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ENHANCED LABOUR MARKET MONITORING:
UNEMPLOYMENT IN THE RUSSIAN FEDERATION

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

Paris 1994

COMPLETE DOCUMENT AVAILABLE ON OLIS IN ITS ORIGINAL FORMAT
ABBREVIATIONS FREQUENTLY USED IN THIS PAPER

FES - Federal Employment Service of Russia
RECs - Regional and Local Employment Centres of the Russian Employment Service
LFS - Labour Force Survey
PES - Public Employment Service (Attachment 7)
Foreword

A full understanding of the Russian labour market will require a sound empirical basis. The Russian Federation is now in the process of overhauling its statistical systems to meet the challenge of tracking labour market developments in an economy which is undergoing radical transformation. Such statistical restructuring has the potential to yield high quality data and information. The new statistical system will be rooted in new survey data and improved administrative statistics. These data have important policy and operational applications as they could help develop labour market policies and programmes.

This study is part of the programme of assistance which the OECD has been providing to the Russian Federation as well as to other reforming economies since 1990. This programme is managed by the Centre for Co-operation with the Economies in Transition and carried out in co-operation with the various parts of the Secretariat, including the Directorate for Education, Employment, Labour and Social Affairs, which was responsible for this project.

This report examines various improvements in the statistical system, particularly in the collection, analysis and presentation of the data gathered by the Russian Employment Service on registered job seekers. While the study was conceived as a pilot project, an appropriate follow-up will be critical to the further development and realisation of the proposed enhancements on a national scale. In this respect, the report may be a useful input for technical co-operation programmes funded by bilateral or multi-lateral donors.

I would like to thank the Russian Federal Employment Service, the St. Petersburg (City) and Moscow (Oblast) Regional Employment Centres, and the Lubetsky and Frunze (St. Petersburg) Local Employment Centres for their co-operation and assistance in the realisation of this project. Without their generous help it would not have been possible for the study team to complete the project. Douglas Lippoldt and Sunder Magun, consultants to the OECD, are the main contributors to the drafting of this report.

This is published on the responsibility of the Secretary-General of the OECD.

Salvatore Zecchini
OECD Assistant Secretary-General
Director of the CCET
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Executive Summary

Economic reform in the Russian Federation will necessitate the further development of statistical systems for labour market monitoring. The new systems will need to draw on survey and administrative data in order to capture information on a wide range of labour market phenomena. The administrative statistical system of the Russian Employment Service constitutes an important resource that can be developed incrementally to provide better information on registered job seekers, job vacancies, and labour market programme expenditures.

An OECD study team reviewed certain aspects of the Russian Employment Service administrative statistical system dealing with data on registered job seekers. The team then extracted data from the existing monthly and quarterly reports of the employment centres as well as from statistical samples of the registration cards of individual job seekers in order to illustrate how such information might be used by policy-makers.

The study team developed and field tested elements of a revised methodology. Due to time and resource constraints, the field test was limited to the Frunze and Lubertsy local employment centres and, for certain elements, to illustrative examples rather than full-scale tests. Generally, only data for 1992 were included, although some January 1993 figures were included for year-on-year comparisons. The methodology was designed to allow for incremental development of the existing systems, at a relatively small additional cost. Components include:

1. Standardized client registration forms and practices;

2. Improved analysis, by using

   a. Core variables developed through
      - re-assessment of the Russian Employment Service goals and priorities,
      - definition of a set of corresponding core variables, and
      - review of the current monthly and quarterly reports to ensure that these variables are included and that unnecessary items, if any, are dropped.

   b. Access to the individual client records
      - for cross tabulations, and
      - tracking developments for individuals over time.

   c. Special studies to research in-depth questions that may arise on particular issues or in particular geographic areas; such studies may involve sampling the registration cards of the individual unemployed on an occasional or rotating basis.

3. Enhanced presentation of data using

   a. Comparisons between centres over time,

   b. Charts showing trends in related stocks and flows, and

   c. More comprehensive public information releases prepared on a monthly and/or quarterly basis.

4. Routine assessment of operational performance using management information, developed through
a. Definition of indicators in line with the priorities and goals of the Russian Employment Service,

b. Inclusion of indicators that relate inputs to outputs,

c. Regular inclusion of these indicators in reports made available to employment centre managers, and

d. Use of these indicators primarily for inter-office comparisons to highlight successes or indicate areas for improvement (rather than to sanction poor performance).

The enhancements of the administrative data on job seekers recommended here would benefit policy makers and Russian Employment Service managers. Among other applications, these data can help users to:

1. Indicate the characteristics of registered job seekers who have greater-than-average difficulty in being placed and the duration of spells on the register; an analysis of these items may suggest policy or programme measures to address particular placement problems (e.g., improved access to specially-tailored training courses for certain groups);

2. Evaluate operations or programmes in terms of the success in placing registered job seekers or programme participants; the development of performance measures will provide a useful management tool in helping to ensure the best use of scarce programme resources;

3. Provide information on workloads for use in planning and organising operations of the employment centres (e.g., information on the level of demand for special services by the socially vulnerable or on the productivity of offices);

4. Better co-ordinate policies (e.g., the co-ordination of labour market and social policy concerning those registered job seekers without work who have exhausted their unemployment benefit entitlements).

Although the study team focused on data concerning registered job seekers, particularly those without work, there are at least two other types of data that should be readily available: (i) job vacancy data and (ii) expenditure data. Development of the job matching function will require improved information on job vacancies. Improved access to information on expenditures will be important to addressing certain operational concerns and to assessing the cost-efficiency of labour market programmes. The existing quarterly reports of the Russian Employment Service include some information already on vacancies and expenditures. The assessment and improvement of these measures should be included as part of the ongoing development of the administrative statistical systems.
INTRODUCTION

Two of the most visible signs of the introduction of market oriented reforms in the Russian Federation have been the appearance of open unemployment and increasing private sector activity. The labour statistical system existing prior to the reforms was primarily oriented toward serving the planning process and was based in large part on mandatory enterprise reporting and census information. The appearance of open unemployment and the expansion of the private sector have brought about a need for a new system for monitoring labour force developments, one capable of providing information on unemployment and other important labour market phenomena.

Already, progress is being made in shifting to a new system based on survey and administrative data. In monitoring unemployment dynamics, the main tools of the future system will be the Labour Force Survey (LFS) of the Central Statistical Office and the administrative statistics of the Federal Employment Service (FES).¹

This report examines possibilities for capturing additional information on unemployment dynamics from the existing administrative records of the Russian Employment Service.² In particular, the study team reviewed the monthly and quarterly operational reports of local employment centres and the registration cards of individual job seekers. Information was collected directly from two local employment centres in a field test of a new methodology for sampling and analyzing data from these existing records.

The scope of this report is limited to one aspect of monitoring unemployment, namely the tracking of selected developments in the population registered with the Russian Employment Service as seeking employment. This was interpreted in a fairly broad fashion, to include certain aspects of the delivery of services by the Russian Employment Service to these clients. The focus is on statistical information that would be useful for indicating trends related to this population and as inputs in the process of designing specific labour market policies and programmes. The information processing requirements and basic data systems needed for the day-to-day operations of the employment centres (e.g., the actual checking of benefit conditions or automated job matching techniques) were not included in the scope of the report.

Enhanced presentation and analysis of information from the existing monthly and quarterly reports can help to highlight key developments in the population registered with the Russian Employment Service. Examples of these enhancements might include the use of charts showing trends in stocks and flows or the addition of tables with complete breakdowns by key variables (such as by gender, showing men and women). Such enhancements could be produced with a relatively small amount of additional effort by regional and Federal authorities, while placing little, if any, additional reporting burdens on the local employment centre staff.

The registration cards of the individual job seekers provide another significant data resource that could be more thoroughly exploited. Although the current low level of automation in most local employment centres will limit the amount of analysis performed using the individual records, sampling techniques can be used to extract additional information while minimising the amount of additional work. Access to the individual records provides the analyst with greater flexibility, making it possible to perform such operations as cross tabulations and calculation of duration of spells of unemployment.

Although the administrative statistics only capture information on the population of job seekers who register with the Russian Employment Service (comprised principally of the unemployed), this is nevertheless a very important population to track. Trends in the level and composition of the population of registered job seekers are likely to provide an indication of trends in the overall population of unemployed in Russia, especially when the administrative data are used in combination with information from the LFS (once LFS data become available). Moreover, the trends reflected in the numbers of registered job seekers have budgetary, economic and social implications. Outputs from an enhanced system of monitoring the dynamics³ of this population should be of great use to Russian Employment Service managers, policy makers, budget analysts, personnel officers, job counsellors and academics, among others.
This report outlines the results from a field test of a methodology for enhanced data collection and analysis using the administrative records of the Russian Employment Service. The report includes proposed table and chart formats for monthly, quarterly, and occasional reports based on this new methodology. Although the study team performed the field test and analysis using actual data, the tables and charts serve primarily to illustrate possible system enhancements. Data were collected for the period January 1992 - January 1993, inclusive, from two local employment centres: the Frunze centre in St. Petersburg and the Lubertsy centre in the Moscow region (oblast). It is important to note here that the data reflect the situation in two local employment centre districts and should not be interpreted as reflecting the situation in the Russian Federation as a whole.

The study team has sought to devise a flexible and modular proposal, which can provide useful information even if it should prove impossible to implement it fully in all geographic regions or, for the work with the individual registration cards, on a frequent and continuing basis. In addition, the individual tables are, for the most part, not dependent on one another and can be included, dropped, or produced with different frequencies, depending on the priorities that the FES establishes.

This report is divided into five parts. Part I describes the mission of the Russian Employment Service, while Part II examines the use of administrative statistics in monitoring unemployment dynamics. Part III describes the proposal for enhanced analysis using information from existing monthly and quarterly operational statistical reports. Part IV examines possibilities for using the registration cards of the individual job seekers as a source of supplementary data and presents the results from an initial field test of this method in two local labour markets. Part V draws the main findings and conclusions from the analysis and highlights recommendations on the implementation of an enhanced system for monitoring unemployment dynamics based on the administrative statistics of the FES.
PART I. THE RUSSIAN EMPLOYMENT SERVICE: OBJECTIVES AND CORRESPONDING DATA NEEDS

The objectives of the Russian Employment Service are realised through the delivery of services to clients. In designing systems for the delivery of these services, it is important to consider what types of information will be required for monitoring the demand for and the delivery of these services. Administrative sources play a critical role in this monitoring. The following section provides a brief description of the role of the Russian Employment Service in the labour market, gives the context for the proposal, and indicates a few examples of areas where outputs from the information system may be applied.

In 1991, a new Employment Law was passed in Russia creating a revised framework for employment policy and updating the structure of the Employment Service. Then, in June 1992, the FES was established as an entity independent of the Ministry of Labour with responsibility for the overall direction of the Russian Employment Service. This action served to create an institution focusing primarily on issues related to improving the functioning of the labour market. The funding for Russian Employment Service activities, including payment of unemployment compensation, is also independently provided through an Employment Fund based on a payroll tax.

The Russian Employment Service now offers labour market services to job seekers and employers through roughly 2,300 regional and district employment centres (RECs), located across 89 administrative units in the Russian Federation, primarily corresponding to oblast-level entities. This new organisation was built on an existing network of job placement bureaus that had been established in the late 1960s to mobilise labour resources and assist state enterprises with recruitment. The mission of the Russian Employment Service is much broader and of a longer-term nature than these prior-existing "labour departments." The Russian Employment Service provides placement, counselling and labour market information services to job seekers and private and public business enterprises, as well as other labour market services for job seekers such as unemployment insurance, professional training for the unemployed, and job creation using locally-organised temporary public-works positions.

For purposes of this study, the objectives of the Russian Employment Service may be grouped under four broad headings: a) facilitating the job-matching process; b) providing social protection; c) developing human resources through professional training; and d) provision of labour market information. The Russian Employment Service labour market information system is cross-cutting, providing inputs to the attainment of each of these objectives. This is recognised in the Employment Law, which requires the Russian Employment Service to build and sustain a labour market information system. In the following sub-sections, the paper outlines each of these objectives and provides a few examples of uses and users of the data that may benefit from improved tracking of unemployment dynamics.

A. Facilitating the Job-Matching Process

The Russian Employment Service provides information and referrals for employers and job seekers as part of its job brokerage functions. Through this process, it seeks to reduce the time required for a successful job search and thereby reduce the duration of periods of unemployment. In some cases, the referral process is supplemented with job counselling, and aptitude tests or professional training. This is done in an effort to assist employers in securing suitably qualified workers and, at the same time, assist job seekers in obtaining employment that is most suitable to their career goals, aptitudes, qualifications, and experience.

An enhanced monitoring system can have an important and concrete application as an aid in the job matching process. Improvements in the analysis and presentation of data can enable managers to readily identify trends as well as significant changes in recent time periods. Working from the individual records of the unemployed, the analyst can calculate duration statistics or disaggregate inflows and outflows of people to and from the unemployed population. The RECs can utilise such information, for example,
in determining which groups are most at risk of falling into long term unemployment or what characteristics those exiting unemployment may have in common. In addition, where sustained changes in flows occur, the observer can gain insights into the future shape of the stock of the unemployed. By better understanding the composition and dynamics of unemployment, the RECs can improve the targeting of resources and potentially the effectiveness of their operations. Ultimately this can lead to improved responsiveness to the needs of present and future employers and job seekers.

B. Providing Social Protection

Although priority is given by the Russian Employment Service to early placement of those without jobs, early placement is often not able possible. In this event, the Russian Employment Service provides social protection to a group of unemployed workers who meet specific criteria laid out in the new Employment Law. Three types of social protection are provided for the unemployed through the RECs:

- First, they pay unemployment insurance benefits to unemployed workers seeking new jobs; these benefits are available for a period of up to one year depending on an applicant’s particular status. The central requirements are that the person: be able to work and of working age, have no job and wage, be ready to start work, and register with the Russian Employment Service.

- Second, RECs participate in the creation of temporary public-works jobs for some of the unemployed. The Employment Law authorises the RECs to provide part or all of the necessary financing, subject to certain conditions.

- Third, the Employment Law requires that the State ensure additional guarantees for certain vulnerable groups. Although the specific obligations of the Russian Employment Service in this area are not laid out in detail in the law, RECs are encouraged to provide the full range of available assistance to the "socially vulnerable" who are unemployed. This might include access to specialised or intensive job placement assistance and counselling or other specialised assistance. Those in this category include such groups as youth, single parents with dependent children or two-parent families with many dependent children, women raising children of pre-school age or disabled children, people near pension age\(^7\), disabled people, long-term unemployed, and refugees.

Although it is desirable to routinise the payment process for unemployment compensation, the provision of targeted assistance for various socially vulnerable groups is a much more custom-tailored process. The improved monitoring of the stocks and flows of the socially vulnerable can assist the RECs in closely tracking and responding to the demand for social protection services. Also, information generated from the monitoring of the dynamics in the population of socially vulnerable can be of use in the co-ordination of labour market and social policy (e.g., between the Russian Employment Service and other social service providers).

