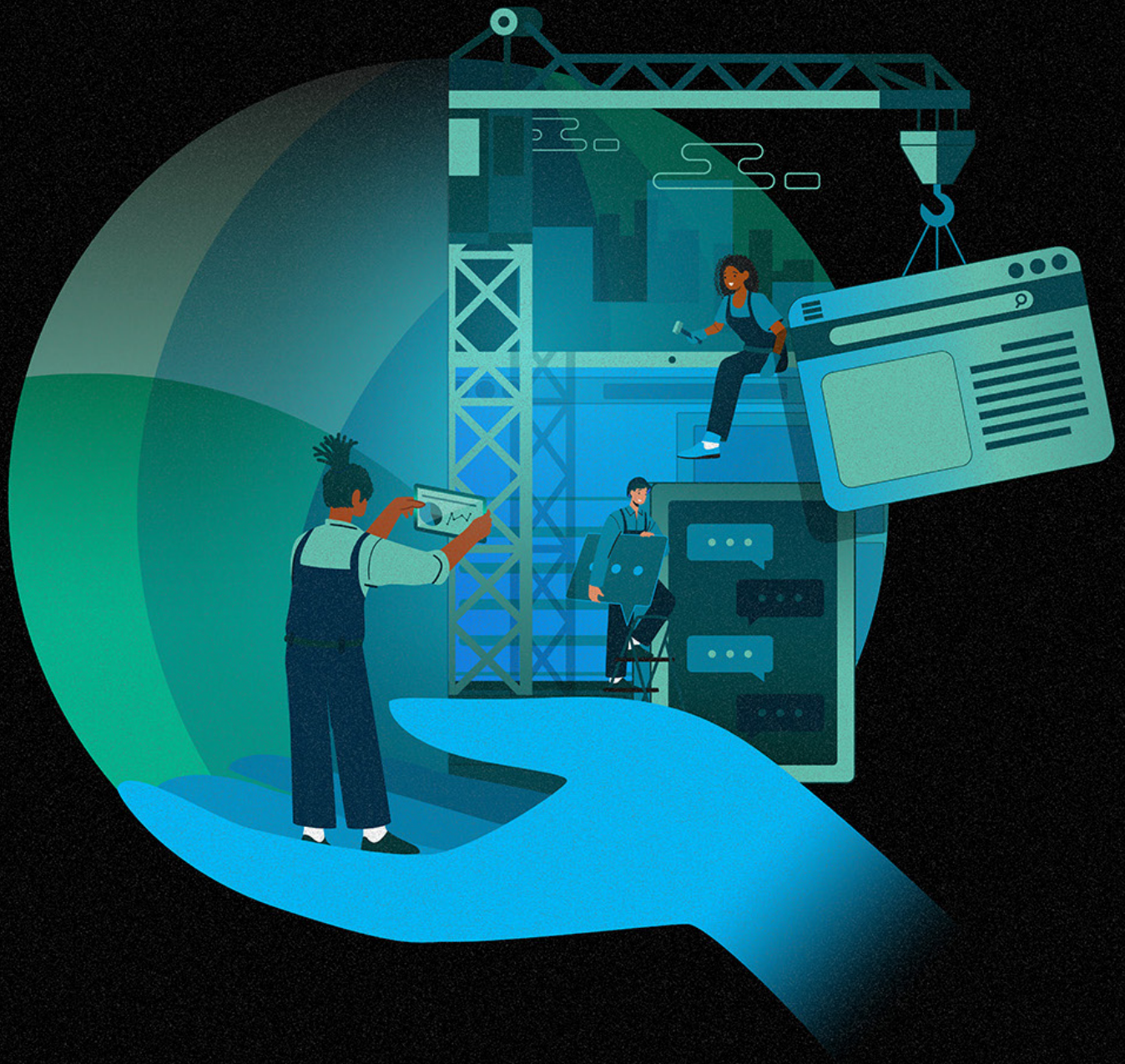


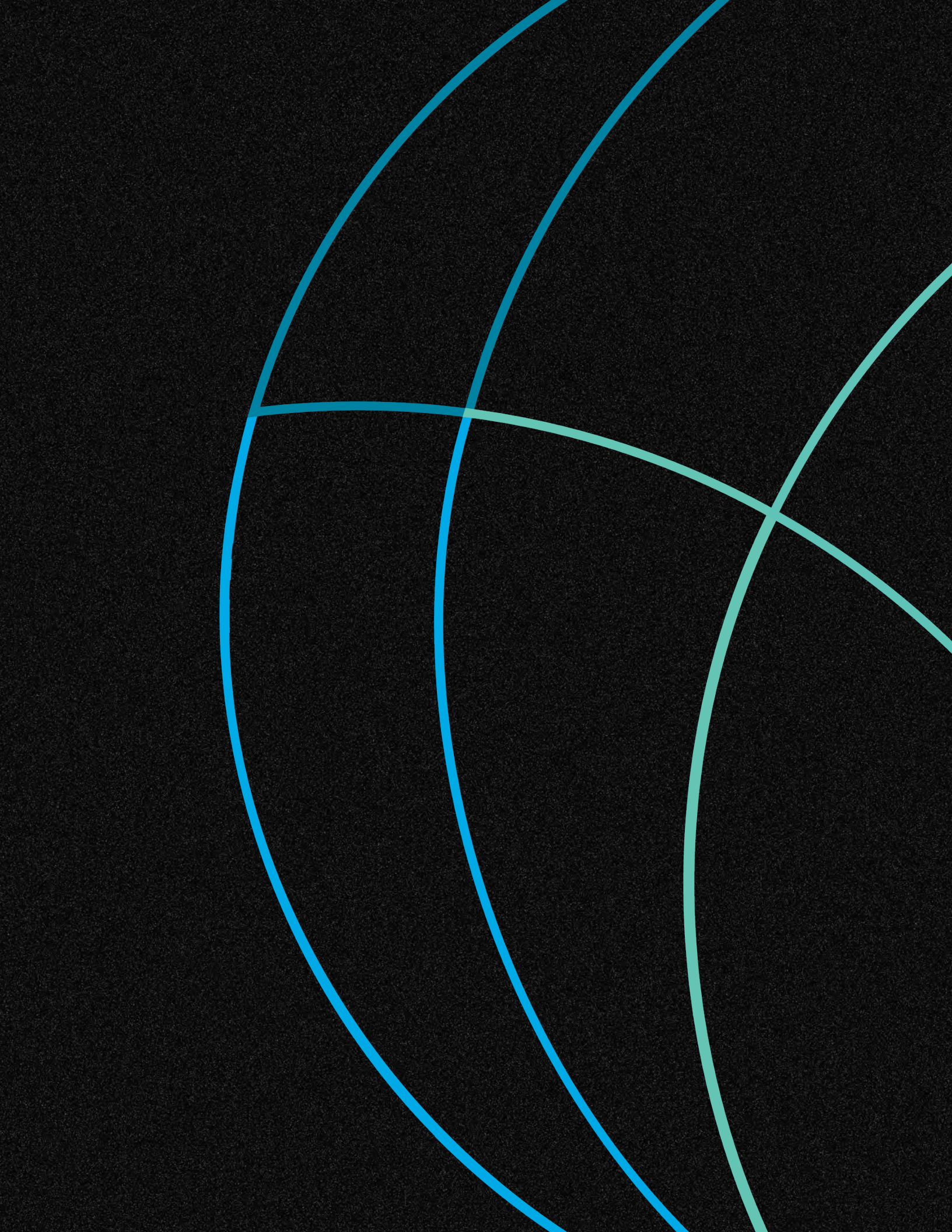
**Deloitte.**



## Making it work

Global efforts to transform public employment services

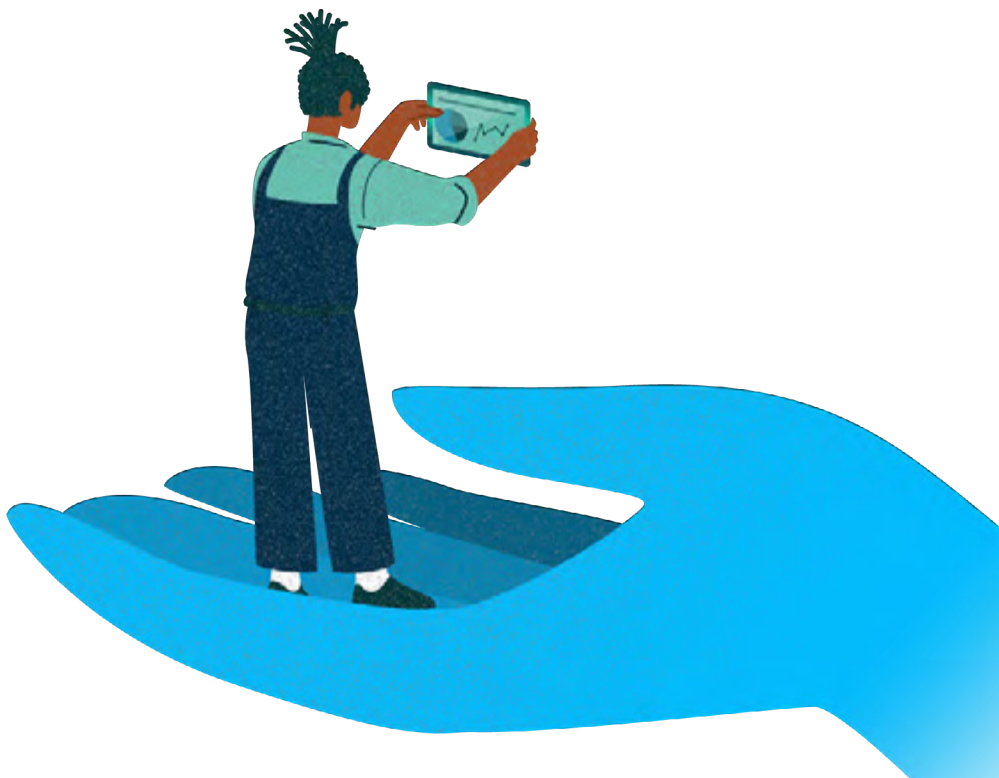






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# Preface

Many Organisation for Economic Co-operation and Development (OECD) countries are modernizing their public employment service ecosystems in response to numerous and converging pressures. Deloitte is frequently a key collaborator in these efforts. The practitioners in our global employment service network quickly recognized that clients were asking similar questions about labour shortages, aging workforces, and new patterns of client needs. Although local contexts differ, our clients are intensely curious about how their peers are responding to common challenges. This report explores what's driving change and what's defining successful transformation.



