



FINAL REPORT

“Employment Promotion Programmes in Albania: An assessment of its quality in the formulation and implementation processes (2008-2014)”

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I. Introduction

Active Labor Market Programmes are used across the world as one of the main tools to deal with unemployment. There are significant variations among countries implementing ALMPs in terms of scope, target-populations, specific aims, budget allocated and expected impacts. The most common types are: training, job subsidies, entrepreneurship, and employment intensive and community works programmes. It is essential to understand whether a particular active labour market programme has been successfully implemented or not, as well as to evaluate its effects in the labour market functioning. Two “dimensions” for evaluation can be identified, the *process evaluation* (formation and implementation);

and the *outcomes/impact evaluation*. The latest trend in assessing ALMPs reveals that a combination of techniques shall be applied when evaluating this kind of measures, due to its complexity, comprehensiveness and interlinked effects, involving psychological, social and economic factors. The so-called *target-oriented approach* offers the most complete perspective on assessing the overall quality of ALMPs, generating a set of information regarding relevance, efficiency, effectiveness and impacts of different programmes at the same time.

The purpose of this assessment is to analyze and measure the relevance, effectiveness, and

efficiency of the design and implementation of existing EPPs implemented in Albania during the period 2008-2014, as well as the impact in terms of employment (for three programmes implemented in

2012-2013) contributing to the evaluation of its overall quality. The evaluation is expected to generate relevant findings, lessons learnt and recommendations that will be used to guide and inform future programming and implementation of employment promotion programmes in Albania.

This assessment is done within the framework of Order Nr. 155, of 30.07.2014, issued by the Minister of Social Welfare and Youth, establishing a working group aiming at revising the current Employment Promotion Law. This assessment of the quality of the formation and implementation processes of existing Active Labour Market Programmes in Albania (2008-2014) will be used as a mean of informing the upcoming decision-making process by MoSWY for the Employment Promotion Law revision, and its further adoption. The assessment of the existing EPPs is supported by the IPA 2010 Project on Human Resources Development (implemented by the International Labour Organisation and funded by the European Union) and RISI Albania Project (funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by a consortium consisting of HELVETAS Swiss Intercooperation and Partners Albania). In addition, one of the main pillars of the National Employment and Skills Strategy 2014-2020 focuses on fostering decent job opportunities through effective labour market policies. Such framework centres on the improvement of monitoring and evaluation of employment programmes. The new framework for TVET and employment policies under the supervision of MoSWY is also more policy oriented. Lastly, the “good cycle” of evaluating, designing, and implementing new measures under evidence based policies can be promoted with this study, which is done for the first time in Albania with many methodological dimensions giving the necessary complementary perspective to such a complex research topic. The following table provides a summary of the evaluation questions which guides the evaluation, expected analysis, output, and methodology (Table 1).

Table 1: Summary of evaluation questions, output, and methodology

No	Evaluation Question	Expected analysis output	Methodology
1	What is the <i>rationale</i> behind the creation and expansion of the existing EPPs in Albania? What are the main evolution trends of EPPs in the period 2008-2014?	Analysis of the existing EPPs in Albania focusing on the identification of the main features of the existing programmes and their evolution over the last years including a comparative analysis between the Albanian programmes and international good practices relevant to the Albanian context.	Desk review exercise based on existing documents and literature.
2	Do the EPPs address the most important shortcomings of unemployment in the country? What are the gaps / “grey” areas still to be worked? What are the main trends on approved / completed projects? Are there significant differences amongst beneficiaries / projects approved in terms of regions, company size and economic sectors?	Analysis of the profile (variables to be identified in specific ToRs) of the existing jobseekers in the country, and on the beneficiaries (businesses) / projects approved to the EPPs calls in the period 2008-2014. Analysis of the main trends of the EPPs implementation in terms of geographical distribution, most chosen programmes, beneficiaries covered, disaggregated by social and economic characteristics, amongst others. Based on these analyses, identification of the most needed EPPs and of gaps in the existing EPPs.	Statistical data analysis on the jobseekers and beneficiaries (businesses) / projects approved based on existing NES datasets. Comparative analysis between the descriptive statistics and the features of EPPs.
3	Why do the businesses apply to the existing EPPs? How do they choose the ones to apply for? What are the main motivations? How do they select the final beneficiaries? How do they assess the established application procedures, implementation support and public employment services over the last years?	Analysis of beneficiaries (businesses)’ views on the design and implementation of the measures and on the overall quality of procedures and services offered by NES.	Quantitative data collection through a survey targeting applicants to EPPs in 2014 using a structured questionnaire. The sampling methodology used the whole population of EPP beneficiaries for the year 2014 comprised of 349 business and institutions. It covered the whole country and regions. Out of 349 interviews, 323 were completed. Data collection comprised of: direct interviews, online (e-mail) and phone interviews. The questionnaire consisted of 7 sections: i. General Information on the company ii. Information on the application process for EPPs iii. Motivations and sources of information to apply for EPPs iv. Selection of participants to EPPs v. Implementation of the EPPs vi. Future applications to EPPs

4	What can be future employment promotion programmes as per the businesses' and jobseekers' opinions?	Analysis of the opinions of main stakeholders to identify recommendations for the design of new EPPs and its inclusion in the revision of the Employment Promotion Law.	Qualitative data collection through 8 focus group discussions with NES representatives and jobseekers who have benefited and those who have not benefited from EPPs (based on semi-structured questionnaires). The qualitative data collection will also cover some aspects listed under Point 3 above.
5	What are the impacts of the existing EPPs in terms of employment and income generation at the level of participants? Which are the most successful EPPs in Albania in terms of employment and income generation?	Impact evaluation on the employment and income effects of three EPPs (47, 48, 873) in the years 2012/2013. Comparison of the findings with the existing reports of 2008/2009 and 2010/2011 to draw conclusions.	The ILO guidelines provide the reference framework in terms of methodology. The quantitative data analysis is based on existing data from the NES datasets and uses a quasi-experimental technique of propensity score matching to establish the control group.

More specifically, the methodology used for the second session on the literature review is based on desk review drawing lessons from successful and unsuccessful practices in different countries regarding various active labor market measures. It also concentrates on measures taken for people with disabilities, which is a recent measure put in place in Albania.

The third section on trends of EPPs is based on descriptive statistics using statistical data analysis on the jobseekers and beneficiaries businesses based on existing NES datasets. This section includes various tables and graphs, which allow for comparative analysis between the descriptive statistics and the features of EPPs.

The fourth section based on the focus groups of NES staff and jobseekers. Eight focus group discussions were organized in 4 districts: Tirana, Fieri, Gjirokastra and Shkodra. The focus groups targeted two different groups of stakeholders. The first group was NES officers working at the Employment Offices as specialized counselor, while the second group included registered jobseekers comprised of both those who had benefited from EPPs in the past and those who did not. Participants were carefully selected according to their profiles in order to include the highest degree possible of diversity of opinions, cover different EPPs in which they have participated in /benefited from/been involved in, and assure the representation of different economic sectors and regional distribution. The selection of NES officers who were invited to participate into the Focus Groups included the regional coverage in all four regions mentioned above and who had at least some experience in working with EPPs during 2014 and in the previous years. The selection of the jobseekers that were invited to participate in the Focus Groups included registered jobseekers who have never participated in EPPs and are looking for a job, and registered jobseekers who have participated in EPPs, and belong to different categories such as people with disabilities, women, youth, etc. A total of four focus groups were organized with jobseekers and former jobseekers in four regions of the country, namely in Shkodra, Fier, Gjirokastra and Tirana. The average number of participants in these meetings was 15, where the majority represented the registered jobseekers, and only few of them the former jobseekers.

The fifth section is based on a conducted survey aiming to analyse the opinions of the beneficiaries (businesses) about the design and implementation of the active employment programs and the overall quality of procedures and services offered by the National Employment Service (NES). The survey targeted companies and institutions which have

benefited from an EPP in 2014. It consisted of quantitative and qualitative data collection and respective analysis in view of designing and implementing new EPPs and, if needed, reformulating the existing ones, as well as ensuring a better quality of services provided by the NES. The first step for the survey was desk research on the existing EPP's and the related procedures for the preparation of the questionnaire¹ that aimed at targeting all businesses and institutions that have benefited from an EPP during 2014. In order to provide complete, comprehensive and reliable information on the topics under analysis, the survey included all EPP beneficiaries of the year 2014, for a total of 349 businesses and institutions according to the database provided by NES, out of which 323 companies responded (92%). The majority of the beneficiaries were private companies (75.5%) mainly operating in the construction sector, wholesale and retail trade, shoe manufacturing, etc. The rest of the beneficiaries are public institutions such as administration, health and education. The survey was national in scope covering all geographical areas² where the beneficiaries operate. The data collection was conducted through: direct interviews, online (e-mail) and phone interviews. The questionnaire³ consisted of 7 sections: (i) general information on the company; (ii) information on the application process for EPPs; (iii) motivations and sources of information to apply for EPPs; (iv) selection of participants to EPPs; (v) implementation of the EPPs; (vi) future applications to EPPs; (vii) information on the interview.

Lastly, the sixth section uses propensity score matching to measure the impact of EPPs on employment. A detailed description of the methodology is provided in section 6.2 of the report.

¹ Please refer to Appendix.

² Berat, Bulqizë, Devoll, Dibër, Durrës, Elbasan, Fier, Gjirokastrë, Has, Kavajë, Kolonjë, Korçë, Kukës, Krujë, Lac, Lezhë, Lushnjë, Librazhd, Mallakastër, Malësi e Madhe, Mat, Mirditë, Përmet, Pogradec, Pukë, Sarandë, Skrapar, Shkodër, Vlorë, Tepelenë, Tiranë, Tropojë.

³ The questionnaire was approved by the working group members, and a good cooperation with NES was established in order to get the information on the beneficiaries and their contacts.

II. Employment Promotion Programs in Albania: trends and dynamics

2.1. An overview of existing programs

Active labour market policies started in the west and have been adopted by transition economies as a way of fighting unemployment (Kluve and Lehmann, 2008)⁴. Public employment services facilitate matching unemployed workers to vacant jobs. However, this process is not always efficiently done since lack of information flow causes information asymmetries, and firms are often unaware of unemployed workers, as unemployed workers are unaware of vacant jobs. As a way of decreasing skill mismatch and better prepare the unemployed for the job market, measures are taken to train the unemployed that do not have the needed skills. There could also be re-training and upgrading of existing skills of the unemployed. On the one hand, employment incentives are given in the form of wage or job subsidies, and start-up incentives for the unemployed. The purpose of such programs is to increase labour demand. On the other hand, the long-term aims of such programs are to build human capital in order to enter regular non-subsidized employment. Among others, one of the positive sides of subsidized employment is that it allows firms to assess the worker's productivity during the subsidized period. This in turn increases the efficiency of the hiring process in the labour market. According to Kluve and Lehmann (2008), direct job creation and employment by governmental agencies are considered as employment of last resort. In order to avoid crowding out of jobs in the private sector, such jobs are based on very low skill labor force and are not conducive to building or re-building human capital. Often these types of employees are stigmatized and not hired into regular jobs. They can also be trapped into endless cycles of public works and community works programmes, or short-term jobs with little chance of ever moving into regular employment.

A specific aspect of transitional economies is that job creation rates are small due to the lack of physical capital and limited entrepreneurial abilities. The average unemployed in transition economies are very different from the average unemployed in member countries of the Organization for Economic Cooperation and Development (OECD). Therefore application of active labor market policies in transition economies should be done with caution and analyzed under the specific country's context. Developing active labour market policies for marginalized groups in transition economies can be challenging. The increase in human capital of the marginalized groups is often not enough to compete with the rest of the unemployed population. Therefore, potential difficulties need to be taken into consideration in order to avoid misuse of these programmes.

The main rationale of employment promotion programmes,— be that in Albania or elsewhere in the world— is to reduce unemployment and informality, increase worker employability, and move them into regular non-subsidized employment in the long-term. In return, the country's economy is should increase its productivity and income growth. More specifically, **the rationale for the creation of the employment promotion programs in Albania** since their start in 1999, has foreseen **the creation of new jobs to decrease unemployment, including youth unemployment and other vulnerable groups. It has also aimed at providing vocational training to decrease skills gaps of the unemployed and assist employers with a better selection of the workforce. Furthermore, the programmes intend to reduce informality, and reduce economic costs by including people benefiting from other social support schemes into the programmes.**

The restructuring of the labor market in Albania after the fall of communism, called for measures in employment policies. The country no longer operated under the scheme of

⁴ Kluve, J., Lehmann, H., Schmidt C.M. (2008). "Disentangling treatment effects of active labor market policies: The role of labor force status sequences." *Labour Economics*.

guaranteed full employment, and the closing of industries and price liberalization brought about new and challenging dynamics in the labour market. As a response to these changes in the labour market and the increase in unemployment, for the first time Law No.7995, dated 20.09.1995 “On the encouragement of employment” introduced active employment policies creating the basis of a series of programmes. The law was amended with Law No. 8444(21.01.1999), which was later amended with Law No. 8862(07.03.2002), and then again amended with Law No. 9570(03.07.2006).

The implementation of public employment services in the labour market is done by the National Employment Service (NES) established by the Council of Ministers (CoM) Decision “On the approval of the status of the National Employment Service” No. 42(17.01.1998), amended with CoM Decision No. 263(25.05.2000), amended with CoM Decision No. 17(10.01.2003), and Order No. 247(18.10.2006) “On the approval of the structure and organogram of the National Employment Service”. The National Employment Service is an autonomous public service that aims at providing services and financially support job-searching efforts, efficiently implementing and administering state programs and projects provisioned by law, and developing the labor force through skill investment, self-employment initiatives, flexibility, labor mobility, and competitive skills. NES extends its services to all districts of Albania through 36 employment offices, of which 24 are local offices and 12 operate at the district level. NES services are delivered through regional and local employment offices, labour clubs, vocational training centres, business clubs and other structures.

The active labor market measures that are being undertaken in Albania comply with the legal framework endorsed and in power. They are based on Law No. 7995(20.9.1995) “Promotion of employment” amended by Law No. 8444(21.1.1999), amended by Law No. 8862(7.3.2002), and finally amended by Law No. 9570 (3.7.2006). NES beneficiaries are classified according to two main programs: employment promotion programs and mediation programs. It should be noted that the majority of unemployed jobseekers are enrolled in mediation programs, with only a small portion of beneficiaries participating in employment promotion programs.

Although there are six employment promotion programs, **all of them revolve around subsidized employment, and training—be that on the job training, vocational training, or internships.** The same mechanisms are used to target four major groups. **This scheme does not take into account the diversity of needs within and across these groups based on demographical and other factors.** For example, incentives provided through the programs do not differ within or across groups even though trafficked women are very different from single mothers, who are very different from older women, who are very different from disabled women. Similarly, Roma women have different labour market challenges from the other women as well as other groups. Overall, **there is a lack of personalization and incentive provision, which may target each group individually.** Consequently, if incentives and schemes are the same within and across groups, employers will most likely hire unemployed jobseekers that do not belong to any special groups. **It is crucial to differentiate programs according to the specific target group rather than placing all vulnerable groups into one general category.** Successful models from the United Kingdom and Australia suggest that same programme may be used as a starting point, but every aspect of the programme should be customized to fit the specific target group.

The **6 main employment promotion programs (EPP’s) currently applied by NES** are based on the following⁵:

- Programme of encouraging employment of unemployed job seekers in difficulty⁶ approved by CoM Decision No. 48 (16.01.2008), amended by CoM Decision No. 923 (10.11.2010). This program provides financial support to employers who assure temporary employment of unemployed jobseekers in difficulty. Unemployed jobseekers

⁵ Full information of the programmes is given in Table A1 in the Appendix.

⁶ <http://www.kerkojpune.gov.al/programet-e-tregut-te-punes/>

in difficulty include long-term unemployed who receive social assistance, individuals who receive unemployment benefits, those entering the labor market for the first time, individuals between the ages of 18-25, individuals over 45 years who do not have more than secondary education or its equivalent, people with disabilities, Roma people, and return migrants who face economic problems.

- Programme of encouraging employment through on the job training approved by CoM Decision No. 47 (16.01.2008), amended by Decision No. 993 (02.07.2008) and Decision No. 683 (05.10.2011). This program financially supports employers who guarantee the training of beneficiaries and recruit at least 50% of the trainees in the same occupation for an additional period of 6 months.
- Program of encouraging employment of unemployed female jobseekers from special groups approved by CoM Decision No. 632 (18.09.2003) and amended by CoM Decision No. 27 (11.01.2012). The program of employment for women aims to integrate marginalized women such as Roma women, former trafficked women, elderly and women suffering disabilities into the labor market. The women entering this program can be enrolled from 1 to 3 years.
- Program of encouraging employment of unemployed youth entering the labor market for the first time approved by CoM Decision No. 199 (11.1.2012). This program added in 2012, specifically targets young unemployed who were previously included in the unemployed jobseekers. In 2012 it included the age category between 16-25 years, which is now extended to 30 years of age.
- Program of encouraging employment of unemployed job seekers graduated from Albanian and international universities, through internships in state or private institutions and enterprises approved by CoM Decision No. 873 (27.12.2006).
- Program of encouraging employment through the institutional training approved by CoM No. 646 (20.03.2006). The program provides training for beneficiaries from companies that guarantee employment after the training, or that can show through labor market studies and investigation that the training will be useful for the participants.
- Program of encouraging employment of people with disability approved by CoM No. 248 (30.04.2014). The program finances the employment of people with disability as well as on-the-job training for people with disabilities. Whereas before this group stood with other vulnerable groups for EPPs, it now stands on its own.

The changes to the initial law of 1995 have aimed at improving employment mechanisms as well as increasing coverage of various groups of the population that are deemed to be vulnerable. The changes to the law have also affected financing provisions to provide further incentives to employers as well as establishing certain conditions that may make them more prone to retaining the workforce coming through the employment promotion programs. Through the years there has been the introduction of counselling and professional orientation to the employment services, as well as creation of new programs such as the internship for young graduates in 2006. In 2004, for the first time, annual priorities of implementation were first introduced, which gave priority to those programs that ensured long-term employment, employment of vulnerable groups, and involvement of small and medium enterprises.

Furthermore, the government of Albania has amended new changes to the programs on April 2, 2014. These changes are mainly based on the financial scheme, as well as increased visibility of programs and program information, and more up-to-dated application procedures with shorter responsiveness time. In this regards, CoM Decisions Nr. 199, 27, and 48 have received a further expansion of the financial scheme, which is intended to positively affect employer's decision to hire workers from the specific groups qualifying in the employment promotion programs, especially in the face of slower economic growth in Albania. Additionally, they also place particular conditions on employers to **increase sustainability of the program and retention of the workforce**, by increasing the contract period. In this respect, the amendments foresee financing for up to 100% of social security

contributions and health insurance if the contract is not shorter than 1 year. It also provides for four payments of 100% of minimum wage in the fifth, sixth, eleventh and twelfth month of the contract. The rest should be financed by the employer. Employers can include in the program up to 100% of the average actual number of insured people in the last 3 months if the employer has 50 employees, and up to 50% if the employer has over 50 employees. Employers include both physical and juridical persons. CoM Decision No. 47 has been amended to provide up to 70% of tariffs based on training costs for small and medium enterprises, and up to 50% for large enterprises. The program finances the trainee, and unemployed job seeker enrolled in the program.

In order to increase program visibility and the provision of information, all program publications should be in electronic and non-electronic format. Application may also be done electronically or in paper and the decision on the acceptance of the program should be taken within 10 working days. Furthermore, to also increase transparency, as well as the commitment of employers, CoM Decision No. 873 has been amended to have the employment office announce the allocation of funds and qualification criteria annually through the Public Announcement Bulletin. Employers are also asked to provide a review of the job performance of participants to the employment office.

Lastly, CoM Decision Nr. 199 has increased its target group by changing the definition of youth to 16 to 30 years of age instead of 16 to 25 years, and CoM Decision Nr. 873 has been amended to remove the ration of 1 trainee for 50 employees, giving more flexibility to employers. A timeline of the changes to the existing EPPs is provided in Table 2.

Table 2: Timeline of changes to EPPs

2006	<ul style="list-style-type: none"> CoM 873 initiated: EPP for unemployed job seekers graduated from Albanian and international universities through internships in state or private institutions and enterprises. CoM No. 646 initiated: EPP through institutional training.
2008	<ul style="list-style-type: none"> CoM No. 48 initiated: EPP for unemployed jobseekers. CoM No. 47 initiated: EPP on the job training
2010	<ul style="list-style-type: none"> CoM No. 48: Amended to jobseekers in difficulty narrowing eligibility to most vulnerable registered jobseekers. Expanded focus of employment provision to 1 year for 100% of social security and health insurance, and 4 months of funding covering 100% of minimum wage.
2012	<ul style="list-style-type: none"> CoM No. 199 initiated: EPP for unemployed youth entering the labor market for the first time. CoM No. 27: EPP for unemployed female jobseekers from special groups. <ul style="list-style-type: none"> CoM No. 27 is the amendment to CoM No. 632 of 2003. Increased categories of vulnerable women. Includes marginalized women groups such as Roma women, older women, trafficked women, women with disabilities etc. Program prolonged to 5 years from 1-3 years. Expanded financial scheme.
2014	<ul style="list-style-type: none"> CoM No.199; CoM No. 27; CoM No. 48 amended: <ul style="list-style-type: none"> Expanded financial scheme. Increased contract period. Electronic and non-electronic posting of programs. Electronic and/or paper applications. Decision on application taken within 10 working days. CoM No. 199: increased target group to youth 16-30 years from youth 16-25 years. CoM No. 873: removal of quota 1 trainee for 50 employers. CoM No. 248 introduced.

2.2. A challenging labour market: persistent gaps for women and youth

Despite the availability of employment promotion programs and their purpose of reducing unemployment and increasing employment, the unemployment rate has increased after 2009, to reach the highest level of 16.1% in 2013 in the period 2007-2013 (Table 3). Consequently, 2013 also has the lowest employment rate of 50.2% and labour force participation rates of 59.9% during this same period. The participation of men and women in the labour market should as closely match the general ratio of each working age population in order to show no disadvantage of any particular group. This is clearly not the case in Albania. Compared to men, women have consistently lower labour force participation rates, and employment rates. This indicates a clear disadvantage of women in the labour market in terms of employment and labour force participation, which may negatively affect their economic independence as well as maintain them in their traditional roles of care givers within the household. This is consistent with women's higher rates of economic inactivity mainly due to household responsibilities. The longer women stay away from the labor market the more difficult it becomes for them to join since absence from the labor market is associated with a loss in human capital. Although there are years when women have higher unemployment rates than men, those numbers should be viewed with caution since they capture women's higher inactivity rates and large involvement in non-paid agricultural labor. Also, given women's large involvement in unpaid family farm activities, their paid employment levels are much lower than the official statistics. In fact, women's high rates in unpaid family farm labour reflect women's underemployment levels. The persistently less favourable labour market indicators for women also lead to a critical evaluation of the employment promotion programs.

As is the case for various countries, youth unemployment also has the highest levels compared to the rest of the population. Youth (15 - 29 years) unemployment levels have also reached their peak of 26.7% in 2013 during the period 2007-2013. Employment rates and labour force participation rates are also consistently lower compared to the rest of the population. The youth employment rate in 2013 is much lower compared to the rest of the population. It only reaches 28.5% in 2013 decreasing from 35.7% in 2012. Labour force participation of youth is also much lower than the rest of the population, only 38.9% in 2013. Within youth, females are at a more vulnerable position. They only have 30.1% labor force participation rate and 23.2% employment rate in 2013 compared to 47.9% and 34% for young men respectively. It is evident from labor market statistics that the overall labor market conditions have worsened in the later years in the face of the financial crisis. **The issue of unemployment is quite persistent in Albania and especially for more vulnerable groups such as women and youth. This makes the effectiveness of employment promotion programs regarding youth questionable.**

Table 3: Labour market indicators 2007-2013

Labour force participation							
	2007	2008	2009	2010	2011	2012	2013
Total	65.4	62.1	62.1	62.3	68.5	65.5	59.9
Male	74.7	72.4	73.5	72.3	76.4	74.3	70.2
Female	56.2	52.9	51.8	52.9	60.8	56.6	50.4
Youth	50.1	41.6	45.6	44.3	54.8	47.6	38.9
Male	57.1	48.2	52.5	51.6	62.2	55.6	47.9
Female	43.2	35.6	39.8	37.4	47.0	39.1	30.1
Employment rate							
Total	56.6	53.9	53.5	53.5	58.7	56.3	50.2

Male	64.0	63.3	64.5	63.1	65.7	63.2	57.5
Female	49.3	45.6	43.6	44.5	51.8	49.5	43.6
Youth	40.2	31.3	35.6	34.3	42.8	35.7	28.5
Male	44.1	35.9	41.1	39.3	48.0	40.4	34.0
Female	36.4	27.2	31.0	29.6	37.3	30.7	23.2
Unemployment rate							
Total	13.5	13.2	13.8	14.2	14.3	13.9	16.1
Male	14.4	12.7	12.2	12.8	14.0	15.0	18.1
Female	12.2	13.9	15.9	15.9	14.7	12.5	13.5
Youth	19.8	24.7	21.9	22.5	21.9	25.0	26.7
Male	22.8	25.5	21.6	23.8	22.8	27.4	29.0
Female	15.8	23.8	22.2	20.7	20.6	21.4	23.1

Source: LFS 2007-2013, INSTAT.

Note: Total includes ages 15-64; Youth includes ages 15-29.

Therefore even in the face of availability of employment programs, it is apparent that youth and women are still lagging behind compared to the rest of the population. This indicates that there is a need for better targeting of the programmes and also the need to strongly consider offering the programmes based on supply driven needs, rather than employer (demand) needs. If the EPP is designed for these vulnerable groups then only employers willing to hire from the groups would be eligible for the EPP.

2.3. Employment programmes: a critical review

As mentioned previously, there has been a continuous need to update or increase the inclusion of various groups of the population into the employment promotion programmes. Therefore the scope and coverage of the programmes as well as their schemes have changed throughout the years.

Vocational training provided as part of employment promotion programs is supposed to match market needs, and provide employers with a labour force who has the required skills. To date, vocational education is quite limited in the curricula that it provides and does not necessarily match skills required in the labor market. Offered curricula are also similar across regions, which may or may not fit the region's particular needs especially taking into account that economic activity differs in different regions. **A particular division of vocational training subjects according to traditional gender role is also apparent and it reinforces occupational segregation of females, especially considering courses such as seamstress.** The existing skills-need survey⁷ provides very valuable information on the skills required in the market, but it needs to be done systematically, with improved methodologies, and used for impacting the programmes offered by the vocational education and training system in order to tackle the lack of profiles for the skills which are most needed. Vocational education is quite expensive and it is even more so to remain abreast of changing requirements especially when the Albanian economy is still quite volatile and sector development is not always clear. As a result, the centers' overall capacity as well as laboratories is of concern given limited resources and outdated tools. The recently launched National Strategy for Employment and Skills 2014-2020 and its Action Plan envisages, a set of comprehensive policy objectives and respective measures in which a clear improving pathway for employment and skills development sector is foreseen.

Vocational training is a necessary, but not sufficient solution and it needs to be provided

⁷ Rama and Matja (2012). "Sector Skills Needs Analysis in Albania."

in conjunction with improved basic education. This is especially important for vulnerable groups such as the Roma, where illiteracy rates are very high. Consequently, they are *de facto* excluded from various vocational training courses if they are unable to write and read. Key-competences and basic literacy are a common need in these groups as a pre-condition for increasing their opportunities to secure a place in such a competitive labour market. **Although vocational training is of a major importance in terms of skills formation and update, it cannot make up for basic education, and it may not be successful if it stands alone.**

There is no job seeker profiling taking place at employment offices. The term is rather used to mean matching jobseekers to vacancies by looking at the profile of skills and experience of the jobseekers versus what is required for the job vacancy. **Profiling is necessary and should be conducted systematically, especially given the diversity within and across groups, which should improve fit of the program.** The employment staff in the NES offices and the jobseeker needs to work closely together to determine a realistic objective for the applicant's employment. They also need to determine prior obstacles and correct previous unsuccessful efforts in order to achieve the set objectives and facilitate the jobseekers transition to employment. The applicant needs to be assessed according to their specific personal characteristics, skills, prior work experience, and the existing conditions in the labour market. This service is offered on a basis of applicant's needs. The process continues for as long as required in order to reach the agreed upon objectives. **The profiling needs to be assessed on a regular basis, it should be adjusted if changes have occurred in the labor market, or to the applicant, and it should be modified as required.** The role of labour offices in advising and profiling is crucial and accurate records need to be kept on the period of time that the applicant is searching for a job, steps followed, advice given, what has worked, what needs to be improved. **After the profiling, integrated programs, which combine training, professional orientation, information on the labour market, assistance in job-searching and subsidized employment are deemed to have a higher probability of success.** This also calls for supply side driven programs, oriented towards the jobseekers, in which employment specialists assist the jobseekers to construct an appropriate Individual Employment Plan.

Another unbalanced main feature of the existing programmes is activating the jobseekers through the programs chosen by employers. This is only one side of the market concerning labour supply, but it leaves out the choice of provision by labour demand. Jobseekers are providing the labour supply to address the labour demand. Consequently, **unemployed jobseekers should have a more active role as providers of labor demand therefore incentives should be provided to both sides in the choice of programs, as well as have a better fit of the program not only to the employers, but also to the unemployed jobseekers.**

Although socially and economically developed countries have in place employment promotion programs especially designed for the disabled, this is not the case for Albania. People with disabilities are grouped together along with other vulnerable groups and no special provisions are foreseen for them. Depending on the nature of disability, disabled people need not only special provisions, but also aiding infrastructure. The employment promotion programs are oblivious to these matters putting everyone on the same platform and leaving it up to the employers to decide on the composition of the choice of unemployed job-seekers. Consequently, **vulnerable groups and especially people with disabilities stand a much lower chance of being chosen.**

Lastly, the **focus should be mainly on action** rather than a continuation of producing studies. There are no doubts that studies in the field are of outmost importance, but they will not be as effective if no concrete action is taken. There has been an abundance of studies done in regards to employment promotion programs and there now needs to be a synthesis of these studies and lessons learned from them in order to move to the next step of further and improved action. The table below provides a summary of main gaps in the existing EPP's (Table 4).

Table 4: Main Gaps in existing EPPs

<p>Narrow focus of EPP’s revolving around subsidized employment and training.</p> <p>Lack of recognition of diversity within and across groups, not taking into account that different groups are composed of different demographics and needs.</p> <p>Lack of personalization and incentive provision, which does not target each group individually.</p> <p>Vocational training curricula reinforce traditional gender roles and occupational segregation of females, especially considering courses such as seamstress.</p> <p>Lack of profiling, which should be conducted systematically especially given the diversity within and across groups, which should improve fit of the program.</p> <p>Focus of programmes on labor demand. Jobseekers are activated through the programs chosen by employers.</p> <p>Vulnerable groups and especially people with disabilities stand a much lower chance of being chosen by employers in the EPP’s.</p>
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2.4. International good practices on Active Labour Market Programmes

The experience of active labour market schemes is mixed and it depends on the specific demographics of the labour force and country’s characteristics, including economic position of the country and its public and private institutions. There are no “*one size fits all*” policies, which calls for a mixture of programs depending on the country and the characteristics and needs of target groups. Therefore, it is not easy to find the right program since there are always pros and cons to each program. However, it is possible to underline some of the potentialities and fragilities of each programme as per their past implementing experiences in different countries.