C. Developing Human Resources Through Professional Training

The Employment Law directs the Russian Employment Service to organise professional education and vocational training for citizens, in some cases underwriting the costs. This may involve arrangements for those unemployed persons who find it impossible to secure an appropriate job because they lack the necessary professional qualification, have lost the ability to work in their former professions, or have occupations for which there is no demand in local labour markets. The training is offered through 34 Russian Employment Service training centres\(^8\), training institutions of government ministries and business enterprises, and non-governmental academic institutions.

The FES encourages the RECs to give priority in allotting training services to the unemployed who are no longer eligible for unemployment benefits (e.g., those who have exhausted their benefit entitlements). Also, the RECs are encouraged to emphasize those types of skill training for which there is a rising demand
in local labour markets. Here, examples of the advantage of improved monitoring of the dynamics of unemployment might include:

- estimation of the population of unemployed who will have benefit entitlements in the near term, given current stocks and flows,
- analysis of the educational attainments of those who are reaching the maximum duration of benefits, or
- identification of the industries or occupations most likely to be associated with recent inflows into unemployment or outflows into jobs (which could play a role in deciding the type and content of training offered).

D. Provision of Labour Market Information

The Employment Law mandates that the Russian Employment Service produce statistics tracking the population registered at the RECs as well as publish information on supply and demand of labour, job placement opportunities and the programmes of the Russian Employment Service. The collection, analysis and provision of this information to users outside of the Russian Employment Service constitutes a further objective. The statistical information on unemployment dynamics generated by the Russian Employment Service has many uses beyond the immediate job matching function. The provision of this information can be an important service provided by the Russian Employment Service to others, who may not be on the job market at the moment. Such users might include employers and job seekers planning for the future as well as policy makers, regional development authorities, academics and others.
PART II: A BASIS FOR THE USE OF ADMINISTRATIVE STATISTICS IN MONITORING UNEMPLOYMENT IN RUSSIA

The degree to which the Russian Employment Service achieves all four objectives depends, in part, upon the extent and quality of the information that it produces and disseminates throughout the Russian labour market. A prime statistical resource for this information system, consists of the REC’s administrative records. In the process of providing placement, social protection and training services to clients, the RECs collect a large amount of such data in their administrative files. A well designed information system would capture key data from these files; provide for the analysis of these data; and present the principal findings in a fashion easily accessible and understandable to decision-makers.

Most OECD countries have moved to a system for monitoring unemployment developments that relies on a combination of data sources including administrative statistics of the public employment services and labour force surveys (LFS). It should be noted that among OECD countries in general, the LFS has developed into the preferred instrument for monitoring unemployment (see Attachment 1 for a listing of key LFS advantages and disadvantages). However, the administrative statistics are widely used to complement the LFS. In Russia, where the results of the first LFS are just being processed and where the LFS is likely to be carried out only on an annual basis, the administrative statistics of the Russian Employment Service will continue to be the prime source of timely information on unemployment dynamics.

Administrative statistics on registered job seekers have a number of advantages. As these data can be extracted readily from existing administrative records, the marginal cost of extracting them tends to be less than for other sources. Administrative information is available for the entire population of registered job seekers, which permits the extraction of data for small groups or small areas with little or no sampling error (depending on the method used to extract the data). This data source has the advantage of being readily adaptable to tracking stocks, flows, duration of spells, and longitudinal information (i.e., information on individuals showing developments over time). In addition, as noted above, these data provide indispensable information on the usage of employment centre services.

When using administrative statistics, however, it is important to bear in mind their limitations. They only cover those job seekers who register with the Russian Employment Service. Apparently in Russia many job seekers, including many unemployed persons, do not register. As a result, the administrative statistics will tend to be a biased indicator of the unemployment situation in the labour force as a whole -- depending obviously on what differences there are between the characteristics of the population that registers and the population that does not.

Administrative statistics are also affected by changes in the regulations governing the benefit system. This has been the case with data on unemployment benefit recipients in other Central and Eastern European countries where the maximum length of benefits has changed several times since the economic reform process began. Periodic purging of invalid or inactive cards from the register can lead to additional distortions in the data trends. Furthermore, the study team found that in Russia information requested on forms is often not recorded. This is particularly true with the registration cards of the individual job seeker.

In the Russian Federation, a significant limitation to the use of data from the job seeker registration cards is the lack of national standardization. The two regions that the study team examined in detail are each using different cards. Other regions are using still other variations. In St. Petersburg (including the Frunze district - see Attachment 2), the card in use has standardized glossaries for responding to many of the questions. This helps ensure data consistency. In the Moscow region (including the Lubertsy district - see Attachment 3), the card in use during 1992 has been replaced with a different card. The development of a national card, perhaps based on the approach used in St. Petersburg, would greatly help improve the reliability and consistency of the data collected. (See Attachment 4 for suggestions on developing a new national card.)

In some cases, data on additional items could be collected by making simple changes in procedure
(such as through staff training to ensure that industry codes are entered on registration cards). In still other cases, system improvements could yield drastic improvements in information for placement and/or labour market information purposes (such as through an updating of the occupational coding system).

Nevertheless, there are many items for which data appear to be fairly reliably collected (e.g., for key stocks) in the two regions visited by the study team. In short, the administrative statistical system is generating a large amount of potentially useful information, which could be exploited by a further development of the system.

In the monthly and quarterly reports from the RECs, the Russian Employment Service collects administrative data on the population of registered individuals according to four classifications of particular interest for the purposes of this study (see diagram 1). The broadest measure is for **registered job seekers**. The registered job seekers are those citizens who are registered with the Russian Employment Service as seeking work (including those who are employed or are students, but who are looking for a new or a second job). A sub-category of this larger population consists of people who are not employed and who are capable of work, seeking work, and registered with the Russian Employment Service. This group is called the "**registered job seekers without work**." Among the "registered job seekers without work", a distinct sub-group is the **recognised unemployed**. This population consists of those who have been officially recognized by the Russian Employment Service as "unemployed." A "registered job seeker without work" becomes recognised as unemployed retroactively (from date of submission of all required documents), in the event that the RECs are not able to place the him/her within ten days of registration. A final group consists of the **recognised unemployed receiving benefits** (a subset of the recognised unemployed). Due to changes in the statistical treatment of those recognized as unemployed and for consistency between the monthly report data and the registration card sample, the analysis in this study is based primarily upon the category of "registered job seekers without work" (except as otherwise noted).

Of the categories of listed above, the measure for "registered job seekers without work" comes the closest to international definitions of unemployment. The Russian Employment Service definition differs from the OECD/ILO standards, primarily in that the condition of registration with the Employment Service is attached. However, it should be noted that several OECD countries also have a similar requirement for their most widely used measures of unemployment (e.g., Austria). In effect, this difference derives from the choice of administrative statistical sources as primary indicators over survey sources.

Except as otherwise noted, the study team has used the data for "registered job seekers without work" as a proxy measure for unemployment. In the assessment of the unemployment situation, this relatively broad category may provide a more accurate picture than the category of recognized unemployed (which is biased downward due to the administrative hurdles that the applicants must cross). The narrow measure "recognised unemployed" is primarily of administrative interest in that certain benefits are not available to applicants prior to granting of the status of "recognised unemployed."
The Russian FES Classification Scheme for the Registered Population

Registered Job Seekers

Registered job seekers without work

Recognized Unemployed

Recognized Unemployed Receiving Benefits
New entrants, re-entrants into the labour force and voluntary quitters are counted among the recognized unemployed, provided they meet the normal criteria. They are also eligible for unemployment benefits. People who refuse to accept two “appropriate” job offers made by employers within ten days of applying to local employment centres lose their status as recognized unemployed but retain their status as registered job seekers without work.

Drawing on the existing definitions and data sources, the study team proposes a framework for organising Russian Employment Service labour market statistics that comprises two key building blocks:

* A stock/flow analysis providing insights into the magnitude and dynamics of unemployment as well as the profile of the registered job seekers without work; and
* Performance indicators tracking the service delivery process.

These building blocks are woven into the proposed reporting system laid out in the next two chapters. This system is based on two types of tables and charts:

* monthly and quarterly tables and charts based on enhanced use of information provided through the existing data collection system, and
* occasional reports providing a detailed profile of the registered job seekers without work and drawing directly on the information contained in the individual registration cards.

The study team employed a method of analysis centered on the concepts of stocks and flows. The number of a well defined group of persons (e.g., recognised unemployed) measured at a certain date is called a stock magnitude. Those newly joining a specific status during the observation period are called inflows, while those exiting a particular state are called outflows. This is applied in the following accounting identity, used in analysing unemployment dynamics:

$$\text{Beginning stocks} + \text{Inflows during period} - \text{Outflows during period} = \text{Ending stocks}.$$ 

Stocks provide a snapshot of the extent, characteristics and structure of a phenomenon (e.g., unemployment) at a certain point in time. They represent the cumulative effect of inflows and outflows, and therefore may mask current developments. A given stock may be arrived at via various combinations of inflows and outflows.

Flow data provide information on the current developments and may provide an indication of changes in the labour market. Since stocks develop over time as a result of flows, changes in flow data may provide an early warning of future stock developments and of trends in the duration of spells (e.g., unemployment spells). An example of this can be found in the OECD report “The Labour Market Review of Poland” where the low turnover of the unemployment pool was pointed out as a source of increased duration of unemployment.

A full study of the dynamics of unemployment requires a combined analysis of stocks and flows, the link being the duration of unemployment. Due to data limitations, in this report the study team only examines the "completed duration" of spells on the register for a selected group of records (see Profile Report below). "Completed duration" looks at spells that have ended. It is defined as the time elapsed between inception and termination of a spell.

A second key measure of duration looks at spells still in progress. This is the "interrupted duration of the stock," which is defined as the time between the inception of a spell and the survey date. These concepts are examined more closely in Part IV.
Since the FES was established as a separate agency in 1991, it has made rapid progress in the collection of a large amount of administrative data on job seekers, vacancies, and the kinds of services provided by the Russian Employment Service. It has established a network for generating statistics on stocks and flows of job seekers and job vacancies; the network builds up from the local to the Federal level and generates, with tight deadlines, statistics through monthly, quarterly, semi-annual and annual operational reports.

This report examines the potential for enhanced analysis and presentation of some of the data from the existing monthly and quarterly operational reports (primarily the job seeker data). It should be noted, however, that similar analysis and presentation could be developed for the other items covered by the reports, including data on job vacancies and expenditure.21

This report presents sample tables and charts developed using these enhanced techniques. These tables could be tailored to the specific priorities of the FES and compiled into monthly and quarterly public information releases, perhaps as a supplement to the existing monthly FES press release on "Basic Employment Statistics." (See Annex for a sample copy of the existing release).

The proposed tables and charts are numbered for possible inclusion in a monthly release using the prefixes "M" and "MC" respectively (e.g. M-1, MC-1). Tables for the quarterly release are numbered with a prefix "Q" (e.g., Q-1). Due to the limited scope of the field work, the study team is presenting these tables and charts with data for the two employment centres even though they are in different regions.

These tables and charts have been produced using a format that could be standardized across the nation. The format would be adaptable, usable to generate regional and national reports. At the regional level, completion of such tables would be optional. They would contain data for each local employment centre and totals/averages for the region. At the national level, the tables would be produced showing data for each of the 89 regions and the national totals/averages.

Once again, it should be stressed that these tables could be produced without imposing additional reporting burdens on the local employment centres. They are constructed using information from the existing monthly and quarterly reports. Given a relatively small additional effort, this information could be packaged in such a way to make it much more accessible to the user. For example, trends over time and in the composition of the numbers could be highlighted; relationships between measures made more evident; and information made more readily available to FES, REC and outside users.22

The proposed tables and charts are not intended to replace the existing internally circulated monthly and quarterly reports. Moreover, the selection and prioritisation by the FES of items for inclusion in the new tables and charts may indicate useful changes that could be made in the existing reports (e.g., items that can be dropped). The following two sub-sections outline the proposed monthly and quarterly tables and charts.
A. The Monthly Tables and Charts

1. The Existing Monthly Operational Reports

As noted above, the basic data on job seekers collected by the study team has been drawn from the operational statistics. A new monthly operational statistical report format was introduced by the FES for use beginning with the September 1992 data. The new monthly report is concise and organised around stocks and flows. (See Attachment 5 for a sample report.) That is, it summarises for the month the beginning and ending stocks of registered job seekers without work, recognised unemployed, and beneficiaries of unemployment benefits. Inflows, outflows, and participation in public works and training are itemised in some detail. This represents an improvement from the earlier report format, which did not provide as full an accounting of the composition of the flows. In addition, the new report presents all of the stock, flow, and participation figures for the total and the sub-group of those laid off.

The new report is also more precise in its definitions of the various items. For most items, there was no break in series between the two reports. However, there was a change in the treatment of those who were in the category of recognized unemployed. As mentioned above, this study focused on the broader category of "registered job seekers without work", which was not affected by this change.

Both the old and new monthly reports include summary statistics for total vacancies and "blue-collar" vacancies. They also itemize numbers participating in REC organised public works and training. The new report adds an item on expenditures for payment of unemployment benefits.

2. Proposed Monthly Tables and Charts

The proposed tables highlight changes in the absolute levels of registered job seekers without work, inflows and outflows, and the overall rate of "unemployment" (calculated using the number of registered job seekers without work as the numerator and the estimated labour force as the denominator). The changes are highlighted vis-a-vis the previous month and the same month of the previous year. The year-on-year comparison is important because it minimises distortions caused by seasonal factors. In the case of the "unemployment" rate, the tables show a thirteen month history in order to enable the user to see the development of unemployment over time. In addition to comparisons over time, these tables also allow comparisons between RECs.

The charts present a format giving a consolidated picture of the inflows, outflows and stocks over the last 13 months. Thus, the charts should enable the user to visualise trends in the data. In addition, the charts allow the user to see the relationship between inflows and outflows, which together determine the overall level of unemployment.

These tables and charts would comprise the skeleton of a monthly release on the unemployment situation. Such a release could serve as public information as well as an internal reference for the RECs and FES. A more comprehensive report could be developed in the future, for example regularly including detailed information on the composition of recent flows. Additional items of particular interest to Russian users could be added as well. However, it may be useful to begin with a simple framework and then make adjustments depending on the feedback received. Given the scarcity of resources (especially lack of automation and understaffing in some statistical units), it is important to focus first on the essential items.
3. Detailed Description of Proposed Monthly Tables and Charts

Table M-1: Stock of the Registered Job Seekers Without Work

Table 1 shows the stock of the registered job seekers without work for each employment centre on January 31, 1992 and the changes in this stock with respect to the previous month (i.e., since December 31, 1992) and the same month of the previous year. (Note: Monthly data for Frunze were not available prior to April 1992.) The table highlights the increase of 532 persons in Lubertsy during the period January 1992 to January 1993.