# Executive brief

Economies are rapidly digitalizing. New skills are in demand. Populations are aging. Employment levels that plummeted during the COVID-19 pandemic have yet to fully rebound in many countries. Meanwhile, jobseekers and employers are demanding more responsive and tailored supports from government and public employment agencies.

In the context of broad economic uncertainty and change, how can governments better bridge supply and demand in the labour market? Finding the answer is critical at a time when the needs of employers, workers, and jobseekers are quickly evolving. This paper identifies the converging pressures and key trends in public employment service reform. We organized the most important factors—and the impact they're having—into three categories.

### Technological factors

1. The digital revolution is disrupting workers and industries
2. Accelerating automation demands adaptation
3. People and employers are increasingly looking online to access services

### Economy factors

4. Labour participation rates have fallen
5. In-work poverty is prevalent
6. Non-traditional work is rising as a share of employment
7. There is a mismatch in labour market demand and supply
8. Economies are in transition

### Social change factors

9. The workforce is aging
10. More workers and jobseekers face multiple or complex barriers to employment
11. Racialized and equity-deserving communities are lagging in economic outcomes and access to support

As a result of these pressures, public employment service (PES) agencies are recalibrating how they serve jobseekers, workers, and employers. They are also reaching out to new clients, including the underemployed, the precariously employed, and those who have multiple or complex barriers that hinder their ability to work. Experimentation is under way. While many promising practices are too new to establish definitive views of their effectiveness, success factors for transformation are becoming apparent.

This paper is not intended to endorse particular approaches; every public employment services context is unique. Still, there is a clear convergence across several of the reform trends, which include:

1. The adoption of digital-by-desire approaches, exemplified by Pôle Emploi (France) through its digital platform, the Emploi Store
2. The deployment of technology enablers such as machine learning to enhance service delivery, exemplified by the job-matching system in Flanders, Belgium, and the Thrive Career Wellness platform in Canada
3. Additional focus on occupational interventions and long-term employability, with examples from Australia and Canada
4. Whole-person approaches for those with multiple and complex barriers to employment, as embraced by two Canadian provinces—British Columbia, for single parents, and New Brunswick, for people with disabilities—and the service delivery approach for multi-barriered clients in Denmark and Flanders, Belgium
5. Employer-specific supports and engagement, as seen in Denmark, Australia, Belgium, and Germany
6. Holistic assessments to identify and address employment barriers, with Ontario as a case study
7. Enhanced performance management to monitor client experience and outcomes, with examples from Australia, Denmark, and the United Kingdom

Deloitte is helping many PES organizations around the world evolve how they operate and service jobseekers and employers. This report aims to help PES leaders identify what's happening among their peers and inspire some choices for their own transformational efforts. We are grateful to those leaders who took the time to share their experiences and thoughts.

# Introduction

In the context of economic uncertainty and change, how can governments better bridge supply and demand in the labour market? Finding the answer is critical at a time when the needs of employers, workers, and jobseekers are quickly evolving.

Economies are rapidly digitalizing. Organizations are rethinking how they operate. New skills are in demand. Populations are aging. Employment levels plummeted during the pandemic and have yet to fully rebound in many countries.

These labour market disruptors are converging. Meeting employer needs isn't just a matter of pushing out more labour supply. The challenge is to cultivate and deliver the skill sets that are needed across the economy.

At the same time, jobseekers can face obstacles when interacting with government-funded public employment services (PES). People want inclusive and human-centred services from every entity they deal with, including governments. Yet employment services don't always view jobseekers with a consumer lens—providing them what they need, when they need it, and how they want it. In most jurisdictions, the jobseeker and employer experiences just aren't that great.

Jobseekers might require retraining, childcare support, income support, mental health services, housing and food security, and a host of other social supports, but these services are rarely integrated. Dealing with siloed offerings can be frustrating and difficult.

Many individuals, overwhelmed by what's needed to access the right services and supports, simply give up looking for work. Others face barriers to gaining meaningful and lasting employment because of different challenges in their lives. And because many of these services are only available to the unemployed, support for people who are underemployed or require upskilling is often limited or non-existent.

To meet jobseekers where they are, many public sector agencies are working to identify what needs to change with their employment services and recalibrate how they

provide them. This paper is based on a jurisdictional scan, a literature review, and Deloitte's direct experience supporting PES transformation efforts. In it, we take a close look at:

- The major factors that are disrupting labour markets, their impacts on employment, and the consequences for PES providers
- The transformations that PES organizations are planning or undertaking, using global case studies
- What defines success in different jurisdictions
- The key questions that can drive strategic choices for modernization

Governments around the world are retooling programs and services for jobseekers and employers. Experimentation is under way. While many promising practices are too new to establish definitive views of their effectiveness, we identify some success factors.

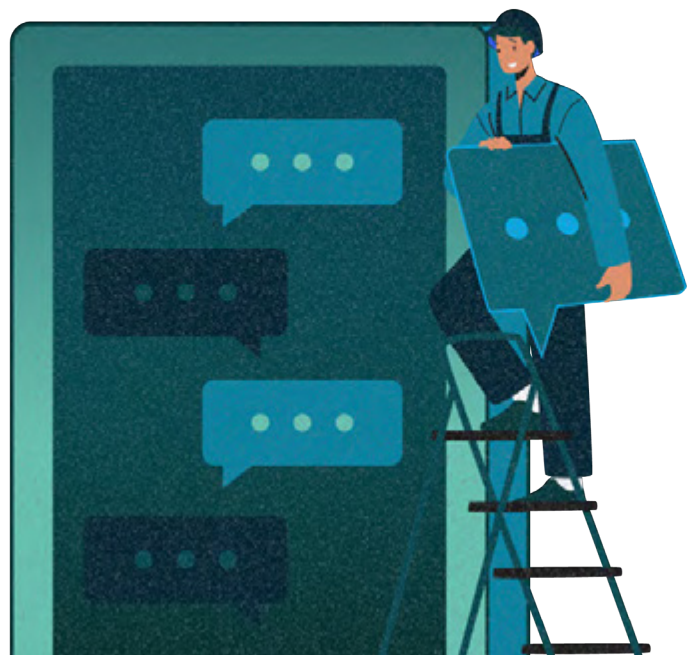
This paper is not intended to endorse particular approaches. Every PES context is unique, with a range of client and employer profiles and needs, different narratives on outsourcing, and variable institutional contexts (e.g., a federal versus a unitary government). What makes sense in Flanders, Belgium, may not work in Alberta, Canada. Still, there is a clear convergence across several of the reform trends, such as the emergence of digital self-service and wraparound supports for those with multiple barriers to employment.

In this spirit, this report aims to help PES leaders identify what's happening among their peers and inspire some choices for their own transformation efforts.



## Summary of approach

Deloitte conducted in-depth interviews with leaders in public sector employment services across numerous OECD jurisdictions to glean promising practices from their respective journeys. Most are in the process of transforming their services and reinventing how they support jobseekers and employers. We supplemented what they told us with desktop research into what's driving change, and the impacts on and opportunities for employment services.



# Change factors and their impacts

The factors that are driving new approaches to employment supports are persistent and common across the jurisdictions we studied. We identified 11 and organized them into three categories: technological change (factors 1–3), economic change (factors 4–8), and social change (factors 9–11). Each factor has profound consequences on work and on public employment services.