The labour market expenditures as percentage of GDP in Albania have varied from approximately 0.15% in 2008 to 0.11% in 2013. These values are much lower compared to EU-27 average of 1.9% in 2011⁸ (Tables A2 and A3 in the annex give the full data for Albania and EU countries). They are also lower than the lowest percentages in EU which are held by Romania 0.3%, followed by Malta 0.5%, Czech Republic, Bulgaria, Lithuania, and United Kingdom all with 0.6%. Belgium and Denmark have the highest percentage of labor market expenditures as percentage of GDP of 3.7%. In addition to quite limited resources devoted to labour market programmes in Albania, the ration of NES staff per registered unemployed jobseeker is also low. This ratio has stayed constant from 2008-2013 at 0.25%. This shows a need for more financial resources as well as staff.

Overall, evaluation of **vocational training** in other countries such as Hungary, Bosnia and Herzegovina, Bulgaria, Romania and Poland has shown a positive impact in the labour market for youth employment⁹. However, **training needs to be narrowly targeted and small scale in order to address particular needs of both job seekers and employers**. Otherwise, if training is broadly targeted and large scale it has little impact in providing

⁸ Source: Eurostat, 2011 data.

⁹ Kuddo. A. (2009). “Employment Services and Active Labor market Programs in eastern European and Central and Asian Countries.” <http://siteresources.worldbank.org/SOCIALPROTECTION/Resources/SPDiscussion-papers/Labor-Market-DP/0918.pdf>

employment. In the case of failing educational systems, training for youth has shown little impact. Training should be used as a complement to the general and basic education rather than a substitute. It cannot make up for lack of basic education or poor quality general education. Although, overall, **training appears to be a good fit for youth, especially when it is well combined with general education**, retraining has shown little efficacy for older workers, or workers with little formal education or vocational skills. The most effective measures have resulted in **combined training approaches that combine classroom with the workplace as well as provision of other services**. In this regards, **on-the-job training has been particularly successful with higher placement rates**.

Wage and tax subsidies as a measure to promote employment and job creation are put into place as an incentive to employers to reduce labour costs and thus increase employment. Although the program may have some **temporary impact on short-term unemployed and it may reduce informality**, it has proven difficult in creating cost-effective jobs due to subsidized wages, or taxes. As any **programs related to subsidies and taxes it may create dead-weight loss¹⁰ in the market and therefore cause efficiency losses and shrink the market**. Ultimately, the program may become expensive and counterproductive, especially if conditions of the scheme do not function properly and the worker is not retained after the end of the program. If not administered properly, this mechanism may be used by employers as a cheap way to finance their projects discarding the labor force once they are done.

Entrepreneurship and self-employment programs that promote generation of employment by the unemployed job-seekers themselves and may turn them into future employers has **in general realized successful results for a small portion of unemployed. It has best been applied to the higher skilled portion of the unemployed and has been less effective for vulnerable groups such as women, or other low skill groups**. Nonetheless this is dependent on a country's context and group characteristics, for example in Bulgaria it has attracted young females. Although female participation in entrepreneurship initiatives is limited compared to men, females are deemed to be more responsible in terms of loan payment and the level of risk-taken, thus often resulting in successful business initiatives especially those concerned with social business.

As a way of promoting self-employment, FYROM has applied a self-employment program that has aimed at training unemployed jobseekers about entrepreneurship efforts, developing sustainable business plans, providing assistance with business registration, providing financial support for starting a business, and financial support for existing businesses of registered unemployed with experience within the respective business activity.

The programme offers 30 hours of training for those who are in the process of formalizing their existing business in order to enhance their entrepreneurial and managerial skills. In addition, participants of this group also receive a monetary voucher in order to develop their business plan and assistance in registering their business, as well as additional financial support purchasing equipment and/or materials.

Furthermore, there exists an additional opportunity for grants to support self-employment of the business founder and at least one more person. This opportunity is applicable for those who present a sustainable business plan and who can prove through economic indicators the need and sustainability of employment for two people in order to achieve the successful operation of their business. The business owner should keep the additional employed worker for a minimum of 12 months. The number of businesses, which are supported by a basic self-employment grant in addition to financial support for additional employment, should not exceed 50 within a year.

¹⁰ the fall in total surplus that results from a market distortion, such as a tax.

Montenegro has opted for a credit line implementation since 1999¹¹. This program applies to both registered unemployed and companies that hire registered unemployed. Consequently, the program provides incentives to both ends; the unemployed and the employers, thus is more inclusive of both labor supply and labor demand. It helps businesses expand by providing liquidity and it also helps unemployed job seekers engage in initiatives that may create employment for themselves and others in the future. Compared to wage subsidies employment, this program does not create dead weight loss and distortion in the market. Thus if the credit scheme mechanisms are well put into place it may result as a successful initiative. There are however certain risks as well since not all businesses survive and even those that do may not generate a profit for several years. This suggest that employment specialists could take a role in ensuring that jobseekers opting for self-employment are well informed on the realities of starting their own business. This initiative would normally be more successful when coupled with mentoring, access to low cost loans, etc.

Micro financing has also been used to establish and strengthen micro-small enterprises through the provision of various services that can promote sustainable job creation. Bulgaria has used financial leasing as a micro finance mechanism to purchase manufacturing and agricultural machinery as well as equipment for the service sector in order to increase business activities and generate employment. This has **positively affected job creation**.

Particular evaluation programs show that evaluation of four Romanian active labor market policies such as: job brokerage, self-employment assistance, training and retraining, and public employment showed that program efficiency differed across demographic groups (Rodriguez-Planas and Benus, 2006)¹². **Job brokerage** yielded better outcomes for **younger workers, short-term unemployed and workers in the rural areas**. Self-employment assistance also was particularly beneficial to younger workers. Evaluation of the program “Beautiful Serbia” administered in 2004-2005, showed that the program did not lead to better outcomes for participants, but it did lead to improved self-assessment regarding broader social contacts, better health status, and better personal qualifications and skills, which might later on lead to finding a job (Bonin and Rinne, 2006)¹³. The program comprises vocational training and or temporary employment in construction. The targeted groups were unemployed and long-term unemployed recruited for vocational training, followed by temporary employment in construction. In the case of Slovakia, the evaluation of the potential lock-in effect of subsidized jobs showed that workers in subsidized jobs for extended periods of time decreased their search efforts for regular employment, thus get locked in unemployment (Van Ours, 2004)¹⁴. Another program evaluation in Poland analyzed training programs and wage subsidy schemes (Kluve, Lehmann, and Schmidt, 2008)¹⁵. The evaluation found positive effects on training schemes on individual employment probabilities, while “intervention works” resulted in decreased employment rates than would have prevailed if unemployed participants would have not participated in this program. Kluve, Lehmann, and Schmidt (2008), also argue for careful consideration of active labor market policies for marginalized and marginal groups. The most promising programs according to their findings are job brokerage and training and re-training schemes. Public works on the other hand, are found to nearly always have a negative impact due to stigmatization of employees in these types of jobs. A good compromise would be to look at Public Employment Programmes and Employment Intensive Public Works programmes where the emphasis is on low-tech high

¹¹ Betcherman, G., M. Godfrey, S. Puerto, F. Rother and A. Stavreska. (2007). “A Review of Interventions to Support Young Workers: Findings of the Youth Employment Inventory.” SP Discussion Paper No. 0713. World Bank. Washington DC.

¹² Rodriguez-Planas, N., Benus, J. (2006). “Evaluating active labor market programs in Romania.” IZA Discussion Paper 2464. Rosenbaum, P.R. and D.B.

¹³ Bonin, H., Rinne, U. (2006). “ Beautiful Serbia.” IZA Discussion Paper 2533.

¹⁴ van Ours, J. (2004). “The lock-in effect of subsidized jobs.” *Journal of Comparative Economics* 32: 37-55.

¹⁵ Kluve, Jochen & H. Lehmann, & C. M. Schmidt. (2008). “Disentangling Treatment Effects of Active Labor Market Policies: The Role of Labor Force Status Sequences.” *Labour Economics* 15.6: 1270-1295.

labour intensive activities. In this case, jobs are created at a variety of skill levels, suitable for both men and women, young and old, and the like. The emphasis is on training as part of the programme so that participants acquire marketable skills, which increase their employability and may lead to long-term sustainable employment with other employers after the public works programme is finished. This type of programme is popular for governments as they benefit from infrastructure development at the same time as getting the unemployed back to work.

The experience of Central and Eastern European countries with labour market policies, has shown that it is possible to transform institutions and create efficient policy delivery mechanisms within a short-time span (Boeri, 1997)¹⁶. In terms of transition economies, careful consideration should be given to expanding scope of training and re-training schemes for unemployed adults when there are lack of vacancies and no network of training providers.

Developing flexible and widely marketable skills rather than promoting overly specific human capital is necessary for successful outcomes.

Furthermore, evaluation of **programs for people with disabilities** who unlike other groups of the population have very specific needs and further limitations, requiring not only specially designed programmes, but also supporting infrastructure, shows that results are quite conflicting¹⁷. Utilization and effects of active labor market programs for disabled people are not always fully supported by empirical evidence. In fact, regular provision of data for people with disabilities and in regards to their training and employment measures are not fully functioning even in statistical offices of EU Member States. The problem is expected to be much more elevated in developing countries, where people with disabilities are not provided with any special programmes; rather they have to compete with all other vulnerable groups. The overall results are not satisfying with a few exceptions like Austria and Finland. Austria has applied the "job assistant" program for people with disabilities and provides a tailor made, individual approach to employment. It has resulted in comparatively high employment rates. In Finland, they have created cross-organizational partnerships including employer representatives, which have made the programs more effective than single organization administration.

The Danish have applied a "flex job scheme" for people with disabilities reducing working hours or tasks. However, this has produced various unintended consequences such as stigmatization of the individuals partaking in the programs. These types of jobs are regarded as marginal and have less social rights, meaning they are not included in ordinary unemployment assurance. They have been instead regarded as replacing ordinary employment and thus not very desirable on a societal point of view.

Similar to the Albanian case, Greece offers subsidized employment and vocational training for disabled people as well as start-up programmes. The start-up programmes have resulted in limited success due to low subsidy rates and a lack of training for participants. Subsidized employment has similarly had small to moderate impact and vocational training has been restrictive due to lack of labor demand and higher participation in general courses rather than vocational education. In face of lack of special conditions and infrastructure, vocational training is more restrictive than general education thus it is harder for disabled people to follow. If vocational training is not matched by labor demand for the provided skills, it becomes even less attractive as an option.

The following tables provides a summary of country experiences with active labor market programmes and comparisons of active labor market programmes in other countries and Albania highlighting what works or could work in Albania and what doesn't or cannot work in Albania (Tables 5 and 6).

¹⁶ Boeri, Tito. (1997). "Learning from Transition Economies: Assessing Labor Market Policies across Central and Eastern Europe." *Journal of Comparative Economics* 25.3: 366-384.

¹⁷ "Active Labor Market Programmes for People with Disabilities: Facts and Figures on use and Impact." (2002). EIM Business and Policy Research.

Table 5: Country experience of ALMPs

Program	Country	Program features	Outcomes
Entrepreneurship and self-employment program	FYROM	<p>Training on: entrepreneurship efforts; business plans.</p> <p>Financial support for existing businesses of registered unemployed jobseekers with previous experience.</p> <p>Monetary voucher for business plan, business registration, purchasing of equipment and/or materials.</p> <p>Additional grant opportunity to promote self-employment of owner and at least one more person.</p>	Overall positive impact. Usually this program is more appropriate for higher skill groups.
Credit line	Montenegro	Directed at unemployed jobseekers and companies that hire registered unemployed jobseekers.	Helps businesses expand by providing liquidity and job-seekers engage in initiatives that create employment.
Micro-financing	Bulgaria	Financial leasing to strengthen micro-small enterprises. Purchase of manufacturing and agricultural machinery, equipment for service sector.	Positively affected job creation.
Vocational training and/or temporary employment in construction	Serbia	Vocational training for unemployed jobseekers and long-term unemployed jobseekers.	Did not lead to better outcomes for participants. Led to improved self-assessment regarding broader social contacts, better health status, and better personal qualifications and skills.
“Job assistant programme” for people with disabilities	Austria	Taylor made and individual approaches to employment.	Comparatively high employment rates.
Cross organization partnerships for people with disabilities	Finland	Larger inclusion including employer representatives.	More effective than single organization administration.
“Flex jobs” for people with disabilities	Denmark	Reduced working hours or tasks.	Unintended consequences such as stigmatization. Jobs regarded as marginal, and have less social rights such as ordinary unemployment assurance. Regarded as replacing ordinary employment.
Subsidized employment, vocational training and start-up programs for disabled	Greece	Same features as mainstream programs	Limited success of start-ups due to low subsidy rate and lack of training of participants. Small to moderate impact of subsidized employment. Restrictive vocational training due to lack of labor demand and higher participation in general courses rather than vocational education.

Table 6¹⁸: Employment promotion program comparisons

ALMP in other countries	ALMP in Albania	Pros for Albania	Cons for Albania
Vocational training		<ul style="list-style-type: none"> • Skill provision • Beneficial for youth with basic education • Already exists as part of the VET provision (needs improved combination with other EPPs and more adequate provision according to the needs of the labour market) 	<ul style="list-style-type: none"> • Cannot replace basic education • Necessary but not sufficient condition for employment • Gender stereotypical curricula • Curricula doesn't match market skill needs • Out-dated courses
On-the-job training	x	<ul style="list-style-type: none"> • Higher retention rates • Specific and needed skills by the industry 	<ul style="list-style-type: none"> • Relatively small incentives to businesses • No particular incentives for vulnerable groups
Subsidized employment	x	<ul style="list-style-type: none"> • Provides incentives to businesses to hire unemployed job seekers • Can reduce informality 	<ul style="list-style-type: none"> • Expensive scheme • Dead weight loss • No particular incentives for vulnerable groups • Relatively small incentives to businesses
Entrepreneurship and self-employment		<ul style="list-style-type: none"> • Promotes initiatives • Can turn jobseekers into potential future employers. More suitable for higher skilled jobseekers • Successful examples from neighbour countries 	<ul style="list-style-type: none"> • Only offered as a credit scheme by the banking system without differentiating for unemployed job-seekers • Unattainable due to high interest rates • Unattainable due to lack of capital for unemployed job seekers • More unattainable for women due to higher lack of capital
Microfinance		<ul style="list-style-type: none"> • Promotes initiatives • Can turn jobseekers into potential future employers • Promotes small businesses • Promotes social businesses 	<ul style="list-style-type: none"> • Reliance on private sector • High interest rates • Lack of capital • Lack targeting of vulnerable groups
Start-up for disabled		<ul style="list-style-type: none"> • Promotes initiative • Takes into account needs of disabled 	<ul style="list-style-type: none"> • Disabled under same programs as other vulnerable groups • Requires higher skills • Difficult in lack of infrastructure • Overlapping with other financial benefits from social aid
Flex job scheme for disable		<ul style="list-style-type: none"> • Takes into account needs of disabled • Provides high flexibility 	<ul style="list-style-type: none"> • Social stigma • Lack of infrastructure • Lack of social security schemes • Overlapping with other financial benefits from social aid
Job assistant for disabled		<ul style="list-style-type: none"> • Takes into account needs of disabled • Provides individual and tailored help • Aids with physical limitations of the disabled 	<ul style="list-style-type: none"> • Lack of infrastructure • Lack of incentives • Overlapping with other financial benefits from social aid
Advisor pilot project		<ul style="list-style-type: none"> • Personal and career orientation • Tailored programs • Takes into account needs of disabled 	<ul style="list-style-type: none"> • Can be achieved through profiling • Lack of capacities

Note: x denotes existence of program in Albania.

¹⁸ Vocational training is provided in Albania not as an EPP, but as a VET offer. It is provided by the VT centres under the supervision of NES.

2.5. Past evaluations of EPPs in Albania: methodological review

In the **case of Albania**, past active labor market program evaluations have shown an overall positive impact of employment promotion programs on employment and increases in income¹⁹. **On-the-job training appears to be the most successful program with the highest rates of increase in employment showing that enterprises appreciate the skills they deliver themselves and that are acquired by the work force.** On the other hand, participants gain particular skills within a profession, which is quite relevant since prior to program participation they have not belonged to any professions.

Employment subsidy programs do not appear as successful even though they too positively affect employment. Results from the 2010-2011 evaluation show that more than half of the participants did not maintain the job for one year. Similar to other countries, subsidized employment is costly and it has the highest costs compared to the other two programs there were under evaluation, whereas it provides the smallest benefits.

Employment promotion programme through **internships** of recent graduates has the lowest costs; however its evaluation poses particular problems in regards to lack of control group during the evaluation period 2009-2010 and **the fact that unemployed jobseekers in this group are highly educated therefore they would have higher employment probability regardless of the program.** , It is also debatable whether this group would be considered to be the most- in- need group of jobseekers. This is one of the difficulties when employment promotion programs are employer demand driven.

Even though it appears that on-the-job training is more successful than subsidized employment, as is the case for other countries, we may not claim that the program as it is does not need further improvements. The issue remains **how to better target as well as tailor policies to the needs of the unemployed job seekers and be able to fit them for the different needs of vulnerable groups so that they are not excluded from the programs through lack of particular incentives directed at them and their potential employers.**

Furthermore, results should be viewed with caution since there are particular problems faced with the data. The results are cross-sectional thus making it difficult for comparisons over years. Control groups are quite limited in numbers thus making **the matching technique and reliability of the results quite questionable.** The evaluation of the year 2009 states that evaluation of the on-the-job training program is the only one with high reliability. There was no control group for the internship programme, however matching techniques rely heavily on finding an appropriate control group that should match the treatment group in every aspect with the exception that they do not get treated. The matching is made even more difficult given the small number of individual and household characteristics available from the data over which the individuals should be matched. Consequently matching will be limited. **A number of variables suffer from missing data making the task even more difficult even in the case when the variables exist.** Data is also missing for vulnerable groups thus making it impossible to test for heterogeneity of the impact and excluding these groups from the impact evaluation. This in turn, sets back the purpose of the evaluation, which is unable to measure the impact of vulnerable groups who are in major need of employment opportunities. Therefore, it is very difficult to derive a quantitative answer as to whether or not the programmes are doing what they aim with one of the main aims set to increase employment of vulnerable groups. The absence of data for this group may also indicate in itself that these programmes are not reaching the intended job seeker beneficiaries.

Past evaluations, in line with the above analysis of the drawbacks of the programmes, have also **recommended a better targeting and inclusion of vulnerable groups in addition**

¹⁹ Elezi, P. (2012). “Assessment of Active Labour Market Programs based on CMDs No. 47/48 and 873.”

Huibregtse, A. (2010). “Evaluation of the Labor Market Programs (ALMP) based on the D.C.M No. 47/48 and 873.”

to the identification of vulnerable groups from the data. In this respect, there should be a **unification of the system of data collection** in order to allow for a better evaluation that can provide more specific recommendations on how the programs may be improved. There are also no follow-up data, which measure the sustainability of the program and the retention of jobs and this should be considered a serious gap.

Furthermore, **promotion of entrepreneurship is recommended especially for university graduates**. This program would be most favorable for them given their higher qualifications and skills. Lastly, there is also a **need to match labour demand with specific professions which also match the interest of the unemployed who can gain or develop required skills through training**. A combination of classroom training and workplace training is deemed as favorable, which is in line with other countries' experience.

Past assessments of **vulnerable groups such as Roma, women, and young women have also shown that the inclusion of vulnerable groups is quite limited and the programmes themselves do not have built-in mechanisms to target and treat vulnerable groups**. Gender mechanisms are also lacking in the programme thus there are no special provisions for women, Roma women, or young women who face different constraints in employment, skills, education, as well as accessibility to the program. These groups are treated as any other group and often times they are not even identified within the program. Recommendations have often called for **increased efforts into profiling, needs assessment of vulnerable groups, gender lens, provision of specific incentives targeting particular groups, increased data collection and availability, and follow-ups**. Many of the recommendations do not appear to have been implemented, but rather remain inactive and often repeated in subsequent reports. The table below (Table 7) summarizes some lessons learnt from past evaluations.

Table 7: Lessons learnt from past evaluations

On-the-job training appears to be the most successful program with the highest rates of increase in employment showing that enterprises appreciate the skills they deliver themselves and that are acquired by the work force.

Employment subsidy programs do not appear as successful even though they too positively affect employment.

Better targeting and the need for tailored programmes and policies to the needs of the unemployed job seekers remain an issue. Programmes should be able to fit them to the different needs of vulnerable groups so that they are not excluded through lack of particular incentives directed at them and their potential employers.

Control groups are quite limited in numbers, thus making the matching technique and reliability of the results quite questionable.

A number of variables suffer from missing data making the task even more difficult even in the case when the variables exist. Data is also missing for vulnerable groups thus making it impossible to test for heterogeneity of the impact and excluding these groups from the impact evaluation. The absence of data for this group may also indicate in itself that these programmes are not reaching the intended job seeker beneficiaries.

Past assessments of vulnerable groups such as Roma, women, and young women have also shown that an inclusion of vulnerable groups is quite limited and the program themselves are not built in with the mechanisms to target and treat vulnerable groups.

Repeated recommendations, fewer action plans.

The following table (Table 8) presents some of the main recommendations from the analysis of the trends in EPPs in Albania. These recommendations include programme focus and targeting, service provision, profiling, data unification, entrepreneurship initiatives, etc.

Table 8: Main recommendations from trends in EPPs in Albania

Programmes should be differentiated according to the specific target group instead of including vulnerable groups into one big category.

Programmes should better target as well as tailor policies to the needs of the unemployed job seekers and be able to fit them for the different needs of vulnerable groups so that they are not excluded from the programs through lack of particular incentives directed at them and their potential employers.

Vocational training should not substitute basic education. Vocational training is of major importance in terms of skills formation and update, however it cannot make up for basic education, and it may not be successful if it stands alone. Key-competences and basic literacy are a common need especially for vulnerable groups as a basic condition for increasing their opportunities to get a place in a competitive labour market.

Training needs to be narrowly targeted and small scale in order to address particular needs of both job seekers and employers. **Training programmes should include workplace learning/experience** as part of the curricula. It is important to include the need for training programmes to be targeted to fill skills gaps and to be as closely linked to the world of work as possible. This puts a strong emphasis on the need for timely and robust labour market information as well as good consultations with social partners, workers and employers.

Developing flexible and widely marketable skills rather than promoting overly specific human capital is necessary for successful outcomes.

Profiling is necessary and should be conducted systematically especially given the diversity within and across groups, which should improve fit of the program. Profiling needs to be assessed on a regular basis, it should be adjusted if changes have occurred in the labour market, or to the applicant, and it should be modified as required.

Integrated programs should take place, which combine training, professional orientation, information on the labour market, assistance in job-searching and subsidized employment. They are deemed to have a higher probability of success after profiling.

Provision of supply side driven programs, oriented towards the jobseekers, in which employment specialists assist the jobseekers to construct an appropriate Individual Employment Plan. Consequently, unemployed jobseekers should have a more active role as providers of labor demand therefore **incentives should be provided to both sides in the choice of programs**, as well as have a better fit of the program not only to the employers, but also to the unemployed jobseekers.

There should be **a unification of the system of data collection** in order to allow for a better evaluation that can provide more specific recommendations on how the programs may be improved.

Promotion of entrepreneurship is recommended especially for university graduates.

This program would be most favourable for them given their higher qualifications and skills.

Programmes should apply declining subsidies over time, i.e. 75% for first few months, then 50% for next few, 25% for the following few months, up until the employer receives no subsidy, but is used to paying for the employee. This is consistent with the degree that the employee's productivity is expected to improve over time, and this scheme has provided better results.

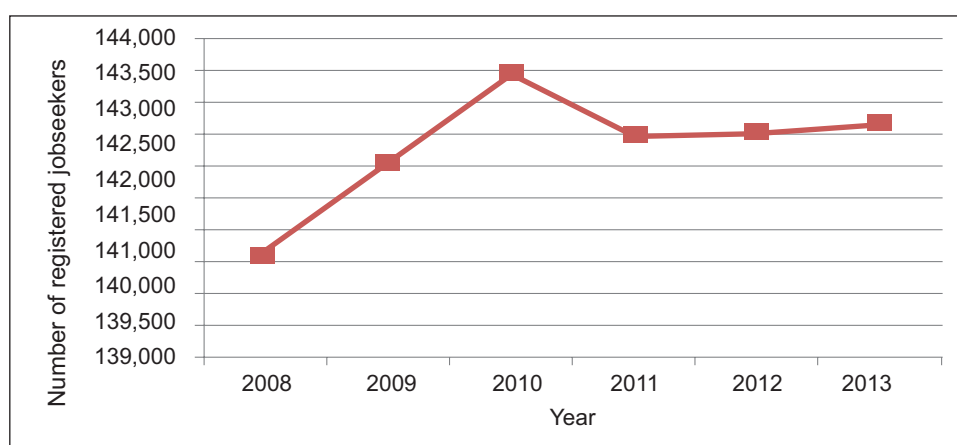
Focus should be mainly on action rather than a continuation of producing studies.

III. Registered jobseekers in Albania: evolution trends (2008-2014)

3.1. Who are the registered jobseekers in Albania?

The number of registered unemployed jobseekers²⁰ has stayed relatively stable over time. The largest number of unemployed jobseekers has been recorded in 2010 reaching 143,487. This may coincide in part with the onset of the global financial crisis, whose impact in Albania started to be felt later than other country's economies. The number of unemployed jobseekers fell by about 1,000 people in 2011 and has maintained almost the same levels until 2013, where the number of registered unemployed jobseekers is of 142,648 people (Figure 1).

Figure 1. Registered unemployed jobseekers, 2008-2013



Although national statistics show that youth has the highest levels of unemployment, while females have the lowest levels of labour force participation and employment, youth and females do not constitute the majority of registered unemployed job seekers, showing though that these groups are immediately in a disadvantaged position in what regards their participation in the EPPs (Figures 2 and 3). Statistics show that youth have lower rates of registered unemployed jobseekers compared to the age group of 45 years of age or older. Whereas unemployment levels are higher for youth, the number of registered jobseekers increases with age. On the other hand, the number of registered jobseekers is almost split in half between male and female, although registered female jobseekers are just over 50% with the exception of 2008, where registered female job-seekers were under 50% of the registered job seekers. In 2013, out of all registered unemployed job seekers, 51.7% are females versus 48.3% male. Whereas the rates of male registered jobseekers have decreased between 2008 and 2013, they have increased for females. **The apparent equal share between sexes of registered unemployed jobseekers should not be mistaken for increased equality; rather it shows a poor coverage of females, who largely constitute a more vulnerable group in the labor market.** Whereas women, have much worse labor market indicators compared to men, they have equal shares in terms of registered unemployed job seekers. Likewise the lower percentage of registered young jobseekers show that those same vulnerabilities in the labour market are also carried through in terms of representation of registered unemployed jobseekers with consequences on EPP's participation that can be anticipated.

The lower coverage of youth and female job seekers compared to their unemployment,

²⁰ Registered unemployed jobseekers refer to jobseekers registered with the employment services.

employment, and labour force participation rates warn against potentially different opportunities in reaching employment services. It may suggest different perceptions of these groups on the effectiveness of employment services or employment promotion programs into providing them with jobs. This is compounded by the fact that the EPPs in Albania are not really specifically designed for these particular target groups. It may also show the high inactivity rates and low labour force participation rates especially for females, which is then translated to lower rates of registered unemployed job seekers compared to the group's worse labour market indicators. **These statistics reinforce the need for registering, profiling and differentiated targeting measures to reach different groups with different characteristics and needs in the labor market.** These programmes also need to be marketed in order to reach out to these groups of jobseekers. Otherwise, it undermines developing programmes for these groups if they do not use the services of the employment offices that implement the programmes.

Figure 2. Registered jobseekers by age groups, 2008-2013

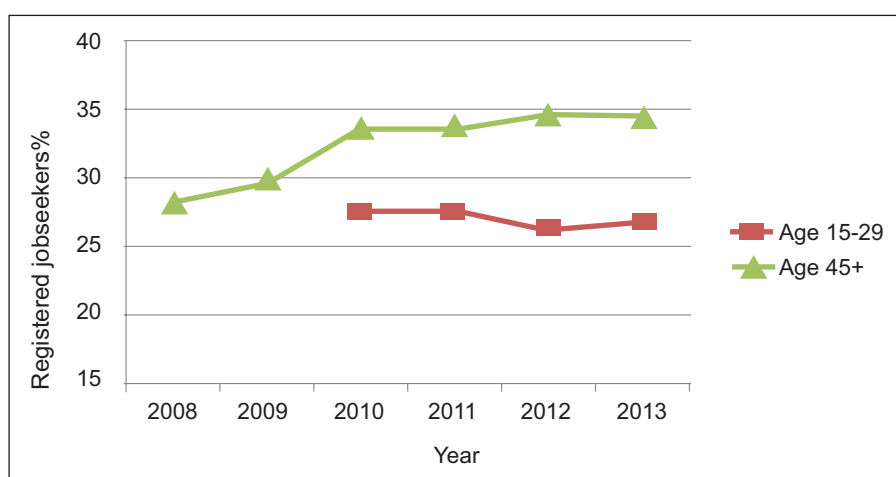
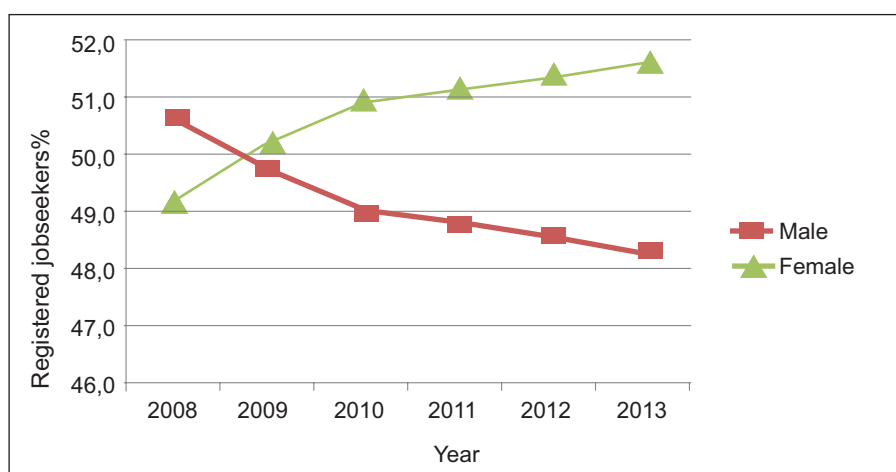


Figure 3. Registered jobseekers by gender, 2008-2013



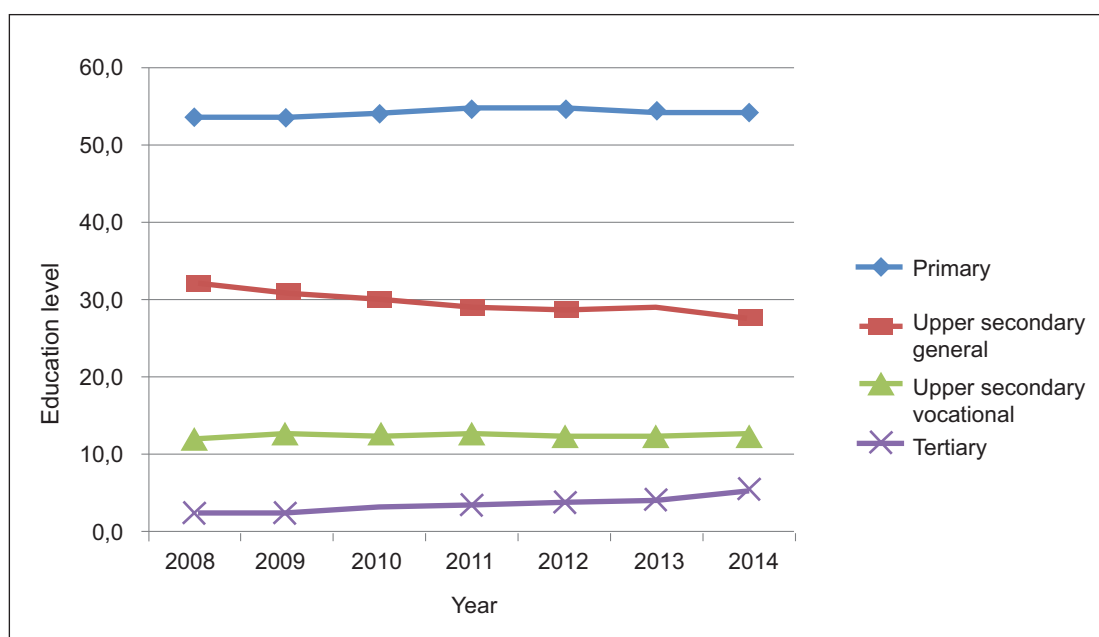
It is widely accepted that education increases the probability of employment, and that higher levels of education are associated with higher levels of employment. This is also apparent in the job seekers profile. The vast majority of unemployed job-seekers, over 50%, have primary education, and those same trends in terms of education categories are maintained throughout the years (Figure 4). The percentage of registered unemployed job seekers gets much lower for higher levels of education. In 2013, 54.5% of unemployed job seekers

have primary education, followed by 28.9% with upper secondary general education, 12.4% with upper secondary vocational education, and 4.2% with tertiary education. It is apparent that there is a large gap between lower and higher levels of education in terms of registered unemployed job seekers. This demonstrates that individuals with higher levels of education end up less as unemployed and reinforces the positive role of education. It also shows the value of vocational training, which may provide particular skills needed in the market, and thus higher levels of employment. Consequently, there are less unemployed job seekers with vocational education since they have a greater chance of being employed compared to those who have general secondary education. On the other hand, it should be noted that vocational education levels are lower for the population compared to general education and therefore would also have a lower representation for the registered unemployed job seekers. It should also be noted that lower rates of registered jobseekers with higher levels of education may also be due to new graduates having no reason to register with employment services if they are not eligible for unemployment benefits.