The stock figures shown in the second column are technically known as the "stock at the survey date." It is important to note that the stock magnitudes should actually be calculated as of a certain moment, usually in the morning before the office opens or in the evening after the office closes. A pre-opening strategy means that spells beginning on that day should be excluded, and spells ending on that day should be included in the stock count. A post-closing strategy means that spells beginning on that day should be included, and spells ending on that day should be excluded from the stock count. In addition, the survey date need not be tied to the end of the month. If the client flow tends to be particularly heavy at the end of the month, it is possible to fix the survey date at another day of the month (as was done in the United Kingdom).

Table M-2: Inflows of Registered Job Seekers Without Work
Table M-3: Outflows of Registered Job Seekers Without Work

Tables M-2 and M-3 show the flow magnitudes by employment centre during January 1993 and the changes in this magnitude over the previous month (i.e., since December 1992) and over the same month of the previous year. For Lubertsy, inflows were substantially less than the same month of the previous year and moderately down from December 1992. For Frunze, however, the level of inflows grew somewhat compared to the December 1992 figure. The year-on-year comparison for outflows indicates a relatively large increase in Lubertsy. For both Lubertsy and Frunze, the comparison of outflows with the previous month is distorted by the inflated levels that occurred in December. This may well be attributable to an end of the year purging of invalid records.

Stock figures provide a view of a phenomenon such as unemployment at a given point in time. However, as the above mentioned accounting identity highlights, the registers of the local employment centres are constantly changing due to new registrations (inflows) and exits as a result of placement or other reasons (outflows). To understand unemployment trends properly, it is therefore important to examine trends in the inflows and outflows. Indeed, the revised monthly operational report format put into place by the FES in 1992 reflects this clearly. Tables M-2 and M-3 were designed to highlight changes in the flow magnitudes.

It is important to note again that the flow figures pertain to the observation period, which is a time span and not a single given date. The calculation of these figures makes clear the importance of having a standardized job seeker registration card, with the dates for opening the record, granting benefits, cancelling benefits, and closing the record duly noted. Having this information available in a single record, in a standardized national format, would help to ensure that the necessary information for calculating flows is readily available and would help to ensure that the calculation is done in a standardized fashion.

Table M-4, Monthly "Unemployment" Rate

In table M-4 the "unemployment" rate is estimated using the ratio of the end-period stock of the registered job seekers without work to the estimated labour force. The use of monthly figures shows very current developments in the labour market and allows very close monitoring. The monthly developments reflect a combination of factors, including seasonal influences. As historical data are accumulated, it will be possible to develop adjustment factors to correct for the seasonal effects, and show more clearly the underlying changes.
Nevertheless, even from the unadjusted data in table M-4 one can see a persistent upward trend in Russia and the Frunze district. It appears from the data that the "unemployment" situation has deteriorated less in Lubertsy. While the "unemployment" rates were the same in the Frunze and Lubertsy local markets in April 1992 (0.7 and 0.7, respectively), the rate in January 1993 was about three times higher in the Frunze District than in the Lubertsy District (1.8 and 0.6, respectively). In Lubertsy, the overall trend was rising; however, there were declines in July and December (of 0.1 and 0.2 percentage points, respectively).

Charts MC-1, MC-2, and MC-3: The Overall Situation

The influence of flows on the stock of registered job seekers without work can be depicted vividly with the help of a graph. Charts MC-1 and MC-2 track month-to-month inflows and outflows, as well as the stock, for Frunze and Lubertsy over the period from January 1992 to January 1993. Chart MC-3 provides a similar graph for the Russian Federation.

In Frunze District, the number of registered job seekers without work rose throughout the period from April 1992 to January 1993 (see Chart MC-1). The rising stock level in Frunze was caused by consistently greater inflows than outflows (with the exception of August 1992). While outflows increased during the later months, beginning in June 1992, they did not offset the generally higher inflows.

For Lubertsy, the stock of registered job seekers without work grew until the end of May 1992 because inflows were considerably higher than outflows. From June onward, the level of outflows increased significantly. From September onward, inflows began to decline as well. As a result the growth in the stock was contained. As mentioned above, the large outflow in December may have been due to an end of the year purging of invalid records from the register.

Chart MC-3 depicts the situation in Russia as a whole. The study team recommends the inclusion of this chart in the regional reports as a reference. Thus, a user could compare the local situation to the overall trend in the nation.

By the end of 1992, roughly one million people were without work and registered as seeking work through the RECs in the Russian Federation. During the year, the number of people with this status had more than doubled, from about 485,000 to over one million. Although the stock increased steadily during every month except December, the increase was small in relation to the decline in output. During the same period, Russia’s gross domestic product in constant prices dropped by almost 20 percentage points whereas its total employment fell by only 2 points.

B. The Quarterly Tables

1. The existing quarterly operational statistical report

The quarterly operational report format in use during 1992 contains a wealth of detailed information with sections on job seekers, placement of job seekers, recognised unemployment, labour requirements (e.g., numbers of vacancies), lay offs, public works programmes and, potentially, expenditures. (See Attachment 6 for a sample report.) However, much of the detailed information is not available for the same categories as in the new monthly report. Several of the key breakdowns in the quarterly report apply to registered job seekers, including those who were employed but seeking different or additional work. The recognised unemployed are not shown separately in many of the breakdowns.

The section that deals with the recognised unemployed, however, does provide data on the numbers of women and rural residents in addition to the overall totals. In that section, data are shown for beginning stocks, outflows (with placements shown separately), ending stock (with beneficiaries shown separately), and public works participation.

The usefulness of the quarterly report for assessment of current developments is limited in that
2. Proposed Quarterly Tables

The proposed quarterly tables draw on the existing monthly and quarterly operational statistical reports. Wherever possible, the source data for the proposed quarterly tables are taken from the existing monthly operational reports. This enabled the study team to avoid problems with the cumulative measures in the quarterly operational reports, to ensure consistency between the proposed monthly and quarterly tables and to profit from data already stored on computer for the proposed monthly tables. Using the monthly report data, the study team constructed the quarterly tables for stocks, inflows and outflows of registered job seekers without work (tables Q-1 through Q-4). Using data from the existing quarterly reports, the study team developed tables for items not available from the monthly reports (e.g., information on the overall registered job seeker population)(tables Q-5 through Q-9).

The proposed quarterly tables target progress toward two objectives of the Russian Employment Service: (i) facilitating the job matching process; and (ii) provision of labour market information. They can serve as inputs to decision makers concerning the former objective and as resources available to users of labour market information (i.e., outputs used in attaining the latter objective). As an initial step, the study team focused on these two areas. However, data are readily available from the existing reports on certain aspects pertaining to the social protection and human resource development (training) objectives of the Russian Employment Service. Tables could easily be developed for items such as number of unemployment compensation beneficiaries, public works participants, and trainees referred by the RECs.29

In the Frunze and Lubertsy employment centres, the numbers of public works and training participants during 1992 were extremely low.30 Indeed, the low participation rates apparently reflected the situation in Russia as a whole where the ratio of trainees to the stock of registered job seekers without work averaged just over 1 percent for 1992. Also, less than 1 percent of this group participated in the Russian Employment Service public-works programme. The low participation rates may be indicative of problems in the design or targeting of these programmes and, consequently, the questions raised by these data merit further investigation.

3. Detailed Description of Proposed Quarterly Tables

Table Q-1: Stock of the Registered Job Seekers Without Work
Table Q-2: Inflows of the Registered Job Seekers Without Work
Table Q-3: Outflows of the Registered Job Seekers Without Work

The quarterly tables Q-1 through Q-3 present figures on stocks, inflows, and outflows of registered job seekers without work, by quarter, for Lubertsy and Frunze. The quarterly figures help to smooth out short-term phenomena, and as longer time series are built will be a useful tool in identifying medium- to long-term developments. The stock magnitudes shown in table Q-1 are constructed by averaging the monthly figures for the respective quarter. The quarterly inflow and outflow figures in tables Q-2 and Q-3, are the sums of the monthly values within the quarter.31

The quarterly developments in the stock of registered job seekers without work reflect a persistent
increase over the year in Frunze and in Russia as a whole. The quarterly average level in Russia nearly
doubled rising from 551,418 to 1,009,053. In Frunze, the level rose from 1,940 in the second quarter to
3,378 in the fourth. In Lubertsy, the level rose dramatically from the first to second quarters from 874 to
1,383, but subsequently dipped to 1,318 in the third quarter. A relatively small increase was then recorded
in the fourth quarter to 1,450.

The developments in quarterly inflows were less dramatic. In Lubertsy, excluding the second
quarter, the trend was clearly downward dropping from 864 in the first quarter to 704 in the fourth. In
Frunze, there was a relatively small rise from the second to the fourth quarter from 2,154 to 2,359, with
a small dip in the third quarter. In Russia as a whole, the inflow rate increased progressively over the year
rising from 550,696 in the first quarter to 594,645 in the fourth.

In terms of outflows, Frunze and Lubertsy showed increases from 1010 and 518 (respectively) in
the second quarter to 1768 and 1052 in the fourth quarter. In Russia as a whole, outflows rose over the
year from 402,574 in the first quarter to 531,591 in the fourth quarter, with a dip in the second.

Table Q-4(a,b,c): "Unemployment" Rate, Incidence, and Exit Probability (Averages)

Drawing on the existing monthly report information the study team also developed tables showing
the average "unemployment" rate, incidence and exit probability by quarter for Russia (table Q-4(a)), for
Frunze (table Q-4(b)), and Lubertsy (table Q-4(c)). This table uses the average monthly "unemployment"
rate for the quarter drawing on the same data as table M-4.

Where more complete information is available, the unemployment rate is normally calculated as
the ratio of the unemployment stock to the labour force. Incidence and exit probability are related to
flows. Specifically, the "incidence of unemployment" is defined as the ratio of inflows to labour force and
it expresses the probability of a person becoming unemployed during a certain period. The exit probability,
on the other hand, is calculated as the ratio of outflows (during a period) to the stock of the unemployed
(at the start of the period) and it expresses the probability of a registered job seeker escaping from
unemployment during the period in question.

In table Q-4, the study team calculated the "unemployment" rates, incidence, and exit probabilities
using stock and flow data for registered job seekers without work. The labour force data are estimated.
The study team calculated the exit probability using exits from the register, regardless of whether the exit
was to employment, out of the labour force or for other unspecified reasons.

As with the stocks and flows described earlier, the same unemployment rate can result from various
combinations of incidence and exit probabilities. There can be significantly different policy implications
that result from these combinations. For example, a high incidence and a low exit probability may indicate
a build up of long-term unemployment; a high incidence and a high exit probability may indicate a labour
market rapidly responding to change in a relatively benign fashion with most spells being of short
duration.

In table Q-4(a), it can be seen that the average quarterly "unemployment" rate for Russia ranged
from a low of 0.8 in the first quarter to a high of 1.4 in the fourth quarter. In Frunze (table Q-4(b)), the
rate rose from 0.9 in the second quarter to 1.6 in the fourth quarter. Lubertsy (table Q-4(c)) showed the
lowest levels, 0.4 percent in the first quarter and 0.7 percent in the other quarters.

The incidence rates in Frunze ranged from 0.3 percent in the third quarter to 0.4 in the second and
fourth quarters. These figures were higher than those of Lubertsy for all quarters and those of Russia as
a whole (except during the second quarter). Lubertsy, on the other hand, with a rate of 0.1 percent had a
lower incidence than Frunze or Russia in each quarter for which data were available.

The exit probabilities during the first quarter were much greater in Russia as a whole (at 26.8
percent) than in Lubertsy (at 8.9 percent). In Frunze during the second and third quarters, the exit
probabilities at 22.9 and 20.7 percent respectively were higher than in Lubertsy at 12.0 and 16.3 percent
respectively or in Russia as a whole at 19.0 and 15.9 respectively. In the fourth quarter, Lubertsy posted
the highest rate at 22.2 percent versus 18.6 percent in Frunze and 17.8 percent in Russia. However, the fourth-quarter figures likely were distorted by the higher outflows in December due to the purging of invalid records from the registers, as mentioned above.

From the data in the Q-4 tables, one can see that on average in 1992 an employed person or school leaver in Lubertsy was less likely to become a registered job seeker without work than the average Russian in those categories. During the second half of the year, a person on the register in Lubertsy also had a higher-than-average probability of exiting. An employed person or school leaver in Frunze had a higher-than-average probability of entering the group of registered job seekers without work. In each quarter for which there were data, a person on the register in Frunze was more likely to exit that group than the average person in Russia.

Text table 1 provides an international comparison of annual average rates for incidence and exit probabilities, for illustrative purposes. Data from Poland (a country well advanced in the transition) and Austria (an OECD country that also relies heavily on administrative statistics) provide an interesting contrast with the Russian data. As noted above, however, variations in methodology reduced the reliability and comparability of the data from Russia.

The average monthly inflow rates (incidence) are substantially lower in Lubertsy, Frunze, and Russia as a whole, than those in Poland and Austria. Indeed, the estimate of monthly incidence for 1992 averaged 0.3 percent for Russia. This also compares favorably with similar estimates for a number OECD countries in Europe during 1991, ranging from 1.3 for the United Kingdom to 1.7 in Norway.36 Such a relatively low incidence rate can be explained, at least partly, by labour hoarding of business enterprises during the early phase of restructuring as well as a failure to register by those laid off.37

The estimated exit probability in 1992 averaged 14.9 percent for Lubertsy, 20.7 percent for Frunze, and 19.9 percent for Russia. This is substantially higher than the rate in Poland of 4.0 percent in 1992. Although less than the rate of 25.1 percent in Austria during 1991, the exit probability in Russia compares favorably with certain other OECD countries in Europe such as France (5.5 percent in 1991) and the United Kingdom (12.26 percent in 1991).
Text Table 1:
International Comparisons of Incidence of Unemployment and Exit Probabilities, 1991-1992
(Unemployment/Job Seeker Register Data)¹

<table>
<thead>
<tr>
<th>Country/District</th>
<th>Monthly Incidence of Unemployment (%)</th>
<th>Monthly Exit Probabilities (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lubertsy (1992)</td>
<td>0.1</td>
<td>14.9</td>
</tr>
<tr>
<td>Frunze (1992)²</td>
<td>0.4</td>
<td>20.7</td>
</tr>
<tr>
<td>Russia (1992)</td>
<td>0.3</td>
<td>19.9</td>
</tr>
<tr>
<td>Poland (1992)</td>
<td>0.7</td>
<td>4.0</td>
</tr>
<tr>
<td>Austria (1991)</td>
<td>1.4</td>
<td>25.1</td>
</tr>
</tbody>
</table>

¹ For Russia, Lubertsy and Frunze, calculated based on population of registered job seekers without work.