## Technological change

### Factor #1 The digital revolution is disrupting workers and industries

#### Impact on employment

Across all sectors, the digital revolution is changing the skills needed to participate in the workforce. The pandemic only accelerated this transformation. Governments and employers face multiple pressures to develop workforce resilience within a rapidly changing technological landscape. Many of the skills now needed are in short supply. A full 76% of workers believe they are not prepared to meet the digital skills requirements of the future.<sup>1</sup>

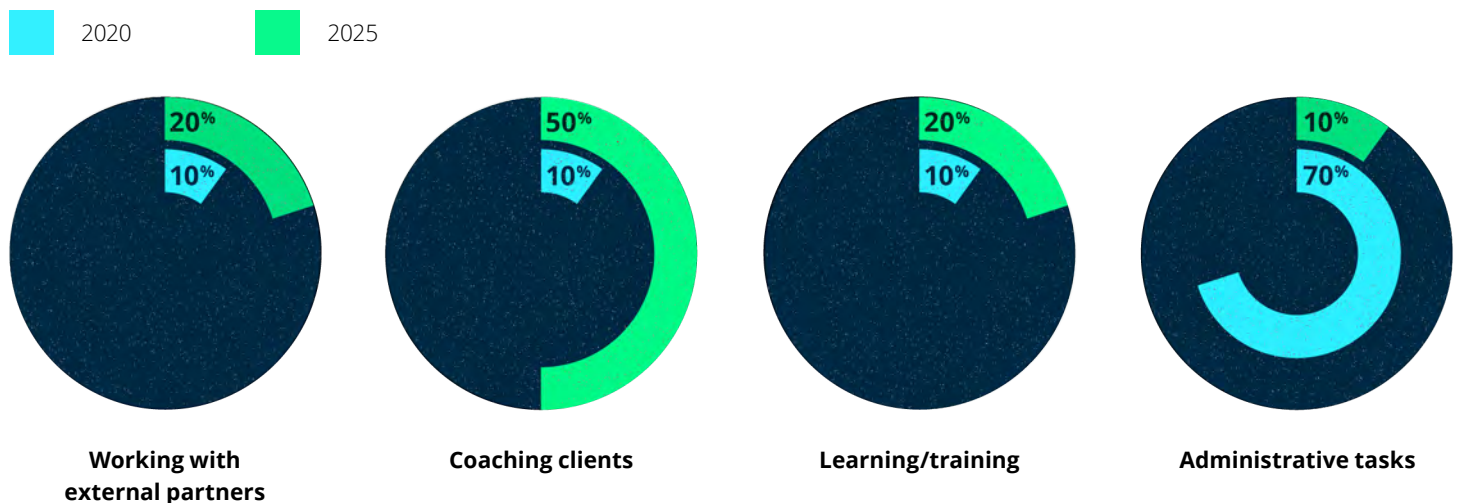
#### Impact on public employment services

Governments are investing in digital literacy supports for both service providers and their clients. The goals are to align with the broader technological landscape, employer needs, and consumer expectations.

To ensure their programs and services are meeting demand, PES organizations need greater connectivity and direct engagement with employers and industry associations. Governments are developing online skills portals that provide one-stop access to curated upskilling, supported by recommendations that are generated by artificial intelligence (AI) and tailored to local employers' needs.

The skills that PES organizations need have similarly evolved. For example, Deloitte predicts that digital tools will decrease the time spent on administration [from 70% to about 10% by 2025](#). (Deloitte Insights, 2020). That will mean more time to spend on value-added activities, such as working directly with clients. PES organizations will need to boost the digital skill sets of their own workers to take full advantage of these tools.

### Time spent on activities by PES employees



## Factor #2 Accelerating automation demands adaptation



### **Impact on employment**

While automation has eliminated some jobs, it has also increased demand for others and led to new jobs that require new sets of skills. About 14% of workers in OECD countries face a high risk of seeing their jobs transformed through automation.<sup>2</sup> That impact won't be felt equally, with higher percentages of workers at risk in occupations such as food preparation workers (50%), agricultural, forestry, and fishery labourers (30%), and skilled agricultural workers (24%). Workers must be equipped to adapt quickly to the changing landscape and build new career pathways.

### **Impact on public employment services**

A growing segment of displaced workers, and those at risk of displacement, will need access to supports that will better position them to retain their current employment or pivot to new jobs.

Governments are reconsidering eligibility for program access and service provision. Upskilling and career laddering supports for those already in the workforce are now core to many PES programs, and many of them are offered online. To be effective, career laddering requires advanced and real-time labour market intelligence, navigation supports, and curated pathways to help people make more informed decisions.



## Factor #3 Jobseekers and employers are increasingly looking online to access services

### Impact on employment

Access to information on jobs now comes via digital channels, digital applications, digital interviews, and automated opportunity-jobseeker matching. These are all common features of today's job market. The era of the transactional recruitment sequence—job ad, then email/paper submission of résumé, and then in-person interviews—is over for most industries. New models of automated matching are emerging.

### Impact on public employment services

Many PES organizations are busy building consumer-grade digital services for jobseekers and for employers seeking access to labour. These services include AI-supported résumé-building, AI-enhanced search tools that cover multiple public and private sector job boards, curated digital upskilling marketplaces based on current and future labour market opportunities, and job sustainment supports.

However, many jobseekers struggle to use these services. They may have low digital literacy, lack digital access, or face barriers in their lives that cannot be addressed through digital and self-service portals. For some, digital alternatives only compound the barriers to employment.<sup>3</sup>

An important lesson from recent digitalization efforts is that governments need nuanced strategies that accommodate those who prefer or require person-to-person support in order to minimize the risk of these clients getting lost or left behind. For example, a client who selects or is referred to a digital channel for a service should also be given the option to access person-to-person support. Or to be automatically referred to an employment counsellor if they don't get a job after a predetermined amount of time. Further, given the digital nature of today's recruitment processes and employment, many PES organizations are having to offer digital literacy as a core service.

An important lesson from recent digitalization efforts is that governments need nuanced strategies that accommodate those who prefer or require person-to-person support in order to minimize the risk of these clients getting lost or left behind.





## Economic change

### Factor #4 Labour participation rates have fallen

#### **Impact on employment**

During the pandemic, labour force participation rates declined and job turnover rates reached new highs. According to the OECD, its 38 member countries saw 14 million workers leave the labour market. Although participation rates are recovering across the OECD, many countries have yet to return to pre-pandemic levels.

#### **Impact on public employment services**

Governments are considering incentives and sanctions to encourage workers across all demographics to join or rejoin the workforce. These include access to free or low-cost childcare, upskilling, and training, and tighter eligibility for income-support programs. To motivate clients who have been out of work and on income assistance for an extended period, some governments are offering integrated supports to help them meet their challenges. Enhanced digital channels and supports are also critical, as some jobseekers don't want person-to-person interaction because they can find the process dehumanizing or feel embarrassed about their situation.

To motivate clients who have been out of work and on income assistance for an extended period, some governments are offering integrated supports to help them meet their challenges. Enhanced digital channels and supports are also critical, as some jobseekers don't want person-to-person interaction because they can find the process dehumanizing or feel embarrassed about their situation.

## Factor #5 In-work poverty is prevalent

Some governments are taking a fresh look at eligibility rules. There is growing recognition that proactive employment and upskilling supports for clients who are at risk of losing their jobs, who are underemployed, or who've shown an interest in upskilling can bring a strong return on investment.

### **Impact on employment**

The population of working poor is growing. This group tends to have jobs that are less stable, unpredictable work hours, fewer benefits, and greater health problems. Racialized populations are overrepresented. Inflation, the increased cost of living, and the possibility of a recession are exacerbating the challenge of making ends meet.

### **Impact on public employment services**

Many jurisdictions already prioritize income-security clients (those who are already out of work) for PES supports, but some governments are taking a fresh look at eligibility rules. There is growing recognition that proactive employment and upskilling supports for clients who are at risk of losing their jobs, who are underemployed, or who've shown an interest in upskilling can bring a strong return on investment.

Some jurisdictions are also offering holistic supports that integrate upskilling with other services that address the root-cause problems jobseekers encounter (like addictions and a lack of counselling, housing, and childcare). Integrated supports can reduce recidivism and the churn from employment to unemployment.



## Factor #6 Non-traditional work is rising as a share of employment



### Impact on employment

Non-traditional workers, such as gig workers and contract employees, are a growing portion of the labour market.<sup>4</sup> Across the OECD, about 60% of the workforce has participated in informal employment. For example, there has been a shift in how Americans support themselves; in one survey, 36% of employed respondents identified as independent workers, up from an estimated 27% in 2016.<sup>5</sup> In Canada, more than 20% of employers made use of non-traditional workers in 2021.<sup>6</sup>

This kind of additional flexibility in the labour market can spur innovation and growth. Some workers prefer such arrangements for the convenience and income potential they offer. However, many others are negatively impacted by the lack of regular, predictable income from wages or salaries, and are less likely to have health care or other benefits.<sup>7</sup>

### Impact on public employment services

Again, PES organizations need to re-examine eligibility for workforce supports. Access to key employment services and to income supports should be decoupled, so gig and other non-traditional workers can access upskilling opportunities. This will increase the demand for PES, which adds to the need for digital self-service channels and other ways to segment clients based on their needs and required service intensity.

## Factor #7 There's a mismatch in labour-market demand and supply

The acceleration of new technologies has made some skills obsolete while creating unfilled demand for others. According to Douglas Thomas and John Seely Brown, (*A New Culture of Learning*, 2011), the half-life of a learned skill is five years. Much of what someone learned 10 years ago is obsolete, and half of what they learned five years ago is irrelevant.