Although the vast majority of unemployed jobseekers have primary education, the level of primary education is exceptionally high for Roma and Egyptian registered jobseekers. Throughout 2008-2013, over 90% of Roma and Egyptian jobseekers have primary education. This attests to the fact that people from these communities, especially the Roma, have very low levels of education and often lack basic education.

Registered jobseekers with disabilities also have high rates of primary education. For this group registered jobseekers with primary education reached 78.7% in 2010 falling to 68.4% in 2013. This also points to low levels of education for people with disabilities, which needs to be taken into account when designing employment programs for these vulnerable groups. On the other hand, return migrants who are registered jobseekers have the lowest rates of primary education across all groups. From 2008-2010 the rates of primary education increased from 41.2% to 42.4%, while general secondary education has fallen from 40.4% to 33.6%. This indicates that return migrants are relatively more educated than other groups.

Figure 4. Registered jobseekers by education level, 2008-2014



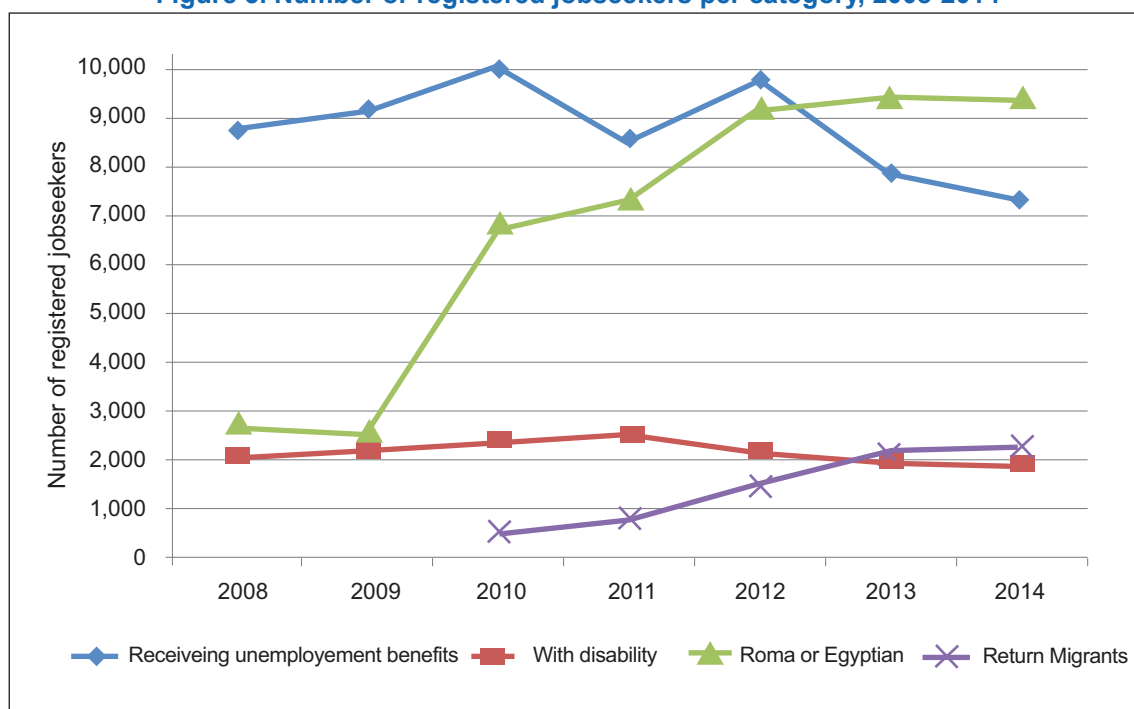
Similar trends in terms of registered female jobseekers, youth jobseekers, and education levels remain in place within each group of registered unemployed job seekers i.e. long-term unemployed job seekers, registered jobseekers in social aid, registered jobseekers receiving unemployment benefits, registered jobseekers with disability, Roma or Egyptian registered

jobseekers, registered migrant jobseeker, **The vast majority of registered unemployed jobseekers in each of the categories has only completed primary education²¹.**

The number of registered unemployed job seekers is the highest for long-term registered jobseekers and registered jobseekers in social aid. The numbers are similar in both categories and have decreased somewhat since 2009 remaining relatively stable since 2011, with only slight variations. The number drastically falls for registered jobseekers receiving unemployment benefits and it falls even further for the other categories. Registered job seekers with disabilities and return migrant jobseekers have the lowest numbers among registered jobseekers. Although the number of jobseekers with disabilities has stayed relatively stable through the years revolving around 2,000 individuals, the number of registered return migrant unemployed jobseekers and Roma and Egyptian registered jobseekers has substantially increased through the years.

The number of **return migrant registered jobseekers has gone from 484 in 2010 to 2,136 in 2013, which is an over four fold increase** (Figure 5). Likewise, the **number of registered Roma and Egyptian registered jobseekers has increased from 2,706 individuals in 2008 to 9,414 in 2013**. The increases in the number of registered jobseekers in these categories may indicate various aspects of their situation. Overall the increasingly larger numbers indicate a problem in terms of economic well-being and employment of these groups. This is especially relevant for return migrants, and Roma and Egyptian communities. The number of return migrants has drastically increased after the financial crisis in Europe and especially in Greece. Many of the return migrants might have come back as a result of worsening conditions in the home country as well as losing their jobs. As a result, they require help in terms of employment in the home country. Similarly for the Roma and Egyptian communities, they continue to suffer hardship in term of livelihoods and employment. On the other hand, the increasingly large numbers may indicate a higher willingness to use employment services by return migrants, who with the passing of time gain more information regarding employment services and programs. Similarly, the Roma and Egyptian communities may reach out more to employment services as a way to find employment, and hence there is a larger coverage. Although, we may not pinpoint the exact reason for the increased numbers, it is most likely a combination of both factors mentioned above.

Figure 5. Number or registered jobseekers per category, 2008-2014

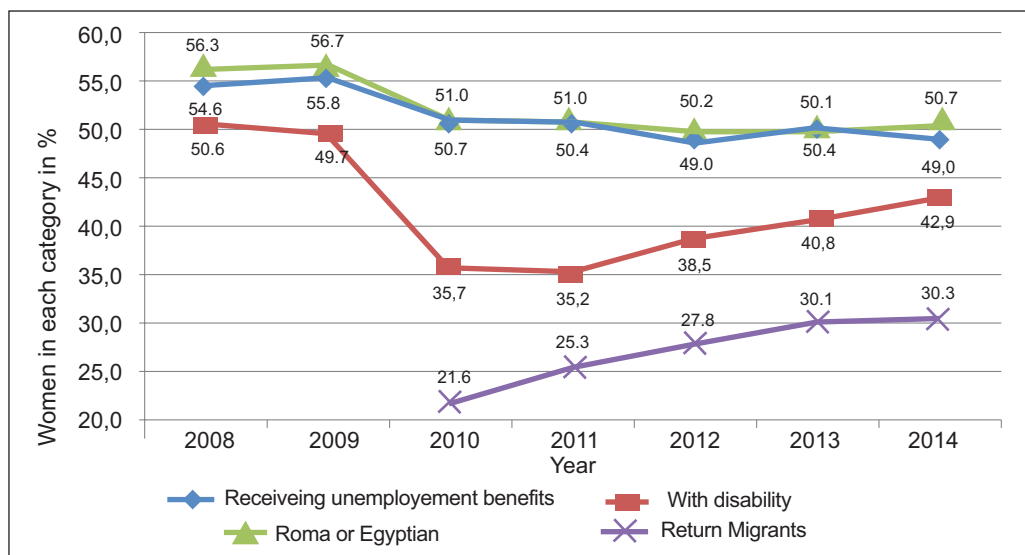


²¹ Detailed information per each group is provided in the appendix.

3.2. Who does receive unemployment benefits amongst the registered jobseekers?

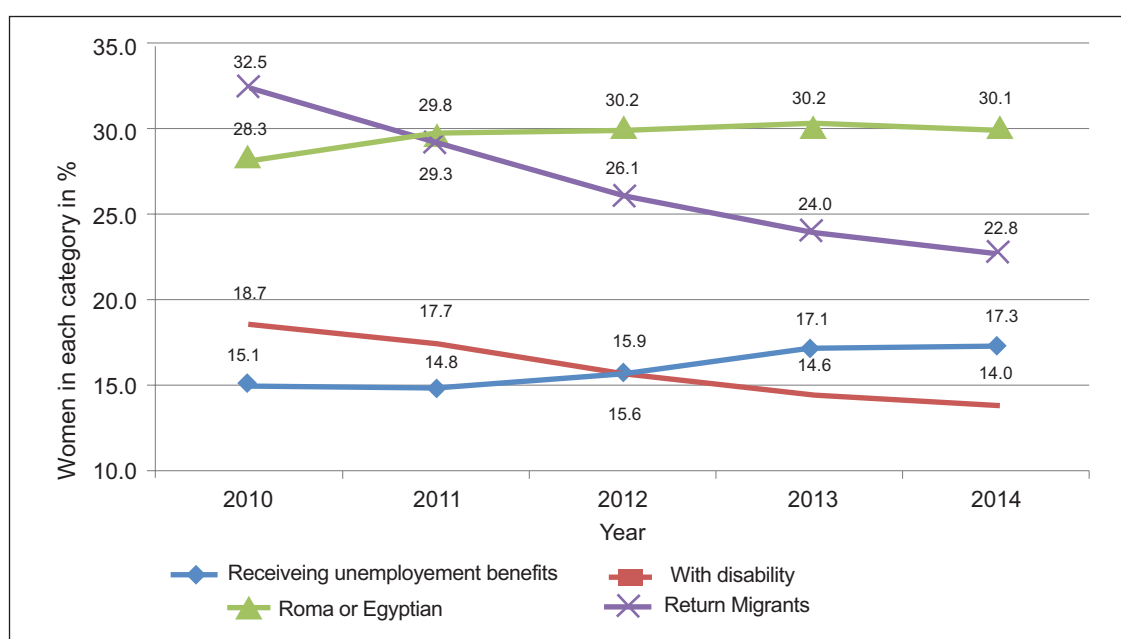
Although there appears an equal division between male and female registered jobseekers and slightly higher rates of women registered jobseekers receiving unemployment benefits, **the percentage of women as registered job seekers compared to men starts to slightly fall for the long-term registered job seekers.** In this category, women's percentage range between 47.3% in 2008 to 50% in 2013 (Figure 6). This is similar to registered jobseekers receiving social aid. Women's rates fall even further for registered jobseekers with disabilities. Women's rates fall from 49.7% in 2009 to 35.7% in 2010, and remain in similar levels until 2012 increasing to 40.8% in 2013. On the other hand, men's rates have increased after 2009, reaching 64.3% in 2010. Men's rates remain in similar levels until 2012, slightly falling to 59.2% in 2013. The largest differences between men and women and lowest percentages of registered women jobseekers are for return migrants. Female rates of return migrant registered jobseekers range from 21.6% in 2010 to 30.1% in 2013, whereas they range from 78.4% in 2010 to 69.9% in 2013. **Large differences between registered men and women with disabilities encompasses a tendency of the labor market to be unable to accommodate women with disabilities even more so than men.** In general, women have much higher inactivity rates, which may be even higher for disabled women keeping them away from the labor market and employment services. On the other hand, much higher rates of male return migrant jobseekers may be related to a higher percentage of male return migrants as well as a possible role division in accordance to country's norms where women may be more prone to stay at home and attend to household chores and children's care. It can however, also be the case that some of the female migrant workers may have found another job as a migrant worker and left Albania.

Figure 6. Percentage of women registered jobseekers per each category



On the other hand, youth rates, which are overall lower than older age groups, fall sharply for registered unemployment jobseekers receiving unemployment benefits. The rates range from 15.1% in 2010 to 17.3% in 2013 (Figure 7). Youth registered jobseekers with disabilities have also much lower rates compared to older age groups, and the rate fall from 18.7% in 2010 to 14.6% in 2013. Unlike other groups, youth return migrant registered jobseekers have the highest rates compared to other programs. The highest rates are in 2010 reaching 32.5% and have fallen every year up to 24.0% in 2013. This may be related to a younger age of return migrants, who may be more prone to apply to employment services. Generally, one third of migrant workers are youth.

Figure 7. Percentage of youth registered jobseekers in each category



3.3. Where do the registered unemployed jobseekers come from?

Regional coverage shows that the prefectures of Tirana, Shkoder, Fier, Elbasan and Lezhe have the highest rates of registered jobseekers (Table 9). The prefecture of Gjirokaster has the lowest rates of registered jobseekers followed by Diber and Berat. Higher rates of registered jobseekers may show high unemployment rates in those prefectures as may be the case in larger urban areas especially with high rates of internal migration. On the other hand it may also show better coverage of the unemployed in larger urban cities. In regards to lower rates of registered jobseekers it may be more symptomatic of lower coverage of unemployed and discouraged workers rather than lower unemployment rates. It may also be due to less visibility of the employment service offices and what they can offer to the unemployed. With increased poverty levels, prefectures that are lagging behind may have low coverage of registered jobseekers.

Table 9: Registered jobseekers by prefecture

	2008	2009	2010	2011	2012	2013
Prefecture						
Berat	6.0%	5.8%	4.8%	4.6%	4.7%	4.6%
Dibër	5.8%	5.6%	5.6%	5.1%	4.9%	4.5%
Durrës	5.6%	5.7%	6.2%	6.2%	6.2%	6.3%
Elbasan	11.7%	11.5%	11.4%	11.4%	11.3%	11.4%
Fier	11.7%	12.7%	11.6%	11.0%	11.3%	11.6%
Gjirokastër	3.0%	2.9%	3.5%	3.7%	3.6%	3.5%
Korçë	6.3%	6.4%	6.4%	6.4%	6.5%	6.9%
Kukës	7.8%	6.7%	6.4%	6.6%	7.0%	7.9%
Lezhë	9.8%	9.9%	9.8%	10.0%	10.3%	10.7%
Shkoder	15.5%	15.0%	14.4%	14.9%	14.0%	13.3%
Tiranë	12.6%	14.0%	15.3%	15.3%	15.3%	14.4%
Vlorë	4.2%	3.8%	4.6%	4.8%	4.9%	5.0%

The prefectures of Tirana, Fier, Shkoder, Elbasan and Lezhe have the highest rates of registered female jobseekers, whereas the prefectures of Gjirokaster, Berat and Diber have the lowest rates of registered female jobseekers (Table 10). Besides Gjirokaster that has larger economic activities, the low rates in Berat and Diber may be symptomatic of women's high engagement in unpaid labor.

Table 10: Registered female job seekers by prefecture

	2008	2009	2010	2011	2012	2013
Prefecture						
Berat	6.1%	5.9%	4.9%	4.6%	4.8%	4.6%
Dibër	5.2%	5.0%	4.9%	4.7%	4.3%	4.0%
Durrës	6.3%	6.3%	6.7%	6.7%	6.4%	6.3%
Elbasan	11.4%	11.0%	10.7%	10.6%	10.5%	10.6%
Fier	11.7%	12.6%	11.9%	11.5%	12.0%	12.6%
Gjirokastër	3.6%	3.4%	3.9%	3.9%	3.9%	3.7%
Korçë	6.5%	6.6%	6.7%	6.7%	6.7%	7.1%
Kukës	7.3%	6.6%	6.1%	6.3%	6.6%	7.5%
Lezhë	10.0%	9.9%	9.4%	9.6%	10.0%	10.3%
Shkoder	13.4%	13.1%	12.6%	13.1%	12.5%	12.1%
Tiranë	14.1%	15.6%	17.0%	17.0%	16.9%	15.7%
Vlorë	4.4%	4.1%	4.9%	5.2%	5.3%	5.4%

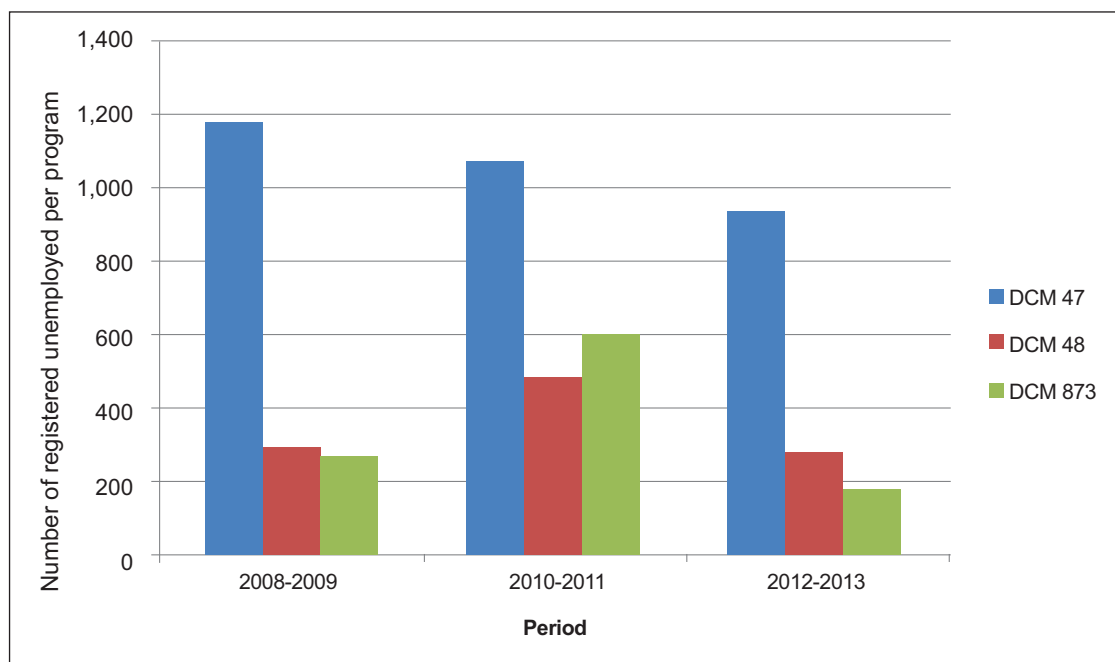
Across prefectures, the percentage of registered jobseekers increases as age increases. Like the overall population, the rates of jobseekers with primary education are the highest across prefectures, exceeding 50%. Vocational education has lower rates compared to general secondary education across prefectures reinforcing the higher chances of employment for those with vocational education. The prefecture of Diber, Tirane and Vlore has the highest percentage of registered jobseekers with primary education reaching over 60%. On the other hand, Gjirokaster has the highest percentage of jobseekers with tertiary education reaching 8%. These differences may indicate differences in education between prefectures, as well as employment opportunities per education category, which may reflect socio-economic differences between regions and internal migration movements, as may be the case of Tirana. Due to internal migration inflows the educational composition of the population in Tirana has changed, with rising numbers with lower levels of education, which leads to an increase in the percentage of jobseekers with primary education. On the other hand, migration inflows may saturate the labor market and thus offering less employment opportunities for lower levels of education and increasing competition across and within groups. Likewise, socio-economic differences per prefecture cause differences in terms of employment opportunities across groups in the labor market making it more difficult for lower educated groups or other vulnerable groups.

3.4. How employment programmes match the needs of registered jobseekers?

Jobseekers by programs show that CMD 47 has the largest number of registered jobseekers by far compared to the other two programs, namely CMD 48 and CMD 873 (Figure 8). Although the number of registered jobseekers in this program has been decreasing over time, it still maintains a large difference compared to the other two programs. The other two programs have had their largest numbers in the period 2010-2011, and CMD 873 has had the largest decrease in the following period 2011-2012. **However, overall the percentage of unemployed treated by employment promotion programs to average number of registered jobseekers is very low.** Across all programs, during 2012-2013 the percentage

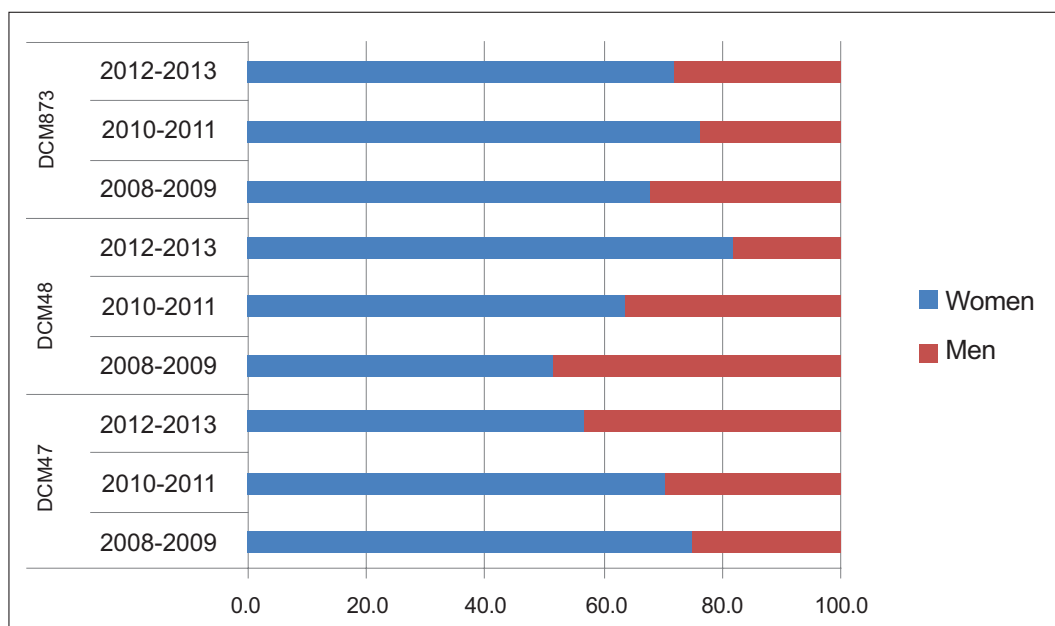
of coverage has been 1.0% falling from 1.5% during 2011-2013 and 1.2% during 2010-2011. The very large difference between registered jobseekers per program and the actual coverage of jobseekers is quite concerning. It means that the expected real impact of these programs on decreasing unemployment is quite low on the macro scale. This may be related to the persistently high unemployment rates in Albania.

Figure 8. Number of registered jobseekers per program



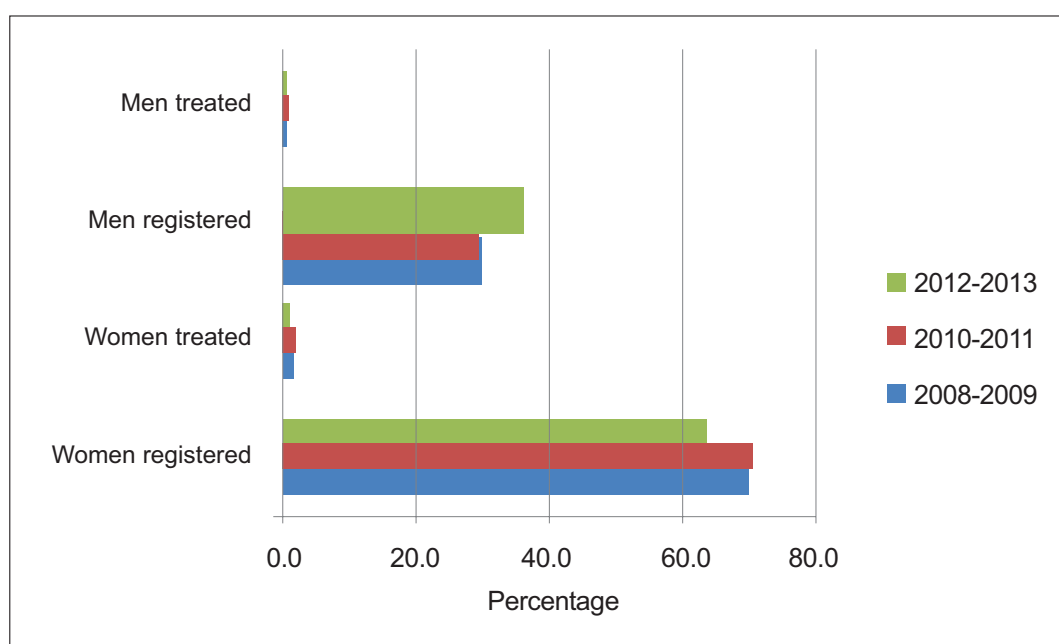
The rates of men and women per program across years shows that women have larger rates than men as registered jobseekers (Figure 9). The difference between the two groups are quite large. The percentage of registered women jobseekers in CMD 48 has increased over time reaching the highest rates across programs in the period 2012-2013. Whereas CMD 47 had the largest rates of registered women jobseekers during 2008-2009, the rates in this program has been falling through the years. CMD 873 has had the largest rates of registered women jobseekers during the period 2010-2011. Whereas women's rates in CMD 47 have decreased over time they have increased for men. On the other hand, whereas women's rates in CMD 48 have kept increasing overtime, they have decreased for men. The rate of registered male jobseekers during 2012-2013 is the lowest for CMD 48. These differences may be due to differences between women and men in terms of economic well-being and positions in the labor market. Therefore, men are more likely to participate in programs that offer on the job training (CMD 47) compared to women, whose participation in programs related to jobseekers in difficulty has kept increasing (CMD 48). This is congruent to the fact that women are in more economic hardship than men and in a more vulnerable position in the labor market, thus more likely to participate in CMD 48. On the other hand, men may be more likely to participate in programs that offer on the job training revealing employer's preferences to hire more men than women.

Figure 9. Percentage of women and men by program



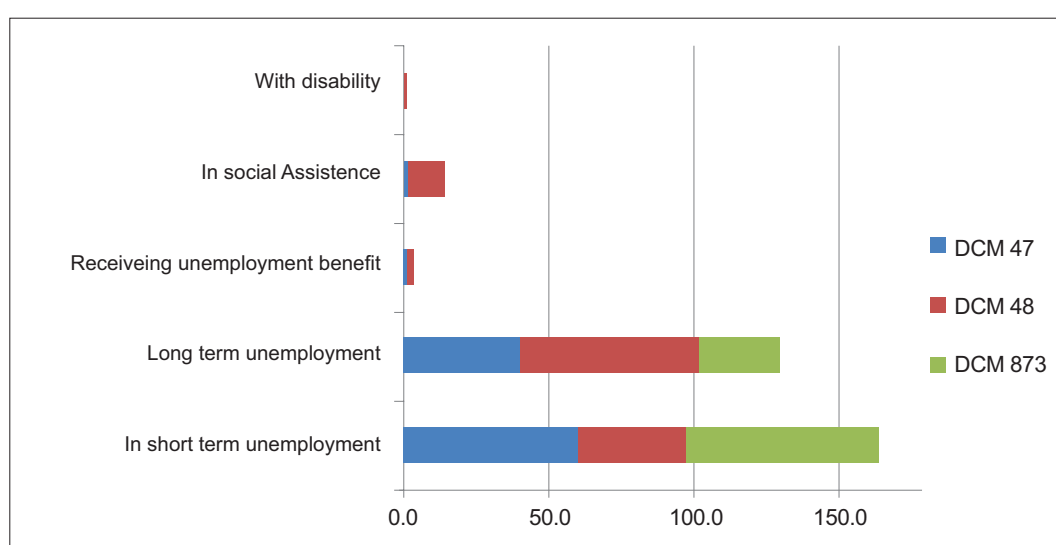
Nonetheless it should be stressed that **the difference between registration in the programs and coverage by the programs is very large** (Figure 10). **The actual difference in coverage rates between men and women per program across years is quite insignificant.** This means that the higher rates of women in terms of registration in the programs are irrelevant in terms of coverage, since men and women end up having similarly low coverage. Women's coverage across programs ranges between 1.2% during the period 2012-2013 and 2.1% during 2010-2011 the highest rates achieved. On the other hand, men's rates range between 0.7% during 2012-2013 and 2008-2009 and 0.9% during 2010-2011. Once again, there are low expectation in terms of the overall impact in employment provision of men and women in the labor market, or potential further increases of employment for women. This again reinforces why there are persistently lower rates of employment for women regardless of the existence of employment promotion programs.