² For Frunze, 1992 excluding the first quarter.

As noted above, the existing quarterly reports capture a large amount of useful information on registered job seekers, in particular. It is important to remember that most of the registered job seeker population consists of those without work (e.g., during 1992 in St. Petersburg as a whole 89 percent, and in Frunze 98 percent, of the registered job seekers were without work); those without work are the largest sub-group of job seekers.

The registered job seeker population constitutes the overall "employee" clientele of the RECs. Trends in this population may also provide a good indication of developments in the unemployed population as a whole. Therefore, the study team decided to include in the proposed quarterly release a number of tables that target registered job seekers (tables Q-5 through Q-8). In the future, an alternative might be to publish these breakdowns on a basis consistent with the monthly reports (e.g., calculating the quarterly breakdowns based on the population of registered job seekers without work). The proposed tables show the inflows of registered job seekers by gender, and the distribution of placements by gender and type of job (manual versus non-manual jobs), by sector and by industry.

However, it should be noted that closely tracking outflows from the register is notoriously difficult, even for the more fully developed employment services in OECD member countries. The same apparently applies to the Russian employment centres that were studied, where it was observed that many closed registration cards listed failure to report as a reason for deregistration. Information on the underlying reason for this failure to report, such as finding a job or exiting from the labour force, was not available. As a result, the values shown in the quarterly report may be biased downward, due to unreported placements.

A full set of quarterly tables was not available for the local employment centres for 1992. Therefore, the study team developed a set of illustrative tables with fourth-quarter figures for Frunze only. These tables serve to highlight the recent quarter information contained in the existing quarterly reports and to present it with the percent distributions shown. As additional quarterly reports become available, the tables could easily be reformatted to show quarterly developments over time.

With data for additional quarters, table Q-5 would highlight developments in the relative shares of men and women among the inflows of registered job seekers. From the fourth-quarter data that were collected, the reader can see that women continue to constitute a disproportionate share of inflows.

In table Q-6, the distribution of placements for registered job seekers is shown by gender and by previous type of job. In the fourth quarter, placements of manual workers constituted 62 percent of total placements for men and 77 percent of total placements for women.

In table Q-7, the distribution of placements of registered job seekers is shown for the fourth quarter in Frunze. This table may prove especially useful as the reforms progress and the private sector demand for labour increased. Changes in the number of placements into the "individual"
sector will provide an indication as to whether the RECs are successfully providing increased levels of service to the new private sector firms.

In table Q-8, the placements of registered job seekers by economic branch are shown in absolute and percentage terms. Of the categories identified separately, "industry" is the largest recipient with 12 percent of the placements. However, 67 percent of the placements fall into the grouping of smaller categories ("other branches").

Table Q-9: Stock of Vacancies

The study team added a section on the stock of vacancies by quarter for the total, and by type of job and sector (table Q-9). Although many vacancies are not reported to the RECs or are not carefully defined by employers before listing, these data are nevertheless useful. They represent information on actual requests by the "employer" clients of the RECs. Thus, they can provide a rough indicator of the type and source of the demand for workers.

A large majority of the vacancies listed in the Frunze district are for manual workers. The state sector still dominates listings; the collective sector also provides a substantial number of listings. The "individual" sector provided no vacancies in the third quarter and only a small number (27) in the fourth quarter.

Management Information Sub-section

Table Q-10: Placements by the Employment Service

The standard employment service reporting on unemployment dynamics in OECD countries often includes a section on management information -- at least for the internal versions of the reports. This information is used as an aid in evaluating and improving the performance of the RECs. It is NOT used primarily to sanction poor performance, but rather to assist with managers in overcoming difficulties and highlighting successes. There are a wide range of such measures in use depending on the concerns of the individual employment service. Naturally, the particular measures developed for use in Russia will depend on the particular concerns and priorities laid out by the FES. (Please see Attachment 7 for a more detailed discussion of this issue.)

For illustrative purposes the study team added a quarterly table targeting managers and aimed at providing an indication of performance. The particular indicators shown were developed from existing information (contained in the local employment centre monthly reports) and are not ideal. They should be used with extreme caution, in that they do not provide an indication of the quality of the placements. In addition, they are not a valid basis for inter-office comparisons, unless care is taken to only compare offices in very similar labour markets. Nevertheless, the use of ratios of placements to outflows and placements to stocks, can provide an indication of where problems may exist. Certainly a decline in a ratio can be taken as an indication of a difficulty that merits further investigation by the managers concerned.

Table Q-10 shows the number of placements of registered job seekers, the percentage of placements to outflows from the register and percentage of placements to the stocks of registered job seekers in Frunze and Russia. Although there is considerable monthly variation, in an average month around 40 percent of the people both in the country and in Frunze District who leave the registers go directly to jobs and the remaining 60 percent leave the registers due to other reasons. Furthermore, in any month for which the team had data, less than 11 percent of the total stock registered at the Frunze centre, or nine percent in Russia as a whole, found employment with the assistance of the RECs. As noted above, the numbers of placements shown may be biased downward by a failure of clients to report.
PART IV. PROPOSED PROFILE REPORT

1. Overview

While the operational reports provide aggregate statistics, detailed information on the profile of clients served, the type and quality of services provided by the employment service, as well as longitudinal information (i.e., information on individuals showing developments over time) can be obtained directly from the individual job seeker registration cards.

As noted above, the study team tested in two local employment centres a methodology for collecting information from the registration cards. In this test, the two local employment centres provided the study team with samples selected by drawing one out of every three cards that were created and subsequently taken off the register during the period January through December 1992 (inclusive). Thus, the analysis of the individual records in this study can only be taken as indicative of developments affecting spells that occurred wholly in 1992. The restriction in the sampling to exclude records that were not created and taken off the register during 1992 caused spells of long duration to be excluded from the sample.

In future uses of this methodology, it is recommended that the sample be drawn from the entire register of cards active during the study period. A fully representative sample for a given period would allow for producing distributions, stocks, inflows and outflows. This would enable the analyst to calculate the relative exit probability for each group. For example, a higher share of a group in outflow than in the stock of the preceding quarter implies an above average exit probability of that group. In addition, by benchmarking the percent distributions to absolute values from the corresponding monthly or quarterly reports, it should be possible to estimate the absolute numbers in each category in the distributions.

Two procedures were employed to extract the relevant information from the job seeker registration cards. First, in the Frunze district office, the local employment office staff drew and made copies of a sample of about 750 registration cards. The study team extracted the relevant data directly from the sampled cards. Second, in Lubertsy, the study team prepared a questionnaire listing specific information that it needed (see Attachment 8 for a copy of the questionnaire). The local office staff extracted the relevant information for the questionnaire from a sample of about 1,000 registration cards and other supplementary sources. The information from both employment centres was then stored in a computer data base for analysis by the study team.

The sampling procedure drawing directly on the original registration cards did not work well; there were too many missing items on the cards. In the latter case, the data provided on the questionnaires were more complete, as the job inspectors were able to reference other complementary records in addition to the registration cards.

This study was conceived, in part, as a test of a sampling methodology that could be used to extract information from the individual registration cards. It is important to bear in mind the above-mentioned differences in methodology and data availability when looking at the individual tables in the proposed profile report. The differences enabled the study team to test two variants of the methodology and to produce a number of additional tables on certain topics for each of the centres. On the other hand, where data for both offices are shown in a table, they are not strictly comparable.

The proposed profile report tables are designed to provide the user with an indication of supplementary information on unemployment dynamics among the registered population and
service delivery by the RECs. Tables PR-1 through PR-7 show characteristics of the population in the sample by gender. Tables PR-8 and PR-9 show characteristics for the overall population. The duration of spells on the register is highlighted in table PR-10. Table PR-11 highlights the percentage distribution of the target groups in the sample. Tables PR-12 through PR-14 illustrate the speed of service provided by the RECs and provide a further illustrative example of management information.

The profile tables could constituting the basis of an occasional report or a report on a carefully selected sub-set of centres meriting special study. Given that much of the registration information is not yet standardized or automated, the use of a sampling method holds great potential for extracting information while minimising the burdens of data collection. Once automation is more advanced, such a report could be generated on a more routine basis.

The power of studies based on the individual records is due, in part, to the flexibility they provide the analyst. For example, cross tabulations and multi-step procedures can be easily performed. This access to the individual record allows the analyst to disaggregate the totals to look at underlying developments as well as developments over time.
2. The Profile Tables

Table PR-1(a): Distribution of Registered Job Seekers Without Work, by Age Group and by Gender, Frunze

Table PR-1(b): Distribution of the Total Population of Job Seekers Without Work, by Age Group and Gender, Frunze

Table PR-2: Distribution of Registered Job Seekers Without Work, by Age Group and by Gender, Lubertsy

Table PR-3: Distribution of Registered Job Seekers Without Work, by Education and by Gender, Frunze

Table PR-4: Distribution of Registered Job Seekers Without Work, by Education and by Gender, Lubertsy

Table PR-5: Distribution of Registered Job Seekers Without Work, by Reasons of Job Separation and by Gender, Frunze

Table PR-6: Distribution of Registered Job Seekers Without Work, by Reasons of Job Separation and by Gender, Lubertsy

Table PR-7: Distribution of Registered Job Seekers Without Work, by Years of Work Experience and by Gender, Frunze only.

The use of distribution tables enables the user to see more precisely the characteristics and concentrations of those entering or exiting unemployment. The choice of characteristics for inclusion in the tables was constrained to a certain extent due to the data limitations related to the registration cards and sampling methods, as mentioned above.

The study team produced distributions by gender in order to highlight concentrations in the distributions for females. As women constitute a disproportionate share of the sample for Frunze, a technique comparing genders offered the potential of highlighting other characteristics that might be associated with the female registered job seekers.

Alternatively, using the same data base built on individual records, cross tabulations could be developed showing the relative shares for the entire group by age and gender. Under such a scenario, each cell would show the percentage of the total sample represented by those with a particular set of characteristics (e.g. the share of the total population comprised of females in the age group 24 or less). An illustration of this alternative approach is shown in table PR-1(b).

Tables PR-1(a) and PR-2, show the distribution by age and by gender for the registered job seekers without work. An examination of unemployment by age group is important in that unemployment affects those in different age groups in different ways in terms of hardships and effectiveness of potential policy responses.

In both Frunze and Lubertsy, the female populations of registered job seekers without work tend to have a younger profile than the male populations. The shares of the male populations over age 45 in Frunze and Lubertsy (43% and 36%) were greater than the corresponding shares of the female populations (24% and 30%).
In Lubertsy, the greatest difference in males and females was found in the age group 24 years old or less; there, the share of females was five percent greater than the share of males. In Frunze, the greatest difference was found in the group 55 and older. There, the share among males (16 percent) was 13 points greater than the share among females which was three percent. This is not surprising considering that the retirement age for females is considered to be 55. Perhaps of greater concern in Frunze is the spike for women in the age group 24 - 34. The share of the female population in this group, 28 percent, is 12 points greater than the corresponding share of the male population.

As noted above, table PR-1(b) presents the figures for Frunze on an alternative basis showing in each cell the share of the total population of registered job seekers without work. Thus, for example, by looking at the cell for females of 24 years or less, the user can see that this group represents 10 percent of the total population. From these data one can see that in each age group the number of women is much larger than the number of males except in the 55 or older age group (probably due to the different retirement ages for men and women). This alternative format highlights women in the age group 35 - 44 as the largest group of registered job seekers without work (22 percent of the total).

Tables PR-3 and PR-4 show the educational profile of the samples. An examination of formal education is important in that it can provide a partial indication of skill levels and their distribution in the registered population. The basic classification used in these tables is the same one used in the RECs.

There is a fair amount of divergence in the educational profile of the samples between the districts and between males and females. Males are disproportionately represented in the category "unfinished general or technical high school" in Frunze and Lubertsy at 15 and 13 percent, versus the corresponding shares of the female populations at four and 10 percent. A concentration can be seen in Lubertsy for females who have completed "general or technical high school" at 43 percent of the total. Another concentration can be seen for females in Frunze who have completed schooling at the level of "general, technical and special", at 29 percent. The figure for females with unfinished schooling in Frunze is particularly low at only four percent.

Tables PR-5 and PR-6 highlight reasons for job separation by gender. In the past the Russian labour market has been characterised by a relatively high level of voluntary turnover (see Reference section, Marnie). The samples indicate a possible shift from this pre-reform pattern. It was found that layoffs dominate over quits in every case except for males in Frunze. The figures for "other" are relatively higher in Frunze (i.e., for job seekers who were not laid off or did not quit -- such as those fired for disciplinary reasons).

Table PR-7 shows the distribution of the sample in Frunze by number of years of work experience. Particularly striking in this table is the total share of the male population with 26 or more years (44 percent). A concentration in the female distribution can be found in the groups with 6 - 15 years work experience (31 percent of the total).

The questions raised by particular concentrations in the distributions in the Profile Report may have important operational or labour market policy implications. For example, in PR-1 and PR-2 there are at least two points that may merit closer examination. Why are so many women over retirement age seeking work in Lubertsy? Also, why are there so many female job seekers without work in the 25 -34 age group in Frunze? The specific answers are outside the scope of this study, and may be related to demographics or the closing of a particular plant or another reason (including a problem in the data). Further inquiry may yield information pointing to the need for a policy or administrative response.
The study team included tables PR-8 and PR-9 for illustrative purposes. As in tables PR-1 through PR-7, these distributions may provide administrators, policy makers and others with insights into labour market developments that merit a response. The tables highlight the large number in Lubertsy of factory workers (32 percent) and workers with blue-collar occupations (54 percent).

For both tables, however, there was a problem of missing data in the records. In addition, in table PR-9 the lack of an up-to-date occupational classification may have aggravated the problem. Given changes in technology and the growth in new service sector jobs, counselors or personnel officers in firms listing vacancies may have difficulty at times finding an accurate title for the classification of a particular job. This is further complicated by the lack of detailed definitions in the existing job classification manual. The use of industry classifications by job counselors may also suffer from inconsistent application.

Duration is the key concept in the dynamic analysis of unemployment. Duration can be applied to both stocks and outflows. As mentioned above, "completed duration" is one measure commonly used in OECD countries. It measures the length of spells for those exiting unemployment (outflows) during a particular period. A second commonly used measure is the "interrupted duration of the stock." This refers to the length of spells for those on the register at a particular point in time. The interrupted duration measure is especially important in that it can be used to assess the extent of long term unemployment, for those who remain unemployed.

In OECD countries, the average completed duration tends to be shorter than the interrupted duration of the stock. This is largely due to the fact that escaping unemployment tends to become more difficult, the longer the spell continues. The difference is also, in part, due to "length bias" or the higher probability that longer spells have of being in progress and captured by a sample (than do short spells -- given their brevity). Long term unemployment is a central labour market concern, due to the severe deterioration in economic, social and psychological status that it may cause to those affected.