### Impact on employment

The digital skills that workers require are changing rapidly. The acceleration of new technologies has made some skills obsolete while creating unfilled demand for others. According to Douglas Thomas and John Seely Brown, (*A New Culture of Learning*, 2011), the half-life of a learned skill is five years.<sup>8</sup> Much of what someone learned 10 years ago is obsolete, and half of what they learned five years ago is irrelevant. This is already creating a mismatch in labour-market supply and demand, according to the World Economic Forum.<sup>9</sup> The pandemic only intensified this imbalance, with the reduced supply of workers, hard-hit occupations in terms of labour demand, and evolving work models.

At the same time, worker expectations have changed. As their power has increased due to skills and labour shortages, they are demanding more flexibility in working patterns and locations. Employers need to keep up to attract and retain talent.

### Impact on public employment services

Information on changing employer needs will need to be gathered through direct engagement, surveys, and data on the current labour market, such as the number of job openings. This information needs to be disseminated broadly to help PES providers, employers, and governments make informed decisions on how they invest in program delivery, support services, and upskilling offerings.

Governments may be expected to track supply and demand in order to curate training, credentialling, and microcredentialling for quality assurance purposes, especially if these are embedded in PES offerings.

Further, in response to worker demands for more flexibility, PES organizations need to spend more time coaching employers on creating job requirements.



## Factor #8 Economies are in transition

### Impact on employment

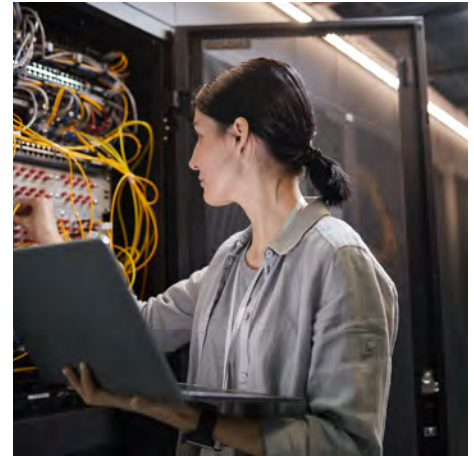
In many OECD countries, the bulk of new job creation has come in service-producing industries rather than goods-producing sectors. Further, many national- and state-level industrial strategies are aimed at accelerating the transition to a net-zero economy. Both trends are indicative of large-scale macroeconomic shifts, which are exacerbating regional disparities, inequalities in opportunity, and labour market supply and demand challenges. Employers and governments are reconsidering their workforce strategies.

### Impact on public employment services

Overall, the range of factors in a transitioning economy—including those noted here—means that client and employer needs, as well as client volumes, are evolving rapidly. Each PES organization we interviewed confirmed that their client profiles have changed considerably over the past few years. PES organizations need to respond efficiently. In contracted ecosystems, the pace of change also requires flexibility.

#### That's true in:

- Contract design
- The dissemination of real-time and localized labour market information (to providers, employers, and jobseekers)
- Active system stewardship, with incentives that support upskilling, engagement with employers, and job sustainment







## Social change

### Factor #9 The workforce is aging

#### **Impact on employment**

The number of people aged 65 and older is growing six times faster than the number of children aged 14 and under.<sup>10</sup> In many places, those nearing retirement outnumber those entering the labour market.<sup>11</sup> While some individuals are choosing to stay in the labour market longer than in the past, various jurisdictions also face a record number of retirements. In all cases, the demographic trends are clear: our workforces are aging.

#### **Impact on public employment services**

Governments must prepare by adjusting services to support older workers. Access to upskilling, microcredentialling, and career transition supports can help this segment of the population to stay in or return to the labour market.

Governments are also focusing more resources to support the workforce participation of other groups. That includes populations that are traditionally underrepresented, such as women, youth, people with disabilities, recent immigrants, Indigenous peoples, and visible minorities. They also include people who are underemployed relative to their education, skills, and ambition.

Governments must prepare by adjusting services to support older workers.

Access to upskilling, microcredentialling, and career transition supports can help this segment of the population to stay in or return to the labour market.

## Factor #10 More workers and jobseekers face multiple or complex barriers to employment

### Impact on employment

The prevalence of current and prospective workers with a physical, mental health, cognitive, and/or other disability is increasing. Seminal research by Roger Berthoud (in 2003's *Multiple Disadvantage in Employment: A Quantitative Analysis*) has illustrated that the risk of non-employment rises with the number of barriers.<sup>12</sup>

### Impact on public employment services

People with multiple or complex barriers typically need an array of interventions. Employment services are just one (and often not the first) type of support. More collaborative and wraparound service delivery is required to support sustainable outcomes for these workers and jobseekers.

Bespoke service pathways focused on addressing root-cause barriers to employment are emerging as a norm for PES organizations around the world. These pathways require robust client assessments, individualized employment activation plans, and referrals to the right services in the right sequence.

The goal is differentiated service intensity geared to client need. In contracted ecosystems, that means aligning payments to incentivize collaboration among providers and outcomes that include progress toward employability, job attainment, and job sustainment. Blunt, pay-for-performance schemes that reward job outcomes alone are being displaced by more nuanced, outcomes-based funding.

Further, effective supports for these populations require investments in linking up and standardizing data sets, and in integrated digital case management systems that enable secure access across multiple organizations.

The goal is differentiated service intensity geared to client need. In contracted ecosystems, that means aligning payments to incentivize collaboration among providers and outcomes that include progress toward employability, job attainment, and job sustainment.



## Factor #11 Racialized and equity-deserving communities are lagging in economic outcomes and access to support

### **Impact on employment**

Certain groups continue to be disproportionately and negatively affected by economic trends and disruptions. For example, racialized minorities report greater unemployment than non-racialized people, and racialized women experience the poorest outcomes of all. In addition, racialized minorities are disproportionately employed in lower-paying sectors, such as accommodation and food services. Meanwhile, many find that employment support services aren't aligned with their needs or preferences.

### **Impact on public employment services**

The design, service standards, and delivery of PES offerings must be grounded in diversity, equity, and inclusion principles. Tailored programming and services for these groups can improve access to the labour market and promote more sustainable outcomes. Active employer engagement and partnership is crucial to create the appropriate pathways and access to employment for racialized and other equity-deserving communities.

The design, service standards, and delivery of PES offerings must be grounded in diversity, equity, and inclusion principles. Tailored programming and services for these groups can improve access to the labour market and promote more sustainable outcomes.

# Select global case studies

To meet the evolving demands of both jobseekers and employers, many PES organizations are either planning or already undertaking large-scale transformations. The following seven trends highlight common practices and initiatives that are being adopted by leading employment services.

**For each trend, we:**

- Define what it means
- Explain the theory of change behind it
- Note how success will be determined
- Highlight promising practices to show how it translates into concrete action

We recognize that each model is context-specific. While most are too new to come up with definitive views of what they might achieve, we asked each PES organization about potential success factors during our interviews.



# 1

## Digital philosophies: Digital-by-desire approaches to multi-channel service delivery

### Definition

PES organizations are expanding service delivery to hybrid in-person and digital models and making efforts to upskill clients with low digital literacy. Some jurisdictions are adopting digital-first approaches, channelling clients to online platforms for self-service. Others are retaining their in-person options but also serving clients who prefer digital channels that offer a broader range of employment supports. This is not an either-or proposition, as digital-first and digital by desire both exist on the continuum of digital strategies.

### Theory of change

Some individuals prefer self-service online. They don't want to go to an office and, for the kind of help that they require, don't need to. They want to be able to receive services from the comfort of their homes at times that suit them. There are digital platforms that offer AI-assisted résumé writing, automated suggestions for job fits, and upskilling marketplaces.

Governments will need robust digital channels to handle the increased volume of potential users, particularly if supports are expanded to all jobseekers. If their digital offerings are comprehensive and user-friendly, governments can increase their capacity for case support work for other clients, including those dealing with multiple or complex challenges.

### Success factors

- Providing a consumer-grade digital experience—user-friendly, accessible, and with full functionality.
- Enabling effective segmentation so people who aren't digitally literate or don't have access to broadband are automatically referred to person-to-person channels.
- Making digital literacy a key part of training for users via the platforms where they access their supports.



## Promising practice

# France: Digital by desire

France adopted a digital-by-desire strategy, establishing Pôle Emploi to deliver employment services and administer unemployment benefit through multiple channels, including digitally, by telephone, and in person. Caseworkers/counsellors focus on the individuals furthest away from the labour market, while other jobseekers can make independent use of various online services and applications. There has been a range of investments to develop the digital capabilities and digital service delivery channels of the PES organizations, including:

### **The pole-emploi.fr online platform**

The primary gateway into employment services. The PES offers assessments along the employment journey for choosing a career, getting training, preparing applications, finding a job, and starting a business. At each of these steps, users have a set of service options that vary from all online and light-touch help to focused, one-to-one support. An initial questionnaire and online bot are available to help users navigate the services.

### **Emploi Store**

A centralized digital employment services platform that brings together a catalogue of over 250 websites and online services for job searches, training, career development, and information on starting a business and working abroad. PES partners can advertise their digital services on the platform if they're free. These services range from open online courses to interview simulators to job boards. A recommendation engine based on a questionnaire directs users to the top 10 services that most closely align with their needs. A key tool is La Bonne Boîte (The Good Box), a search engine for jobseekers to find out which companies are likely to be recruiting in specific

locations within the next six months, based on advanced statistical algorithms. The objective is to help jobseekers find vacancies that have yet to be published by employers so they can proactively apply.