Figure 10. Percentage of men and women registered and treated by employment promotion programs



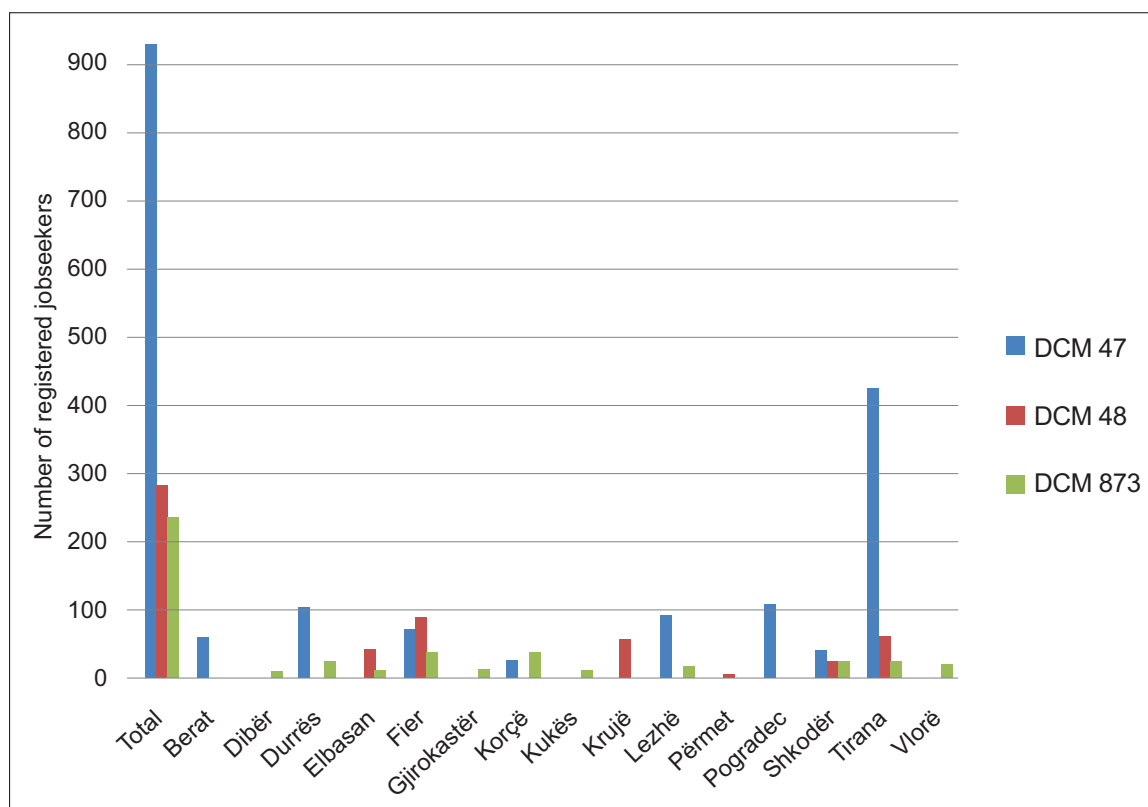
The status of registered jobseekers in each program is overwhelmingly in short-term unemployment and long-term unemployment. CMD 48 has a higher percentage of long-term registered jobseekers than short-term registered jobseekers (Figure 11). The other two programs have a higher percentage of registered jobseekers in short-term unemployment. This composition of registered jobseekers' status by program is expected since CMD 48 includes registered jobseekers in difficulty, and as such they have higher rates of long-term unemployment. On the other hand CMD 873 includes recently graduates offering internships, therefore lower long-term unemployment rates are expected in this group. In fact, this program has the lowest percentage of registered jobseekers in long-term unemployment. **Once again, it is evident that there is not much focus on persons with disabilities and those on social assistance.**

Figure 11. Status of registered unemployed jobseekers by program



Distribution of registered jobseekers by program and region shows that there is a large disparity between Tirana and the other regions concerning CMD 47 (Figure 12). In addition, only Tirana, Fier, and Shkoder have registered jobseekers in all three programs. **The rest of the regions vary between one and two programs.** The regions of Diber, Gjirokaster, Kukes, and Vlore only offer program 873. Economic activity in some of these regions, especially Diber and Kukes is quite limited and they have high poverty rates compared to the national average. Therefore having only internship programs in these regions does not seem very appropriate especially taking into account that most graduates study in Tirana and rarely go back home. Other regions such as Berat and Pogradec only offer program 47, whereas Kruje and Permet only offer program 48. It should also be noted that the number of registered jobseekers per program per region rarely exceeds 100 people. **This shows that there needs to be a better match between regional needs of employment and economic activity and program offers.**

Figure 12. Registered jobseekers by region and program



As shown throughout the analysis, CMD 47 hosts the majority of beneficiaries, who are mainly placed in larger companies of 21-50 employees and 51-150 employees (Table 11). Obviously, larger companies may host more registered jobseekers since they may offer more employment opportunities and may be more in need of finding workforce, especially since program 47 offers on-the-job training. Small and medium enterprises should be given incentives to expand their employment since big companies are in the best position to hire more workforce even without financial incentives from the government. In terms of economic activity, the vast majority of registered jobseekers in this program are placed in manufacturing of wearing apparel and textiles, and construction. These two industries have grown over time and have offered employment opportunities. The former as a result of international demand, the latter due to the construction boom that Albania has experienced until recently. Also, the level of skill required in these industries is relatively low and may lend itself to on-the-job training. These two activities are by far the biggest employment hosting activities compared to the other two programs (CMD 48 and CMD 837).

Although this program offers the largest employment opportunities, the number of companies involved totals 48, where 11 are in manufacturing of wearing apparel and textiles and 24 are in construction (Table 12). **The number of companies involved is very low**, however it may be linked to the fact that these activities may be concentrated in a few larger companies that may host employment. This leads to further implications in terms of regional divisions where the number of companies per region is minimal and also linked to the earlier findings that not all regions offer all programs.

Table 11: Number of beneficiaries in CMD 47 by economic activity and size class of enterprise

	6-20 employees	21-50 employees	51-150 employees	More than 150 employees	Total
Total	93	290	471	78	932
Manufacture of wearing apparel and textiles	0	56	204	78	338
Manufacture of leather and footwear	0	0	57	0	57
Other manufacturing	10	10	0	0	20
Manufacturing	0	29	88	0	117
Construction	71	195	38	0	304
Hotels and restaurants	12	0	84	0	96

Table 12: Number of partner enterprises by economic activity and size class, CMD 47

	6-20 employees	21-50 employees	51-150 employees	More than 150 employees	Total
Total	14	18	14	2	48
Manufacture of wearing apparel and Textiles	0	2	7	2	11
Manufacture of leather and footwear	0	0	1	0	1
Other manufacturing	1	1	0	0	2
Manufacturing	0	2	2	0	4
Construction	10	13	1	0	24
Hotels and restaurants	3	0	3	0	6

The number of beneficiaries in CMD 48 is about one third of CMD 47. Similarly, in this program larger companies of 51-150 employees and more than 150 employees offer the vast majority of employment (Table 13). This may also be due to the fact that larger companies have the time and resources to apply for the programmes, whereas smaller companies do not. In addition, similarly to CMD 47, manufacturing also host the majority of registered jobseekers. Out of 282 beneficiaries, 147 are in manufacturing of leather and footwear. This activity has also been growing in Albania due to exporting and increased international demand. In fact women comprise the majority of employees in this activity. This relates to the fact that CMD 48 target registered jobseekers in difficulty, which is the category where women fit. Consequently, women may be channeled in these activities. This activity also requires lower skills.

The number of companies under CMD 48 is the lowest of all three programs (Table 14). There are only 8 companies that offer employment under CMD 48, and only 2 in manufacturing of leather and footwear. These two companies offer employment for 147 beneficiaries. There is need for the program to expand especially since this program offers employment opportunities for categories that are in difficulty and thus in larger need of employment. **It may not be expected that 8 companies would significantly reduce unemployment of the group of registered unemployed in difficulty, or unemployment overall.** This is also linked to overall economic conditions in the country's economy and the concentration of business in a few large companies. This points once again to why this programme should also have an element of supply driven incentives, where employment staff approached small and medium enterprises who would be willing to take on even one disadvantaged jobseeker.

Table 13: Number of beneficiaries in CMD 48 by economic activity and size class of enterprise

	6-20 employees	21-50 employees	51-150 employees	More than 150 employees	Total
Total	5	32	98	147	282
Manufacture of food products	0	0	25	0	25
Manufacture of leather and footwear	0	0	0	147	147
Printing and reproduction of recorded media	0	12	0	0	12
Other manufacturing	0	0	50	0	50
Construction	5	20	23	0	48

Table 14: Number of partner enterprises by economic activity and size class, CMD 48

	6-20 employees	21-50 employees	51-150 employees	More than 150 employees	Total
Total	1	2	3	2	8
Manufacture of food products	0	0	1	0	1
Manufacture of leather and footwear	0	0	0	2	2
Printing and reproduction of recorded media	0	1	0	0	1
Other manufacturing	0	0	1	0	1
Construction	1	1	1	0	3

The smallest number of beneficiaries is for CMD 873 for a total of 107 people (Table 15). Since the nature of this program is different from the other programs and it requires higher skills, the majority of beneficiaries are in education, and health and social works. Once again, most beneficiaries are in larger companies. The vast majority of companies in Albania, however, are smaller companies. Therefore, incentives should be provided towards these companies in order to help them grow. Larger companies will naturally lend themselves into hosting more employment. This is why incentives should mainly be directed towards small companies in order to increase their employment potential and therefore have a greater on employment. Incentives should also be offered by employment staff who are seeking a programme host for a particular jobseeker as part of their individual employment plan to help them transition into the labor market.

The vast majority of internships are hosted in public institutions that are mainly involved in education, health and social works. This is worrisome since it does not necessarily match the skills needed in the market which is currently saturated with graduates from these fields who will consequently face higher unemployment rates, or leave the country seeking work abroad, which can have social consequences. There are 19 companies that offer internships under CMD 873, (11 in education; 7 in human health; and social work activities) (Table 16).

It is clear from the analysis provided so far that the very low number of beneficiaries compared to registered jobseekers is linked to a very small number of companies involved and that small companies, which comprise the majority of companies in Albania, do not partake. On the other hand, the growing economic activities in the country that may foster employment are mainly concentrated in manufacturing and construction, and these activities are concentrated in a few large firms. Thus, the issue of increasing employment is quite complicated since it is closely linked to how the economy in the country is performing and which sectors may foster employment growth. However, these sectors do not necessarily

require higher skills and thus may lock the workforce that they employ into low skill activities, which makes the work force less employable. They may also not need the financial incentives to hire these jobseekers, but will use them as long as the programmes are available. Another risk is that given volatility levels in the Albanian economy, growing sectors change quite frequently. Whereas certain sectors offer high employment levels in a particular year they may have negative growth the next year.

Table 15: Number of beneficiaries in CMD 873 by economic activity and size class of enterprise

	Total	1-5 employees	6-20 employees	21-50 employees	51-150 employees	More than 150 employees
Total	171	2	3	15	44	107
Agriculture, forestry and fishing	1	0	0	0	1	0
Education	56	0	0	0	1	55
Electricity, and water supply	3	0	0	0	3	0
Human health and social work activities	61	0	0	0	20	41
Public administration	49	2	3	15	19	10
Water transport	1	0	0	0	0	1

Table 16: Number of partner enterprises by economic activity and size class, CMD 873

	Total	1-5 employees	6-20 employees	21-50 employees	51-150 employees	More than 150 employees
Total	41	1	1	4	16	19
Agriculture, forestry and fishing	1	0	0	0	1	0
Education	11	0	0	0	0	11
Electricity, and water supply	2	0	0	0	2	0
Human health and social work activities	13	0	0	0	6	7
Public administration	14	1	1	4	7	1

The table below provides a summary of main findings in this section (Table 17).

Table 17: Summary of main findings

Poor coverage of unemployed females. The apparent equal share between sexes of registered unemployed jobseekers should not be mistaken for increased equality; rather it shows a poor coverage of females, who largely constitute a more vulnerable group in the labour market. The actual difference in coverage rates between men and women per program across years is quite insignificant.

The vast majority of **unemployed job-seekers have primary education**, which reaches over 50% and those same trends in terms of education categories are maintained throughout the years. The percentage of registered unemployed job seekers significantly declines for higher levels of education. The level of primary education is exceptionally high for Roma and Egyptian registered jobseekers.

Large increases in number of return migrant registered job-seekers and registered Roma and Egyptian jobseekers. The number of return migrant registered jobseekers has gone from 484 in 2010 to 2,136 in 2013, which has increased over four fold. Likewise, the number of registered **Roma and Egyptian** registered jobseekers **has increased** from 2,706 individuals in 2008 to 9,414 in 2013.

Large differences between registered **men and women with disabilities**. This encompasses a tendency of the labour market to be unable to accommodate women with disabilities even more so than men, keeping them away from the labour market and therefore discouraging them to register as unemployed jobseekers.

Very low percentage of unemployed **treated** by employment promotion programs to average number of registered jobseekers.

There is **not much focus** on persons with **disabilities** and those on social assistance.

The accommodation of registered jobseekers in larger companies may indicate **lack of incentives to smaller companies**.

The number of companies involved in EPPs is **very low**. It may not be expected that few companies would significantly reduce unemployment of the group of registered unemployed in, or unemployment overall.

The following table (Table 18) provides the main recommendations based on this section's analysis. It focuses on bringing closer together jobseekers and employers by better match of regional needs and economic activity, marketing of programmes, incentive provision and supply side driven programmes.

Table 18: Main recommendations to bring closer jobseekers and employers

There needs to be a **better match between regional needs** of employment and **economic activity** and program offers, and job seekers profiling.

There should be **marketing of the programmes** in order to reach out to various groups of job seekers, and especially vulnerable groups, which are harder to reach. It is counterproductive to develop programmes for various groups if they do not use the services of the employment offices who implement the programmes.

Incentives should also be directed towards **small and medium size companies** in order to increase their employment opportunities and therefore have a major impact on employment.

Incentives should also be offered by **employment staff** who are seeking programme hosts for particular jobseekers as part of their **individual employment plan** to help their transition into the labour market.

Some programmes should be **supply driven** with employment officers having the capacity to approach individual businesses to provide on-the-job training to a specific job seeker in an occupation that may not be in top occupational sectors. This might prove especially successful in some of the areas where participation is currently very low.

IV. Jobseekers and NES staff voices: prospects for future EPPs

The main objective of the focus groups is to identify what are the most needed employment promotion programmes in the near future as per the opinions of jobseekers and NES employment service providers whose mandate is to assist both of these groups. The Focus Group Discussions served to gather qualitative data on the relevance, design and future implementation of new Employment Promotion Programmes.

4.1. Design and Operational improvements: a convergent view of jobseekers and NES staff

This section of the focus groups with NES staff served to initiate discussion on reflecting over a broader use for ALMPs that can be used proactively to meet the needs of job seekers when overcoming barriers to employment and where employers could become partners with the NES in providing job openings that can be used for such programmes. There was agreement among the NES staff participants in the focus groups that the existing EPPs in Albania are designed to assist employers, rather than jobseekers. This is consistent with earlier findings and recommendations that EPPs should be better directed at supply side needs. The jobseekers entering the EPPs are mostly seen as indirect beneficiaries of these programs, in terms of future employment in the company/institution. The only difference is for the jobseekers applying for CMD 873 on internships for recently graduated students in Albania or abroad, who are the only ones who have the opportunity to apply for these programs. The jobseekers participating in the other programmes are selected from the staff of the Employment Office, in charge for the counseling and matching process.

The most demanded programs are CMD 48 for jobseekers in difficulty, from the companies which are interested to employ different categories of jobseekers, which do not necessarily require training on the job. This programme is highly chosen since it provides similar benefits to other programmes, but has a larger pool of jobseekers to choose from since the target groups is not as limited as other programmes on youth, vulnerable females, or people with disabilities. CMD 47 on-the-job training is mainly demanded by companies which are interested to develop training programs through this program. However, participants of the focus groups express various limitations and constraints regarding CMD 48 for jobseekers in difficulty. Even though CMD 48 for jobseekers in difficulty is the most demanded programme from the private companies, it is still considered limited in terms of the age range of jobseekers that can benefit from it. The jobseekers that can participate in this EPP should be less than 25 years old or over 45 years old. The opinion of NES officers is that this age limit is not allowing jobseekers between the ages of 25 and 45 belonging to different categories such as women between 25 and 45 years registered as jobseekers, and youth over 25 years of age, and other who fall under this category.

NES staff reported that the main reasons why companies apply for CMD 48 for jobseekers in difficulty includes mainly financial benefits offered by this programme, and the ability to find additional workforce. There is however a mismatch between requests from jobseekers regarding EPPs and those from companies/institutions. Whereas companies mainly request CMD 48 for jobseekers in difficulty, there is a large number of youth who have requested to participate in CMD 873 on internships for recently graduated students in Albania and abroad. The interest of private companies for this programme is quite low since it internships are requested of all graduating university students at the undergraduate and graduate level. Employers are also not provided enough incentives to partake in this programme and they often feel pressured to become partners with NES on all other measures of EPPs and therefore they are reluctant to cooperation. As a way of overcoming this problem with CMD 873 on internships, NES has approach public institutions, which have been more receptive of this programme.

Furthermore, CMD 27 for unemployed female and CMD 199 for unemployed youth have not been requested by companies because the incentives offered through them are the same as of CMD 48, while they are limited in target. The impression is that only small companies which are interested in a small number of employees are interested to apply for these programmes. CMD 248 for people with disabilities started only in 2014 as a pilot project in a few cities (Elbasan, Fieri, Gjirokastra). Even though participation in this programme is very low, there is a positive impression of the program, which is quite appreciated by both jobseekers and employers.

In regards to the application process for 2014 it is considered much easier and simplified compared to previous years. Focus group results show that the removal of the criteria for the jobseekers to be registered by the employment office for at least 3 months, has offered more opportunities to newly registered jobseekers to enter EPPs and to companies to find better qualified staff according to their needs. The extension of the application to both physical and juridical persons has also been perceived as an improvement along with the higher financial amount made available for these programs during 2014. Another favourable condition has been the removal of the condition for employers to pay insurance for accidents at work, 0.3% of the minimum wage. With the new improvements this funding is handled by the Employment Office directly in the Social Security branch under appropriate procedures.

Despite the improvements brought in 2014, some companies find it difficult to comply with the application rules. In particular, it is the small companies, which do not have staff in charge to comply with all procedures and documentations, required for the application. In most of the cases, the employment office staff is available to assist the companies complete the application procedures. Some of the difficulties faced are related to the documents required from the tax office, as some companies had previous unresolved problems. To this extent the need for an on-line application for EPPs is considered a need that would facilitate the process.

The level of cooperation between companies and employment office is considered quite good during the application process and more difficult during the implementation and monitoring process. The companies that have benefited in the past are very much interested to apply again. There are also new companies that have shown interest to apply in future programmes. The general opinion is that, this happens because the level of satisfaction is quite high and because the communities are small. The favourable comments from current beneficiaries' words influence other companies to apply.

The selection of jobseekers is done by the Employment offices in cooperation with the companies/institutions based on the profile required. The Employment officer prepares an initial list of jobseekers and presents it to the company based on the submitted project of the company/institution, and profile of requested jobseekers. In most of the cases the jobseekers do not have any initial information on the EPPs and they are informed at the moment that the employment officer informs them of the opportunity to enter a program and to be introduced to the company. Only the case of CMD 873 on internships for recently graduated students is different, since the graduated students are the only ones who can apply for an EPP.

There are some difficulties encountered by NES during the matching process. Some profiles

requested from the companies are difficult to be found on the list of jobseekers registered by NES. In addition some companies are not satisfied with the list of jobseekers offered, and others want to employ people who are already employed, but working informally in the company. There is confusion among NES staff on registering people who are self-employed in agriculture as a jobseeker. In some regions as Shkodra and Tepelena, some problems

are related with registration of the jobseekers, resulting as self-employed in agriculture, because they own some land. Since people living in rural areas and owning some land are considered as self-employed, it is not clear when they would qualify to be registered as unemployed jobseekers. This limits the opportunity of those living in rural areas to enter these programs and to be employed from the companies operating in the outskirts of the cities. Lastly, the matching process is considered the most crucial moment for the future sustainability of the EPPs. Most NES officers present in the focus groups, find themselves overloaded with work because of limited human resources available in the office to handle the entire process, in particular during 2014.

Some of the benefits for the jobseekers, identified from NES staff during the FGs, are provided by the perspective to have the opportunity of long term employment. In addition jobseekers are given social and health insurance for one year, even in the case where they are no longer employed after the EPP. On-the-job training is perceived as benefitting through professional training and internships offer recently graduates the opportunity to find employment or receive work experience, which is useful for future opportunities.

All EPPs foresee monthly monitoring visits by NES staff to the companies and institution. The NES staff finds the companies rather "bothered" from the visits considering the fact that they are also subject to visit from Labour Inspectorate (for the other employees), Statistics institute, tax officers and in some cases also from civil society organization such as the Organizations for protecting the disabled. During these visits NES officers try to smoothly monitor the implementation of the process and to assist where there is rotation/change of jobseekers according to different situations.

On the side of the jobseekers, NES staff finds that there is also a mismatch between demand from employers and the interest of jobseekers regarding available jobs. There are specific sectors such as the companies operating in the manufacturing of shoes and wearing apparel industries and in construction offering jobs which are not of interest to the jobseekers. The jobs offered from these companies do not offer professional and career development nor do they offer sustainable future employment.

The small companies and companies operating in the food processing industry have shown high rates of employment after the EPPs. Suggestions from the FGs are given as to promote entrepreneurship by adapting different modules. Start-up programmes for youth and other target groups should also be considered. In addition EPP for seasonal jobs in the tourism sector should also be considered in order to identify the right model. The participants in the FGs agree that EPPs for seasonal jobs may not offer high employability rates, but the benefits should be considered under a long term perspective. These jobs may reduce the level of informal employment, which in the tourism sector is quite high. They may also offer capacity building such as providing professional training for youth to develop service skills for the tourism sector. This may be useful for future employment opportunities. Support is however needed from the regional employment office since there is a high number of EPPs to manage. This can be done by increasing the number of staff and by making available other facilities such as transportation modes, reimburse the transporting costs, reimburse fuel when they drive their own vehicles, during the monitoring process. Lastly public works are suggested as a way to provide employment for Roma/Egyptian registered jobseekers through the involvement of the public sector.

Discussions with jobseekers have taken place regarding four main issues. As with NES staff the issues included the information they have about EPPs, the implementation of the EPPs, their evaluation regarding such programs, and their recommendations on the needs for future improvements for EPPs.

In regards to the information they receive for the EPPs, most participants declared that they had received the information on the existence of EPPs from the employment offices, and expressed their appreciation for these EPPs, as well as for the support offered from the staff of the Employment Offices. The jobseekers who participated in the EPP confirmed that they received all necessary support from the staff of employment offices. They also reported that they were aware of having benefited from a program, but most of them were unable to identify in which specific program they participated. They were also unable to give more detailed information regarding the program. This means that jobseekers view themselves as passive in the process. They rely on the information received by employment office staff, but are not involved in the process. They are interested to be part of the EPPs, but stay passive regarding EPP choice or other involvements. In addition, most of them stated to have learned about the EPPs at the moment when the employment office had selected and included them in a program. Most of the participants had never participated in an information sessions regarding EPPs. Most of them denied that such information sessions were ever held. They had no information on training provided for the jobseekers from VET centers in cooperation with the Employment Offices. Nonetheless, programme beneficiaries expressed their appreciation for their involvement in different EPPs, not only because they have managed to find a job, but also because they have received training and been able to benefit the social and health insurance contributions.

During the different focus groups, the jobseekers discussed the causes of their unemployment. Some of these causes included the seasonality aspect of some jobs, as well as the lack of compatibility between the profession of the jobseeker and the profiles required from private companies. Lack of work experience for the job profiles offered by private companies was also an aspect of being unemployed.

In some cities only certain jobs, with certain professions are available and the jobseekers have stated that due to their economic needs, they have been forced to accept them. In other cases, the jobseekers are compelled to accept jobs which do not fit their professional and financial requirements, because they are in need of work to support their families. Other jobseekers have been able to find a job according to their profession, but this number is limited. While some others, raised concerns related with the fact that companies promise more than they offer. On different cases the job profiles offered are not well defined and create confusion. Regarding the procedures for the selection of beneficiary jobseekers, it was confirmed that the beneficiaries were selected by the Employment Office, in cooperation with the company and based on the EPP for which the company has applied.

In some cases the jobseekers who did not have professions suitable to those required by the companies, were offered on-the-job training from specialized staff in the company. There are however some concerns expressed for the EPPs. Some of the EPPs' beneficiaries conveyed their concern regarding the payment schedule and the long working hours. The participants in the focus groups expressed their concern regarding the delay in payments during the time of the program implementation.

Another important concern was related to the fact that some contract terms were not in favour of the jobseekers. Nonetheless, the need for a job forced them to sign the contract and continue with the work. In many cases, the beneficiaries/former jobseekers were not provided with a copy of the contract, as required by law, in a contractual relationship. In addition, some of them stated that during the execution of the contract some of the contract terms were not taken into consideration, such as: the nature of work and of the tasks assigned, the working hours, the payment schedule (performance rate based payment and not based on the minimum wage).

Some of the jobseekers evaluated that the EPPs are often used by the businesses to absorb labour force for seasonal work, knowing in advance that upon the termination of the season, such employees will not be retained. For some, the role of business is seen as crucial in determining the job profiles, conditions and working hours.

In addition to the concerns, many positive evaluations were expressed regarding the support of the Employment Office for helping the jobseekers benefit from the EPPs; the working conditions; the wages and the possibility to continue working beyond the EPP duration; a possibility provided and guaranteed by the beneficiary company itself.

With regard to the evaluations of the beneficiaries on the EPPs, various opinions were expressed on particular aspects of the Programmes and the processes for their implementation. Firstly, many of the beneficiaries expressed their dissatisfaction with the value of the wages for certain professions. They referred to the professions which due to work specificities should have been considered difficult and therefore paid more (e.g. shoe return work- a difficult job, tedious, and with risk of hand injuries). Many beneficiaries also expressed their wish to continue the work after the determined time duration of the programme had expired. However, they do not feel secure as to whether they will continue to work, since this is only upon the discretion of the company.

Meanwhile, the beneficiaries belonging to the category of disabled people have expressed concerns regarding available job positions. According to them, they need jobs that fit their physical conditions. According to them, an issue is also the little chance to continue working after the EPP program has ended.

Specific groups, such as female jobseekers over 45 years old have expressed dissatisfaction linked with the difficulties they encounter to find a job due to their age. This concern was raised in almost all focus groups organized and this category of jobseekers has considered their employment as impossible. The discrimination to find a job for this group is related with age and gender issues. In addition, for a certain category of jobseekers (female), there are some issues which concern social aspects, such as work on second shifts or late night hours works.

I am 26 years old and I was employed as a manager in a market, but in fact my work involved all sorts of tasks: from heavy lifting to cleaning, etc... I did everything but the manager's job. It was very difficult as they exploited me. That's why I decided to leave.

Jobseekers, who have benefited through CMD 47 on- the job-training, have appreciated the opportunity that this program has offered them in order to learn a profession. Similar appreciation was given from the graduated students benefiting from CMD 873. The most significant benefit they mentioned is related with first working experience offered through this program, while a secondary benefit is related to the fact that this work experience is relevant in completing their CV for future applications.

According to these beneficiaries, the working practices received through CMD 873 for graduated students, have enabled them to enhance their vocational skills, despite the fact that there has been little opportunity to be employed in the company/institution where they have performed the internship.

Some non-beneficiary jobseekers expressed dissatisfaction with the long waiting time to find a job, following the registration by the Employment Office. According to them, the Employment Office should inform them regularly and periodically on job openings and on different EPPs.

I am a 22 years old girl with disabilities. I have completed the artistic lyceum for painting and I paint amazing portraits, although I have only one hand. I would very much like to have my own studio as I believe I would have much more clients. Until now there are only people I know and acquaintances my art and I do not have the financial capacities to open a workshop myself. .

High appreciation was expressed from disable people who have benefited through CMD 248 for disable people. In general this program was very much appreciated. Nonetheless, there is also some concerns being expressed relating to benefiting jobseekers who are not confident on the sustainability of the jobs offered. In addition, the job profile offered does not always correspond to requests and skills of the jobseekers.

Various participants in the focus groups recognized the need to have new measures targeting people with disabilities, who have particular talents and capacities.

4.2 New measures needed in the views of the jobseekers and NES staff

Beneficiary jobseekers have identified various ways through which they need further support from NES. The need support to find a job according to their profession. They also need financial support especially for those aiming at self-employment and entrepreneurship. More information and orientation on the procedures to be followed in order to open a business is also need. Lastly, there is more need for personalized support for people with disabilities who see themselves as self-employed.

During the focus groups different points of view were expressed among the participants related with previous work experience required from companies. The internship programme through CMD 873 for recently graduates, has helped them, but has not provided employment. The graduated students who have benefitted from CMD 873, suggested to change the duration of this program, i.e. more than 3 months, in order to have the opportunity to extend their professional experience. This programme allows only the enrolment of students who have completed the studies within the last 24 months. In certain cases this condition is considered limited and could be extended in order to give the possibility for inclusion of a larger number of young graduates.

In the CMD 248 for people with disabilities, the scaling of the wage in place (100% of the minimum salary for the first six months and 50% of the minimum salary for the second half-year) is considered a constraint of this measure. From the jobseeker's point of view, this provision is not considered fair and appropriate taking into account that businesses are not inclined to employ people with disabilities and even less likely to pay 50% of their salary.

Some beneficiaries have suggested to increase public funding for the beneficiary companies for EPPs in order to achieve a higher effectiveness from these programmes. Others have expressed their concern regarding the delays in payment. In those cases when the company receives the funds in delay, this delay is reflected in delays for their salaries. The discussions pointed to the existing gap between job seekers requiring work in tourism and agriculture sector and the lack of measures to tackle these issues by proposing EPP that would support employment in these sectors.

The tables below (Tables 19 and 20) provide the main recommendations provided by jobseekers and NES staff of the focus groups.

Table 19: Main recommendations from jobseekers

Program of encouraging employment of unemployed female jobseekers from special groups should be improved related with two aspects: to remove the one year registered as jobseeker, as a precondition to benefit and to reduce to 45 years the age limit

Provide incentives to businesses to apply for promoting internship program (no. 873), extend the internship to 6 months and increase the limit of having 24 months from the graduation.

Increase awareness and information on EPPs for the jobseekers to become active partner for EPPs through information sessions, media campaigns and other promotional tools.

During the evaluation process, the profile and background of the jobseekers registered in each regional office should be considered as an evaluation criterion, especially for the programs of promoting employment of special groups (no. 27, 48, 248). Employers in cooperation with NES should detail the criteria's for each job offered.

Monitoring process by Employment Offices should strongly focus on the fulfillment of the contractual rights and obligations until the end of the project.

New EPPs for promoting entrepreneurship, start-ups are needed.

Extend the obligation for employers to employ a certain % of the participants after EPPs are completed.

Table 20: Main recommendations from NES staff

The programs promoting the employment of young peoples and women from special groups (no. 27 and 199) should be revised, to enable the inclusiveness of their special groups beneficiaries.

New EPPs targeting:

Public works

Youth entrepreneurship

Start-up

Seasonal employment (in tourism and agriculture) is needed.

Outsource and create partnership for implementing the new EPPs.

Extend the application process throughout the year

EPPs design and implementation should take into account the diversity of territory and requests of jobseekers, e.g. in touristic areas should be promoted EPPs designed for the territory texture; higher funds can be allocated for regions with a high number of people with disabilities.

V. Beneficiaries of 2014 EPP's opinions: operational changes made the difference?

The fifth section is based on a conducted survey aiming to analyse the opinions of the beneficiaries (businesses) about the design and implementation of the active employment programs and the overall quality of procedures and services offered by the National Employment Service (NES). This year is particularly relevant since there is a significant set of changes introduced in the operational procedures for applying and implementing these types of programmes. The questionnaire aimed at collecting information to analyze the most pertinent analytical dimensions related to the operational conditions by NES and MoSWY, in 2014.