Table PR-10 provides an illustrative example of measurement of the "completed duration of outflows." However, in this example the use of a sample drawing only on records opened and closed in 1992 greatly influences the development of duration. As a result of this restriction, the sample did not include longer spells and over represents shorter spells (in relation to the overall population of outflows in each quarter). The table shows the average duration in days for those who exited the register in each quarter. In each quarter, the duration of spells for men was longer than for women.

In future uses of this methodology, the study team recommends the expansion of sampling to cover the entire register as an aid in the analysis of duration. This would allow improved tracking of the development of long term "unemployment" through measurement of the interrupted duration of the stock for the total population of registered job seekers without work as well as for component groups of particular concern. The study team recommends measuring duration on a quarterly basis in order to track developments in long term "unemployment" on a fairly current
basis.

Table PR-11: Distribution of Registered Job Seekers Without Work, by Target Groups

Table PR-11 is designed to show the shares of key "socially vulnerable" groups in the overall population of registered job seekers without work. In Frunze, the socially vulnerable made up about 33 percent of the population in the sample for this study. In addition to operational applications, this type of information is useful when considering the co-ordination of labour market and social policies.

Management Information Sub-section

Table PR-12: Speed of Service to Clients; Days to First Job Referral

Table PR-13: Speed of Placement

Table PR-14: Days on Active Files (Distribution of outflows by days on register)

These tables provide an insight into the speed of service and the success of an employment centre in placing clients. As with the other management information tables discussed above, these tables are provided for illustrative purposes only. However, taken together with other indicators, they can provide useful information on the services provided. In order to more fully assess the situation, for example, the user would need to have information on the quality of the placements made. In Sweden, for instance, the number of RE-registrations within 90 days of placement is one measure used to provide an indication of the success of placements. This constitutes one element of a system that provides incentives for quality as well as speed and efficiency.

Care needs to be taken when making inter-office comparisons. One technique for making comparisons is the use of panel data. Only employment centres facing similar labor market conditions are included in the panel. The use of such a technique can help to some extent to control for external factors that might influence the indicators, besides the actual quality of the employment centre operations. The goal is to isolate and compare the performance of offices in order to identify problems and successes and draw lessons from both for use in improved operations in the future.

Despite these limitations, some useful information can be derived from the existing data sources. For example, based on table PR-12, it appears that in Lubertsy the local employment centre generally reacts quickly to a registration, as measured by days to first referral (bearing in mind that the data for our sample cover only completed spells and may not be an accurate reflection of service provided to the overall job seeker population). Of the employee-clients who got at least one referral, over 60 percent received it on the same day they registered at the Lubertsy employment centre, and an additional 11 percent got it within the following three weeks. Only one out of four clients had to wait longer than three weeks before receiving a first referral. On average, the employee-client had to wait around 15 days before he/she got a job referral.

High speed of referral is not necessarily reflected in the speed of placement, which depends on the quality of the referral, the actual needs of employers (as opposed to what is initially requested in the job orders) and other factors. Thus, placements tend to take place relatively more slowly (see Table PR-13). In Frunze, of those in the sample who were placed, more than two thirds had to wait 28 days or longer before placement; in Lubertsy, over half of those placed had to wait 28 days or longer. Here again, it is important to note that the placement speed is influenced not only by the efficiency of the employment centre but also by prevailing labour market conditions and other factors external to the RECs.
Table PR-14 provides another partial indication of the speed of the local employment centre service. It shows the distribution of employee-clients by the number of days they were on active files (days on registers) before they were placed or their applications were cancelled because of other reasons (such as "did not report," refused services," "not interested," or "got old job back"). It was estimated that the average number of days on the register for those clients who were either placed or whose applications were cancelled was 92 days for Lubertsy (using 1992 registrations only) and 95 days for Frunze.

As mentioned above, in the absence of follow-up surveys, it is generally extremely difficult for public employment services to precisely specify the underlying reasons for exits from the register. In many instances, people find jobs without notifying the PES or become discouraged and leave the labour force. This may be the case in Lubertsy as well. There, the reason - "did not report" - dominates among those who leave the registers without job placement.

Although the averages of days on active files for both employment centres are not dramatically different, the ranges, showing the maximum and the minimum numbers of days the unemployed persons stay on active registers, are quite different for both employment centres. Days on active files range from 0 to 288 days for Lubertsy and 0 to 314 days for Frunze. As for other speed of service measures mentioned above, the length of stay is influenced by the general labour market conditions and other external factors. It is also important to note that days on files vary significantly with client characteristics, such as gender, age, education, occupation and so on.

In summary, the illustrative management information system built into the Quarterly and Profile Tables includes the following indicators developed by using data from job seeker registration cards (Attachment 7 provides a more thorough discussion of this issue):

(a) Number of placements;
(b) Percentage of applicants placed;
(c) Ratio of applicants placed to total outflows from the register;
(d) Speed of service to employee-clients:
   * Days to first job referral,
   * Days to placement;
(f) Employee-client’s length of stay on the active registration file.

Depending on the priorities and goals laid out by the Russian Employment Service, these indicators could be used in conjunction with tables showing the characteristics of the registered job seekers as a means of monitoring the targeting and delivery of services by the RECs.
PART V. CONCLUSIONS

The Russian Employment Service has made rapid progress in establishing a national network for collection of administrative data on unemployment stocks and flows in the Russian labour market. With a relatively modest additional investment, the quality and reliability of the data produced through this system can be improved and the information generated through analysis rendered more usable and accessible for users.

The process of further developing the Russian Employment Service administrative statistical system will be of great importance for labour market monitoring in Russia as well as for the provision of management information. Given the relative newness of the administrative statistical system and the decentralised nature of the Russian Employment Service as a whole, it may be best to focus first on reinforcing the basic data collection and analytical operations. This will require a re-examination of the priorities and goals of the Russian Employment Service and the definition of a set of corresponding core variables that will be tracked in any event.

Drawing on this initial review, the Russian Employment Service can begin the process of designing and implementing an enhanced statistical system. A very important first step in this enhancement process will be the development of a standardized national job seeker registration card and instructions for its use, followed by the training of staff in its proper use. The initial review may also suggest possible improvements that could be made in the existing monthly or quarterly reports. The development of carefully thought out performance measures should also be an integral part of the on-going enhancement process. The establishment of a periodic public information report providing more complete data and analysis concerning unemployment dynamics would be a useful next step as well.

The enhancement of the administrative data on job seekers will benefit policy makers and Russian Employment Service managers. Among other applications, these data can help users to:

1. Indicate the characteristics of registered job seekers who have greater than average difficulty in being placed and the duration of spells on the register; An analysis of these items may suggest policy or programme measures to address particular placement problems (e.g., improved access to specially-tailored training courses for certain groups);

2. Evaluate operations or programmes in terms of the success in placing registered job seekers or programme participants; The development of performance measures will provide a useful tool in helping to ensure the best use of scarce programme resources;

3. Provide information on workloads for use in planning and organising operations of the employment centres (e.g., information on the level of demand for special services by the socially vulnerable or on the productivity of offices);

4. Better co-ordinate policies (e.g, the co-ordination of labour market and social policy in relation to those registered job seekers without work who have exhausted their unemployment benefit entitlements);

The proposal contained in this report has focused on the improved analysis of existing data sources and the introduction of a sampling methodology for detailed assessment of the stocks, flows and durations. It targets the issue of unemployment from the job seeker perspective. Future expansion of the system will need to include improved measurement and analysis of service provided to the other principle clientele of the RECs, the employers. This might include measures
of the speed and quality of service in filling vacancies. Such an enhancement would provide a more complete picture of progress made by the Russian Employment Service in advancing toward the objective of facilitating the job matching process. In addition, progress toward the delivery of services for social protection and human resource development can and should be targeted for improve measurement and analysis in future system enhancements. Information generated in all of these areas is useful in meeting the fourth objective, i.e., the provision of labour market information.
TABLES AND CHARTS
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<td>M-2</td>
<td>Inflows of Registered Job Seekers Without Work</td>
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<td>M-3</td>
<td>Outflows of Registered Job Seekers Without Work</td>
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<td>M-4</td>
<td>&quot;Unemployment&quot; Rates</td>
</tr>
</tbody>
</table>

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<th>Title</th>
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</thead>
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</tr>
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<td>MC-2</td>
<td>Job Seeker Situation in Lubertsy District</td>
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<td>MC-3</td>
<td>Job Seeker Situation in Russia</td>
</tr>
</tbody>
</table>

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<tr>
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</tr>
</thead>
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<td>Stock of Registered Job Seekers Without Work (Quarterly)</td>
</tr>
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</tr>
<tr>
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<tr>
<td>Q-5</td>
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</tr>
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Quarterly Tables - Management Information Subsection

Q-10 Placements by Employment Service from Stock of Registered Job Seekers Without Work, Frunze and Russia

3. Profile Report Tables

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<tr>
<th>Table Number</th>
<th>Title</th>
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</thead>
<tbody>
<tr>
<td>PR-1(a)</td>
<td>Distribution of Registered Job Seekers Without Work, by Age Group and by Gender, Frunze</td>
</tr>
<tr>
<td>PR-1(b)</td>
<td>Distribution of Registered Job Seekers Without Work, by Age Group and Gender, Frunze</td>
</tr>
<tr>
<td>PR-2</td>
<td>Distribution of Registered Job Seekers Without Work, by Age Group and by Gender, Lubertsy</td>
</tr>
<tr>
<td>PR-3</td>
<td>Distribution of Registered Job Seekers Without Work, by Education and by Gender, Frunze</td>
</tr>
<tr>
<td>PR-4</td>
<td>Distribution of Registered Job Seekers Without Work, by Education and by Gender, Lubertsy</td>
</tr>
<tr>
<td>PR-5</td>
<td>Distribution of Registered Job Seekers Without Work, by Reasons for Job Separation and by Gender, Frunze</td>
</tr>
<tr>
<td>PR-6</td>
<td>Distribution of Registered Job Seekers Without Work, by Reasons for Job Separation and by Gender, Lubertsy</td>
</tr>
<tr>
<td>PR-7</td>
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</tr>
</tbody>
</table>
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PR-10 Completed Duration of Spells on Register, for Outflows by Quarter and by Gender (for illustrative purposes only), Lubertsy

PR-11 Distribution of "Socially Vulnerable", by Selected Target Groups, Frunze

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PR-12 Speed of Service to Employee-Clients: Days to First Job Referral, Lubertsy

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PR-14 Days on Active Files for Registered Job Seekers Without Work, Lubertsy and Frunze

Monthly Tables & Charts
Table M-1: Stock of Registered Job Seekers Without Work, January 31, 1993

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Absolute (Number of Persons)</td>
<td>In Percent</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Absolute (Number of Persons)</td>
<td>In Percent</td>
</tr>
<tr>
<td>Lubertsy</td>
<td>1,150</td>
<td>-27</td>
<td>-2.3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>532</td>
<td>86.1</td>
</tr>
<tr>
<td>Frunze</td>
<td>3,729</td>
<td>266</td>
<td>7.7</td>
</tr>
<tr>
<td></td>
<td></td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td></td>
<td></td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td></td>
<td></td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td></td>
<td></td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>Regional or Russian Totals</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

n/a - Not available.

### Table M-2: Inflows of Registered Job Seekers Without Work, January 1993

<table>
<thead>
<tr>
<th>Employment Centre</th>
<th>Inflows During Month of January 1993 (Number of Persons)</th>
<th>Change Since December 1992</th>
<th>Change Since January 1992</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Absolute (Number of Persons)</td>
<td>In Percent</td>
</tr>
<tr>
<td>Lubertsy</td>
<td>153</td>
<td>-12</td>
<td>-7.3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>-127</td>
<td>-43.5</td>
</tr>
<tr>
<td>Frunze</td>
<td>749</td>
<td>44</td>
<td>6.2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>Regional or Russian Totals</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

n/a - Not available.

Table M-3: Outflows of Registered Job Seekers Without Work, January 1993

<table>
<thead>
<tr>
<th>Employment Centre</th>
<th>Outflows During Month of January 1993 (Number of Persons)</th>
<th>Change Since December 1992</th>
<th>Change Since January 1992</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Absolute (Number of Persons)</td>
<td>In Percent</td>
</tr>
<tr>
<td>Lubertsy</td>
<td>180</td>
<td>-423</td>
<td>-70.1</td>
</tr>
<tr>
<td>Frunze</td>
<td>503</td>
<td>-197</td>
<td>-28.1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regional or Russian Totals</td>
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</tbody>
</table>

n/a - Not available.

Table M-4: Estimated "Unemployment" Rate  
Russia, Lubertsy and Frunze Districts  
(In Percent)\(^1\)

<table>
<thead>
<tr>
<th>Month</th>
<th>Russia</th>
<th>Lubertsy District</th>
<th>Frunze District</th>
</tr>
</thead>
<tbody>
<tr>
<td>January 1992</td>
<td>0.7</td>
<td>0.3</td>
<td>n/a</td>
</tr>
<tr>
<td>February</td>
<td>0.8</td>
<td>0.5</td>
<td>n/a</td>
</tr>
<tr>
<td>March</td>
<td>0.8</td>
<td>0.5</td>
<td>n/a</td>
</tr>
<tr>
<td>April</td>
<td>1.0</td>
<td>0.7</td>
<td>0.7</td>
</tr>
<tr>
<td>May</td>
<td>1.0</td>
<td>0.7</td>
<td>0.9</td>
</tr>
<tr>
<td>June</td>
<td>1.1</td>
<td>0.7</td>
<td>1.2</td>
</tr>
<tr>
<td>July</td>
<td>1.2</td>
<td>0.6</td>
<td>1.3</td>
</tr>
<tr>
<td>August</td>
<td>1.2</td>
<td>0.6</td>
<td>1.3</td>
</tr>
<tr>
<td>September</td>
<td>1.3</td>
<td>0.8</td>
<td>1.4</td>
</tr>
<tr>
<td>October</td>
<td>1.4</td>
<td>0.8</td>
<td>1.6</td>
</tr>
<tr>
<td>November</td>
<td>1.4</td>
<td>0.8</td>
<td>1.7</td>
</tr>
<tr>
<td>December</td>
<td>1.4</td>
<td>0.6</td>
<td>1.7</td>
</tr>
<tr>
<td>January 1993</td>
<td>n/a</td>
<td>0.6</td>
<td>1.8</td>
</tr>
<tr>
<td><strong>AVERAGE</strong></td>
<td>1.1</td>
<td>0.6</td>
<td>1.3</td>
</tr>
</tbody>
</table>

\(^1\) - The ratio of end-period stock of registered job seekers without work to the estimated labour force in each area.

n/a - Not available.