### **Trouver Votre Formation! (Find Your Training!)**

Established to help citizens upskill, this digital employment services hub includes access to training and credentialization as well as a searchable database that lists training options based on the individual client's education and interest profiles. It is available for free to jobseekers registered with Pôle Emploi.

### **Labour market information platforms**

Available for all French citizens, these online platforms provide comprehensive and objective information—on professions, training and qualifications, job opportunities, income levels, etc.—for those who seek employment, a career transition, or upskilling.

Beyond these digital channels, Pôle Emploi has a national network of about 900 front-line offices. There, individuals can book an initial consultation with a caseworker, sign up for services, receive navigation support, and attend workshops or training. A dedicated phone line also offers support for signing up for programs, submitting claims, or arranging one-to-one counselling sessions.

France is also embarking on a major transformation that will consolidate PES programs under a single brand umbrella to improve accountability, streamline administration, and make the system easier to navigate for both jobseekers and employers.

Available for all French citizens, these online platforms provide comprehensive and objective information—on professions, training and qualifications, job opportunities, income levels, etc.—for those who seek employment, a career transition, or upskilling.



## 2

# Technology enablers for service delivery

### Definition

PES organizations are rapidly investing in digital platforms, tools, and software to streamline the client experience, increase speed of outcomes, and reduce administrative burden.

### Theory of change

Using technology leads to more efficient resource allocation and more effective service delivery.

### Success factors

- Creating an end-to-end digital value chain for jobseekers, with ready access to employment counsellors if they get stuck or need help interpreting advice.
- Providing proactive supports, such as assisted job searches across multiple job boards, assistive résumé builders, curated and automated upskilling, and career pathway suggestions.
- Enhancing back-end case management to allow employment counsellors to monitor progress and direct individuals to in-person channels when needed.
- Connecting platforms to provide analysts/data scientists with rich data to inform future programs and policies.



## Promising practice

### Canada: Career wellness platform

The Thrive Career Wellness Platform is a one-stop digital shop for jobseekers and employers across Canada.

Thrive provides support across three key areas: learning and development (upskilling and reskilling); job aggregation and matching; and one-to-one support (coaching, employment services support, etc.). Users have personalized accounts and receive tokens they can redeem for a variety of services in the Thrive skills marketplace. The platform was originally developed as an outplacement service for companies, to help redundant employees find their next job or career. It is now being deployed in three Canadian provinces to support those looking to upskill and find work. About 30% of Thrive users access upskilling and reskilling as part of their employment journey, increasing their employability while searching for jobs.



## Belgium-Flanders: Matching system

Employers posting vacancies select the required competencies from a list of relevant suggestions based on the role. The framework supporting this is, at its core, a detailed record of the competencies required for the type of vacancy posted, and their degree of importance (essential or desirable).

To connect clients to the most suitable job vacancies, the public employment service of Flanders, Vlaamse Dienst voor Arbeidsbemiddeling en Beroepsopleiding (VDAB), uses a competency-based matching framework. Employers posting vacancies select the required competencies from a list of relevant suggestions based on the role. The framework supporting this is, at its core, a detailed record of the competencies required for the type of vacancy posted, and their degree of importance (essential or desirable).

Efforts are under way to ensure the system remains aligned to the European Skills, Competences, Qualifications, and Occupations (ESCO) classifications. Jobseekers receive relevant job vacancies compiled through different approaches: a matching engine that incorporates the competency-based matching, manual selections by caseworkers, and machine-learning suggestions based on the activities of similar users on the job board platform.





# 3

## Focus on occupational interventions and long-term employability

### Definition

PES organizations are increasingly focusing on interventions that support sustained employment, such as occupation-specific placements and programs, over services designed just to help clients secure a job.

### Theory of change

Landing a job isn't necessarily a positive result if the work isn't right for the client or aligned to their skills or ambitions. It would be a short-term outcome rather than a sustained one.

There's a difference between a job and the right job. If PES focus only on the transaction of getting a job, people have a higher chance of cycling back to income assistance. Providers and employment coaches should be incentivized to keep working with clients once they're employed (particularly when those individuals face barriers), and to work with employers on onboarding and job sustainment.

Intermediate steps can also produce outcomes that are worth pursuing. For example, an individual with an addiction might be able to get a job but, without proper treatment, that job may be short-lived. Give a provider an incentive that helps them to get that person into addiction counselling, and that's a success. Addressing the root conditions behind employment struggles might require more upfront investment, but it means getting better outcomes.

### Success factors

- Having funding models that offer the right incentives for the provider network; i.e., that incentivize the desired behaviours/results.
- Establishing policy frameworks that enable and prioritize longer-term outcomes.
- Creating data frameworks that measure individual employment outcomes for the sustainment period.



## Promising practice

# Australia: Occupational programs

Through SkillFinder, funded by the Australian government's Department of Industry, Science, Energy and Resources, clients can access a repository of online learning modules.

In addition to the centrally operated Digital Employment Services Platform, Workforce Australia contracts a series of enhanced services for jobseekers who are at risk of becoming long-term unemployed and facing vocational or non-vocational barriers to work. Vocational training and employer placements include a number of supports developed in collaboration with employers.

These include:

### **Observational Work Experience**

Short-term work placements that test the fit of potential candidates before offering employment can be accessed through service providers.

### **Employability skills training**

Delivery of short training courses and job-matching for potential job candidates, catered to the needs of a given business, is available through contracted Workforce Australia Employability Skills Training providers.

### **Launch into Work**

A program from the Department of Employment and Workplace Relations that helps prepare potential candidates for entry-level roles. It also supports businesses with designing and delivering pre-employment projects to prepare participants for these jobs.

### **Career Transition Assistance**

Contracted providers that offer opportunities to connect with candidates aged 45 and over, as well as job-matching.

### **JobTrainer Fund**

A federal government initiative, established in partnership with state and territory governments, that offers access to free and low-fee courses to train and upskill candidates and current staff in the skills that are in demand for businesses.

Through SkillFinder, funded by the Australian government's Department of Industry, Science, Energy and Resources, clients can access a repository of online learning modules.





## Ontario, Canada: Job sustainment incentives

After a prototyping process, Ontario is scaling a prime contractor model, where a single contracted entity is responsible for a sub-contracted ecosystem of providers. Based on an operational and pay-for-performance funding model, each of the province's 15 designated regions is overseen by a contracted service system manager, designated to support the operational and pay-for-performance funding model. Payments vary depending on the needs of each region's clients.

The new funding scheme consists of both upfront base payments (around two-thirds of the estimated total contract value) and outcome-based payments to service system managers. The latter kick in when clients remain employed after one, three, six, and 12 months, and are weighted at around 20% of the total contract value. Financial supports for clients are weighted at around 12% of the total contract value.

Higher-risk client streams have higher payments to encourage service providers to deliver comprehensive and sustained services to the most complex clients.

Based on an operational and pay-for-performance funding model, each of the province's 15 designated regions is overseen by a contracted service system manager, designated to support the operational and pay-for-performance funding model. Payments vary depending on the needs of each region's clients.



# 4

## Whole-person approaches for those with multiple or complex employment barriers

### Definition

PES organizations are deliberately channelling additional resources to better serve and activate the jobseekers who are furthest from the labour market. This is gaining particular importance in the context of labour shortages.

### Theory of change

Many individuals with employment barriers are clients of multiple programs. Frequently, these programs are delivered in silos. Part of addressing the root conditions that leave people out of the workforce is creating wraparound supports, with services that are properly coordinated and sequenced. These jobseekers need whole-person approaches.

### Success factors

- Devolving the delivery and coordination of wraparound interventions to the community level, where they tend to work best.
- Facilitating linked and standardized data sets to support the identification, case management, and tracking of outcomes for these clients.
- Ensuring that the existing ecosystem has a sufficient supply of appropriate services, navigation supports, and real-time mapping of services to assist caseworkers, employment counsellors, and clients in accessing the right supports.
- Pooling budgets across multiple departments to enable integration of supports at the ground level.
- Incentivizing local collaboration with new contracting approaches.
- Co-creating client plans, where the client's ambitions and needs structure the interventions.



## Promising practice

### British Columbia, Canada: Support for single parents

In this province, single parents are provided with up to 12 months of funded training for in-demand jobs. The **Single Parents Initiative** offers other supports to clients who would normally have difficulty accessing the labour market, like additional childcare, transportation assistance, and supplemental health benefits.





## New Brunswick, Canada: Disability employment supports

Until recently, the provincial government directly managed disability employment support contracts with more than 20 external service providers, resulting in service delivery inconsistencies, gaps, and significant bureaucracy. Since April 2022, these supports have been commissioned through a cooperative arrangement among 22 disability-focused employment service providers, with a single, non-profit entity referring clients based on providers' needs.<sup>13</sup>

The **avenueNB** cooperative has a mission to create positive pathways to employment for persons with a disability, through human-centred planning and employer engagement. It also coordinates professional development for member agencies, facilitates intersectional partnerships to meet the diverse needs of clients, and monitors and evaluates programs and services to ensure quality results and accountability.