5.1. Year 2014: operational changes, EPPs most applied and its beneficiaries

During April 2014, the Council of Ministers undertook the initiative to review the employment promotion programmes, in order to enhance their efficiency in terms of target groups and to facilitate the procedures for increasing the transparency of the delivery of the employment promotion funds.

The priority areas of the implementation of employment promotion programs for 2014, were: the manufacturing industry, activities related to agriculture and farming, tourism industry, information technology, and industries related to sea. The changes introduced in the respective CMDs consisted of:

- The means of publication of the EPPs, using different electronic and non-electronic tools in order for employers to get acquainted with the programme and to become able to apply.
- The procedures of application, were facilitated compared to the previous years in terms of required documentation from interested applicants.
- Extending the range of entities, more specifically, in addition to the legal entities, the natural persons are added, to give the opportunity also to small entities to be included in these programmes.
- Facilitation of the procedures for private entities to apply with their projects to be included in these programmes.
- Improvement of the project approval process, by creating evaluation committees at the regional and national level.
- Allowing recently registered jobseekers to participate to any EPP.

These changes aimed at improving the impact and the efficiency of the EPPs, to increase the transparency of their implementation, as well as in extending the range of unemployed jobseekers and private entities, included therein. In this context the funds for these programmes have been tripled during 2014. The introduction of a scoring system in the evaluation system allows the inclusion of a higher number of companies, regardless the number of employees, which may further benefit smaller companies.

It is observed that the beneficiaries are mainly medium size companies and institutions of 6 to 20 employees²². The total number of employees for all beneficiaries amounts to 35,211. The table below (Table 21) presents a short profile of the companies benefiting from each EPP in terms of economic sector, size and region.

²² Please refer to Appendix.

Table 21: Company profile benefiting from EPPs

CMD 48 on jobseekers in difficulty has mainly benefited companies that operate in the field of construction industry (15%), wholesale and retail trade(11.7%), footwear manufacturing (11%), food and beverages service (8.5 %), and clothing confection (7.8%) in different cities With regards to size, the largest number of beneficiary companies are medium size companies of 6 to 20 employees (39.8%), and small size of 1 to 5 employees (19.6%).

CMD 47 concerning on-the-job training has mainly benefited companies which operate in the area of clothing confection (32.7%) and construction (29.3) in different cities. With regard to the size of the companies the largest number of beneficiary companies is the small size companies with 1 to 5 employees (32.7%) and medium size companies with 6 to 20 employees (24.4%).

CMD 873 on graduated students has mainly benefited public institutions (91 %) that have as their scope of activity public administration, health and education in various cities. Meanwhile, 9 % of the beneficiaries are companies operating in the area of wholesale and retail trade, telecommunication, financial and insurance activities as well processing industries. With regard to the size of the companies the largest number of beneficiary companies is the big companies, with more than 150 employees (34.1%) and medium size one with 6 to 20 employees (22.7%).

CMD 27 on unemployed female has mainly benefited companies that operate in the area of clothing confections (32.7%), and construction (29.3) in different cities. With regards to the size of the companies the largest number of beneficiary companies are the small companies with 1 to 5 employees (32.7%) and medium sized with 6 to 20 employees (24.4%).

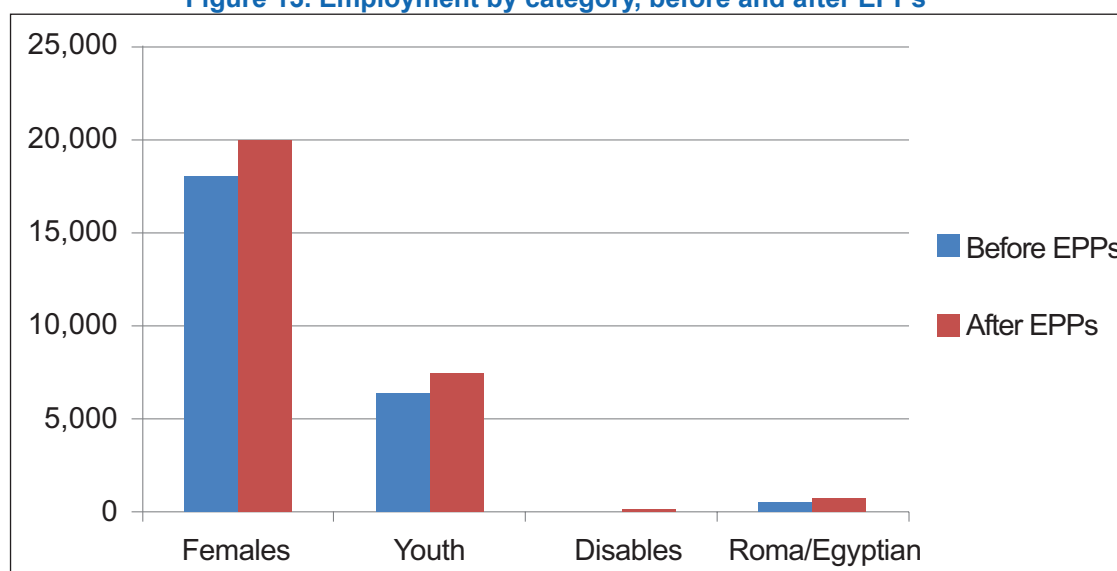
CMD 199 on unemployed youth has mainly benefited the companies that operate in the area of food and beverage services (26 %), wholesale and retail trade (21.7 %), and public administration (14.2 %) in different cities. With regard to the size of the companies the largest number of the beneficiary companies is small size companies with 1 to 5 employees (35.7%).

CMD 248 on people with disabilities has mainly benefited companies which operate in the area of health (1 company), other processing industry (2 companies), processing of textiles (1 company), engineering works (1 company), printing and regrouping of registered media (1 company), retail trade (1 company). Cites in which these companies are located are Elbasani, Fieri, Shkodra and Tirana. With regard to the size of the companies, the largest number of beneficiary companies are medium sized companies with 6 to 20 employees (42.8% / 3 companies) and big size companies with over 150 employees (28.5% / 2 companies). The number of companies benefiting from this programme is quite limited as is the number of unemployed jobseekers benefiting from this programme.

Comparisons before and after the programme show that the largest increase has been for Roma/Egyptian employees by 12.5% (Table 22 and Figure 13). Female employees have also increased by 11% for all beneficiaries after the EPPs. Although there has been an increase of 8.8% of employees with disabilities after the programmes, the numbers are still very low compared to the other groups. Before the programmes the total number of employees with disabilities has been 71 for all beneficiaries and has increased to 80 after the programmes. Lastly there has been an increase of 8.4% of employees under the age of 29 after the programmes for all beneficiaries.

Table 22: Number of employees before and after the EPPs by category

Category	Before EPPs	After EPPs	Registered increase on number of employees after EPPs	Registered increase on %
Females employees	17,980	19,997	2,017	11%
Employees under 29 years old	6,283	7,442	1,159	8.4%
Employees with disabilities	71	80	9	8.8%
Employees from Roma/Egyptian communities	596	750	154	12.5%

Figure 13. Employment by category, before and after EPPs

Results show that female employees have the largest percentage of retained employment after the EPPs of 92% followed by Roma/Egyptian employees of 87.5%, youth of 74.2% and employees with disabilities of 45%. As seen in the previous results, employees with disabilities have the lowest percentage. This attests to the further vulnerabilities faced by employees with disabilities (Table 23).

Table 23: Number of employees of final beneficiaries by employment status

Category	Registered increase on number of employees after EPPs	Number of final beneficiaries of EPPs by category	% of final beneficiaries that are not employed on October 1, 2014	% of final beneficiaries that are employed on October 1, 2014
Females employees	2017	2194	8 %	92%
Employees under 29 years old	1159	1562	25.8 %	74.2 %
Employees with disabilities	9	20	55 %	45%
Employees from Roma/Egyptian communities	154	176	12.5%	87.5%

Data of final beneficiaries per EPP shows that employment promotion programmes for jobseekers in difficulty (CMD 48) and on-the-job training (CMD 47) have by far the largest percentage of beneficiaries. Jobseekers in difficulty reach 54.3% of beneficiaries followed by on-the-job training reaching 30.3% of beneficiaries (Table 24). Employment promotion programme through internships for newly graduated students in Albania or abroad (CMD 873) comes in third, however there is quite a large difference with the other two programmes.

The percentage of final beneficiaries for this programme reaches 8.6%. The employment promotion programme for people with disabilities has quite an insignificant percentage of beneficiaries of 0.3%. Although this programme stands alone only since 2014, the percentage of beneficiaries is very limited, even though this is one of the most vulnerable groups.

Table 24: Final beneficiaries per EPP by category

Final beneficiaries/CMD and category	Females	Youth	Disables	Roma/Egyptian	Total no of final beneficiaries	% of final beneficiaries
Total number/category	2418	1880	24	177	3663	
%/category	66%	51.5%	0.7%	5%		
CMD 48 jobseekers in difficulty	1258	801	5	84	1991	54.3 %
CMD 47 on-the-job training	772	609	3	86	1111	30.3 %
CMD 27 unemployed female	112	29		6	112	3 %
CMD 199 unemployed youth	45	119			119	3.2 %
CMD 873 graduated students	224	318	4	1	318	8.6 %
CMD 248 people with disabilities	7	4			12	0.3%

Although previous data shows that females and youth appear to be the two categories that are mainly benefitting from EPPs, a further comparison between number of individuals benefitting from EPPs in each category compared to the number of registered unemployed per category shows low percentages across groups (Table 25). These comparisons show that youth has the largest percentage of beneficiaries compared to the number of registered unemployed of 4.9% followed by females of 3.4%. Roma/Egyptian have 1.8% and people with disabilities have the lowest percentage of 1.3%. This shows that when compared to the number of registered unemployed the percentage of beneficiaries is quite limited and points towards people with disabilities and minority groups such as Roma/Egyptian communities to be the most vulnerable groups.

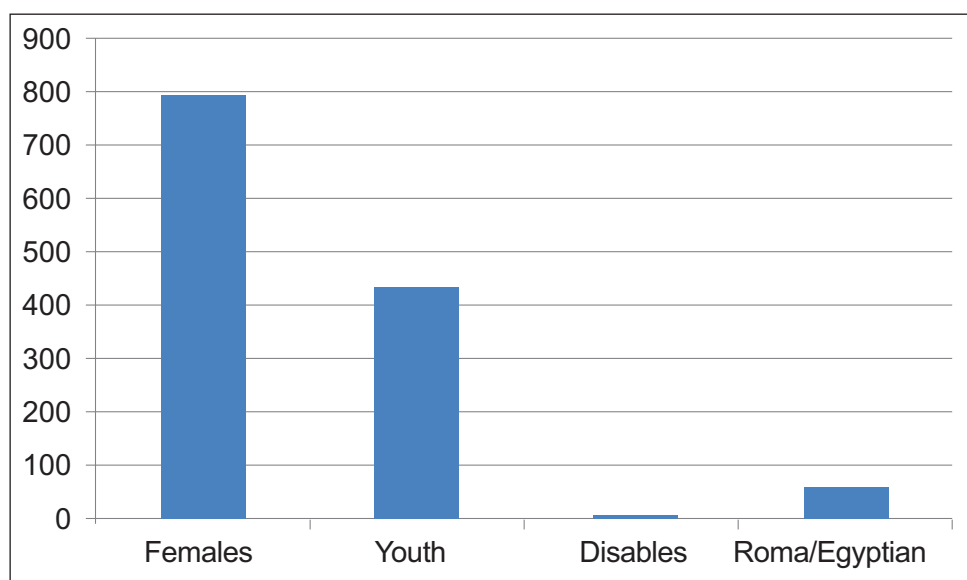
Table 25: Benefiting categories of EPPs during 2014

	Beneficiaries of EPPs in 2014	Unemployed registered at NES for 2014	% of beneficiaries according to categories
Total number	3663	139,651	2.6 %
Females	2418	70,902	3.4%
Youth	1880	37692	4.9%
Disables	24	1743	1.3%
Roma/ Egyptian	177	9652	1.8%

Approximately 23 % of companies/institutions interviewed indicate that they benefited from EPPs prior to 2014. It is observed that regarding the period before 2014, CMD 48 on jobseekers in difficulty, has the highest percentage of beneficiary entities followed by CMD 47 on-the-job training and CMD 873 on internship of recently graduated students in Albania and abroad (Table 26). As showed above, same ranking is also maintained in 2014. As in 2014, with regard to the final beneficiaries the highest percentages are for females and youth who have participated mainly in EPPs on job seekers in difficulty (CMD 48) and on-the-job training (CMD 47) (Figure 14).

Table 26: Percentage of beneficiaries by EPP in 2014 and before 2014

CMD/Beneficiaries 2014/ Beneficiaries before 2014	Beneficiaries 2014	Beneficiaries before 2014
Programme of encouraging employment of unemployed jobseekers in difficulty(No. 48)	47.3%	10.5 %
Program of encouraging employment of unemployed jobseekers graduated, through internships in state or private institutions and enterprises (no. 873)	24.4 %	4.6 %
Programme of encouraging employment through on the job training (No. 47)	18 %	5.9 %
Program of encouraging employment of unemployed youth entering the labour market for the first time (No. 199)	7.1%	1.5 %
Program of encouraging employment of unemployed female jobseekers from special groups (No.27)	3.7%	0.6 %
Program of encouraging employment of people with disabilities (No.248)	2.2 %	0,3%

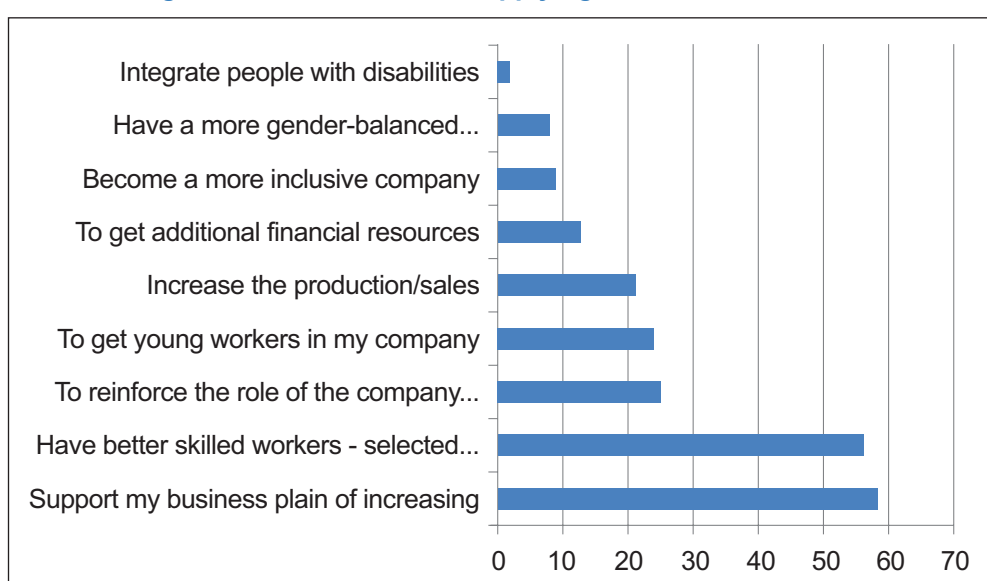
Figure 14. Beneficiaries of EPPs before 2014

5.2 Main reasons to apply for an EPP and sources of information

Results show that the main reasons by far to apply for an EPP by companies are the need for workforce, improve the performance of the company, and have better skilled employees (Figure 15). This shows that companies are mainly concerned to have a skilled workforce, which they view as a way of improving the performance of their business. This means that they do not necessarily see the EPPs as an immediate tool of additional financial resources. In fact, getting additional financial resources through the EPPs is considered as the main reason for a very small number of beneficiaries (4%). The three least important reasons for applying for an EPP by the companies are integrate people with disabilities, have a more gender-balanced workforce and become more inclusive as a company. Integrate people

with disabilities is the least important reason of all. These findings show that companies are not interested in accommodating vulnerable groups and do not consider these issues as important to their businesses. Rather, they are mainly interested in finding skilled workforce in order to improve their business performance. This supports earlier findings regarding lack of targeting of vulnerable groups, and reinforces the idea that specific targeting of these groups need to take place and specific incentives should be provided to employers for hiring from vulnerable groups, otherwise these groups will be left out. They may not compete with the rest of the registered unemployed, unless specific measures are designed and taken for them. This also matches results from focus groups for certain categories of females (over 45 years) and persons with disabilities, who raise as concern their inability to integrate in the labour market because the businesses did not provide jobs for them due to their age, gender, and physical abilities.

Figure 15. Main reasons for applying to an EPP in 2014



Large or medium size companies/institutions with economic activity in public administration, clothing confectioning, construction, and footwear manufacturing have mainly selected increasing the number of employees as main reason for applying for EPPs. Seventy percent of companies that select this answer are private entities. It is of interest that 30% of them are public institutions which benefit primarily from CMD 873 on internships for recently graduated students. This suggests that this program is perceived by public institutions as a way increasing the number of employees rather than provide skills to the newly graduates in order to better the skills of the workforce.

It is also observed that companies/institutions which selected as the main reason to apply for the EPPs having better skilled employees are mainly the medium and large size companies with economic activities in public administration, construction, wholesale and retail trade. Meanwhile, medium and small size companies/institutions operating in the area of public administration, clothing, confections and construction, view it as the least important reason. Companies/institutions that selected it as the main reason are of different types; 48.2% of them are public institutions which, as highlighted above, benefited mainly from CMD 873 for internships of recently graduated university students in Albania or abroad.

Companies/institutions that have selected as the most important reason to apply for EPPs supporting their business plan of increasing the size of the company, are mainly medium

and small size companies/institutions operating mainly in the area of construction, other processing industry, and footwear manufacturing. The main reasons that have prompted companies/institutions to apply for EPPs vary per programme (Table 27). Financial support and flexibility of programme are the two main characteristics of EPPs for which companies/institutions have applied for CMD 48 on jobseekers in difficulty. This same result comes from focus groups with representatives of employment offices, who also believe that these two features of the programme make companies prefer this programme.

The financial support foreseen is for one year, at the amount of 100% of compulsory social security and health insurance contributions, provided that the duration of the employment contract is not shorter than 1 year, and up to four wages at the level of 100% of the minimum wage for the fifth, sixth, eleventh and twelfth month. The flexibility of this program relates to the wide range of unemployed job seekers that can be involved in this programme, thus, adapting to the needs of business for certain profiles and manpower.

The main characteristic, for which the companies apply for CMD 873 for internships for recently graduated students and CMD 47 on-the-job training, is the training opportunity which corresponds with the purpose of these programmes. The main characteristic that has prompted companies to apply for CMD 48 on jobseekers in difficulty, CMD 199 on unemployed youth, CMD 27 on unemployed female, and CMD 248 on people with disabilities, is the financial support, which shows that these companies see their involvement into the programme as an opportunity to finance employment in their companies and not necessarily as an opportunity to develop skills and open new job placements, to strengthen their capacities and/ or to empower the final beneficiaries in a certain sector and/ or to develop the necessary profiles for the company. The results also indicate that regardless of the programme's scope and specific support offered for the vulnerable groups or for youth, the business finds these programmes mainly as a financial resource. This result goes in the same direction and supports the interpretation of the data regarding the main reasons for applying for an EPP in 2014, which suggests that what the companies see in EPPs is a good way to increase the workforce and support their business plan through the financial support of the state.

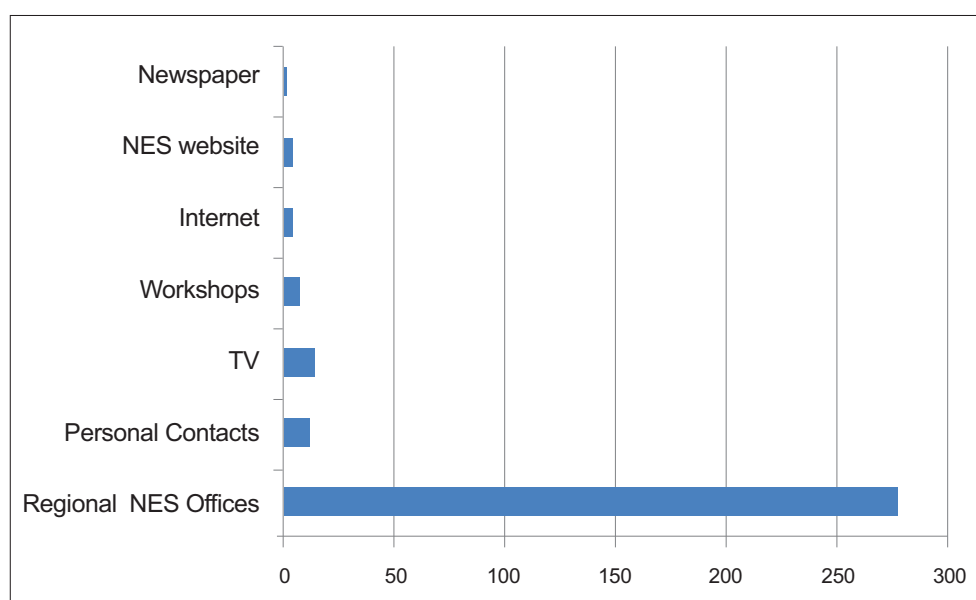
Table 27: Main characteristics of selection according to CMD/EPPs

CMD/Main characteristics	Training opportunities	Financial support	Flexibility	Specific purpose
CMD 48 jobseekers in difficulty	11.8%	38.1%	18%	0.9% to increase the quality of employees, to increase workload
CMD 873 graduated students	18.3%	4%	3.4%	2.9% offer opportunity to youth to receive some work experience and to assess their competence for future employment in the company/ institution.
CMD 47 on-the-job training	10.5%	7.7%	5.6%	0.6% Creates financial opportunities for the companies to train their staff

CMD 199 unemployed youth	1.24%	4.3%	1.9%	1.2 % Creates employment opportunities for the youth
CMD 27 unemployed female	1.24%	3.4%	1.24%	0.3% Creates possibilities for groups in need
CMD 248 people with disabilities		1.24%		1.2 % to offer support to disables, the desire to become inclusive and to employee a disable.

The main source of information on EPPs is the Regional Employment Offices with a very high percentage compared with all other sources (Figure 16). If we compare this result to the information gathered from the focus groups with jobseekers, almost all of them acknowledged that they had received the information from the Regional Employment Offices. While such figures demonstrate a very good job of NES to inform businesses about EPPs, thus, enabling the creation of new jobs; at the same time is a discouraging figure regarding other sources of information which should be equally efficient. It is also important to note a very low usage of TV and of internet/website as a source of information. This information reflects that further efforts should include information technology across EPPs application procedure (from A to Z). This would simplify the application procedures and would reduce the workload for the employment offices.

Figure 16. Source of information on EPPs



The overall level of satisfaction by companies/institutions of the assessment of the information received by NES is relatively high. The vast majority of companies/institutions have assigned a score of 5 or 4 to their assessment of information received by NES. More than half of the companies/institutions (59%) have assigned the maximum score to the level of information receiving by NES on the EPPs. Another 23% have assigned a score of 4, whereas the rest of the scores have much lower percentages. The scoring of the assessment of the information received from the workshops conducted by NES shows that companies/institutions that have assigned a score of 5 to the level of information received

from the workshops conducted by NES, have based their scoring on the level of information received, the professional approach, and the presentation of the EPPs, which was done in details (Table 28). The companies/institutions that have assigned a score of 4, have based their scoring on the good level of information received on EPPs, the precise information, the space offered to question and answers which were useful in better understanding each case. The companies/institutions that have assigned a score of 3 have based their scoring on the need to receive further information beyond that provided in the workshop due to a need to go deeper and receive more explanations. Lastly, the companies/institutions that have assigned a score of 2 have based their score on the need of these workshops to be more specific. Some of the companies/institutions haven't scored, because of the fact that they did not participate in these seminars.

Focusing more in depth on those beneficiaries that have evaluated the information received from the workshops conducted by NES with scores of 2 and 3, and on the companies/institutions that have not scored it is observed that these companies are concentrated in: Dibra, Elbasan, Gjirokastra, Korça, Kruja, Lezha, Malesi e Madhe, Mat, Mirdita, Pogradec, Saranda, Shkodra, Tepelena, Tirana and Vlora. The highest concentration of these evaluations is observed in: Shkodra (17%), Gjirokastra (15.2 %) and Tirana (13.5 %). These beneficiaries are of various company sizes and economic activity. In light of these data, one of the recommendations for NES would be that the next workshops regarding EPPs be mainly concentrated in the above mentioned regions.

Table 28: Assessment of the information received from the workshops conducted by NES

The assessment of the information received from the workshops conducted by NES		
Scored with	Number of companies/institutions	Percentage
5	190	59%
4	74	23%
3	21	6,5 %
2	4	1,2 %
1	4	1,2 %
Not scored:	30	9,3%

Note: a score of 1 being the lowest rating and a score of 5 being the highest rating.

A summary of the recommendations on the workshops offered for EPPs is given in the table below (Table 29).

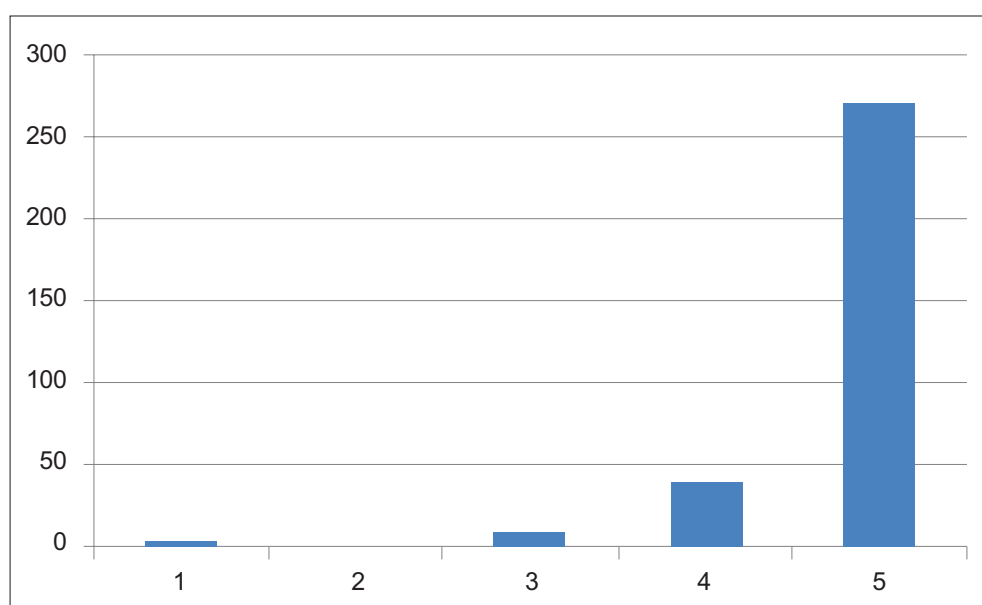
Table 29: Recommendations on the workshops offered for EPPs

Recommendations	Why?
Workshops should be organized periodically	to allow different company staffs (HR manager, financial manager) to participate in them give other opportunity to companies which did not have the possibility to attend the one
Workshops should be developed in different sessions	to allow different company staff that will be committed in writing implementing the program to better understand the technical details to allow the businesses to reflect and identify difficulties in the implementation.

Workshops should be organized also during the implementation phase	might be a good opportunity to exchange experiences
Workshops can be recorded and published on YouTube or on the official website of NES	Facilitates the access Creates possibilities for them to be re-heard

The evaluation of beneficiaries regarding the usefulness of the assistance provided by the staff of the Regional Employment Office regarding the application procedure show that 83.6 % of the beneficiaries evaluate as 5 (excellent) the quality of the support provided by the REO staff with regard to the application procedures (Figure 17). In a more in depth analysis of these data, focusing on those beneficiaries that have evaluated the usefulness of the assistance provided by the staff of the Regional Employment Office as 1, 2 and 3 it results that these companies are concentrated in: Dibra, Kavaja, Mati, Mirdita, Saranda, Tirana. The highest concentration of these companies/institutions is observed in: Dibra (38.4 %), Saranda (23 %) and Tirana (15.3 %). These beneficiaries are mainly small-medium size companies in various economic activities. Consequently, further attention should be given to the above mentioned regions regarding the support provided to businesses regarding the EPPs application procedures.

Figure 17. Assessment on the usefulness of the assistance provided by the staff of the REO



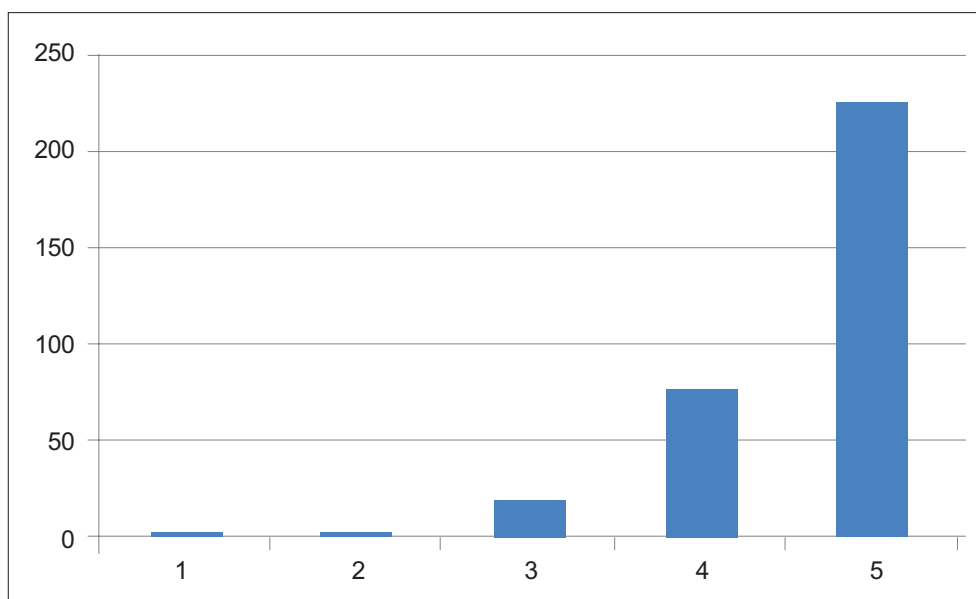
Note: a score of 1 being the lowest rating and a score of 5 being the highest rating.

The assessment on the usefulness of information received on the procedures for application to EPPs shows that the majority of companies/institutions have assigned a score of 5 (excellent). The companies that have assigned such a score have based it on the procedures of the application process reporting that the information received was very good, precise, supportive, and that Employment offices were highly available to offer assistance (Figure 18). The companies that have evaluated with a score of 4 have reported that the information received was good, correct, and the application procedures were quite simple. Some of the companies that have evaluated with a score of 3 have reported that the information received was quite good, but the application process requires many documents and they found it time consuming.

Data shows that 67% of beneficiaries evaluate the information on the EPPs application

procedure received by the staff of the Regional Employment Office with a score of 5. Focusing on those beneficiaries that have evaluated with scores of 1, 2 and 3 and further focusing on their geographical positioning, it results that these companies are focused in: Dibra, Kavaja, Gjirokastra, Korca, Lezha, Meath, Saranda, Tirana, and Vlora. The highest concentration of the companies/institutions that have assigned such scores is observed in Tirana (31.8%), Dibra, (18%) and Lezha (13.6%). These beneficiaries are mainly small and medium size companies in various areas of economic activity. It is suggested that further attention should be given to the above mentioned regions regarding the level of information provided to businesses during the EPPs application procedure.