Source: Russian Employment Service, Operational Statistics.
Data for Chart MC-1: Registered Job Seekers Without Work in Frunze District (number of persons)

<table>
<thead>
<tr>
<th>Month</th>
<th>Inflows</th>
<th>Outflows</th>
<th>Ending Stock</th>
</tr>
</thead>
<tbody>
<tr>
<td>January 1992</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>February</td>
<td></td>
<td>n/a</td>
<td></td>
</tr>
<tr>
<td>March</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>April</td>
<td>736</td>
<td>530</td>
<td>1,475</td>
</tr>
<tr>
<td>May</td>
<td>589</td>
<td>131</td>
<td>1,933</td>
</tr>
<tr>
<td>June</td>
<td>829</td>
<td>349</td>
<td>2,413</td>
</tr>
<tr>
<td>July</td>
<td>585</td>
<td>362</td>
<td>2,636</td>
</tr>
<tr>
<td>August</td>
<td>755</td>
<td>791</td>
<td>2,600</td>
</tr>
<tr>
<td>September</td>
<td>714</td>
<td>442</td>
<td>2,872</td>
</tr>
<tr>
<td>October</td>
<td>944</td>
<td>602</td>
<td>3,214</td>
</tr>
<tr>
<td>November</td>
<td>710</td>
<td>466</td>
<td>3,458</td>
</tr>
<tr>
<td>December</td>
<td>705</td>
<td>700</td>
<td>3,463</td>
</tr>
<tr>
<td>January 1993</td>
<td>749</td>
<td>503</td>
<td>3,729</td>
</tr>
</tbody>
</table>

Source: Russian Employment Service, Operational Statistics.
Chart MC-2
Registered job seekers without work in Lubertsy district
January 1992 to January 1993
(number of persons)

Inflows & Outflows

Jan  Feb  Mar  Apr  May  Jun  Jul  Aug  Sep  Oct  Nov  Dec  Jan

Inflows  Outflows  Stock (end)
### Data for Chart MC-2: Registered Job Seekers Without Work in Lubertsy District (number of persons)

<table>
<thead>
<tr>
<th>Month</th>
<th>Inflows</th>
<th>Outflows</th>
<th>Ending Stock</th>
</tr>
</thead>
<tbody>
<tr>
<td>January 1992</td>
<td>292</td>
<td>55</td>
<td>618</td>
</tr>
<tr>
<td>February</td>
<td>330</td>
<td>41</td>
<td>907</td>
</tr>
<tr>
<td>March</td>
<td>242</td>
<td>53</td>
<td>1,096</td>
</tr>
<tr>
<td>April</td>
<td>266</td>
<td>41</td>
<td>1,321</td>
</tr>
<tr>
<td>May</td>
<td>210</td>
<td>41</td>
<td>1,490</td>
</tr>
<tr>
<td>June</td>
<td>285</td>
<td>436</td>
<td>1,339</td>
</tr>
<tr>
<td>July</td>
<td>215</td>
<td>405</td>
<td>1,149</td>
</tr>
<tr>
<td>August</td>
<td>225</td>
<td>94</td>
<td>1,280</td>
</tr>
<tr>
<td>September</td>
<td>380</td>
<td>135</td>
<td>1,525</td>
</tr>
<tr>
<td>October</td>
<td>297</td>
<td>265</td>
<td>1,557</td>
</tr>
<tr>
<td>November</td>
<td>242</td>
<td>184</td>
<td>1,615</td>
</tr>
<tr>
<td>December</td>
<td>165</td>
<td>603</td>
<td>1,177</td>
</tr>
<tr>
<td>January 1993</td>
<td>153</td>
<td>180</td>
<td>1,150</td>
</tr>
</tbody>
</table>

Source: Russian Employment Service, Operational Statistics.
Chart MC-3
Registered job seekers without work in the Russian Federation, 1992
(number of persons)

Inflows & Outflows
Jan Feb Mar Apr May Jun Jul Aug Sep Oct Nov Dec

Stock

Inflows
Outflows
Stock (end)
Data for Chart MC-3: Registered Job Seekers Without Work in the Russian Federation (number of persons)

<table>
<thead>
<tr>
<th>Month</th>
<th>Inflows</th>
<th>Outflows</th>
<th>Ending Stock</th>
</tr>
</thead>
<tbody>
<tr>
<td>January 1992</td>
<td>166,078</td>
<td>150,169</td>
<td>484,553</td>
</tr>
<tr>
<td>February</td>
<td>182,871</td>
<td>114,448</td>
<td>552,956</td>
</tr>
<tr>
<td>March</td>
<td>201,747</td>
<td>137,957</td>
<td>616,746</td>
</tr>
<tr>
<td>April</td>
<td>212,050</td>
<td>132,460</td>
<td>696,336</td>
</tr>
<tr>
<td>May</td>
<td>159,620</td>
<td>113,575</td>
<td>742,381</td>
</tr>
<tr>
<td>June</td>
<td>179,698</td>
<td>142,743</td>
<td>779,336</td>
</tr>
<tr>
<td>July</td>
<td>179,675</td>
<td>116,350</td>
<td>842,661</td>
</tr>
<tr>
<td>August</td>
<td>179,695</td>
<td>118,216</td>
<td>904,140</td>
</tr>
<tr>
<td>September</td>
<td>203,820</td>
<td>170,772</td>
<td>937,188</td>
</tr>
<tr>
<td>October</td>
<td>209,206</td>
<td>148,124</td>
<td>998,270</td>
</tr>
<tr>
<td>November</td>
<td>193,561</td>
<td>161,774</td>
<td>1,030,057</td>
</tr>
<tr>
<td>December</td>
<td>191,878</td>
<td>221,693</td>
<td>1,000,242</td>
</tr>
<tr>
<td>January 1993</td>
<td></td>
<td>n/a</td>
<td></td>
</tr>
</tbody>
</table>

Source: Russian Employment Service, Operational Statistics.
Quarterly Tables
Table Q-1: 1992 Stock* of Registered Job Seekers Without Work, Quarterly Average
(Number of Persons)

<table>
<thead>
<tr>
<th>Employment Center</th>
<th>Quarter 1</th>
<th>Quarter 2</th>
<th>Quarter 3</th>
<th>Quarter 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lubertsy</td>
<td>874</td>
<td>1,383</td>
<td>1,318</td>
<td>1,450</td>
</tr>
<tr>
<td>Frunze</td>
<td>n/a</td>
<td>1,940</td>
<td>2,703</td>
<td>3,378</td>
</tr>
<tr>
<td>Russian Totals (or regional totals can be inserted here)</td>
<td>551,418</td>
<td>739,351</td>
<td>894,663</td>
<td>1,009,523</td>
</tr>
</tbody>
</table>

* Monthly average for the quarter.

n/a - Not available from monthly operational reports.

Table Q-2: 1992 Inflows* of Registered Job Seekers Without Work, By Quarter
(Number of Persons)

<table>
<thead>
<tr>
<th>Employment Centre</th>
<th>Quarter 1</th>
<th>Quarter 2</th>
<th>Quarter 3</th>
<th>Quarter 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lubertsy</td>
<td>864</td>
<td>761</td>
<td>820</td>
<td>704</td>
</tr>
<tr>
<td>Frunze</td>
<td>n/a</td>
<td>2,154</td>
<td>2,054</td>
<td>2,359</td>
</tr>
<tr>
<td>Russian Totals (or regional totals could be inserted here)</td>
<td>550,696</td>
<td>551,368</td>
<td>563,190</td>
<td>594,645</td>
</tr>
</tbody>
</table>

* Sums over quarter
n/a - Not available from monthly operational reports.

Table Q-3: 1992 Quarterly Outflows* of Registered Job Seekers Without Work
(Number of Persons)

<table>
<thead>
<tr>
<th>Employment Centre</th>
<th>Quarter 1</th>
<th>Quarter 2</th>
<th>Quarter 3</th>
<th>Quarter 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lubertsy</td>
<td>149</td>
<td>518</td>
<td>634</td>
<td>1,052</td>
</tr>
<tr>
<td>Frunze</td>
<td>n/a</td>
<td>1010</td>
<td>1595</td>
<td>1,768</td>
</tr>
<tr>
<td>Russian Totals</td>
<td>402,574</td>
<td>388,778</td>
<td>405,338</td>
<td>531,591</td>
</tr>
</tbody>
</table>

* Sums over quarter

n/a - Not available from the monthly operational reports.

### Table Q-4(a) -- Estimated Incidence of "Unemployment", Exit Probabilities and "Unemployment" Rates, By Quarter, 1992

**RUSSIA**

(Registered Data)

<table>
<thead>
<tr>
<th>QUARTER 1992</th>
<th>AVERAGE MONTHLY INCIDENCE OF UNEMPLOYMENT (%)</th>
<th>AVERAGE MONTHLY EXIT PROBABILITIES (%)</th>
<th>AVERAGE MONTHLY UNEMPLOYMENT RATES (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FIRST</td>
<td>0.2</td>
<td>26.8</td>
<td>0.8</td>
</tr>
<tr>
<td>SECOND</td>
<td>0.3</td>
<td>19.0</td>
<td>1.0</td>
</tr>
<tr>
<td>THIRD QUARTER</td>
<td>0.3</td>
<td>15.9</td>
<td>1.2</td>
</tr>
<tr>
<td>FOURTH</td>
<td>0.3</td>
<td>17.8</td>
<td>1.4</td>
</tr>
</tbody>
</table>

1 Calculated using registered job seekers without work as a proxy for the unemployed.

Table Q-4(b) -- Estimated Incidence of "Unemployment", Exit Probabilities and "Unemployment" Rates, By Quarter, 1992
FRUNZE DISTRICT\(^1\)

(Register Data)

<table>
<thead>
<tr>
<th>QUARTER 1992</th>
<th>AVERAGE MONTHLY INCIDENCE OF UNEMPLOYMENT (%)</th>
<th>AVERAGE MONTHLY EXIT PROBABILITIES (%)</th>
<th>AVERAGE MONTHLY UNEMPLOYMENT RATES (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FIRST</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>SECOND</td>
<td>0.4</td>
<td>22.9</td>
<td>0.9</td>
</tr>
<tr>
<td>THIRD QUARTER</td>
<td>0.3</td>
<td>20.7</td>
<td>1.3</td>
</tr>
<tr>
<td>FOURTH</td>
<td>0.4</td>
<td>18.6</td>
<td>1.6</td>
</tr>
</tbody>
</table>

\(^1\) Calculated using registered job seekers without work as a proxy for the unemployed.

Table Q-4(c) -- Estimated Incidence of "Unemployment", Exit Probabilities and "Unemployment" Rates, By Quarter, 1992
LUBERTSY DISTRICT

(Register Data)

<table>
<thead>
<tr>
<th>QUARTER 1992</th>
<th>AVERAGE MONTHLY INCIDENCE OF UNEMPLOYMENT (%)</th>
<th>AVERAGE MONTHLY EXIT PROBABILITIES (%)</th>
<th>AVERAGE MONTHLY UNEMPLOYMENT RATES (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FIRST</td>
<td>0.1</td>
<td>8.9</td>
<td>0.4</td>
</tr>
<tr>
<td>SECOND</td>
<td>0.1</td>
<td>12.0</td>
<td>0.7</td>
</tr>
<tr>
<td>THIRD</td>
<td>0.1</td>
<td>16.3</td>
<td>0.7</td>
</tr>
<tr>
<td>FOURTH</td>
<td>0.1</td>
<td>22.2</td>
<td>0.7</td>
</tr>
</tbody>
</table>

1 Calculated using registered job seekers without work as a proxy for the unemployed.

Table Q-5: 1992 Distribution of Newly Registered Job Seekers By Gender, Quarterly Inflows*

FRUNZE

<table>
<thead>
<tr>
<th>GENDER</th>
<th>Quarter 1</th>
<th>Quarter 2</th>
<th>Quarter 3</th>
<th>Quarter 4</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Abs #</td>
<td>%</td>
<td>Abs #</td>
<td>%</td>
</tr>
<tr>
<td>Female</td>
<td>n/a</td>
<td>n/a</td>
<td>n/a</td>
<td>1570</td>
</tr>
<tr>
<td>Male</td>
<td>n/a</td>
<td>n/a</td>
<td>n/a</td>
<td>811</td>
</tr>
<tr>
<td>Total</td>
<td>n/a</td>
<td>n/a</td>
<td>n/a</td>
<td>2381</td>
</tr>
</tbody>
</table>

* In the Frunze District, the number of registered job seekers was quite close to the number of registered job seekers without work. According to the 4th quarter operational statistical report, nearly 97 percent of the registered job seekers were without work. This is in contrast to St. Petersburg as a whole, where only 89 percent of the registered job seekers were without work.

n/a - Not available.

Source: Russian Employment Service, Quarterly Operational Statistics.
Table Q-6 Distribution of Placements of Registered Job Seekers
By Gender and By Previous Type of Job Held\(^1\)
Fourth Quarter, 1992,
FRUNZE DISTRICT

<table>
<thead>
<tr>
<th>PLACEMENT TYPE</th>
<th>GENDER</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>MALE</td>
<td>FEMALE</td>
<td>BOTH SEXES</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>ABSO. NUMBER</td>
<td>PER CENT</td>
<td>ABSO. NUMBER</td>
<td>PER CENT</td>
<td>ABSO. NUMBER</td>
<td>PER CENT</td>
</tr>
<tr>
<td>MANUAL</td>
<td>149</td>
<td>62</td>
<td>201</td>
<td>77</td>
<td>350</td>
<td>70</td>
</tr>
<tr>
<td>NON-MANUAL</td>
<td>92</td>
<td>38</td>
<td>60</td>
<td>23</td>
<td>152</td>
<td>30</td>
</tr>
<tr>
<td>TOTAL</td>
<td>241</td>
<td>100</td>
<td>261</td>
<td>100</td>
<td>502</td>
<td>100</td>
</tr>
</tbody>
</table>

\(^1\) Includes only those registered job seekers who had worked or were working at the time of registration.