## Belgium-Flanders: Service delivery approach for multi-barriered clients and inclusion groups

In line with its new mandate, VDAB is exploring strategies to better reach “professionally inactive” individuals—those who aren’t employed, don’t receive unemployment benefits, and don’t have obligations to the unemployment benefit agency (e.g., youth not in educational, employment or training settings, detainees, people receiving sickness and disability benefits, and social housing tenants). This includes leveraging European labour market surveys and forming partnerships with organizations that serve this population, such as local neighbourhood associations and health insurance funds. VDAB also provides a variety of services for clients with medical or psychological conditions or disabilities to help them gain work experience and in their job search.

These include the following:

### **Jobseeker employment supports**

Free support from interpreters (e.g., in sign language), reimbursements of costs for adapting work tools or clothing (e.g., Braille display or orthopedic safety shoes), and reimbursement of transportation costs.

### **Employer support premiums**

Departement Werk en Sociale Economie (DWSE) subsidizes employer costs to cover for an employee’s health problem or work disability that may affect their performance. VDAB reimburses additional costs of workplace adjustment (e.g., stairlifts).

### **Work placement opportunities**

#### **Subsidized local service jobs**

Placement at a local employer for adapted work and expert guidance. After five years, participants are phased into the regular (non-subsidized) work circuit and receive guidance throughout the transition.

#### **Tailor-made work**

Placement within a company created to provide opportunities for adapted work and expert guidance.

#### **Work-related activities**

Those unable to work in either of the above can perform lighter work-related tasks for a few hours per week in the social economy (e.g., at a thrift store).

Immigrants are eligible to receive additional support to help them in their job search, including individualized training, Dutch courses through the Flemish Agency for Integration, and mentorship to help them expand their network for the purposes of finding employment.

In addition to these services, VDAB is considering new ways of partnering with municipalities and local organizations. The idea is to take a more client-centred and integrated approach to the most barriered individuals through wraparound supports and coordinated service pathways.







## Denmark: Service delivery approach for multi-barriered clients and inclusion groups

For clients facing multiple barriers to employment, municipalities are mandated to provide targeted rehabilitation programs and services. These can support clients in finding employment, a permanent flexible job placement, or a transition toward an early retirement pension.

Individualized services through a network of specialists can help clients address their specific barriers (e.g., health or social) and then support them as they move toward securing employment (e.g., creating a résumé or refining their interview skills). The initial phase of support includes rehabilitation meetings with a counsellor, a health specialist, and a company consultant. Collaboratively, they produce a tailored rehabilitation and work plan to get the client integrated into the market, in a suitable position that meets the needs of both the individual and the employer. These programs can last up to five years.

Clients also receive access to a personal employment specialist, separate from the rehabilitation team. This specialist's role is to connect jobseekers to specific workplaces. Their integration may start with a short-term position of a few hours per week to help them slowly get back into the workforce and obtain skills needed for employment.

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# 5

## Employer-specific supports and engagement

### Definition

In the context of labour market shortages, PES organizations are expanding their engagement with employers, often in the form of direct recruitment and job sustainment support services.

### Theory of change

Previously, PES organizations worked mainly with the supply side of the labour market, making sure that individuals had the right skills and were job-ready. In the face of persistent labour shortages, there's increasing recognition that PES organizations need to treat employers as clients also and support them more directly with finding the right talent.

Employment services for employers include helping companies access talent from groups that face labour market barriers, such as those in longer unemployment spells and persons with disabilities. PES organizations can provide several support services to facilitate the placement of more vulnerable cohorts. For example, they can offer free onboarding assistance for employers that hire people on income assistance, or advise employers on the equipment and knowledge they might need to employ a jobseeker with a physical impairment.

Working both sides of the supply-demand equation will lead to better outcomes, particularly in matching barriered clients with the talent needs of employers.

### Success factors

- Creating a policy framework that helps certain employers—such as those in sectors with high skills shortages or that engage people with barriers—access services. PES organizations will need to pick lanes without being perceived to pick winners.
- Building the skill sets of PES workers to engage and support employers by replicating some of the capabilities that a private sector recruitment agency would possess.
- Creating service standards for employer engagement, including response times, satisfaction levels, and follow-up commitments.



## Promising practice

### Denmark: Integrated approach to recruitment

The Danish Agency for Labour Market and Recruitment offers a coordinated and integrated approach to recruitment services for employers.

Jobservice Denmark is a national hotline for large employers with large-scale recruitment needs. As a single point of entry, it facilitates collaboration between employers and the country's 94 local job centres. Large employers can get support for:

- Candidate screening for qualified labour recruitment efforts in various locations
- Upskilling and training to fill talent gaps
- Agreements for long-term cooperation on recruitment, upskilling, and staff retention
- Coordination between businesses and local job centres

Denmark's local job centres also employ dedicated company consultants, who build relationships with local employers to better understand hiring needs and raise visibility on available jobseekers. The consultants' role includes visiting employers, analyzing available jobs, and assessing whether a job centre can support the job vacancies. They also provide more niche support by facilitating employment opportunities specifically for targeted groups (e.g., multi-barriered individuals). Sometimes, consultants even visit employers with résumés of available jobseekers in hand.

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## Australia: Delivering consistent employer engagement at scale



In Australia, the Department of Employment and Workplace Relations works to provide large, mid-sized, and local employers with consistent employment services to meet their labour and skills shortage needs. As the provision of these services is contracted to the private and community sectors, an important challenge is ensuring the consistent delivery of high-quality and coordinated services to employers.

An increasing number of PES organizations in Australia are embracing employer engagement. Recognizing that many provider websites aren't typically managed by people who are skilled at employer engagement, they are training and equipping front-line practitioners to identify suitable employers, understand employer needs and pain points, and then tailor their jobseekers' training and development for sustainable employment. Once connections to employers are made, practitioners are encouraged to remain focused on building strong and trustworthy bonds to encourage repeat business and referral opportunities. An important skill set involves the ability to both source and create unique job opportunities for multi-barriered jobseekers.

## Belgium-Flanders: Recruitment services to address labour shortages

This region in Europe provides free specialized recruitment services for employers in sectors experiencing labour shortages. These programs are pivoting toward sector-specific counselling services and human resources advisory capabilities. The goal is to ensure employers are equipped to recruit, maintain, and upskill talent.

In parallel, the Flemish PES works directly with employers to support career transitions and placements of multi-barriered and lower-skilled individuals. Strategies include subsidies, apprenticeships, and outplacement programs.

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## Germany: Supports and service guarantees for employers



The employer service of the German Bundesagentur für Arbeit (BA) devotes specific staff members to manage employer client accounts. It includes recruitment services, post-placement services, and support with paperwork, such as for special inclusion measures in the workplace, rehabilitation services, apprentice management, financial support, and qualification offers.

Offered in more than 156 employment offices, the employer service guarantees a response time of 48 hours after inquiries or job offers arrive. After the first contact, the employer is allocated to one account manager, who works on finding candidates with suitable skills and researching the evolving needs of each employer over a mid-term time horizon. Job fairs, targeted site visits, networking events, and support in the case of a company crisis are all standard practices.

Locations with large employers also offer key account management, which includes additional services such as support with short-time work management (where employers reduce their employees' working hours instead of laying them off).





# 6

## Holistic assessment approach to address employment barriers

### Definition

PES organizations are introducing standardized and increasingly sophisticated needs-based assessments for jobseekers to enable the provision of tailored supports.

### Theory of change

Placing people into broad groups (e.g., working or unemployed) or even into certain subgroups is blunt. Clients don't want to feel that they're being stigmatized or slotted into categories. Everyone is an individual, with unique needs that often require bespoke services. If their needs can be identified more precisely, the supports they are provided are more likely to be helpful. Effective assessment also enables more efficient resource allocation to those who need more support.

Aggregating data gathered during needs assessments also becomes a powerful instrument for identifying macro trends and better planning. The idea isn't to take discretion out of a caseworker's hands, but to augment it with statistical tools.

### Success factors

- Striking a balance between too much and too little information.
- Extracting the information needed to guide decision-making around a personal service plan.
- Committing to continuously improving assessment tools.
- Implementing a universal assessment system across the ecosystem that encompasses employment and social supports.
- Anonymizing and collecting aggregate data to support system-level planning.
- Deploying a tried-and-tested, ethical, machine-learning framework to mitigate bias in assessments.



## Promising practice

### Ontario, Canada: Segmentation model

To get a better idea of needs, the province uses a statistical segmentation model and key indicators collected through a common assessment tool (CAT). When combined, the information can be used to stream clients based on their relative risk of long-term unemployment.

CAT data collected from clients includes demographic information, sources of income, barriers to employment, skills, and goals. This helps to determine the appropriate supports, including the right referrals and sequencing of services. This tool also enables consistent information collection for employment services and income supports. The CAT has been integrated with case and benefits management systems.

The goal of this model is to incentivize and fund providers to serve and achieve better outcomes for a wider range of clients—especially those who are further from the labour market or in need of more intensive, ongoing supports.

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# 7

## Performance management to monitor client experience and outcomes

### Definition

In PES ecosystems that employ contracted providers, governments are introducing measures to better calibrate funding and ecosystem management to the desired client experiences and outcomes. This often includes a formalized performance management framework. In non-contracted ecosystems, governments are enhancing data collection and performance management capabilities to benchmark at the system level, across local offices, programs and services, and employees.