Figure 18. Assessment on the usefulness for information received on the procedures for application to EPPs



The table below summarizes some of the recommendations on procedures for application to EPPs given by the responding companies/institutions (Table 30).

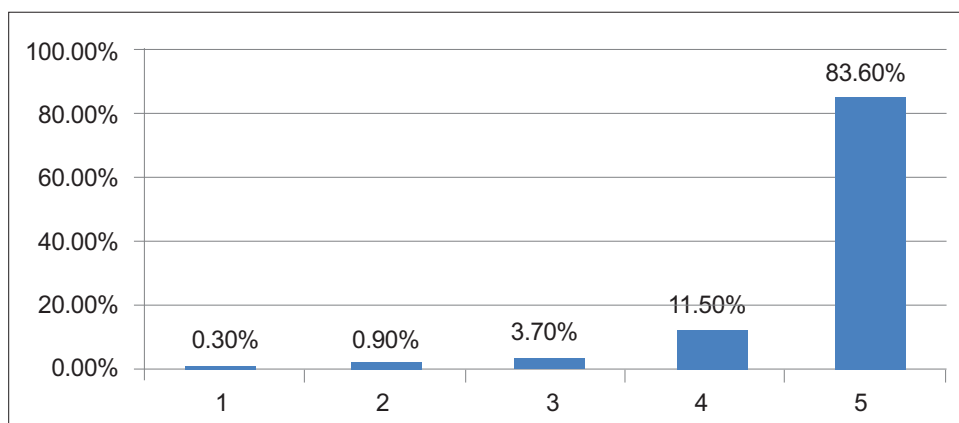
Table 30: Recommendations on procedures for application to EPPs

Recommendations	Procedures for application to EPPs
Recommendations 1	<i>The application process should be extended throughout the year.</i>
Recommendations 2	<i>The application process should not be limited in short periods of time to apply (deadlines).</i>
Recommendations 3	<i>During the application process should be organized more workshops and meeting to exchange practices and opinions among applicants, to clarifying details of the application procedures.</i>

5.3. Application and implementation procedures: good service provision has been perceived

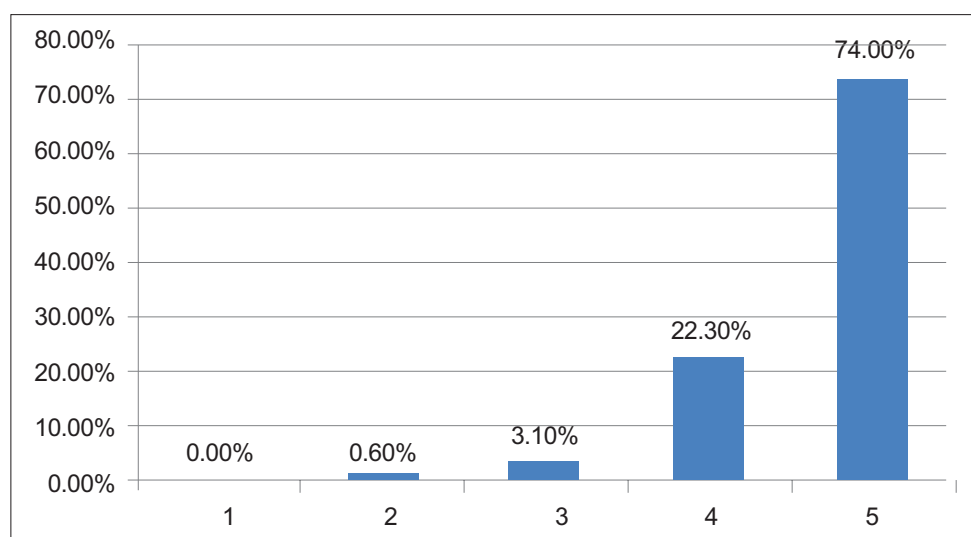
Assessment of the implementation process of the EEPs shows that 83.6% of the interviewed beneficiaries have assigned a score with 5 (excellent) to the support offered by NES during the implementation process for EPPs (Figure 19). The number of companies which have evaluated with 4 (good) is also relatively more than those which have assigned other lower scores. **Therefore, the majority of the companies have expressed an overall evaluation which is very good for the processes: starting from the preparation of the contract with NES to the procedures of reporting to NES.**

Figure 19. Rating for support provided by NES during implementation



Likewise, 74% of the interviewed beneficiaries have assigned a score of 5 (excellent) to the operational conditions of EPPs in the company (Figure 20). Overall more than 96% of interviewed beneficiaries have assigned high scores of 5 and 4 to the operational conditions of EPPs in the company. **This again, shows a relatively high satisfaction by the beneficiaries in terms of implementation procedures.** Furthermore, it is observed that the beneficiaries that evaluate with scores of 1, 2 and 3 according to the different EPPs' implementation stages are almost located in the same geographical reason and are in similar economic activities. Companies which evaluate the implementation process with scores between 1 and 3 are mainly found in Dibra, Tirana, Lezha, Gjirokastra, Saranda, Vlora and Shkodra. These regions present concerns regarding improvement of the service related with the preparation of the contract, procedures on reporting to NES, and the support provided during the EPPs implementation. There is also concern regarding possibilities of employment for the final beneficiaries as well as operational conditions of the EPP in the company.

Figure 20. Rating for operational conditions of the EPP in company



Regarding the preparation of the EPP Implementation Plans, it results that 82% of the subjects have prepared EPP Implementation Plans, while, the rest of the entities have declared not to have prepared any Implementation Plans. A more in-depth analysis of the beneficiaries which have not prepared the Implementation Plans for the EPPs, shows that

50% of the entities are public institutions who benefit mainly from CMD 873 on internship for recently graduated students in Albania or abroad. The economic activities that dominate the rest of the private entities are hotels and similar facilities, clothing confectioning, footwear manufacturing and wholesale and retail trade. These beneficiaries are of different sizes and geographical positioning.

With regard to the method of preparation of the Implementation Plans, most of the beneficiary entities have stated to have prepared them in cooperation with the Employment Office (71%). It is worth mentioning that despite the fact that the preparation of the Implementation Plans is not obligatory under the EPP CMDs, the majority of the beneficiary entities have prepared them in cooperation with the Employment Office. The preparation of the Implementation Plans by the majority of the entities shows the role these plans can play for the well-functioning and implementation of the programmes. Beneficiaries which have not prepared the Implementation Plans are entities in various economic activities such as public administration, footwear manufacturing, construction, furniture production, etc. These beneficiaries are of various sizes and geographical positioning, such as Vlora, Gjirokastra, Mat, Laç, Tirana, and Lezha.

With regard to the person in the company responsible for the preparation of the Implementation Plans, the majority of interviewed entities declare that the owner of the company is the responsible person who prepares the Implementation Plans (Table 31). Other people responsible were listed as the Human Resources Department or other responsible persons tasked for the preparation of the Implementation Plans. In more than 50% of the interviewed entities, it is the owner of the company who prepares the Implementation Plan.

Table 31: Persons responsible for the preparation of the implementation plans

By whom are prepared the implementation plans?	Number of companies/ institutions	Percentage
Owner of the company	177	54,8%
Other	57	17,6%
Human Resource Department	56	17,3%
Owner of the company + other	25	7,7%
Owner of the company + Human Resource Department	3	0,9%
Human Resource Department + other	1	0,3%

In conclusion, on the majority of the companies evaluate the EPP implementation process, as “very good”. The majority of the companies have expressed an overall good evaluation on the processes starting from the preparation of the contract with NES to the procedures for reporting to NES. It is important to stress that approximately 20 % of those interviewed that evaluated with scores of 1, 2 and 3 are normally the same companies /institutions and are geographically positioned in Dibra, Tirana, Lezha, Gjirokastra, Saranda, Vlora and Shkodra. From this perspective, one of the recommendations for NES and the Regional Employment Office of the above mentioned regions regarding the EPPs implementation stage is about the improvement of its service regarding the preparation of the contract, procedures on reporting to NES and the support provided during implementation of the EPPs. Meanwhile, there are problems observed in these regions related to the possibilities of employment for the final beneficiaries” and the operational conditions of the EPP in company. In addition, it is also observed that the entities that lack the cooperation with the Employment Office for the preparation of the Implementation Plans are overwhelmingly the same ones that evaluate the EPPs implementation process in a negative way.

5.4 Do the registered jobseekers’ skills and work experience match companies’ needs?

The method of selection of the jobseekers to participate in the EPPs shows that the majority of the beneficiary entities, approximately 70% have selected the jobseekers in cooperation with the staff of the Employment Office (Figure 21). This shows that for the selection of beneficiary jobseekers, the business has been assisted by the staff of the employment Office. The selection procedures specified in the CMDs foresee the provision of a list by the Employment Office of the candidates that satisfy the criteria for the jobs proposed by the employer. From this perspective, the figure of 21.4 % of the beneficiaries reporting that the employees have been selected by the staff of the Employment Office is interesting.

Regarding the level of jobseekers chosen as EPP beneficiaries, it shows that about 40.2% of companies report the level of beneficiary jobseekers meets the needs of the company (Figure 22). Thus, it means that the companies are satisfied with the level of jobseekers selected as beneficiaries. Another significant percentage of companies, approximately 29% and 27% evaluate with a score of 3 or 4 the level in which their needs have been met. From an overall prospective of these evaluations it can be said that the companies are relatively satisfied with the level of jobseekers employed in the context of the programs. Additionally, the selection of beneficiary jobseekers is done by the company in cooperation with the Employment Office, which brings a consensual selection and in accordance with the requirements of the company itself.

Figure 21. Method of selection of the jobseekers to participate in the EPP

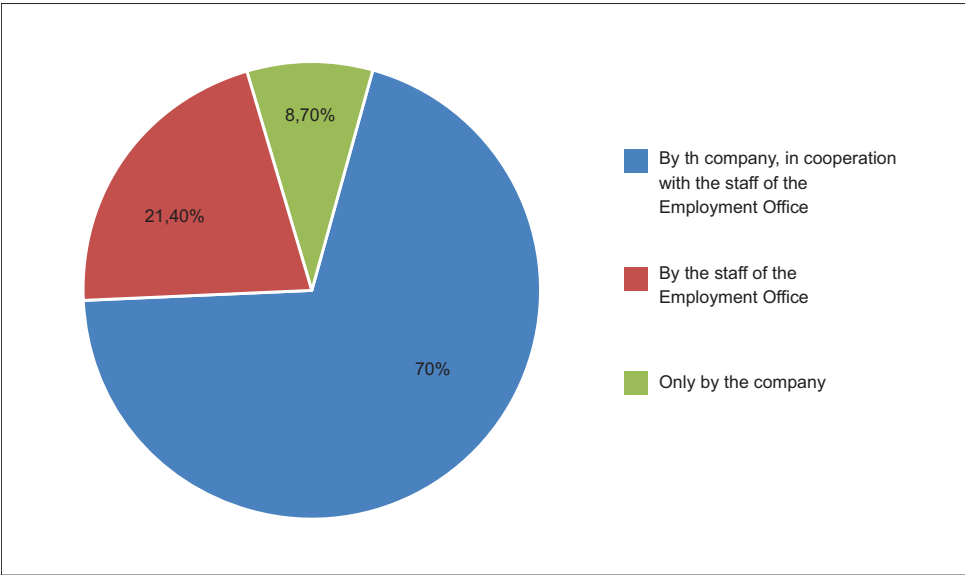
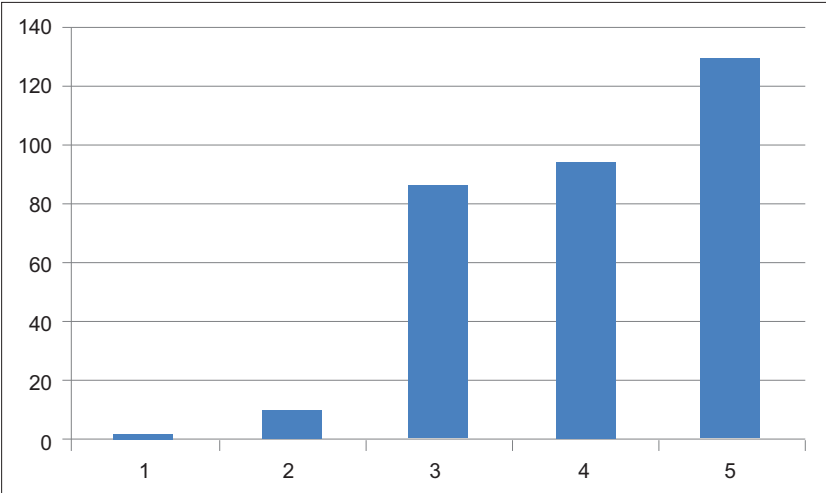


Figure 22. Compatibility of the level of beneficiary jobseekers with the needs of the subject

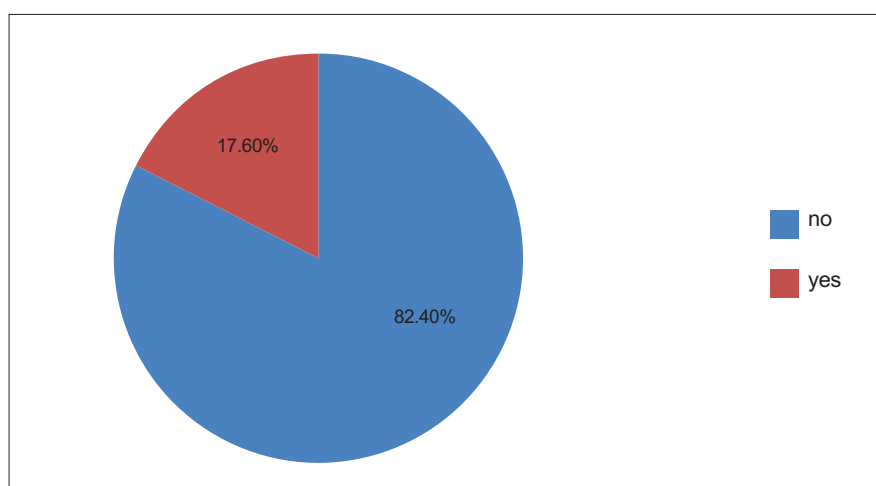


With regard to whether the companies have found the occupations they were looking for in the list made available by the Employment Office, it results that a high percentage of the companies (82.4%) state that they did not find the occupations they were looking for (Figure 23). Companies might have been in need for occupations that were different from those of the registered jobseekers. This shows that the occupations of the registered jobseekers were not compatible with the demands of the companies. Therefore, this can also explain the fact that the jobseekers are registered at the employment office, because they do not have occupations that are in demand by companies. In some cases the companies feel pressured to employ through EPPs people that do not have the occupation that they require.

Even though companies have not found jobseekers matching the occupations needed by them, the received jobseekers have nonetheless met the needs of the companies. It is observed that 69.3% of the interviewed (excluding the beneficiaries from CMD 47 and CDM 873, as they do not require specific occupations) did not find the occupations they were looking for in the list made available by the Employment Office, but approximately 69.2 % of them state that the level of beneficiary jobseekers has met the needs of the company. This means that these figures must be read in two different stages of the selection of the jobseekers, namely, at the stage of selection, where a profile is being sought, and at the stage of the EPPs implementation where the evaluation on the compatibility of the level of the jobseeker with the needs of the business is also expressed. In this context, it can be said that even though 69.3% did not find the occupations they were looking for in the list made available by the Employment Office; during the EPPs implementation 69.2% of them declare that the level of beneficiary jobseekers has met the needs of the company. This result also confirms the earlier result that the selection of the jobseekers by the businesses is made in cooperation with the Employment Offices at the level of 70 %. Such cooperation shows that even though businesses may not find the profiles in the first place, they can help them in the selection of the jobseekers who may meet their needs.

As also pointed out in the previous sections, it is important to note that to date, the profiling has been manual. In the future it is foreseen that profiling will change from manual to an electronic system. Creating an electronic system will facilitate procedures, as well as provide a more transparent process during the matching process.

Figure 23. Availability of occupations required in the list of jobseekers provided by NES



Results show that the largest numbers of beneficiaries that cannot find the required profiles of jobseekers are the companies have benefited by CMD 27 on-the-job training, CMD 48 job seekers in difficulty, and CMD 199 unemployed youth (Table 31). In addition this result points towards another recommendation for NES which is in regards to vocational training courses.

Table 31: The noncompliance of the profile of jobseekers with the requirements of beneficiaries by EPP and economic activity

EPPs	% of beneficiaries/CMD	Main economic activity
CMD 48 job seekers in difficulty	89.5%	Shoe manufacturing Clothing confectioning Manufacture of paper and paper products
CMD 27 unemployed female	91.6%	Clothing confectioning Other Processing industry
CMD 199 Unemployed youth	82.6%	Retail trade Food and beverage service
CMD 873 Graduated students	65.8%	Public Administration
CMD 248 people with disabilities	28.5%	Other Processing industry

According to the table below, one of the recommendations for NES is the planning and delivery of trainings and vocational training courses oriented to the most in demand profiles in order to orient the jobseekers toward these courses and consequently towards employment (Table 32). With regard to the expression in percentage of the possibility to continue to work in the company after the end of the EPP, the majority of the companies (25.7%) report that 100% of the beneficiary jobseekers will continue to work also after the completion of the EPP. However, 13.6% of interviewed companies state that 50% of the beneficiary jobseekers will continue to have the job. Therefore, if an average percentage is calculated, out of all the statements of the entities, 70.8% of the jobseekers will continue to work in the company, and therefore it can be concluded that **the possibility for the jobseeker to continue to work in the company even after the end of the EPP is considered relatively high.**

Table 32: Hardest occupations to be filled by employers according to regions

PROFESSIONS more difficult to be filled	Region	Number
Waiter Service	Lezhe	15
Sewing site leather	Shkoder	13
Mechanical	Durres	13
Economist	Fier	12
Engineer	Diber	10
Cook	Lezhe	10
Electrician	Fier	10
Worker	Kukes	9
Lawyer	Puke	8
Plumber	Diber	8
Sellers	Saranda	8

Referring to the data regarding the economic activity of the beneficiaries which declare a retention rate of 50% -75%, they are mostly in the construction and footwear manufacturing businesses, while those declaring a retention rate of more than 75% are public administration, clothing confectioning, wholesale and retail trade, construction, food and beverage services and footwear manufacturing (Table 33). According to the data, about 2137 final beneficiaries

or 58.3% of the total number of them have more than 75% of the possibilities to continue the employment even after the completion of the EPPs (Table 34).

Table 33. The possibility to continue employment of beneficiary jobseekers in the companies/institutions after the termination of the EPPs, by size

	1-5 employees	6-20 employees	21-50 employees	51-150 employees	more 150 employees	TOTAL
Total	56	103	50	59	55	323
Less 25%	4	18	8	4	16	50
25%-50%	5	20	7	9	8	49
50%-75%	1	22	6	5	3	37
more 75%	46	43	29	41	28	187

Table 34. Number of final beneficiaries of those companies/institutions that declare the retain rate of more 75%, under each EPPs (no of companies interviewed=323)

EPPs	No final beneficiaries	Main economic activity
Total	2137	
CMD 48 job seekers in difficulty	1338	Construction Retail trade Clothing confectioning
CMD 47 on-the-job training	509	Construction Clothing confectioning
CMD 27 unemployed female	95	Retail trade
CMD 199 unemployed youth	108	Retail trade Food and beverage service
CMD 873 graduated students	87	Public administration
CMD 248 people with disabilities		Other Processing industry

5.5 Are new measures needed in the views of the companies?

Regarding the issue of whether companies/institutions will apply for EPPs again in the future, almost all interviewed entities stated that they will apply again (95%), with the exception of a small number of entities (5%), which stated that they no longer wish to participate in these programmes. The majority of those who are not planning on applying again for an EPP do not express any reservations against employment offices. With regard to the EPPs where the entities would like to apply in the future, it results that the majority have selected EPP for vulnerable groups (CMD 48) (Table 35). This outcome can be explained in relation to the fact that based on the data generated in the second section of the questionnaire, it results that the largest number of the beneficiaries have benefited from CMD 48 and identify as main characteristics the financial support and the flexibility. The above figures are in line with the figures reflected earlier regarding the percentage of the beneficiaries per CMD which have benefited from the EPPs during 2014 which suggests that the same entities will apply in the future for the same EPP.

With regard to the suggestions whether the EPPs procedures should change (application procedure, selection of applicants, jobseekers selection procedure, implementation process and monitoring and evaluation procedures) it results that the vast majority of the interviewees

states that these procedures do not pose any need for change. However, a significant percentage of the interviewees have expressed their opinion on the need to improve the procedures, by providing concrete suggestions (Table A4 in the appendix summarizes those recommendations).

Table 35. EPPs that companies/institutions will apply in the future

Which are the EP programs that you would like to apply in the future?	Number of companies/ institutions	Percentage
EPP for vulnerable groups (CMD 48)	145	45%
EPP for graduates(CMD 873)	64	20%
EPP through VT(CMD 47)	58	18%
EPP for 1st time employed(CMD 199)	23	7%
EPP for female and particular groups (CMD 27)	14	4,3%
EPP for disable people(CMD 248)	2	0,7%

A summary of overall recommendations provided by companies/institutions is found in the table below (Table 36).

Table 36: Main recommendations by benefiting companies/institutions

Extend the application process throughout the year.

During the application process could be organized more informative events to exchange practices and information among applicants, and to further clarify the details of the application procedures.

Unemployed jobseekers should be informed and make aware about the opportunity to register by NES and participate to EPPs.

The application and information online for EPPs should be provided, to ease the application procedures.

Cooperation with VET providers to offer qualification and training in accordance to jobs offered through EPPs should be promoted.

Selection process of job seekers should be improved to enable a better matching of the profiles with job requirements.

VI. Impacts on employment creation 2012-2013: a critical review of the methodology and main results²³

The EPPs data is cross-sectional including observations at the regional level for a period of five years (2008-2013) from registered jobseekers that have received the programmes, and registered jobseekers that have not received the programme, but may receive it in the future. There is not a random assignment of the control group. The data set collected by the National Employment Service includes both the treated and the untreated registered jobseekers, however it is not entirely clear what the treatment criteria are and how they are applied since as mentioned in the previous section the selection of treatment and control is not random, rather there is also self-selection by both applicants and companies.

To ensure the use of rigorous methodology, an impact evaluation must create a counterfactual accounting for what would have happened had the programme never taken place. In order to determine the counterfactual it is imperative to isolate the effects of the intervention from other factors. This is accomplished through the use of the control group, which is compared to the treatment group. The two groups should be the same in every aspect with the only difference being the programme participation. Determining the counterfactual, which is at the core of the evaluation design, can be done in two ways: through experimental (randomized) design or quasi experimental (non-randomized) design. It is worth noting that it is quite problematic to fully isolate the impact of the programme from the counterfactual conditions, which can be affected by history, selection bias, or a combination of the two.

The experimental design is regarded as the ideal evaluation methodology, giving the most robust results. Its most superior feature is the random allocation of the intervention among the eligible beneficiaries. This process creates comparable treatment and control groups that are statistically indistinguishable. As a result, its power resides in the fact that the control group generated through random assignment serves as a perfect counterfactual, eliminating the issue of selection bias. In this respect, experimental design offers results that are easy to interpret. The impact of the programme can be evaluated by the difference in the means between the samples of the treatment and control groups. Although this approach yields the optimal results, it should be noted that besides the ethical and political issues that arise in using experimental design, there is also the risk of the inability to fully achieve random assignment of the treatment (Baker 2000)²⁴.

In the case of EPPs in Albania, the control group is not randomly assigned and there is concern that the control group differs in various aspects from the treatment group. Since the control group is not randomly assigned and there is no available information to divide the control group into eligible and non-eligible groups for treatment, a true counterfactual does not exist, thus quasi-experimental methods are implemented to generate a good counterfactual. Having established the importance of a counterfactual in yielding methodologically sound programme impact results, it is crucial to test for possible ways in generating a good counterfactual. To increase the accuracy of selecting a sound control group, t-tests are computed for the individuals in the treatment group and the control group. The t-tests show whether or not the means of the characteristics used for the analysis between the different groups are statistically different.

Tables 37-39 present the results of the comparison of the means between treatment and control groups for each of the three programmes. The t-tests of the means are computed for individual characteristics such as gender, age-groups, education, etc. as well as regional differences. It is obvious from the t-tests that there is lack of randomization between treated and control groups for each of the programmes. For on-the-job training (CMD No.47), the

²³ For a complete description of data, methodology, results and recommendations please see the full report.

²⁴ Baker J. (2000). “Evaluating the Impact of Development Projects on Poverty: A Handbook for Practitioners.” The World Bank.

treated group appears overall younger than the control group (Table 37). This may be as a result of the preference for younger workforce by the employers. Younger workers may be more easily trained than older workers, thus employers may have a larger preference for this groups. **This reinforces once again the self-selection bias on the side of the employers on programme treatment.**

There are also differences in terms of education between the two groups. The treatment group has a larger percentage of individuals with primary education compared to the control group, which may also be due to the fact that the treated groups is overall younger than the Untreated group. **On the other hand, those with primary education may also be more likely to self-select into on-the-job training programme, since they do not possess any particular skills.** Although the percentage of those with vocational education does not exceed 6%, the treated group has a higher percentage of individuals with vocational education than the untreated group. On the other hand, the untreated group has a higher percentage of individuals with secondary general education. **This may again show that there is a preference of employers for those with vocational training since it may aid on-the-job training. This same preference for this programme may also be by the side of the applicants.** There are no differences between the two groups in terms of unemployment duration, but there are differences in terms of social assistance. There is a larger percentage of untreated who receives social assistance. This shows that receiving other types of social benefits may exclude individuals from being in employment promotion programmes. This reinforces the non-random selection of treated and control groups. No statistically significant differences are found in terms of gender and tertiary education between the two groups.

Table 37: Demographic characteristics of CMD 47 EPP's treated and untreated group

	Treated		Untreated		<i>P-value</i>
	<i>No</i>	%	<i>No</i>	%	
Sex	932	100.0	217	100.0	
Female	528	56.7	135	62.2	0.136
Male	404	43.3	82	37.8	0.136
Age					
15-19	33	3.5	28	12.9	0.000
20-24	387	41.5	38	17.5	0.000
25-34	267	28.6	60	27.6	0.769
35-44	146	15.7	54	24.9	0.001
45+	99	10.6	37	17.1	0.008
Education					
Primary	484	51.9	93	42.9	0.016
Upper secondary - Vocational	49	5.3	3	1.4	0.013
Upper secondary - General	381	40.9	119	54.8	0.000
University	18	1.9	2	0.9	0.306

Note: P-value in bold denotes statistically significant difference.

Employment promotion programme for jobseekers in difficulty (CMD No.48) also shows statistically significant differences in terms of gender, age-groups, education, unemployment duration, and receipt of other benefits. As expected, the programme has a larger percentage of treated females compared to untreated females and a larger percentage of untreated males compared to treated males. This shows that there is a positive selection of females into the programme constituting a larger percentage of those in difficulty. **In this sense, it is a positive feature of the programme which appears to be treating more females who**

are often more vulnerable than men, however it is not a desirable feature in terms of assigning treatment and control groups for impact evaluation purposes. The positive selection of vulnerable groups should have taken place during eligibility criteria; once eligible individuals are chosen treatment and control should be assigned randomly. **This raises the question whether control group may mean non-eligible group to a certain extend.**

Statistically significant age differences show that there is a larger percentage of younger individuals between the ages of 15-24 that are untreated by the programme compared to those treated, and a larger percentage of the treated group for the age-group 25-34 compared to the untreated group. Other age-groups show no statistically significant differences between the two groups. In terms of education, the treated group has less education. This is a feature of treatment associated with programme criteria targeting registered jobseekers in difficulty that are expected to be less educated. The treated group has a higher percentage of individuals with primary education, whereas the control group has a higher percentage of secondary general education. Treated group also has a higher percentage of individuals in long-term unemployment as well as a higher percentage of those receiving social assistance, which again by programme definition is to be expected. **This is a positive indication in terms of targeting, where those who are less education, in long-term unemployment and in social assistance, are receiving the programme, but not in terms of assigning random control and treatment as outlined above.**

Table 38: Demographic characteristics of CMD 48 EPP's treated and untreated group

	Treated		Untreated		P-value
	No	%	No	%	
Sex	282	100	128	100	
Female	231	81.9	82	64.1	0.000
Male	51	18.1	46	35.9	0.000
Age					
15-19	4	1.4	12	9.4	0.000
20-24	30	10.6	24	18.8	0.024
25-34	84	29.8	23	18	0.012
35-44	87	30.9	34	26.6	0.379
45+	77	27.3	35	27.3	0.994
Education					
Primary	192	68.1	64	50	0.000
Upper secondary - Vocational	20	7.1	10	7.8	0.796
Upper secondary - General	70	24.8	52	40.6	0.001
University	0	0	2	1.6	0.035

Note: P-value in bold denotes statistically significant difference.

The internship programme of Albanian graduates within and outside Albania (CMD No. 873) shows no statistically significant differences in terms of age, gender, or education since it targets young graduates. This means that by definition of the programme both groups should have similar ages and education level. The narrow targeting of the programme may allow for a more random selection between treated and control group. There are however statistically significant differences in terms of unemployment duration. The treated group has lower percentages of short and long-term unemployment.

Table 39: Demographic characteristics of CMD 873 EPP's treated and untreated group

	Treated		Untreated		P-value
	No	%	No	%	
Sex	171	100	66	100	
Female	123	71.9	45	68.2	0.571
Male	48	28.1	21	31.8	0.571
Age					
20-24	115	67.3	39	59.1	0.240
25-34	50	29.2	24	36.4	0.291
35-44	6	3.5	3	4.5	0.710
Unemployment duration					
In short term unemployment	109	63.7	47	71.2	0.013
Long term unemployment	47	27.5	19	28.8	0.013

Note: P-value in bold denotes statistically significant difference.

As the above comparisons show, there is not a random control group that can serve as a true counterfactual. Consequently, matching techniques will be used to generate a counterfactual using propensity score matching. The propensity score matching addresses the issue of common support, and it assumes selection on observables. It constructs counterfactuals for treated individuals who have similar characteristics regarding both selection criteria characteristics and general characteristics, and then compare the outcomes for those treated and their counterfactuals. A more detailed explanation of the matching method and the justification for the basis of choosing the specific variables for calculation of propensity scores will be given in the next section.

6.1. Matching, a challenging methodological approach for evaluating impacts

As established in the previous section, matching methods are used to generate a valid control group in order to analyze the impact of EPPs on employment status of those treated by the programmes. However, before the employed matching techniques are explained it is worth mentioning that matching estimates are reliable if the treated individuals have the same distribution of unobserved characteristics as the individuals in the control group. Not satisfying this requirement causes what is known as the “selection” problem in econometrics. Secondly, both treated (meaning actually received treatment) and untreated individuals must have the same distribution of observed characteristics, as well as the same questionnaire being administered to them. Thirdly, both treated and untreated individuals must be in the same economic environment. **Failure to satisfy these conditions will result in biased estimate of the mean impact of the programme** (Ravallion 1999)²⁵.

The basic idea of matching is to construct a valid counterfactual for treated individuals who have similar characteristics (community, household, individual), X , and then compare the outcomes for those who received the treatment and their counterfactuals. Propensity score matching shows the conditional probability of participating in the programme, given the vector of characteristics X (Escobal 2002).