Source: Russian Employment Service, Quarterly Operational Statistics.
Table Q-7: Distribution of Placements of Registered Job Seekers
By Sector, Fourth Quarter, 1992
FRUNZE

<table>
<thead>
<tr>
<th>Sector</th>
<th>Number of Placements</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Absolute Number</td>
<td>Percentage</td>
<td></td>
</tr>
<tr>
<td>State</td>
<td>218</td>
<td>36</td>
<td></td>
</tr>
<tr>
<td>Collective</td>
<td>354</td>
<td>58</td>
<td></td>
</tr>
<tr>
<td>Individual</td>
<td>36</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>608</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: Russian Employment Service, Quarterly Operational Statistics.
Table Q-8: Distribution of Placements of Registered Job Seekers
By Branch, Fourth Quarter, 1992
FRUNZE

<table>
<thead>
<tr>
<th>Economic Branch</th>
<th>Job Placement</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Absolute Number</td>
<td>Percentage</td>
</tr>
<tr>
<td>Industry</td>
<td>71</td>
<td>12</td>
</tr>
<tr>
<td>Agriculture</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Transport &amp; Communication</td>
<td>35</td>
<td>6</td>
</tr>
<tr>
<td>Construction</td>
<td>23</td>
<td>4</td>
</tr>
<tr>
<td>Trade &amp; Public Catering</td>
<td>40</td>
<td>7</td>
</tr>
<tr>
<td>Housing &amp; Commercial Services</td>
<td>8</td>
<td>1</td>
</tr>
<tr>
<td>Consumer Services</td>
<td>22</td>
<td>4</td>
</tr>
<tr>
<td>Other Branches</td>
<td>409</td>
<td>67</td>
</tr>
<tr>
<td>Total</td>
<td>608</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Russian Employment Service, Quarterly Operational Statistics.
Table Q-9: Stock of Vacancies By Type of Job and Sector, 1992
FRUNZE

<table>
<thead>
<tr>
<th>Sector</th>
<th>Third Quarter 1992 (Number of Vacancies)</th>
<th>Fourth Quarter 1992 (Number of Vacancies)</th>
</tr>
</thead>
<tbody>
<tr>
<td>State</td>
<td>480</td>
<td>422</td>
</tr>
<tr>
<td>Collective</td>
<td>220</td>
<td>217</td>
</tr>
<tr>
<td>Individual</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>700</td>
<td>639</td>
</tr>
</tbody>
</table>

Source: Russian Employment Service, Quarterly Operational Statistics.
Table Q-10: Placements By Employment Service
From Stock of Registered Job Seekers Without Work
Frunze and Russia, 1992

<table>
<thead>
<tr>
<th>Month 1992</th>
<th>Frunze District</th>
<th>Russia</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of Placements (Persons)</td>
<td>Ratio of Placements to Total Outflows (%)</td>
</tr>
<tr>
<td>January</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>February</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>March</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>April</td>
<td>157</td>
<td>n/a</td>
</tr>
<tr>
<td>May</td>
<td>131</td>
<td>n/a</td>
</tr>
<tr>
<td>June</td>
<td>139</td>
<td>n/a</td>
</tr>
<tr>
<td>July</td>
<td>162</td>
<td>n/a</td>
</tr>
<tr>
<td>August</td>
<td>91</td>
<td>n/a</td>
</tr>
<tr>
<td>September</td>
<td>277</td>
<td>62.7</td>
</tr>
<tr>
<td>October</td>
<td>251</td>
<td>41.7</td>
</tr>
<tr>
<td>November</td>
<td>155</td>
<td>33.3</td>
</tr>
<tr>
<td>December</td>
<td>202</td>
<td>29.7</td>
</tr>
</tbody>
</table>

PROFILE TABLES
Table PR-1(a): Percentage Distribution of Registered Job Seekers Without Work, By Age Group and By Gender, 1992
FRUNZE

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>FEMALE</th>
<th>MALE</th>
</tr>
</thead>
<tbody>
<tr>
<td>24 or less</td>
<td>15</td>
<td>14</td>
</tr>
<tr>
<td>25 - 34</td>
<td>28</td>
<td>16</td>
</tr>
<tr>
<td>35 - 44</td>
<td>33</td>
<td>27</td>
</tr>
<tr>
<td>45 - 54</td>
<td>21</td>
<td>27</td>
</tr>
<tr>
<td>55 or over</td>
<td>3</td>
<td>16</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table PR-1(b): Percentage Distribution of Total Population of Registered Job Seekers Without Work, By Age Group and Gender, 1992
FRUNZE

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>GENDER</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>FEMALE</td>
<td>MALE</td>
<td></td>
</tr>
<tr>
<td>24 or less</td>
<td>10</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>25 - 34</td>
<td>18</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>35 - 44</td>
<td>22</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td>45 - 54</td>
<td>14</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td>55 or over</td>
<td>2</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>=&gt;</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Table PR-2: Percentage Distribution of Registered Job Seekers Without Work, By Age Group and By Gender, 1992

LUBERTSY

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>FEMALE</th>
<th>MALE</th>
</tr>
</thead>
<tbody>
<tr>
<td>24 or less</td>
<td>20</td>
<td>15</td>
</tr>
<tr>
<td>25 - 34</td>
<td>23</td>
<td>23</td>
</tr>
<tr>
<td>35 - 44</td>
<td>27</td>
<td>26</td>
</tr>
<tr>
<td>45 - 54</td>
<td>17</td>
<td>21</td>
</tr>
<tr>
<td>55 or over</td>
<td>13</td>
<td>15</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Questionnaire drawing on individual job seeker registration cards and associated records for spells occurring wholly in 1992.
**Table PR-3: Percentage Distribution of Registered Job Seekers Without Work**  
*By Education and By Gender, 1992*  
**FRUNZE**

<table>
<thead>
<tr>
<th>EDUCATIONAL GROUP</th>
<th>GENDER</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>FEMALE</td>
<td>MALE</td>
</tr>
<tr>
<td>University - Completed and Unfinished</td>
<td>35</td>
<td>36</td>
</tr>
<tr>
<td>General, Technical and Special</td>
<td>29</td>
<td>16</td>
</tr>
<tr>
<td>General or Technical High School</td>
<td>32</td>
<td>33</td>
</tr>
<tr>
<td>Unfinished General or Technical High School</td>
<td>4</td>
<td>15</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table PR-4: Percentage Distribution of Registered Job Seekers Without Work  
By Education and By Gender, 1992  
LUBERTSY

<table>
<thead>
<tr>
<th>EDUCATIONAL GROUP</th>
<th>GENDER</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>FEMALE</td>
<td>MALE</td>
<td></td>
</tr>
<tr>
<td>University - Completed and Unfinished</td>
<td>29</td>
<td>30</td>
<td></td>
</tr>
<tr>
<td>General, Technical and Special</td>
<td>18</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td>General or Technical High School</td>
<td>43</td>
<td>33</td>
<td></td>
</tr>
<tr>
<td>Unfinished General or Technical High School</td>
<td>10</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: Questionnaire drawing on individual job seeker registration cards and associated records for spells occurring wholly in 1992.
Table PR-5: Percentage Distribution of Registered Job Seekers Without Work, By Reasons for Job Separation and By Gender, 1992
FRUNZE

<table>
<thead>
<tr>
<th>REASONS</th>
<th>FEMALE</th>
<th>MALE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Laid Off</td>
<td>55</td>
<td>35</td>
</tr>
<tr>
<td>Quit</td>
<td>32</td>
<td>47</td>
</tr>
<tr>
<td>Other</td>
<td>13</td>
<td>18</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table PR-6: Percentage Distribution of Registered Job Seekers Without Work, By Reasons for Job Separation and By Gender, 1992
LUBERTSY

<table>
<thead>
<tr>
<th>REASONS</th>
<th>FEMALE</th>
<th>MALE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Laid Off</td>
<td>51</td>
<td>57</td>
</tr>
<tr>
<td>Quit</td>
<td>40</td>
<td>35</td>
</tr>
<tr>
<td>Other</td>
<td>9</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Questionnaire drawing on individual job seeker registration cards and associated records for spells occurring wholly in 1992.
Table PR-7: Percentage Distribution of Registered Job Seekers Without Work By Years of Previous Work Experience, 1992
FRUNZE

<table>
<thead>
<tr>
<th>Years Worked</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 - 5</td>
<td>9</td>
<td>8</td>
</tr>
<tr>
<td>6 - 10</td>
<td>8</td>
<td>13</td>
</tr>
<tr>
<td>11 - 15</td>
<td>10</td>
<td>18</td>
</tr>
<tr>
<td>16 - 20</td>
<td>15</td>
<td>18</td>
</tr>
<tr>
<td>21 - 25</td>
<td>14</td>
<td>19</td>
</tr>
<tr>
<td>26 - 30</td>
<td>19</td>
<td>10</td>
</tr>
<tr>
<td>over 30</td>
<td>25</td>
<td>14</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

### Table PR-8: Distribution by Industry of Registered Job Seekers Without Work, 1992

LUBERTSY

<table>
<thead>
<tr>
<th>Industry</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Factory Workers</td>
<td>32</td>
</tr>
<tr>
<td>2. Public Service</td>
<td>11</td>
</tr>
<tr>
<td>3. Construction</td>
<td>8</td>
</tr>
<tr>
<td>4. Technical Institutes and Centres</td>
<td>10</td>
</tr>
<tr>
<td>5. Service Industry(^1)</td>
<td>10</td>
</tr>
<tr>
<td>6. Transportation</td>
<td>7</td>
</tr>
<tr>
<td>7. Retail and Wholesale</td>
<td>6</td>
</tr>
<tr>
<td>8. Others(^2)</td>
<td>16</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

\(^1\) Includes auto repair shops, day care centres, retirement homes, delivery companies, etc.

\(^2\) Includes food processing, agricultural co-operatives, pharmacy and medical, textile industry, agricultural collective farms, communication, chemical industry, printing and publishing, etc.

Source: Questionnaire drawing on individual job seeker registration cards and associated records, for spells occurring wholly in 1992.
Table PR-9: Distribution of Registered Job Seekers Without Work by Broad Occupational Group, 1992
LUBERTSY

<table>
<thead>
<tr>
<th>Occupational Group</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Blue-collar Occupation(^1)</td>
<td>54</td>
</tr>
<tr>
<td>White-collar Occupation(^2)</td>
<td>37</td>
</tr>
<tr>
<td>White-collar Service Occupation(^3)</td>
<td>9</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
</tr>
</tbody>
</table>

\(^1\) Includes loaders, dispatchers, mail carriers, security guards, unskilled workers, etc.

\(^2\) Includes engineers, teachers, photographers and technical skilled workers.

\(^3\) Includes accountants, cashiers, book-keepers, sales clerks, inventory clerks, buying agents, business managers, etc.

Source: Questionnaire drawing on individual job seeker registration cards and associated records, for spells occurring wholly in 1992.
Table PR-10: Completed Duration of Spells on the Register, for Outflows by Quarter and By Gender, 1992

<table>
<thead>
<tr>
<th>1992</th>
<th>Average Duration in Days¹</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Females²</td>
</tr>
<tr>
<td>First Quarter</td>
<td>17</td>
</tr>
<tr>
<td>Second Quarter</td>
<td>86</td>
</tr>
<tr>
<td>Third Quarter</td>
<td>80</td>
</tr>
<tr>
<td>Fourth Quarter</td>
<td>96</td>
</tr>
</tbody>
</table>

¹ Difference between the registration date and the closing date of job seeker registration cards.

² This column is derived from a sample of 354 records.

³ This column is derived from a sample of 451 records.

Source: Questionnaire drawing on individual job seeker registration cards and associated records for spells occurring wholly in 1992.
Table PR-11: Distribution of Registered Job Seekers Without Work by Target Group and by District Office, 1992\(^1\)

**FRUNZE**

<table>
<thead>
<tr>
<th>District Office</th>
<th>Youth</th>
<th>Parent With Minor or Disabled Children</th>
<th>Pre-Pension Age</th>
<th>Long Term Unemployed</th>
<th>Disability of the Third Degree</th>
<th>Other Target Groups</th>
<th>No Vulnerability</th>
<th>Total %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frunze</td>
<td>7</td>
<td>13</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>8</td>
<td>66</td>
<td>100</td>
</tr>
</tbody>
</table>


\(^1\) Shares of the total population of registered job seekers without work.
<table>
<thead>
<tr>
<th>CALENDAR DAY</th>
<th>Percentage Distribution of Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Same day</td>
<td>63</td>
</tr>
<tr>
<td>1 - 6 days</td>
<td>5</td>
</tr>
<tr>
<td>7 - 13 days</td>
<td>3</td>
</tr>
<tr>
<td>14 - 20 days</td>
<td>3</td>
</tr>
<tr>
<td>21 - 27 days</td>
<td>3</td>
</tr>
<tr>
<td>28 days and over</td>
<td>23</td>
</tr>
<tr>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: Questionnaire drawing on individual job seeker registration cards and associated records for spells occurring wholly in 1992.
Table Pr-13: Percent Distribution for Speed of Placement
Lubertsy and Frunze Local Employment Centres, 1992

<table>
<thead>
<tr>
<th>Days to Placement (Calendar Days)</th>
<th>Lubertsy (Percent Distribution of Persons)</th>
<th>Frunze (Percent Distribution of Persons)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Same day (0 day)</td>
<td>0.4</td>
<td>0.6</td>
</tr>
<tr>
<td>1 - 6 days</td>
<td>14.6</td>
<td>8.7</td>
</tr>
<tr>
<td>7 - 13 days</td>
<td>20.3</td>
<td>12.4</td>
</tr>
<tr>
<td>14 - 20 days</td>
<td>9.3</td>
<td>7.5</td>
</tr>
<tr>
<td>21 - 27 days</td>
<td>5.0</td>
<td>4.3</td>
</tr>
<tr>
<td>28 days and over</td>
<td>50.5</td>
<td>66.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: For Frunze, a sample of the individual job seeker registration cards. For Lubertsy, a questionnaire drawing on individual job seeker registration cards and associated records for spells occurring wholly in 1992.
Table Pr-14: Days on Active Files For Registered Job Seekers in the Lubertsy and Frunze Districts, 1992

<table>
<thead>
<tr>
<th>Calendar Days</th>
<th>Lubertsy</th>
<th>Frunze</th>
</tr>
</thead>
<tbody>
<tr>
<td>Same day (0 day)</td>
<td>0.1</td>
<td>0.6</td>
</tr>
<tr>
<td>1 - 6 days</td>
<td>4.8</td>
<td>7.3</td>
</tr>
<tr>
<td>7 - 13 days</td>
<td>7.6</td>
<td>11.7</td>
</tr>
<tr>
<td>14 - 20 days</td>
<td>3.7</td>
<td>7.3</td>
</tr>
<tr>
<td>21 - 27 days</td>
<td>1.8</td>
<td>4.5</td>
</tr>
<tr>
<td>28 - 56 days</td>
<td>5.4</td>
<td>11.2</td>
</tr>
<tr>
<td>57 - 112 days</td>
<td>52.1</td>
<td>22.3</td>
</tr>
<tr>
<td>113 - 200 days</td>
<td>21.3</td>
<td>23.5</td>
</tr>
<tr>
<td>201 and over</td>
<td>3.2</td>
<td>11.7</td>
</tr>
<tr>
<td><strong>100%</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>100%</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1 For records opened and closed in 1992.

Source: For Frunze, a sample of the individual job seeker registration cards. For Lubertsy, a questionnaire drawing on individual job seeker registration cards and associated records for spells occurring wholly in 1992.
Sample FES Monthly Press Release
The number of people registered by the Russian Employment Service as "out of employment" by September 1, 1993 was 978.8 thousand. Out of them 713.9 thousand people have been recognized as unemployed. Out of them again, 456.3 thousand have been receiving unemployment benefits.