### Theory of change

With the right data, information, policies, and contracting vehicles, governments can reward good performers when sustained job outcomes or other desired goals are achieved. They can also intervene with, or exit, providers that aren't performing well. Creating incentives and rewarding providers who do a good job improves outcomes and innovation in the system.

For non-contracted ecosystems, effective performance management enhances reputational incentives for local/ regional offices. The idea is to create feedback loops on what is and isn't working at a service level and to enhance overall accountability in the system.

### Success factors

- Creating a performance framework (with provider networks) that accounts for variable client needs and outcomes. In some instances, the framework will reward providers for helping clients make progress on the journey to employment and self-sufficiency.
- Ensuring data collection across the value chain—from assessments and planning to deliverables and outcomes. This data is crucial input for the continuous improvement of assessments, processes, services, and client pathways.
- Establishing a system of appropriate consequences, with graduated interventions for non-performance.
- Making performance reporting publicly available to enhance reputational incentives for providers.



## Promising practice

# Australia: Funding model for enhanced services

Some service providers deal exclusively with the jobseekers who require the most attention. For these, the funding model is intended to incentivize enhanced services, personalized supports, and sustained outcomes for clients, while supporting the commercial viability of the service provider. There's a base upfront payment, which is intentionally high to support early intervention, and then three performance-based payments.

### **Progress payments**

These are made for demonstrable improvement in a jobseeker's employment prospects through the provision of intensive, tailored services. These payments recognize the investments made to get clients job-ready, including efforts to reduce or remove vocational and non-vocational barriers. Triggers for the progress payments are flexible, to recognize that each jobseeker has different needs and requires different investments.

### **Employment outcome payments**

These are payable when a jobseeker reaches four, 12, and 26 weeks in employment. The incentive rate is based on a range of outcomes, such as whether their employment income is enough to reduce or eliminate income support, and the jobseeker's risk of long-term unemployment.

### **A very long-term unemployment (VLTU) bonus**

This bonus goes to a jobseeker with more than two years of unemployment at the time of job placement who achieves a 12- or 26-week employment outcome.<sup>14</sup>



## Denmark: Accessible system-level data

Denmark provides a publicly available employment services database via [jobindsats.dk](https://jobindsats.dk). Updated monthly, it includes outcomes data across programs and municipalities, providing a system-wide view of performance for citizens and service providers.

The database contains statistical information on a wide selection of indicators for active labour market programs and services at the national, regional, and local levels. That allows for easy comparison between the performance of individual PES branches. Municipalities can also benchmark their own measures and performance against comparable municipalities.

To support the monitoring and evaluation process, a report is published for each job centre every month. A comparison is made between job centres with similar characteristics, such as population size, share of elderly or non-educated people, and number of firms in the area.



## United Kingdom: Client-centred performance measures

The Restart model is the first Department for Work and Pensions (DWP) employment procurement model with a built-in client satisfaction measure as an integral part of performance management.

Service providers are required to achieve a high overall satisfaction rate based on a survey of a random sample of clients. Success is measured relative to one of the other 12 (geographic) contract package areas in England and Wales. The intent is to ensure clients receive regular, multi-channel contact and a personalized experience tailored to their needs and local context.

In addition to the customer satisfaction rate, service providers are expected to deliver against seven customer service standards. They focus on key elements in the client's journey, from the point of referral at the program's Jobcentre Plus to their completion of the program.

To review performance, the DWP uses a combination of management information held on government systems and the findings of performance compliance officers.

Service providers are required to achieve a high overall satisfaction rate based on a survey of a random sample of clients. Success is measured relative to one of the other 12 (geographic) contract package areas in England and Wales.



# Strategic choice sets and emerging design questions

When transforming how they deliver programs and services, PES organizations have a lot of decisions to make. Deloitte has identified seven sets of key questions to help facilitate strategic choices for modernization.

The case studies in the previous section illustrate the strategic choice sets in action. These choice sets are interdependent, with impacts across all layers of the employment services delivery model and value chain. There are many pathways that PES organizations can take to operationalize the global trends we've highlighted.

We've studied what different jurisdictions are already doing. Based on those observations and our research, we offer key questions to consider under each choice set. By reflecting on their answers to these and the implications, governments can gain insights to inform their future-state design options and how they might explore modernization more holistically.

### 1. Target client groups and outcomes

- What are your target client groups?
- Do you consider the labour force status of all citizens of active age as part of your client base? Do you have sufficient resourcing and effective streaming to support a wider client base?
- What outcomes define success for your various client groups?
- If you move away from defining target groups by employment status or receipt of income assistance, how would you classify them?
- How might you serve and engage employers directly? Do you focus on sectors experiencing labour shortages?
- Do you focus on employers that want to engage with barriered populations?
- How can you better connect clients who face barriers with employers?
- How do you define employment outcomes beyond attachment to the labour market? (Sustained employment, quality of jobs, progress toward labour market readiness, etc.)

### 2. Service portfolio

- What suite of services is required to support your target client groups and outcomes?
- How variable should your portfolio be?
- How can you enable and adapt service portfolios to support clients with multiple barriers? (Specialized counsellors, mental health supports, targeted financial supports, hiring incentives, community placements, etc.)
- How can service portfolios become more demand driven so they directly respond to labour shortages by engaging employers and local labour market actors?
- How can services for employers be designed to include job development and matching, recruitment services, and labour market analysis and insights?
- How can you emphasize proactive approaches to address in-work poverty and support career laddering?
- How will you know what interventions are working in your ecosystem? What feedback loops can you generate?
- How can you better connect clients who face barriers with employers?
- How do you define employment outcomes beyond attachment to the labour market? (Sustained employment, quality of jobs, progress toward labour market readiness, etc.)



### 3. Approach to service determination

- How do you determine client needs and pathways?
- How do you determine service intensity, including the frequency, quantity, extent to which multiple providers/agencies are involved, and level of care coordination required?
- How are resources allocated to support variable needs?
- In commissioned models (i.e., outsourced services), how do you generate system-level consistency in intake, assessment, and service determination? How do you capture data to support system-level planning? How do you generate scale for the necessary digital investments? How do you support innovation in the system?
- How will your needs assessments expand beyond employment profiles to account for barriers to employment, such as health status, life circumstances, and motivation?
- Do you already have the supply and quality of services in your ecosystem to address these needs, once identified?
- How can you create a universal needs assessment approach that prioritizes clients and avoids “creaming,” i.e., targeting help for people who are easier to place?
- How can you best use caseworkers to determine which programs and resources should be allocated to the client to achieve employment?

### 4. Digital strategy and channel mix

- What is your digital strategy: digital by desire or digital first?
- What is the scope of digital delivery?
- Who would self-directed digital services target: those already employed, those underemployed and seeking upskilling and job search assistance, etc.?
- How can you incorporate dedicated navigation supports? (Co-browsing, digital helpline, etc.)
- Can you move toward centrally operated, interactive digital platforms to ensure a consistent experience and economy of scale for online supports? Or will you let digital innovation happen at the provider level, potentially scaling successful digital services later?
- Can you develop a tiered channel-based segmentation strategy that focuses intensive services on clients who need them most?
- How do you ensure equitable access for barriered clients and a balanced mix of digital and in-person channels?

## 5. Partnership strategy

- How do you distribute roles and responsibilities across employment services actors? Who is best positioned to do what in your ecosystem?
- Are your service providers asking for more responsibilities? Are their requests supported by data and evidence?
- How do you determine which services are delivered in-house versus contracted out (e.g., those that are intensive or specialized)?
- How can you align planning with the capabilities of local provider networks, such as catchment-specific prime contractors, municipalities, and regional offices?
- How can you implement processes that enable the no-wrong-door approach to services, allowing citizens to access needs assessments and navigation to services from central PES organizations, online, or through supporting government agencies?

## 6. Ecosystem stewardship

- What level of autonomy should you grant to service providers? Will high-performing service providers earn the right to more autonomy?
- Do you want to move to a more prescriptive model to gain greater control of the quality of the providers' delivery? What balance will you seek between provider autonomy and the prescription of services and activities?
- What performance management mechanisms can be put in place to promote better outcomes and client-centricity?
- Will performance-based payments feature in your model? What incentives will you create to mitigate creaming and ensure appropriate services and service intensity to barriered populations?
- How can you adopt client-centred performance measures as an avenue to improve the client experience? (Star ratings, feedback surveys, etc.)

## 7. Employer engagement

- What supports are employers asking for? What supports do employers require?
- To what extent are you taking on activities that employers should be investing in directly, such as training workers—incumbent as well as prospective—in the right skills?
- What principles will guide your decisions on what supports to provide and which employers/sectors to support?
- How do you avoid providing unfair competitive advantage for employers through your supports?





# About Deloitte's role in modernizing employment services

Deloitte provides leading professional consulting and advisory services.

We are also a world leader in helping modernize public employment supports and human and social services. Our thousands of mission-driven professionals help governments and their delivery partners improve services to and outcomes for employers, workers, jobseekers, and those facing multiple and complex barriers to employment and full participation in their communities. We love our work and the impact we are having.