Given the relatively small number of programme participants and the smaller rate of response by the control group, the matching technique is done using the “nearest neighbor” estimator with replacement. The “nearest neighbor” estimator finds the closest non-participant

²⁵ Ravallion, M. (1999). “The Mystery of the Vanishing Benefits: Ms Speedy Analyst’s Introduction to Evaluation.” The World Bank.

match for each participant that has the closest propensity score, and the replacement option allows replacing the non-participants, such as a non-participant can be the closest match for more than one participant. When using the matching method the impact of the estimator is a simple mean over employment status between the participant and its matched non-participant (Ravallion 1999). In addition, the shortest distance specified by caliper width of 0.0001 is used to set the distance in which to search for control units. In the case when no controls are found for the treated individuals within the maximum absolute distance specified, the treated individuals are then dropped.

In the standard matching, propensity scores are estimated for individuals in the treated and control group for each of the employment promotion programmes. A probit model on whether an individual is from the treatment group is estimated using the above sample. The dependent variable is whether the individual is in the treated group, and the independent variables include individual characteristics such as gender, age, education, unemployment duration, and regional dummies. Depending on the programme it may be questionable whether some of these variables are exogenous to the programme. After the propensity scores are predicted, individual from the treated group and the ones from the control group are matched through nearest neighbor with caliper width 0.0001.

Finally, bootstrapping is used to construct the confidence interval and to calculate the standard errors of the mean impact estimator. In this way, the bootstrapping procedure allows incorporating the propensity score estimator error in the standard error of the estimated outcome effect (Escobal et.al., 2002)²⁶.

Now we turn to the issue of the inclusion of variables in the calculation of propensity scores. The first step that should be taken in deciding which variables are included is to insure that individuals are comparable in terms of certain characteristics, which would have determined whether or not they would qualify for treatment. However, lack of data for eligible and non-eligible individuals does not permit for this step. The second step is to choose various indicators that correspond to observable individual and household characteristics that have the same endowments such as human capital, etc., so that the effect of the programme will be responsible only for the differences in return and non-observables that differentiate a treatment scenario from a non-treatment (Escobal et.al., 2002). It should be noted that the data has a very limited number of variables on individual characteristics and no information on household or community characteristics besides identification of regions. Consequently, the matching is done using a limited number of variables such as gender, age, education level, unemployment duration, and regional controls. **Data collection should be done with impact evaluation in mind and there should be a specific methodology of how the programme beneficiaries and control groups are assigned.**

Lastly to look at the heterogeneity of impact differences in impact between men and women are calculated. Given the limited number of variables this is the only group that allows for some heterogeneity of programme impact. The same approach as described above is applied to men and women in each programme. First, propensity scores are predicted by running a probit on treatment for men. After the propensity scores are predicted, men from treated group are matched with men in the control group using the nearest neighbor estimate and a caliper width of 0.0001. The same approach is repeated for women and for each programme. The nearest neighbor estimate and the caliper width of 0.0001 also assure more precise estimates since they look for possible matches in a closer range. Due to lack of further individual, household and community characteristics, no features of vulnerable groups may be identified. **Consequently, there is no way to measure heterogeneity of impact of different vulnerable groups for the programme of jobseekers in difficulty (CMD No.48), which goes against the initial goal of programme placement.**

²⁶ Escobal, J. and C. Ponce. (2002). “The Benefits of Rural Roads: Enhancing Income Opportunities for the Rural Poor.” GRADE Working Paper No.40.

6.2 Impact on employment and costing of EPPs

The main question that is addressed in the impact evaluation of EPPs in Albania is the impact that they have on employment for the treated group. The evaluation of the programmes is done through the examination of its impact on employment status as the indicator of interest. The propensity score matching technique is used to ensure that the treatment and control groups differ in only one aspect, and that is whether or not they were treated. As a result, across groups it equalizes the distribution of participation probability. Figures 24-26 show the kernel densities of the probabilities of being treated, for each programme. This ensures that treated individuals are matched with untreated individuals over a common region of the matching variables (Chase 2001). As it can be seen from the graphs as a visual check, **the programme for jobseekers in difficulty (CMD No.48; Figure 25) has the best common support.** On-the-job training programme (CMD No. 47; Figure 24) has the worst common support due to a very low rate of response rate of the control group. Out of 730 observations in treated group in this programme, 608 observations are out of common support, and only 122 observations are on common support. There are only 50 observations in the control group.

If we take into account the scale difference, the gap between the treatment and the control group is much larger in the first graph compared to the second and third graph. This indicates a worse common support for this programme and better common support for the other two programmes. The distribution of kernel densities is also smoother for the programmes with better common support. **Although it should be noted that given the restricted number of observations in the programme and the control group, in and of themselves the other two programmes (jobseekers in difficulty and internships; Figures 25 and 26) do not have the best possible common support.**

Figure 24. Kernel densities by treatment and control, CMD No. 47

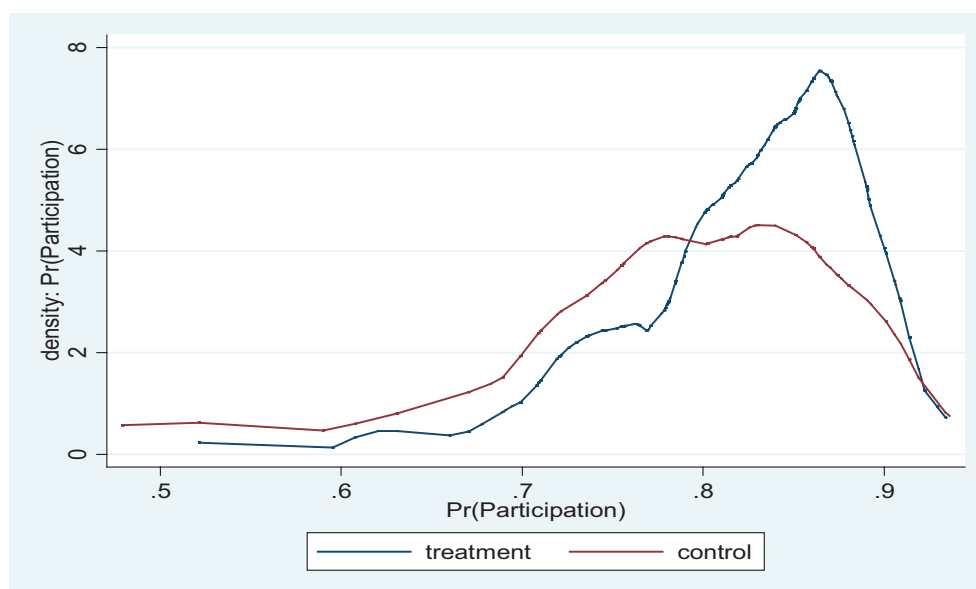


Figure 25. Kernel densities by treatment and control, CMD No. 48

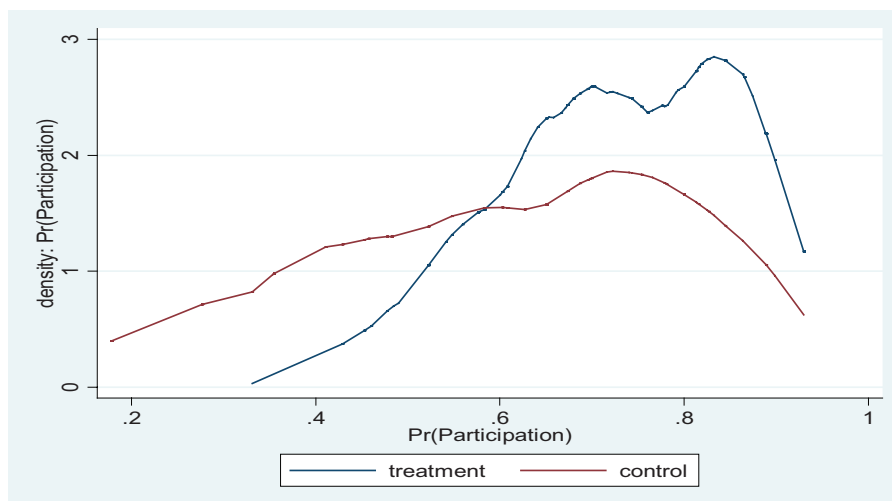
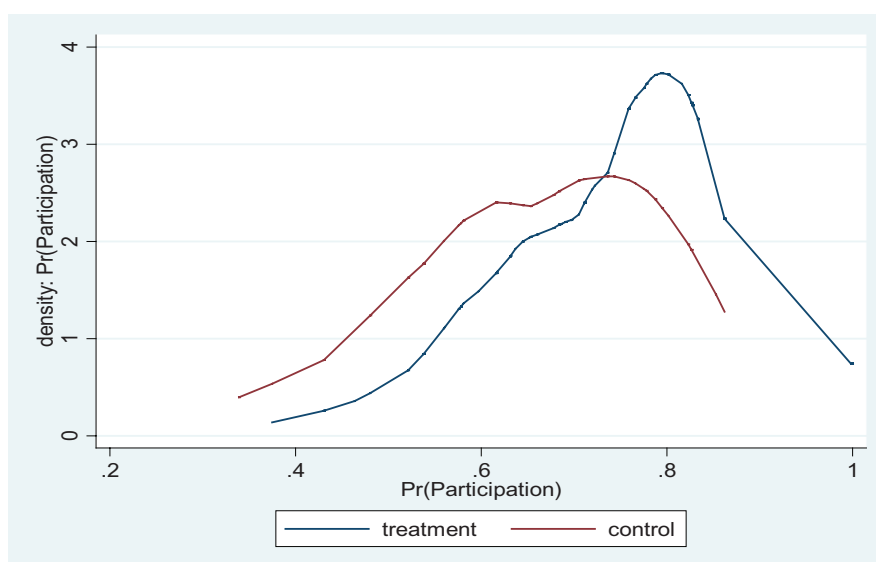


Figure 26. Kernel densities by treatment and control, CMD No. 873



Impact evaluation results by programme show that relative to the control group, employment promotion programme for jobseekers in difficulty has the largest impact on employment retention. Being treated in this programme, increases the probability of being employed after one year by **63.0%**²⁷ (Table 40). The second largest impact is achieved by on-the-job training employment promotion programme (Table 41). Relative to the control group, being on-the-job training programme increases the probability of employment after one year by 55.3%. Lastly, the internship programme of recent Albanian graduates has the smallest impact. This is also the smallest programme in terms of participation. Being in the internship programme compared to being the control group, increases the probability of employment after one year by 29.2% (Table 42). It appears that unlike the last evaluation that showed the largest impact on employment for on-the-job training, this impact evaluation shows the largest impact and the better common support for employment promotion programme of jobseekers in difficulty. Nonetheless, it should be noted that on-the-job training also has

²⁷ The higher probability of employment after one year for job-seekers in difficulty might have also been affected by the criteria that partner enterprises have to fulfill such as:

Enterprises employing with a one year contract disadvantaged (registered) unemployed, can receive:

- A financing for 1 year equal to 100% of the social security contributions (employers' share);
- A financing for 4 months of 100% of the minimum wage, starting from month 9 of the one year contract
- For up to 50% of the number of employees registered in the three last months prior to application .

relatively high probability of employment retention compared to internship programme. **The difference of the probability of employment retention between employment promotion programme for jobseekers in difficulty and on-the-job training is not very large, especially compared to the internship programme.**

Although all programs display positive impact on employment retention probability after one year, **results should still be viewed with caution.** In the case of quasi-experimental designs, specifically matching methods, it is essential that a valid counterfactual is created; otherwise the impact of the programme will be biased. In this specific impact evaluation, lack of randomization and limited common support on the matching especially for programs with small response rates of the control group, restrict the accuracy of the impact. **Although programmes show overall positive impact, this impact only applies to the treated group compared to the control group, which undermines the impact for programmes with few participants.**

Participants are quite limited in each programme, especially compared to the number of unemployed in the total population. The largest programme has 932 beneficiaries (on-the-job training), followed by 282 beneficiaries for jobseekers in difficulty and 171 beneficiaries for the internship programme. Consequently, the programme with the largest impact has only 282 beneficiaries, from which 217 have a response rate. The impact applies to the treated (beneficiaries) compared to the control group comprised of 128 individuals, out of whom 115 have a response rate. **Therefore, it is imperative to understand what these results mean and what they do not.** They do not imply that these programmes have increased employment retention in Albania by their respective probabilities. Rather they mean comparison of treated and control within the program.

Table 40: Differences in the employment probability for the treated and control group, CMD No.48

Variable	Sample	Treated	Controls	Difference	S.E.	T-stat
Employment status	Unmatched	0.829	0.287	0.543	0.047	11.600
	ATT	0.841	0.210	0.630	0.075	8.400

Table 41: Differences in the employment probability for the treated and control group, CMD No.47

Variable	Sample	Treated	Controls	Difference	S.E.	T-stat
Employment status	Unmatched	0.692	0.200	0.492	0.067	7.340
	ATT	0.844	0.291	0.553	0.091	6.100

Table 42: Differences in the employment probability for the treated and control group, CMD No.47

Variable	Sample	Treated	Controls	Difference	S.E.	T-stat
Employment status	Unmatched	0.465	0.333	0.131	0.077	1.700
	ATT	0.603	0.311	0.292	0.101	2.900

The very limited number of control group for on-the-job training program, where there are only 7 females in the control group does not allow for measuring heterogeneity of impact. Likewise heterogeneity of program is not possible for males in jobseekers in difficulty. This is to be expected since this program is biased towards women who are more likely to be vulnerable. Heterogeneity of impact for women in employment promotion program for

Based on DCM 47 "On-the-Job-Training Programme", the subsidy of the training costs depends on the size of the partner enterprises. For small and medium size enterprises the subsidy accounts for 70% of the training costs, and for large enterprises the subsidy covers 50% of the training costs. The training period is up to 6 months for any occupation and eligible participants are the unemployed who are registered as jobseekers in the employment offices for at least 3 months. Unemployed trainees during the training period receive a monthly wage equal to 50% of the official minimum wage.

The Cost-Benefit analysis at the end of program completion brought a negative benefit for the rest of society, but a positive benefit for the whole society. The negative benefit equals to the estimated amount spent for the implementation of the programme (127,874,652 ALL). One year after the program the whole society's gain in monetary terms is estimated to be 178,099,890 ALL (Table 44).

Table 44: Cost-and-benefit analysis for the DCM47 on-the job-training

Components	Beneficiaries	The other part of society/ non-participants	The entire society
	<i>Cost in ALL</i>	<i>Cost in ALL</i>	<i>Cost in ALL</i>
Income (from programme completion until the survey)	250.955.292	0	250.955.292
Income during the programme	55.019.250	-55.019.250	0
Program's cost	0	-72.855.402	-72.855.402
Social security and health insurance (from programme completion until the survey)	-67.005.063	67.005.063	0
Income tax (from programme completion until the survey)	-25.095.529	25.095.529	0
Cost-and-benefit at the programme completion		-127.874.652	
Cost-and-benefit one year after the programme		-35.774.060	178.099.890

Participants of CMD 48 for jobseekers in difficulty are paid the official minimum wage. Partner enterprises that employ from this category with a 12-month-duration contract, receive financing for 1 year equal to 100% of the social security contributions (employers' share) and financing for 4 months of 100% of the minimum wage, starting from month nine of the one year contract.

At the end of the programme, the cost-benefit analysis indicates that the rest of the society spent for the programme implementation 27,912,125 ALL. This cost has decreased to 18,089,761 one year after the programme. The whole society's gain is of 78,815,880 ALL (Table 45).

Table 45: Cost-benefit analysis for CMD 48 for jobseekers in difficulty

Components	Beneficiaries Cost in ALL	The other part of society (non- participants) Cost in ALL	The entire society Cost in ALL
Income a year after the programme	62.025.600	0	62.025.600
Income during the first year of employment	61.910.280	0	61.910.280
Employment cost (100% of the official minimum wage obtained for 4 months and/or social contributions for 12 months (employer's part))	0	-45.120.000	-45.120.000

Social security contribution and health insurance during the programme	-11.987.425	11.987.425	0
Social security contribution and health insurance after the programme	-5.471.452	5.471.452	0
Income tax during the programme	-2.940.738	2.940.738	0
Income tax after the programme	-2.946.216	2.946.216	0
Reduction of the economic aid during the programme	-2.279.712	2.279.712	0
Reduction of the economic aid after the programme	-1.404.696	1.404.696	0
Cost-benefit at the end of the programme		-27.912.125	
Cost-benefit one year after the programme		-18.089.761	78.815.880

Participants in CMD 873 on internships for recently university graduates in Albania or abroad receive monthly benefits which equal to 100% of the basic level of the unemployment benefit for 6 months.

Private enterprises benefit from a monthly financing equal to 100% of the base of the unemployment benefit for each month of internship. The benefit is provided to employers that appoint a supervisor responsible for the performance of the occupational practice and for the final evaluation. The employers award a work appraisal and notify to the employment office after the completion of the programme.

Cost-benefit analyzes for this programme shows that for the rest of the society, the cost of the internship programme at its completion is 13,889,039 ALL. One year after the programme, beneficiaries of this programme that hold a job paid back to the rest of society 11,794,921 ALL. A year after the programme ended the society as a whole has received 25,277,422 ALL (Table 46).

Table 46: Cost-benefit analysis for CMD 873 on internships for recently graduated university students in Albania or abroad

	Participants Cost in ALL	The other part of society Cost in ALL	The whole society Cost in ALL
Income after the internship	32.138.723	0	32.138.723
Income during the internship	7.028.100	-7.028.100	0
Internship cost	0	-6.861.302	-6.861.302
Social security and health insurance after the program	-8.581.039	8.581.039	0
Income tax after the program	-3.213.872	3.213.872	0
Cost-Benefit at the program completion		-13.889.402	
Cost-Benefit one year after the program		-2.094.490	25.277.422

All three programmes have resulted with positive gains to the whole society at the end of the programme. The programme on-the-job training (CMD 47) has the largest benefits for the whole society in monetary terms. The internship programme has the lowest monetary benefits for the whole society. As Table 47 indicates, CMD 48 for jobseekers in difficulty has the highest returns to society's investments in years.

Table 47: Estimated cost of the EPP-s, 2008-2013

Time period	On-the-job training program CMD 47	Jobseekers in difficulty CMD 48	Internship programme CMD 873
	Total cost of the programme in ALL		
2008-2009	180.213.647	57.280.087	30.123.164
2010-2011	160.174.039	79.032.942	52.804.317

2012-2013	127.874.652	45.120.000	13.889.402
Beneficiaries (number of jobseekers)			
2008-2009	1.180	292	270
2010-2011	1.068	489	598
2012-2013	932	282	171
Average cost per beneficiary (in ALL)			
2008-2009	152.723	196.165	111.567
2010-2011	149.976	161.622	88.302
2012-2013	137.205	160.000	81.225
Society investment's return in years			
2008-2009	2,5	> 7	1,5
2010-2011	1,8	3,0	1,0
2012-2013	1,4	1,5	1,2

The following table provides the main recommendations from the impact evaluation (Table 48).

Table 48: Main recommendations from impact evaluation of EPPs

Extension of the programmes: The positive rates of the programs and especially those of jobseekers in difficulty and on-the-job training show that the programs may be extended further in order to increase the number of beneficiaries. If better and larger targeting is achieved program's impact should improve in terms of reaching more unemployed.

Improved program design: There should be a clear methodology in assigning random treatment and control groups in order to improve common support and impact result accuracy avoiding bias. In this respect, the process should be two-fold. First it should divide the registered unemployed jobseekers into eligible and non-eligible through clear eligibility conditions and collect the same data for both groups. Second, it should randomly assign treatment and control and again collect the same data for both groups. This would highly improve matching and common support resulting in more accurate results for the impact evaluation. Data collection should be done keeping in mind project design for impact evaluation.

Improved follow-up data: In order to achieve a better response rate of treated and control group, and consequently achieve more accurate and representative impact evaluation results, greater efforts should be taken in the follow-up process. There should be better rates of response in the follow-up in order to allow for accurate and unbiased impact evaluation. The follow-up process should be considered as an integral part of project implementation.

Increase collection of individual and household level data: There should be a larger number of variables regarding individual, household and regional characteristics of treated and control group to allow for better matching. Questionnaires should be enriched with additional data following questionnaires used for similar.

VII. Main Conclusions and Recommendations

The main purpose of this assessment report focuses on evaluating the relevance, effectiveness and efficiency of the design and implementation of the existing Employment Promotion Programmes (2008-2014) as well as its impacts in terms of employment and earnings. **Furthermore it aims to identify and recommend to the MoSWY a reorganized set of Employment Promotion Programs (including new measures) as a contribution for the necessary amendments to the “Employment Promotion Law”.**

To accomplish its goals, the report uses various methodologies to investigate and suggest best practices, identifies gaps in the EPPS, analyze the trends of EPPS over the 2008-2014 period identifying the profiles of registered jobseekers and companies. In addition it provides insights in term of beneficiaries and their assessment of the programs and their procedures as well as views of NES employees and jobseekers on the functioning of the programs as well as ways to improve. Lastly, the report presents results from the impact evaluation of EPPs on employment of registered jobseekers. Besides the finding and recommendations presented in each of the sections, the following general recommendations are suggested on program design, implementations and the overlapping of the two.

ON the DESIGN:

- There should be better targeting of the needs of the companies and jobseekers through diversifying the EPPs and/ or creating new ones. These measures may include a larger inclusiveness or introduction of quota system, as well as providing a broader focus of existing programmes. The EPPS need to be tailored for groups in need and special conditions should be provided for the most vulnerable groups including economic support overlap and redefinition of rules.
- There should be a focus on supply-driven programmes, be that current or new EPPs. They should be adopted according to the emerging needs and characteristics of the jobseekers.
- There should be new measures to be created, which have arisen from the assessment:
 - Public works for specific groups and sectors, where the emphasis is on low-tech high labour intensive activities. In this case, jobs are created at a variety of skill levels, suitable for both men and women, young and old, and the like. The emphasis is on training as part of the programme so that participants acquire marketable skills, which increase their employability and may lead to long-term sustainable employment with other employers after the public works programme is finished. This type of programme is popular for governments as they benefit from infrastructure development at the same time as getting the unemployed back to work.
 - Entrepreneurship and start-ups targeting different groups of jobseekers with specific needs such as youth, female over 45, and highly skilled. Given the lack of jobseekers' abilities to prepare business plans and the lack of capacities of NES staff to assess the business plans and monitor the beneficiaries, self-employment programme similar to the Macedonian²⁸ case is therefore suggested. This programme may provide a voucher for 1. training on developing sustainable business plans and assistance on business registration for jobseekers interested about entrepreneurship, or other jobseekers who already have their business, and 2. buying business materials or equipment.
 - Seasonal employment programmes for Tourism and Agriculture sectors combined with Vocational Training. This may reduce informality as well as provide the needed skilled in the service sector such as tourism, where the majority of workers are untrained or are part of family labour. Likewise, vocational training may be provided

²⁸ For specific details please refer to section 2.4 of the report on the Macedonia case.

to those who are in unpaid labour in agriculture to direct this labour force into paid employment in agro-processing and other growing agricultural industries.

ON the IMPLEMENTATION:

- There should be better and more information available and better marketing of EPPs to the applicants is needed. In this respect, a variety of tools may be used such as on-line tools; regional meetings; open communication channels with NES staff prior and over the application process.
- Implementation procedures should improve transforming them into more formal and with clear rules based on written information and contracts as to avoid “surprises” for jobseekers and companies.
- To define new rules for retaining the participants by the companies and apply a mandatory thresholds.
- There should be a better coordination of EPPs with the VET system, namely with the VT centres programmes offered.

ON both DESIGN and IMPLEMENTATION:

- There should be better match of the *regional and sectorial skills needs* as to respond to company’s needs, increasing their satisfaction of workforce and increasing employment retention.
- *Inclusiveness* and *coverage rate* should be addressed as key-issues.

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Annexes

Table A1: EPP's in Albania

<p>Programme of encouraging employment of unemployed job seekers in difficulty</p>	<p>approved by CoM Decision No. 48 (16.01.2008), amended by CoM Decision No. 923 (10.11.2010). This program initially provided financial support to employers who assured temporary employment (3-6 months) of unemployed jobseekers with 100 % financing of the social security contribution for the period of employment. If the employment period was longer than 1 year the employer could benefit one minimum salary and social insurance contribution in the upcoming 5 months. The amendments of 2010 narrow eligibility for the programme to jobseekers in difficulty (or most vulnerable jobseekers). It also expanded the focus of employment provision to one year in order for employers to qualify for 100% of social security and health insurance, usually paid by them, and four months of funding covering 100% of the minimum wage. Unemployed jobseekers in difficulty include long-term unemployed who receive social assistance, individuals who receive unemployment benefits, those entering the labor market for the first time, individuals between the ages of 18-25, individuals over 45 years who do not have more than secondary education or its equivalent, people with disabilities, Roma people, and return migrants who face economic problems.</p>
<p>Programme of encouraging employment through on the job training</p>	<p>approved by CoM Decision No. 47 (16.01.2008), amended by Decision No. 993 (02.07.2008) and Decision No. 683 (05.10.2011). This program financially supports employers who guarantee the training of beneficiaries and hire part of the trainees at least for one year. Initially the government financially supported the employer for nine months of training providing the salary and social security contribution. After the end of the training period the employer was obliged to hire 40% of the trainees. The later amendments distinguished between small and medium enterprises, and large enterprises, providing more incentives to small and medium enterprises in order to encourage their economic activity. The program provides 70% of training costs for small and medium enterprises, and 50% of training costs for big enterprises for a period of up to 6 months. The requirements on the employers foresee that they hire a minimum of 50% of the trained unemployed for a period of at least 6 months. In order to reinforce job retention, the amendments ask that the trainees as well as previously hired employees are not laid off without reasonable cause.</p>

<p>Program of encouraging employment of unemployed female jobseekers from special groups</p>	<p>approved by CoM Decision No. 632 (18.09.2003) and amended by CoM Decision No. 27 (11.01.2012). The program of employment for women aimed to integrate in the labor market marginalized women such as: Roma women, former trafficked women, elderly and women suffering disabilities. The women entering this program could be enrolled from 1 to 3 years. More specifically the financial support provided the employer with up to 75% of the financing for the contribution of social security and 4 minimum salaries during the first year. During the second year the employers received 85% of the contribution for social security and 6 minimum salaries. During the third year they received 100% of the social insurance contributions and 8 minimum salaries.</p> <p>The amendment of 2012 prolonged the program from 1-3 years to 5 years as a way to make outcomes more sustainable. There are also more categories of targeted women as to increase inclusion such as: registered unemployed women for longer than 1 year, women who benefit from the financial support programs, former trafficked women, women older than 50 years old, Roma women, disabled women, young mothers, divorced women, returned migrant women. The financial scheme has expanded as to provide employer more incentives into hiring women from the above mentioned categories, as well as provide a larger provision for small business. Small businesses receive larger benefits not only because they need larger support due to their size and revenue generation, but also because the majority of enterprises are mainly small enterprises. Therefore, they benefit from the financial schemes and may grow their workforce, as well as more women may be given the opportunity to find a job. In this respect, the financial scheme changed such as the employer who employs a women belonging to the special group: 1. benefits 100% of the financing for the contribution of social and health insurance and 4 minimum wage salaries in the fifth, sixth, eleventh and twelfth month of employment during the first year, 2. benefits 100 % of the financing for social and health insurance in the case of a small business, and 50% in the case of medium or large enterprises.</p>
<p>Program of encouraging employment of unemployed youth entering the labor market for the first time</p>	<p>approved by CoM Decision No. 199 (11.1.2012). This program added in 2012, specifically targets young unemployed who were previously included in the unemployed jobseekers. In 2012 it included the age category between 16-25 years, which is now extended to 30 years of age. The program of 2012 foresees the provision of financial support to the employer for up to 12 months of 100% of social security and health insurance, which are usually paid by the employer. The restriction placed on the employer in 2012 is the provision of a contract duration that is no less than 6 months.</p>
<p>Program of encouraging employment of unemployed job seekers graduated from Albanian and international universities, through internships in state or private institutions and enterprises</p>	<p>approved by CoM Decision No. 873 (27.12.2006). The public employers are obliged to get these jobseekers into their premises applying no charges, in relation to the administration personnel, according to the scheme: for every 50 staff members-one apprentice. This rule is removed in 2014. For the private employers who accept in their premises unemployed jobseekers involved in this program, benefit a monthly financing from the respective employment office, to the amount of 100% of the basic level of unemployment payment for every month of jobseeker's internship.</p>

Program of encouraging employment for people with disabilities	approved by CoM No. 248 (30.04.2014). It provides up to 100% of social security and health insurance for employer's contributions for contracts no shorter than 1 year. It also provides to employers up to 100,000 ALL for appropriate infrastructure/transport at the workplace for the disabled person. The sum does not exceed 200,000 ALL if two disabled people are employed. The program also provides up to 100% of minimum wage for up to 6 months of employment, and up to 50% of minimum wage for the next 6 months of employment. In case of on-the-job training, the program provides up to 70% of the base cost of training and up to 50% of minimum wage. Contributions of 0.5% of minimum wage for job accident insurance.
Program of encouraging employment through the institutional training	approved by CoM No. 646 (20.03.2006). The program provides training for beneficiaries from companies that guarantee employment after the training, or that can show through labor market studies and investigation that the training will be useful for the participants. The beneficiaries that refuse to participate in the offered courses are taken out from the list of unemployed jobseekers and the unemployment payment is stopped.

Table A2: Labour market resources

	GDP* (in million ALL)	Labour market expenditures** (In thousand ALL)	LMP as % of GDP	NES staff***	Registered jobseekers	NES staff to Registered jobseekers Ratio (in %)
2008	1,080,676	1,609,500	0.15%	353	140,604	0.25%
2009	1,143,936	1,615,800	0.14%	353	142,068	0.25%
2010	1,239,645	1,533,460	0.12%	353	143,487	0.25%
2011	1,300,624	1,601,180	0.12%	353	142,484	0.25%
2012*	1,335,488	1,536,391	0.12%	353	142,530	0.25%
2013**	1,364,782	1,472,000	0.11%	353	142,648	0.25%

* For GDP source of information is INSTAT. For 2012 results are semi-final and for 2013 the figure is preliminary.

**Labour market expenditures refer to the budget reports of Ministry of Finance ([http://arkiva.financa.gov.al/Buxheti ne vite](http://arkiva.financa.gov.al/Buxheti%20ne%20vite)).

***For the time period 2008-2013 NES staff in total was 464 persons, but in the calculation of NES staff to Registered jobseekers Ratio is excluded the staff of training centers.

Table A3: Labor market programmes expenditures as percentage of GDP in EU countries

Expenditure % GDP	
EU-27	1.9
BE	3.7
BG	0.6
CZ	0.6
DK	3.7
DE	1.8
EE	0.7
IE	3.6
ES	3.6
FR	2.3
IT	1.7
CY	1.0
LV	0.7
LT	0.6
LU	1.1

HU	1.0
MT	0.5
NL	2.7
AT	2.0
PL	0.7
PT	1.9
RO	0.3
SI	1.2
SK	0.8
FI	2.4
SE	1.7
UK	0.6
NO	:

Note: (1) LMP expenditure (as % of GDP) for EU-27 excludes EL.

Source: Eurostat (online data codes: Imp_expsumm and Ifsa_ugad).

