiv City

Indicators	Before Partner Project (2000)	Partner Project (2002)	Difference
Workforce Data: <ul style="list-style-type: none"> • Total Active Workforce (Number) • Total Active Workforce (Percent) • Unemployment Rate (Percent) 	211,400 69.4% 0.92%	207,700 65.8% 0.53%	-3,700 -3.6% -0.39%
Effectiveness: <ul style="list-style-type: none"> • Job Seekers Registered • Placement rate – Percent • Number of long term unemployed • Self-employed (lump sum payments) • Subsidized jobs created 	6,524 28.6% 1,741 8 -	5,064 47.2% 734 218 184	-1,46- +18.6% -1,007 +210 +184
Efficiency: <ul style="list-style-type: none"> • Number of Clients Processed per year • Number of EC employees • Number of Job search seminar participants • Number Placed • Number Referred to Training 	13,600 47 4,087 1,868 600	13,525 51 3,834 2,391 699	-75 +4 -253 +523 +99
Employer Relations: <ul style="list-style-type: none"> • No. of Employers listing vacancies • Percent of Employers who listed vacancies 	3,215 61.8%	5,023 66.0%	+1,808 +4.2%

Placement Rates for Pilot Employment Centers and Selected Non-assisted Centers

Source: Elena Kozyreva, Statistics and Monitoring Department, NEC

Note: Data for Pilot Centers is shaded.

	2000	2001	2002	1-8/2002	1-8/2003
Zhytomyr Oblast:					
Korosten City and Raion EC	23.2%	27.0%	31.3%	25.6%	25.8%
Berdychiv City EC	18.3%	24.2%	33.6%	28.7%	33.1%
Korostyshiv Raion EC	25.5%	35.9%	39.7%	33.0%	33.0%
Zakarpatska Oblast:					
Irshasva Raion EC	12.6%	18.3%	22.9%	12.5%	17.5%
Rakhiv Raion EC	28.8%	32.3%	29.8%	24.2%	26.0%
Berehovo City and Raion EC	5.8%	13.6%	21.6%	17.0%	22.2%
Dnipropetrovsk Oblast:					
Zhovti Vody City EC	8.8%	16.5%	20.2%	16.7%	17.5%
Novomoskovsk City and Raion EC	16.2%	24.6%	18.9%	16.1%	10.9%
Donetsk Oblast:					
Horlivka City EC	18.3%	26.8%	312.9%	26.6%	29.9%
Kostiantynivka City and Raion EC	16.7%	20.3%	24.6%	20.6%	25.0%
Amrosiyiv Raion EC	12.6%	21.5%	20.1%	17.2%	14.9%
Kyiv Oblast:					
Slavutych City EC	25.3%	35.9%	34.7%	29.6%	31.1%
Tarascha Raion EC	18.4%	23.0%	27.7%	26.5%	28.1%
Mykolayiv Oblast:					
Pervomaisk City and Raion EC	21.8%	27.1%	27.8%	19.2%	21.9%
Novoodessa v	20.8%	22.8%	23.5%	17.7%	20.6%
Chernihiv Oblast:					
Nizhyn City and Raion EC	22.3%	33.1%	41.9%	37.1%	39.1%
Talalayiv Raion EC	21.2%	32.0%	35.3%	29.2%	48.8%
Kyiv City:					
Sviatoshyn Raion EC	N/A	N/A	N/A	42.1%	45.7%
Darnitsa Raion EC	N/A	N/A	N/A	36.8%	43.4%