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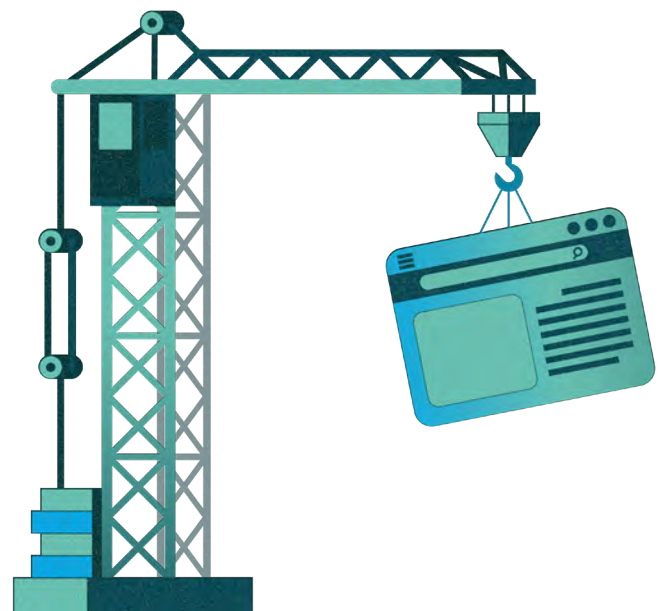
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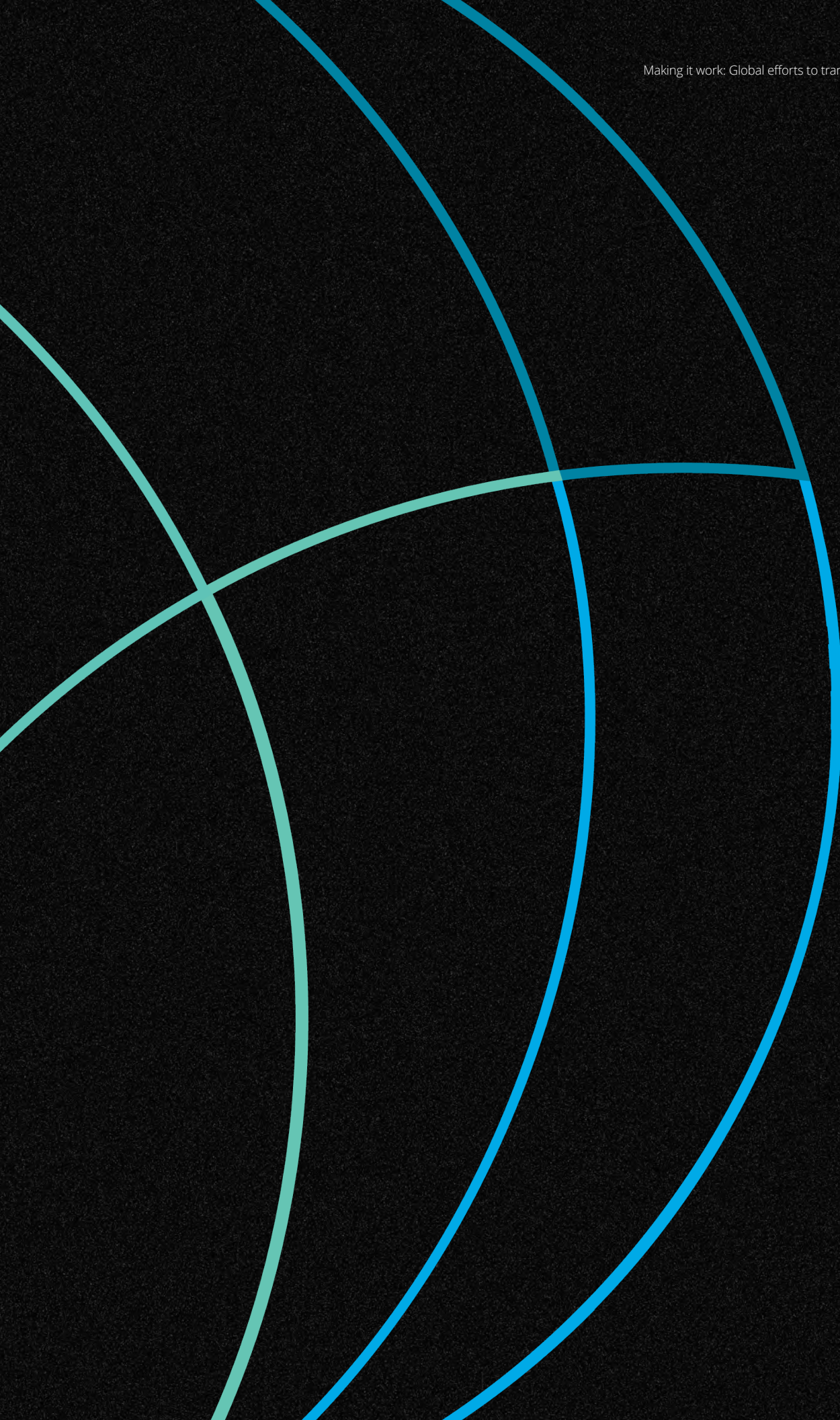


# Endnotes

1. Salesforce, "[Global Digital Skills Index 2022](#)," accessed March 26, 2023. The digital skills gap comes at a cost. A recent Salesforce-commissioned RAND Europe study estimated that 14 G20 countries could miss out on US\$11.5 trillion cumulative GDP growth if the skills gap isn't addressed. The study surveyed over 23,000 workers, ages 18 to 65, across 19 countries between November and December 2021.
2. OECD, [What Happened to Jobs at High Risk of Automation?](#) OECD Social, Employment and Migration Working Papers, January 2021. The OECD had estimated that 14% of jobs were at high risk of automation (Nedelkoska and Quintini, 2018). These estimates varied significantly across countries (from 6.5% in Norway to 34.6% in the Slovak Republic) as well as across occupations (ranging from 1.1% for chief executives and senior officials and legislators to 50.1% for food preparation assistants). By sector, the risk of automation was typically higher for occupations in manufacturing and in agriculture, although jobs in several service sectors, such as postal and courier services, land transport, and food services, also faced a high risk.
3. Ylva Wallinder and Ida Seing, "When the Client Becomes Her Own Caseworker: Dislocation of Responsibility through Digital Self-Support in the Swedish Public Employment Service.," *Sozialer Fortschritt* 71, 2022, pp. 405-423.
4. OECD, [The Future of Social Protection: What Works for Non-standard Workers?](#), 2018; International Labour Office, [Women and Men in the Informal Economy: A Statistical Picture](#), International Labour Office, 2019. On average, it represents 35% of GDP in low-and middle-income countries versus 15% in advanced economies. Across the OECD, an average of 16% of all workers are self-employed and 13% of all dependent employees are on temporary employment contracts. Temporary workers often struggle to accumulate minimum contribution periods, and the self-employed are often covered only by the most basic of benefits.
5. World Economic Forum, "[The Good Work Framework: A Global Framework for Good Work](#)," accessed March 29, 2023. Non-standard employment is expanding—for instance, some 41% of companies expect to increase their use of temporary contractors for task-specialized work over the next five years.
6. World Economic Forum, "[The Good Work Framework](#)."
7. International Labour Office, [World Employment and Social Outlook: Trends 2022](#). Persistent use of temporary work can hamper skills development and innovation, with implications not only for workers and enterprises but also for an economy's long-term productivity growth. Moreover, segmented labour markets can result in a widening gap between permanent employees, with more favourable working conditions and benefits, and temporary employees, with poorer conditions of work and a more vulnerable status even when they perform similar tasks. Such conditions can result in increased volatility in employment and unemployment, since one segment will be disproportionately absorbing the impact of economic adjustments.
8. Douglas Thomas, and John Seely Brown, *A New Culture of Learning: Cultivating the Imagination for a World of Constant Change*, CreateSpace, 2011
9. World Economic Forum. 2017. "[Skill, Reskill, Prepare: How to Future-Proof Your Career and Thrive in the New Economy](#)." WEF. 2022. The future of jobs report 2022. World Economic Forum.
10. World Health Organization, "[Ageing and Health](#)," 2022. By 2030, one in six people in the world will be aged 60 years or over, and their share of global population will have increased from 1 billion in 2020 to 1.4 billion. By 2050, that same population will have doubled, to 2.1 billion. The number of people aged 80 years or older is expected to triple between 2020 and 2050 to reach 426 million.
11. OECD, [Pensions at a Glance 2013: OECD and G20 Indicators](#), 2013. On average across OECD countries, the share of the population aged over 65 years increased from less than 9% in 1960 to 17% in 2015, and is expected to continue to increase, reaching 28% in 2050. In more than two-thirds of OECD countries, at least one quarter of the population will be over 65 years of age by 2050. As populations age, the potential supply of labour in the economy is expected to decline. On average across OECD countries, there were slightly more than four people of working age (15 to 64 years) for every person 65 years and older in 2012. This rate is projected to halve from 4.2 in 2012 to 2.1 on average across OECD countries over the next 40 years.
12. Roger Berthoud. 2003. *Multiple Disadvantage in Employment: A Quantitative Analysis*, Institute for Social and Economic Research, 2003.
13. Government of New Brunswick, "[In-Demand Skills Training Boosts Job Opportunities in the Tourism and Hospitality Sector](#)," news release, April 21, 2022.
14. Department of Education and Workplace Relations. "[National Quality Framework](#)," accessed April 10, 2023.











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