Table A4: Recommendations from beneficiaries for improvements

Application procedures	<ul style="list-style-type: none"> - Applications and the fund should be available during all year; - To reduce further the bureaucracy; - There is a lot of documentation and the procedures should somehow be facilitated; - Preliminary discussions for the proposed project should be provided; - It would be good to enable online applications likewise in other institutions. This would save time to the businesses and would be more effective; - The online system for the application and for the receiving the required documentation for the EPP should be made operational; - To shorten the approval time or otherwise the provision of such assistance is useless; - More promotion of the EPP should be made at businesses so that there is more massive number of applicants; - There might be streamlining in the completed documentation; - For the companies that participate again not to be required to pass all filters of application; - The communication with the Employment Offices to be faster, preferably online and the jobseekers to be informed in a more precise way by these offices; - To have more time available at the disposal of the companies/ institutions in order for them to prepare the necessary documentation for participation in the EPP; - To streamline the application procedures especially in relation to the tax office; - To organize continuous meetings to clarify every step of the EPP and to avoid burdens through the streamlining of the application for the jobseeker.
Selection of the applicants	<ul style="list-style-type: none"> - To provide equal opportunities for all enterprises for participation based on meeting the required criteria, - To carry out a more open communication with the businesses for similar programs; - To communicate continuously with the consolidated businesses to get their needs.

Selection of job seekers	<ul style="list-style-type: none"> - To select people skilled in the job search category by testing them through the employment office through the implications of employment promotion programs specifically for the required profession; - To provide companies/ institutions with more space in the selection of jobseekers; - The jobseekers offered should meet the requirements of the professions that are offered; - Jobseekers should be more responsible, because many of those selected are fired without solid grounds - To improve mutual cooperation between Employment Offices and Applicant Companies/ institutions for becoming aware of the skills possessed by potential jobseekers; - Selection of jobseekers should be done in cooperation with the company that will do the hiring,; - Jobseekers do not always fit the required position and job profile; - For some special jobs young people should be selected and people willing to work should be selected; - To provide qualification training courses to meet/ fulfill the requirements of the requests of the applicants. - The Employment Offices should show more caution in terms of enhancing the professional aspect of jobseekers via competitions by the employment office and vacancies from office work and then by the company; - The selection to be made based on professions and work experience; - The selection of jobseekers should be made by adapting more to the requirements of the company with regard to the suitable profiles of the jobseekers; - To have more time available to the subject for making the selection; - The Employment Offices should also collaborate with other institutions to ensure qualified contingent of jobseekers according to today's market requirements; - To increase the conditions for adaptation of professional skills with the skills required in the workplace; There should be promotional campaigns to raise the awareness of the other jobseekers to register in employment offices to participate in the EPP; - To increase the cooperation with vocational schools for new jobseekers; - To select responsible jobseekers and not people who do not want to work, but to remain under the assistance program.
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Implementation process	<ul style="list-style-type: none"> - Besides meetings with specialists of the Employment Office seminars and meetings with all representatives and others should also be organized, also, during the implementation phase of the program to exchange positive experiences; - To facilitate the payment procedures; - To give more time to businesses for the preparation of monthly documentation of the program; - The Employment Office should help more so that the load does not to fall on the institution or company, - To train the jobseekers before they are selected; - To facilitate procedures: in cases where the subject has no liquidity to make an agreement that Article 5.4 paragraph 3 of the contract between the employer and the employment office is disregarded and the funding to continue even without wage passing via the bank, the subject pays the social security in total and the reimbursement in this case to be made to the subject on his account; - To increase the level of cooperation between the EPP beneficiary companies/ institutions, the Employment Offices and the Tax Offices; - The EPP beneficiary companies/ institutions will be compensated also with materials when it comes to vocational internship of youth at businesses; this would increase the interest to provide support while increasing the quality of vocational internship.
Monitoring and evaluation procedures	<ul style="list-style-type: none"> - The EPP monitoring procedures should serve to evaluate the degree of acquiring a profession and the possibility to work in the company. - To improve the cooperation and to provide more flexibility in order to increase the assistance toward the jobseekers which are participating in the EPP;



Employment Promotion Programmes in Albania Assessment of the quality in the formation and implementation processes 2008-2014

Questionnaire N°

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The questionnaire aims at collecting information to analyse views of the beneficiaries' (companies) on the design and implementation of the employment measures and on the overall quality of the procedures and services offered by NES. This survey is part of a wider evaluation of the Employment Promotion Programmes (2008-2014), supported by the ILO - EU IPA 2010 Project on Human Resources Development and Risi Albania Project, and is being conducted by ALTRI Centre in cooperation with IPSED.

1. Name of the Company:

(NB to the interviewer: Please fill in the full name of the company, as per the official registration records.)

2. Tax ID number (NIPT)

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3. Number of employees (as of 1st of November 2014):

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	Before EPPs	After EPPs
4. Number of female employees		
5. Number of employees under 29 years old		
6. Number of employees with disabilities		
7. Number of employees from Roma/Egyptian communities		

II. Information on the application process for EPPs

Q1) Which programme(s) you have applied to receive support from an EPP in **2014**? Please fill in the table below with further data.

	APPLIED			granted		Total No. of participants	No. of females	No. of disabled people	No. of Roma Egyptian	No. of youth
	YES	NO	YES	YES	NO					
EPP through VT	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for vulnerable groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for graduates	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for female and particular groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for 1st time employed	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for disable people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					

Q2) Which programme(s) you have applied to receive support from an EPP **before 2014**? Please fill in the table below with further data.

	APPLIED			granted		Total No. of participants	No. of females	No. of disabled people	No. of Roma Egyptian	No. of youth
	YES	NO	YES	YES	NO					
EPP through VT	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for vulnerable groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for graduates	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for female and particular groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for 1st time employed	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					
EPP for disable people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>					

III. Motivations and sources of information to apply for EPPs

Q3) In generic terms, which were the main reasons for applying to an EPP in 2014?

(Please select only two options and prioritize them by marking ① the most important reason and ② the less important one)

- a) Increase the number of workers ☐
- b) Have better skilled workers ☐
- c) Integrate people with disabilities ☐
- d) Have a more gender-balanced workforce. ☐
- e) Support my business plan of increasing the size of the company ☐
- f) To reinforce the role of the company in the sector we operate ☐
- g) To get additional financial resources ☐
- h) Become a more inclusive company ☐
- i) Increase the production/sales ☐
- j) To get young workers in my company ☐
- k) Other, please specify (and prioritize) in the box below ☐

Q4) What are the main characteristics of the EP programs you applied for, that made your company to select them? Please indicate them below.

Q5) How were you informed about these EP programs?

Features	VKM 47	VKM 48	VKM 873	VKM 873	VKM 873	VKM 873
Flexibility	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Financial support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Training opportunities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Specific purpose	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

In case of more than one sources of information, please select the most important one.

- a) Newspapers ☐
- b) TV ☐
- c) Online information ☐
- d) NES website ☐
- e) Regional Employment Offices ☐
- f) Personal contacts ☐
- g) Regional information workshops organized by NES. If yes, please specify where?..... ☐

Q6) How do you assess the information received from the workshops conducted by NES?
(Please indicate the relevance of the information by scoring from 1 (Fair) - 5 (Excellent).)

	1		2		3		4		5	
Fair										Excellent
	<input type="checkbox"/>		<input type="checkbox"/>		<input type="checkbox"/>		<input type="checkbox"/>		<input type="checkbox"/>	

Please explain your scoring in the box below.

Q7) How do you assess the usefulness of the assistance provided by the staff of the Regional Employment Office regarding the application procedures?

- | | |
|---|--------------------------|
| a) Very useful | <input type="checkbox"/> |
| b) Useful | <input type="checkbox"/> |
| c) Not useful. If not useful, please indicate why in the box below. | <input type="checkbox"/> |

Q8) How do you assess the quality of support provided by the staff of the Regional Employment Office regarding the application procedures?

(Please indicate below the quality of the technical support by scoring from 1 (Fair) - 5 (Excellent).)

1 2 3 4 5

Fair Excellent

Q9) Overall, how do you assess the information received on the procedures for application to EPPs, from 1-5?

(Please indicate below the quality of the technical support by scoring from 1 (Fair) - 5 (Excellent).)

Please explain your scoring in the box below.

[illegible]

IV. Selection of the participants to EPPs

Q10) How were jobseekers selected for participating in EP programs?

- a) Only by company (from the registered jobseekers) ☐
- b) By company, in cooperation with the staff of the Employment Office ☐
- c) BY the staff of the Employment Office ☐

Q11) In generic terms, at what level do the jobseekers selected as beneficiaries from EPPs meet your company needs?

(Please indicate below the quality of the technical support by scoring from 1 (Fair) - 5 (Excellent).)

	1	2	3	4	5	
Fair						Excellent
<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Q12) Did you find the occupations you were looking for in the list provided by the Employment Office?

- a) YES ☐ → go to Q13)
- b) NO ☐ → **go to Q14)**

Q13) How many participants do you expect to remain working for your company after the EP program has come to its end?

Please indicate an approximate average in percentage:%

Q14) Please list below the most difficult occupations to be found.

Occupation	Code

V. Implementation of the EPPs

Q15) Please provide an overall assessment of the implementation process of the EEPs granted to your company in the table below, by scoring from 1 - 5 (1 stands for “Fair”, and 5 for “Excellent”).

	1	2	3	4	5
Establishment of contract with NES					
Support received by NES on implementation					
Operational conditions of EPP in your company					
Placement possibilities of the final beneficiaries					
Reporting procedures to NES					

Q16) Did you prepare implementation plans for the EPPs?

a) YES ☐ → go to Q17)

b) NO ☐ → go to Q18)

Q17) Are the implementation plans prepared in cooperation with the Employment Office?

a) YES ☐

b) NO ☐ → go to Q18)

Q18) By whom are prepared the implementation plans?

a) The company owner ☐

b) The HR department ☐

c) Other - Please specify below ☐

VI. Future applications to EPPs

Q19) Are you planning to apply again?

a) YES ☐ → go to Q20)b) NO ☐ → go to Q21)

Q20) Which are the EP programs that you would like to apply in the future?

EPP through VT (VKM 47) ☐EPP for vulnerable groups (VKM 48) ☐EPP for graduates (VKM 873) ☐EPP for female and particular groups (VKM 27) ☐EPP for 1st time employed (VKM 199) ☐EPP for disable people (VKM 248) ☐

Q21) What could be improved in the future to the EP programs?

Suggested improvements	YES	NO	Please specify: How?
a) The application procedures	<input type="checkbox"/>	<input type="checkbox"/>	
b) The selection of applicants	<input type="checkbox"/>	<input type="checkbox"/>	
c) The procedures for selecting the jobseekers 0	<input type="checkbox"/>	<input type="checkbox"/>	
d) The implementation process	<input type="checkbox"/>	<input type="checkbox"/>	
e) The monitoring and evaluation procedures	<input type="checkbox"/>	<input type="checkbox"/>	

Thank you for your collaboration.

VII. Information on the interview**Responding person(s):**

.....

(Name & Last Name)**Position:****E-mail:****Interviewer:**

.....

(Name & Last Name)**Date of interview:**

..... / /

Starting time of interview:

.....

Ending time of interview:**Place of the interview:****The interview was conducted:****Face-to-face** ☐**On-line** ☐**By phone** ☐

Table A5: Beneficiaries by economic sector and size

Economic Sector/Size of beneficiaries	1-5 employees	6-20 employees	21-50 employees	51-150 employees	more 150 employees	Total
Total	56	103	50	59	55	323
Public Administration	5	12	8	11	3	39
Travel Agency, Touristic Operator and ather Activities of Booking Service	1	3	0	0	0	4
Architecture and Civil Engineering Activities / Technical Inspections and Analysis Activities	0	0	1	0	0	1
Financial and Insurance Activities	1	1	0	0	2	4
Activities of Health and Social Care Centres	1	0	0	0	0	1
Health Related Activities	1	5	4	4	11	25
Insurance and Investigation Activities	0	4	1	1	2	8
Other Service Activities	1	0	0	0	0	1
Education	1	2	0	0	11	14
Agriculture, Forestry And Fishing	1	3	0	0	0	4
Hotels and Similar Facilities	3	12	1	0	0	16
Other Processing Industry	4	5	1	5	1	16
Storage and Transport Supporting Activities	0	1	0	0	0	1
Construction of Buildings	0	19	12	9	0	40
Textile Processing	0	0	1	1	0	2
Shoe Manufacturing	0	1	3	6	12	22
Paper and Paper Products Manufacturing	2	1	1	2	1	7
Production of Furniture	3	4	3	2	0	12
Metal Fabricated Manufacturing Products, Except for the Machineries And Equipment	0	2	1	0	0	3
Bread, Sweet And Pasta Products	1	1	0	0	0	2
Engineering Works	0	1	1	0	0	2
Services to Buildings and Lands	0	0	3	1	0	4
Other Services of Cleaning and Waste Management	2	0	0	0	0	2
Food and Beverages Services	13	4	0	1	0	18
Printing and Regrouping of Registered Media	0	2	1	0	0	3
Life Insurance	0	1	0	0	0	1
Telecommunication	2	3	1	0	0	6
Land Transport and with Pipelines	0	0	1	0	0	1
Retail Trade, Except for Trade Of Motorcycles	1	0	0	0	2	3
Wholesale and Retail Trade	12	13	1	0	0	26

Table A6: Beneficiaries by economic sector, region and size

Rrethi	Veprimtaria	1-5	6-20	21-50	51-150	More 150	Grand Total
BERAT		0	0	1	1	3	5
	Konfeksionimi i veshjeve	0	0	1	1	2	4
	Prodhimi i këpucëve	0	0	0	0	1	1
BULQIZE		0	0	0	0	1	1
	Arsimi	0	0	0	0	1	1
BURREL		0	0	0	1	0	1
	Konfeksionimi i veshjeve	0	0	0	1	0	1
DEVOLL		0	0	1	0	1	2
	Arsimi	0	0	0	0	1	1
	Ndertimi I ndertesave	0	0	1	0	0	1
DIBER		3	12	0	1	1	17
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	2	0	0	0	2
	Aktivitete të shëndetit	0	2	0	0	1	3
	Aktivitete të sigurimit dhe hetimit	0	1	0	0	0	1
	BUJQESIA, PYJET DHE PESHKIMI	0	1	0	0	0	1
	INDUSTRIA PERPUNUESE	0	1	0	0	0	1
	Konfeksionimi i veshjeve	1	1	0	0	0	2
	Ndertimi I ndertesave	0	1	0	1	0	2
	Prodhimi i mobiljeve	1	0	0	0	0	1
	Prodhimi i produkteve metalikë të fabrikuar, përveç makinerive dhe pajisjeve	0	1	0	0	0	1
	Shërbime ushqimi dhe pije	1	0	0	0	0	1
	TREGTIA ME SHUMICE DHE PAKICE	0	2	0	0	0	2
DURRES		1	2	0	3	6	12
	AKTIVITETE FINANCIARE DHE TE SIGURIMIT	0	1	0	0	0	1
	Aktivitete të shëndetit	0	0	0	0	1	1
	Aktivitete të sigurimit dhe hetimit	0	0	0	0	1	1
	BUJQESIA, PYJET DHE PESHKIMI	1	0	0	0	0	1
	Konfeksionimi i veshjeve	0	0	0	3	3	6
	Prodhimi i këpucëve	0	0	0	0	1	1
	TREGTIA ME SHUMICE DHE PAKICE	0	1	0	0	0	1
ELBASAN		1	1	3	3	2	10
	Aktivitete të shëndetit	0	0	0	0	1	1
	Aktivitete të sigurimit dhe hetimit	0	0	0	1	0	1
	Arsimi	0	0	0	0	1	1

	BUJQESIA, PYJET DHE PESHKIMI	0	1	0	0	0	1
	INDUSTRIA PERPUNUESE	1	0	0	0	0	1
	Përpunimi i tekstileve	0	0	1	1	0	2
	Prodhimi i këpucëve	0	0	0	1	0	1
	Punime inxhinjerike	0	0	1	0	0	1
	Shërbime ndaj ndërtesave dhe shesheve	0	0	1	0	0	1
FIER		0	6	5	1	4	16
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	0	0	1	0	1
	Aktivitete të shëndetit	0	0	0	0	1	1
	Aktivitete të sigurimit dhe hetimit	0	0	0	0	1	1
	Hotele dhe struktura të ngjajshme	0	1	0	0	0	1
	Konfeksionimi i veshjeve	0	0	0	0	1	1
	Ndertimi i ndërtesave	0	5	5	0	0	10
	Prodhimi i këpucëve	0	0	0	0	1	1
GJIROKASTER		8	21	5	0	2	36
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	3	1	0	1	5
	AKTIVITETE FINANCIARE DHE TE SIGURIMIT	1	0	0	0	0	1
	Aktivitete të sigurimit dhe hetimit	0	3	1	0	0	4
	Arsimi	0	0	0	0	1	1
	Hotele dhe struktura të ngjajshme	1	2	0	0	0	3
	INDUSTRIA PERPUNUESE	1	0	0	0	0	1
	Konfeksionimi i veshjeve	0	0	1	0	0	1
	Ndertimi i ndërtesave	0	6	1	0	0	7
	Prodhimi i letrës dhe produkteve prej letre	1	1	0	0	0	2
	Shërbime ushqimi dhe pije	1	1	0	0	0	2
	Shtypshkrimi dhe rigrupimi i mediave të regjistruara	0	1	0	0	0	1
	Transporti tokësor dhe me tubacione	0	0	1	0	0	1
	TREGTIA ME SHUMICE DHE PAKICE	3	4	0	0	0	7
HAS		0	0	0	1	0	1
	Ndertimi i ndërtesave	0	0	0	1	0	1
KAVAJE		1	2	0	1	0	4
	Konfeksionimi i veshjeve	0	1	0	1	0	2
	Prodhimi i mobiljeve	0	1	0	0	0	1

	Shërbime të tjera të pastrimit e të menaxhimit të mbetjeve	1	0	0	0	0	1
KOLONJE		4	2	0	1	1	8
	Aktivitete të shëndetit	0	0	0	1	0	1
	Arsimi	0	0	0	0	1	1
	Hotele dhe struktura të ngjajshme	1	0	0	0	0	1
	Prodhimi i mobiljeve	0	1	0	0	0	1
	Shërbime ushqimi dhe pije	3	1	0	0	0	4
KORÇE		0	1	2	5	1	9
	Aktivitete të shëndetit	0	0	0	0	1	1
	BUJQESIA, PYJET DHE PESHKIMI	0	1	0	0	0	1
	INDUSTRIA PERPUNUESE	0	0	0	2	0	2
	Konfeksionimi i veshjeve	0	0	1	0	0	1
	Ndërtimi i ndërtësive	0	0	1	2	0	3
	Prodhimi i mobiljeve	0	0	0	1	0	1
KRUJE		1	0	3	2	2	8
	Aktivitetet e tjera shërbimi	1	0	0	0	0	1
	Arsimi	0	0	0	0	1	1
	Prodhimi i këpucëve	0	0	2	2	1	5
	Prodhimi i letrës dhe produkteve prej letrë	0	0	1	0	0	1
KUKES		0	7	2	0	0	9
	Agjensi udhëtimi, operator turistik dhe të tjera aktivitete të shërbimit të rezervimit	0	3	0	0	0	3
	INDUSTRIA PERPUNUESE	0	2	1	0	0	3
	Ndërtimi i ndërtësive	0	2	1	0	0	3
LAÇ		1	5	0	1	2	9
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	1	0	0	0	1
	Aktivitete të shëndetit	0	0	0	1	0	1
	Hotele dhe struktura të ngjajshme	0	2	0	0	0	2
	Prodhimi i këpucëve	0	0	0	0	2	2
	Prodhimi i mobiljeve	1	1	0	0	0	2
	TREGTIA ME SHUMICE DHE PAKICE	0	1	0	0	0	1
LEZHE		1	11	6	7	1	26
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	0	4	3	0	7
	Aktivitete të shëndetit	1	1	1	1	1	5
	Arsimi	0	1	0	0	0	1

	Hotele dhe struktura të ngjajshme	0	4	0	0	0	4
	INDUSTRIA PERPUNUESE	0	0	0	1	0	1
	Magazinimi dhe aktivite mbështetëse për transportin	0	1	0	0	0	1
	Prodhi i këpucëve	0	0	0	2	0	2
	Prodhi i produkteve të bukës, ëmbëlsirat, makaronat	0	1	0	0	0	1
	Shërbime ndaj ndërtesave dhe shesheve	0	0	1	0	0	1
	Telekomunikacioni	0	2	0	0	0	2
	TREGTIA ME SHUMICE DHE PAKICE	0	1	0	0	0	1
LUSHNJE		2	2	0	1	0	5
	INDUSTRIA PERPUNUESE	1	1	0	0	0	2
	Ndërtimi i ndërtesave	0	1	0	1	0	2
	Prodhi i letrës dhe produkteve prej letrë	1	0	0	0	0	1
MALESI E MADHE		0	2	1	0	0	3
	Aktivite të shëndetit	0	1	0	0	0	1
	Hotele dhe struktura të ngjajshme	0	0	1	0	0	1
	TREGTIA ME SHUMICE DHE PAKICE	0	1	0	0	0	1
MALLAKASTER		0	1	0	0	0	1
	Arsimi	0	1	0	0	0	1
MAT		1	2	0	0	2	5
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	1	1	0	0	0	2
	Aktivite të shëndetit	0	0	0	0	1	1
	Arsimi	0	0	0	0	1	1
	TREGTIA ME SHUMICE DHE PAKICE	0	1	0	0	0	1
MIRDITE		1	2	1	1	0	5
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	1	1	0	0	0	2
	Ndërtimi i ndërtesave	0	0	1	1	0	2
	Prodhi i këpucëve	0	1	0	0	0	1
PERMET		2	0	0	0	0	2
	Shërbime ushqimi dhe pije	2	0	0	0	0	2
POGRADEÇ		0	2	2	1	0	5
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	0	0	1	0	1

	Ndertimi I ndertesave	0	1	1	0	0	2
	Prodhimi i mobiljeve	0	0	1	0	0	1
	Prodhimi i produkteve metalikë të fabrikuar, përveç makinerive dhe pajisjeve	0	1	0	0	0	1
PUKE		1	0	2	2	1	6
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	1	0	1	0	0	2
	Aktivite të shëndetit	0	0	1	0	1	2
	Prodhimi i letrës dhe produkteve prej letre	0	0	0	2	0	2
SARANDE		15	2	1	1	0	19
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	1	0	0	1	0	2
	Agjensi udhëtimi, operator turistik dhe të tjera aktivite të shërbimit të rezervimit	1	0	0	0	0	1
	Hotele dhe struktura të ngjajshme	1	0	0	0	0	1
	Shërbime ndaj ndërtesave dhe shesheve	0	0	1	0	0	1
	Shërbime të tjera të pastrimit e të menaxhimit të mbetjeve	1	0	0	0	0	1
	Shërbime ushqimi dhe pije	3	0	0	0	0	3
	Telekomunikacioni	0	1	0	0	0	1
	TREGTIA ME SHUMICE DHE PAKICE	8	1	0	0	0	9
SHKODER		3	8	2	10	8	31
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	1	0	2	1	4
	Aktivite të shëndetit	0	1	0	1	2	4
	Arsimi	0	0	0	0	1	1
	INDUSTRIA PERPUNUESE	1	1	0	2	1	5
	Konfeksionimi i veshjeve	0	1	0	4	1	6
	Ndertimi I ndertesave	0	1	0	0	0	1
	Prodhimi i këpucëve	0	0	1	1	2	4
	Prodhimi i mobiljeve	0	0	1	0	0	1
	Prodhimi i produkteve të bukës, ëmbëlsirat, makaronat	1	0	0	0	0	1
	Punime inxhinjerike	0	1	0	0	0	1
	Shërbime ushqimi dhe pije	1	1	0	0	0	2

	TREGTIA ME SHUMICE DHE PAKICE	0	1	0	0	0	1
TEPELENE		5	1	0	2	1	9
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	1	0	0	1	0	2
	Aktivitetet të shëndetit	0	0	0	0	1	1
	Ndertimi i ndertesave	0	0	0	1	0	1
	Shërbime ushqimi dhe pije	2	1	0	0	0	3
	Tregtia me pakicë, përveç tregtisë së automjeteve dhe motorçikletave	1	0	0	0	0	1
	TREGTIA ME SHUMICE DHE PAKICE	1	0	0	0	0	1
TIRANE		5	7	8	10	10	40
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	2	0	1	0	3
	Aktivitetet arkitekture dhe inxhinjerike; aktivitetet të kontrolleve dhe analizave teknike	0	0	1	0	0	1
	AKTIVITETE FINANCIARE DHE TE SIGURIMIT	0	0	0	0	2	2
	Aktivitetet të qendrave të kujdesit mjekësor e social	1	0	0	0	0	1
	Aktivitetet të shëndetit	0	0	1	0	0	1
	Arsimi	1	0	0	0	0	1
	Hotele dhe struktura të ngjajshme	0	2	0	0	0	2
	Konfeksionimi i veshjeve	0	0	2	6	3	11
	Ndertimi i ndertesave	0	1	0	2	0	3
	Prodhimi i këpucëve	0	0	0	0	2	2
	Prodhimi i letres dhe produkteve prej letre	0	0	0	0	1	1
	Prodhimi i mobiljeve	1	0	1	0	0	2
	Shërbime ushqimi dhe pije	0	0	0	1	0	1
	Shtypshkrimi dhe rigrupimi i mediave të regjistruara	0	1	1	0	0	2
	Sigurimi i jetës	0	1	0	0	0	1
	Telekomunikacioni	2	0	1	0	0	3
	Tregtia me pakicë, përveç tregtisë së automjeteve dhe motorçikletave	0	0	0	0	2	2
	TREGTIA ME SHUMICE DHE PAKICE	0	0	1	0	0	1
TROPOJA		0	0	1	0	1	2
	Aktivitetet të shëndetit	0	0	1	0	0	1
	Arsimi	0	0	0	0	1	1

VLORE		0	4	4	3	5	16
	ADMINISTRIM PUBLIK DHE MBROJTJA; SIGURIMI SOCIAL I DETYRUESHËM	0	1	2	1	1	5
	Arsimi	0	0	0	0	2	2
	Hotele dhe struktura të ngjajshme	0	1	0	0	0	1
	Ndertimi I ndertesave	0	1	1	0	0	2
	Prodhimi i këpucëve	0	0	0	0	2	2
	Prodhimi i mobiljeve	0	1	0	1	0	2
	Prodhimi i produkteve metalikë të fabrikuar, përveç makinerive dhe pajisjeve	0	0	1	0	0	1
	Shërbime ndaj ndërtesave dhe shesheve	0	0	0	1	0	1
Grand Total		56	103	50	59	55	323

Table A7: Professions most difficult to be filled

PROFESSIONS most difficult to be filled	Code	Number
Processing engineer	215	1
Civil aviation jobs	219.05	1
Plasterer	711	2
Armature	712	1
Technologist	751	1
Work in the mines and other works	811	1
Cleaning lady	961	3
Manager	1131	3
Surveyor engineer	2114.01	1
Construction engineer	2141.01	4
Civil engineer	2141.02	1
Wooden engineer	2151.01	1
Architect	2161.01	1
City Planner	2162.02	1
Surveyor	2165.12	1
Physician Anesthetist	2211.02	2
Nurses	2220.06	1
Pharmacist In Store	2242.03	1
Veterinary	2247.03	1
Philosophy	2330.03	1
Teachers	2341	1
Chemistry Teacher	2341.07	1
Math Teacher	2341.08	1
Teachers (Foreign Languages)	2341.11	1
Teacher	2359	2
Administrative Stewards	2422	1
Publicity And Advertising Agent	2431.01	1

Computer Engineer	2512.02	1
IT Support-Programmer	2512.03	1
Lawyer	2611	2
Lawyer	2611.03	6
Economist	2631	2
Economists Finance	2631.03	1
Economist For Management	2631.05	1
Economist For Tourism	2631.12	1
Economist	2631.13	6
Portuguese Speaking Language	2634.07	1
Health Psychologist	2635.04	2
Social Worker	2636.03	3
Journalist	2646.01	1
Technical	3112.08	2
Laboratory Technician	3119.03	1
Professional Supervisor	3122.13	1
Construction Specialists	3123	1
Biochemical Laboratory	3212.02	2
Secondary Level Clinical Nursing	3221.15	1
Medical Equipment Staff	3236	1
Sales Manager	3311.02	2
Property Evaluator	3334	1
Real Estate Agent	3334.01	1
Operator	3522.09	1
Prefabrication	3522.24	2
Accountant	4111	1
Storekeeper	4121.01	1
Servants Of Data Recorder	4142.01	1
Call Center Operator	4221.02	1
Receptionist	4222.01	3
Receptionist	4224	1
Metal Worker	4225.01	1
Guide To The Museum	5113.01	1
Worker	5123	8
Watchman	5164.02	4
Cook	5172.01	1
Cook	5172.07	9
Female Waitress	5181	2
Waiter Service	5181.01	7
Female Bartender	5182.01	1
Bartender	5182.02	5
Sellers In Store	5221.03	8
Flower Seedlings Of Fruit Growers	6114.09	1
Employees For The Preparation Of Seedlings	6114.15	1
Stone Trees In The Forest	6210.01	1
Mason	7112	1
Mason	7112.03	1
Metal Worker	7113.04	1

Carpenters	7114.06	3
Woodworker	7114.14	2
Plumber	7121.03	8
Glazier	7122.01	1
Glazier For Colored Glass	7122.06	1
Duralumin Worker	7129.06	4
Welder	7212.09	3
Press Machinist	7223.08	1
Mechanical	7231.09	8
Sewing Machine Mechanical	7233	4
Mechanical	7233.22	1
Weight Cards Worker	7324.04	2
Workman For Gluing Paper Bags	7331.05	1
Electrician	7411	1
Electrician	7411.01	9
Electrician For Wiring In Buildings	7411.13	1
Butcher	7511.04	1
Bakeries	7512.04	2
Plasticizer	7514.11	3
Carpenter	7522.29	1
Cutter	7531.06	3
Professional Tailor	7531.11	6
Assembler Mattresses	7532.11	1
The Tapestries Cutter	7532.16	1
Strips Worker	7533	5
Sewing Mattresses	7533.09	1
Hand Craft Workers	7534.02	1
Mattresses Manufacturer	7535.01	1
Cutter Shoe	7537.34	1
Leather Cutter	7537.35	1
Underground Miners	8111.12	2
Armature Production	8114.01	5
Jobs Enrichment Factories Chromium Copper Mining Coal	8122	1
Machinery Operator	8131.11	1
Sewing Machines Specialist	8153	1
Skilled Workers For Sewing Machines Of Different Types	8153.01	5
Sewing Textile	8153.05	2
Tapestry	8153.07	1
Technical Sector Supervisor	8156	1
Shoe Sewing Machinist	8156.01	3
Shoes worker in machinery	8156.02	4
Sewing site leather	8156.09	6
Bowel caliber worker with machinery	8160.17	2
employee machinery	8179	1
Assembler	8211.07	1
assembly worker	8219.08	1
Driver	8322.01	4
van driver	8322.03	1

Manovrator for heavy machinery	8332	2
Chambermaid	9112.01	1
Other	9312.06	9
Worker for the system of goods	9334.01	1
Worker for the system and goods packing for transport	9334.02	1
Assistant cook	9412.02	1
garbage collector	9611.04	1
Sweeper	9629.02	1