PEOPLE "OUT OF EMPLOYMENT" AND UNEMPLOYED IN 1993
(thousands)
In January - August 1993 Employment Service placed to jobs 545.7 thousand people, that is 1.3 times higher than during the same period of 1992. In August 63.9 thousand were placed to jobs.

The number of vacancies which Employment Service had on its register by August 1, was 510.5 thousand; this number grew during the 1993 by 1.7 times. Out of these vacancies 459.4 thousand (90.0%) were for blue collar workers.

In August 1993 16.3 thousand people have completed their vocational training according to Employment Service referrals; 10.9 thousand more are being trained presently.

Over 18 thousand people participated in said public works in August 1992. This
5.9 thousand unemployed have been granted early retirement pensions in August 1993.

In the first 7 months of 1993 13.5 billion Rubles have been spent on unemployment benefits out of the RF State Employment Fund.

TRENDS IN NUMBERS OF VACANCIES AND THE UNEMPLOYED IN 1993 (Thousands)

[Bar chart showing trends in vacancies and unemployed from January to September 1993]
ATTACHMENTS
Key Advantages and Disadvantages of Labour Force Surveys

Labour force surveys (LFS) are household surveys that provide a view of employment, unemployment, and the non-labour force population at a point in time. These stocks are comprehensive. Although the LFS is the preferred tool for monitoring unemployment developments in most OECD countries, it has both advantages and disadvantages. These are listed below.

Principal Advantages

- The LFS definition of unemployment used can be conformed to international definitions and standards (e.g., it is not necessary to be registered as unemployed with an employment service to be counted as unemployed).

- The LFS is based on a representative sample and therefore captures information on the whole population of the unemployed, including those who are not seeking the placement assistance of the employment service.

- The LFS can be designed to capture information on underutilisation of labour; that is, those who are working part time involuntarily due to labour market conditions, even though they seek full time employment.

- The LFS provides a high degree of comparability of measures over time.

- The LFS can be designed to provide a wealth of background information such as household income and labour market status of other family members.

- The LFS can be carried out independently, without having to adapt it to the existing statistical systems or to wait for wider statistical reforms to be fully implemented.

Principal Disadvantages

- The LFS is a sample survey, and therefore is a relatively poor tool for obtaining regional/local area data, as sampling error increases when the sample is disaggregated.

- A LFS is relatively expensive to develop and implement.

- For reasons of cost and effort, the LFS is generally carried out not more than once a quarter (although there are some exceptions such as the United States). For this reason, the data are not as timely as administrative sources.

- In order to capture reliable flow data, the LFS must be carried out at rather narrowly spaced intervals.

- Turnover in the LFS sample, makes the extraction of longitudinal data more difficult.
ST. PETERSBURG UNEMPLOYMENT REGISTRATION CARD

Passport Series ........ Number ........

1. NAME, SURNAME, PATRONYMIC .................................................................

REGISTRATION DATE ..........................................................................................

2. SEX (M/F) ......................... DATE OF BIRTH ..............................................

3. AGE (in full years)................................. CODE

MARITAL STATUS ..................... No. OF DEPENDENTS..........................

AGE OF DEPENDENTS (full years) .........................................................

ADDRESS ........................................................................................................
............................................................................................................................

TEL No. ..............................................................................................................

YEARS WORKED (Seniority) .......... WEEKS WORKED DURING LAST YEAR ........

4. CATEGORY OF VULNERABLE ......................................................... CODE

5. EDUCATION: (1) University, finished
(2) General technical special
(3) General high school, technical high school
(4) Unfinished general, technical high school

6. REASONS FOR LAY OFF/LACK OF EMPLOYMENT:

(1) Cuts, liquidation
(1.1) Including conversion
(2) Own request
(3) Breach of labour discipline
(4) Dismissed from Military service
(5) Graduated from College, technical high school
(6) Graduated from school
(7) School drop-out
(8) Released from prison
(9) Disability
(10) Other

INFO ON LAST OCCUPATION:

MAIN PROFESSION ...................... POSITION ............................................

ENTERPRISE ........................................................................................................
DATE OF LAY OFF ..................................................................................................................
DATE OF END OF 3-MONTH PERIOD AFTER LAY OFF ..............................................
AVERAGE MONTHLY SALARY DURING LAST YEAR ................ Roubles ........... Kopeks
OTHER PROFESSIONS (Positions) ....................................................................................
SPECIALITY ACCORDING TO EDUCATION ........................................................

.......................................................... ..........................................................
CLIENT’S SIGNATURE

7. NOTES OF INTERMEDIATE RESULTS

1. BENEFITS ALLOTED FROM .......................... TO ..............................................
PROTOCOL No. ..................................................................................................................

2. SENT FOR TRAINING IN FOLLOWING PROFESSION ..............................
TO EDUCATIONAL ESTABLISHMENT .......... FROM ........ TO ...........
PROTOCOL No. ........................................................................................................

3. FINANCIAL ASSISTANCE ALLOTED ...................................... Roubles
PROTOCOL No. ........................................................................................................

4. SENT TO PUBLIC WORKS IN ............................................................................
SPECIALITY (during public works) .................................................................
FROM ........................................... TO ..............................................
PROTOCOL No. ........................................................................................................
OTHER REMARKS ..........................................................................................
...........................................................................................................................
.......................................................................................................................................
8. FINAL RESULT OF WORK WITH CLIENT

1. PENSION GRANTED AS OF (date) ...................... PROPOSAL No. ......................
   OF......................................................... PROTOCOL No. ..............................

2. EMPLOYED (date) .............................. ORDER No ..............................
   ENTERPRISE ................................................. ECONOMIC SECTOR (9) .................
   INDUSTRY (10) ............................................. CODE
   PROFESSION/POST .................................................................
   HOW MANY DAYS SEEKING WORK ..................................................
   LENGTH OF TIME SEEKING WORK (11) .......................... CODE

3. TAKEN OFF REGISTRATION (Date)..............................................

12. LENGTH OF TIME AS UNEMPLOYED JOB SEEKER

   (1) Under 1 month
   (2) From 1 to 3 months
   (3) 3 - 6 months
   (4) 6 months - 1 year
   (5) Over 1 year
13. UNDERWENT PROFESSIONAL TRAINING

(1) Trained for the first time
(2) Retrained
(3) Obtained a second profession
(4) Received additional training

TAKEN OFF REGISTRATION (Date) ..............................................................

..........................................................................................................
SIGNATURE OF RESPONSIBLE OFFICIAL
GLOSSARY

TABLE OF CODES FOR THE UNEMPLOYMENT REGISTRATION CARD

1. PLACE OF RESIDENCE (Localities 1 - 26)

3. AGE (years)

   (1) Under 18
   (2) 18 - 22
   (3) 40 - 44 Approaching early retirement for women
   (4) 45 - 49 Approaching early retirement for men
   (5) 50 - 54 Pre-retirement for women, pre-early retirement for men
   (6) 55 - 59 Pre-retirement for men

4. VULNARABLE CATEGORIES

   (1) Youth
   (2) Parents with under-age children
   (3) One parent, under-age children
   (4) Parents with many children
   (5) Women with pre-school children
   (6) Women with disabled children
   (7) Pre-pension persons
   (8) Persons who have been out of work for a long time
   (9) Persons with restricted capacity for work
   (10) Refugees
   (11) Displaced persons
   (12) Afghan military
   (13) Others

7. INTERMEDIATE RESULTS

   (1) Benefits alloted
   (2) Sent for retraining
   (3) Financial assistance alloted
   (4) Sent to public works

8. FINAL RESULTS

   (1) Pension alloted
   (2) Employed
   (3) Taken off the registry

9. PROPERTY SECTORS

   (1) State
   (2) Collective
   (3) Individual
   (4) Public
10. SECTORS OF ECONOMY

(1) Industry
(2) Agriculture
(3) Transportation & communications
(4) Construction
(5) Commerce and Restaurants
(6) Utilities
(7) Services
(8) Other

11. PERIOD TO PLACEMENT

(1) Under 10 days
(2) 11 - 19 days
(3) 20 - 30 days
(4) 31 - 90 days
(5) Over 90 days
Информация об обучающемся

**Карточка учета безработного**

**Ф. И. О.**

**Дата рождения**

**Пол**

**Семейное положение**

**Количество детей**

**Индекс, адрес, дом, телефон**

**Трудовая стаж:**

**Степень образования**

**Стаж работы**

**Причины увольнения:**

**7. Отметка об промежуточных результатах**

**Назначено пособие в размере**

**Приложения к протоколу**

**Назначена материальная помощь в размере**

**Приложения к протоколу**

**Прочие отметки**

**Подпись ответ. лица:**

---

**St. Petersburg 1992**

**Passport number**

**Сер. №**

---

**1. Семья**

**2. Пол**

**3. Семейное положение**

**4. Дети**

**5. Семейное положение**

**6. Семейное положение**

**7. Семья**

**8. Семья**

**9. Семья**

**10. Семья**

---

**Ф. И. О.**

**Дата рождения**

**Пол**

**Семейное положение**

**Количество детей**

**Индекс, адрес, дом, телефон**

**Трудовая стаж:**

**Степень образования**

**Стаж работы**

**Причины увольнения:**

**7. Отметка об промежуточных результатах**

**Назначено пособие в размере**

**Приложения к протоколу**

**Назначена материальная помощь в размере**

**Приложения к протоколу**

**Приложения к протоколу**

---

**Сер. №**

---
8. Окончательный результат работы с клиентом

1. Оборудование № (рабочее №)

2. Трудоустройство

     Подпись №, дата и
     код

2. Трудоустройство

3. Дата начала учета

12. Поправки о неработающих безработных трудоустроенных

<table>
<thead>
<tr>
<th>№</th>
<th>до 1 месяца</th>
<th>от 1 до 3 месяцев</th>
<th>от 3 до 6 месяцев</th>
<th>от 6 месяцев до 1 года</th>
<th>более 1 года</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Дата окончания учета __________

Подпись ответственного лица __________
MOSCOW OBLAST: PERSONAL CARD OF A CITIZEN LOOKING FOR A JOB

I. INFORMATION ON THE APPLICANT

Family name ................................................................. First name ........................................... Patronymic ..................................................

Sex ........................................................................ Date of Birth ..................................................

Passport No ............................................................................................................................

Address ................................................................................................................................

................................................................................................................................

Employment status ....................................................................................................................

Category of non-employment ...................................................................................................

Education ................................................................................................................................

Occupation, profession position, qualification Seniority (years of work)

..................................................................................................................................................

..................................................................................................................................................

..................................................................................................................................................

Last place of work (service), studies ..............................................................................................

..................................................................................................................................................

Total seniority ................................................................................................................................

Days employed over the past 12 months ......................................................................................

Average monthly wages at last place of work ..............................................................................

Date and reason for dismissal/release work ..............................................................................

Marital status ................................................................. Number of dependents ..................

including ................................................................. Children aged under ..........................
II APPLICANT’S REQUIREMENTS TOWARDS FUTURE JOB

Type of Enterprise ..................................................................................................................

Occupation, profession ............................................................................................................

Position, qualification ..............................................................................................................

Reimbursement system .............................................................................................................

Nature of work ...........................................................................................................................

(permanent, temporary, seasonal, part-time, during the time free from work or studies)

Preferred job location ..............................................................................................................

Additional requirements for the future place of work ..............................................................

..................................................................................................................................................

............................................

Signature of applicant

III. RESULTS OF WORK WITH THE APPLICANT

Proposed job placement options:

Name of enterprise .....................................................................................................................

Occupation/Profession .......................................... Wages ....................................................

....................................................

....................................................

Signature

Name of enterprise ....................................................................................................................

Occupation/Profession .......................................... Wages ..................................................

....................................................

....................................................

Signature

Name of enterprise ........................................................................................................................

Occupation/Profession .............................................. Wages ...............................................

....................................................

....................................................

Signature

Name of enterprise ....................................................................................................................

Occupation/Profession .......................................... Wages ..................................................

....................................................

....................................................

Signature

95
Issued letter of recommendation (assignment) for a job:

No. ....................................................... Date .................................................................

No. ....................................................... Date .................................................................

No. ....................................................... Date .................................................................

Acceptance of work ..............................................................................................................

Occupation/Profession ...............................................................................................................

Order No ............................................. Dated .................................................................

Issued an assignment No. ......................... dated ....................... for vocational training

at the educational establishment ...........................................................................................

   (name of establishment)

for .............................................................................................................................................

Occupation/Profession ...............................................................................................................

Length of studies (months) ......................... cost of studies (rubles) ....................................

Provided with fellowship of ......................... (rubles a month)

Finished professional training (date) .................................................................................

Concluded an agreement for public works

<table>
<thead>
<tr>
<th>Date</th>
<th>Contract No</th>
<th>Period</th>
<th>Place of Work</th>
<th>Type of Work</th>
<th>Size of Subsidy</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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<td></td>
<td></td>
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<tr>
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<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Registered as unemployed (date) .........................
IV. Social Assistance Rendered

Issued permission (check) to receive allowance

<table>
<thead>
<tr>
<th>Date</th>
<th>Permission</th>
<th>Sum</th>
<th>Date</th>
<th>Permission</th>
<th>Sum</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tr>
<tr>
<td></td>
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<td></td>
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<td></td>
</tr>
</tbody>
</table>

Issued permission (check) to receive allowance

<table>
<thead>
<tr>
<th>Date</th>
<th>Permission</th>
<th>Sum</th>
<th>Date</th>
<th>Permission</th>
<th>Sum</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Taken off the register as unemployed _________________________
date and reason

Card closed __________________________________________________

__________________________ _____________________________________________
position signature full name of the center’s employee
Comments Concerning the Development of a Standardized Job Seeker Registration Card

In developing a standardized card for the RECs, the study team recommends taking into account the following considerations:

- It is useful to include a mechanism that enables the records from different spells of to be linked, a person’s situation over time may be tracked. This includes selection of a unique identifier for each individual (e.g., passport number) and provision for storage and retrieval of closed out cards. It may be useful to include a question on the card asking whether the individual has been unemployed in the past, as a way of highlighting when an individual has suffered from multiple spells.

- In general, it is better to limit the number of questions on the card to key items and to avoid burdening the job inspectors with collection of information that may not appear of practical use in the local centre. This will aid in ensuring that requested information is actually noted by the inspectors and improve the reliability of the data collection.

- In order to facilitate future automation and consistency of responses, it is useful to make use of multiple choice response blocks or glossaries. The St. Petersburg regional office has done this with the card in use there.

- The following general organisation may prove useful:
  - identification and personal information
  - additional information required for assessing unemployment compensation benefits, including previous employer & status
  - job search information
  - any significant additional points of work history or education
  - client preferences for future employment
  - service rendered to clients by the labour office and results

- The first page of the card should contain the basic information about the client. The idea is to keep statements or notes of the job inspectors out of the clients/public view; therefore interview notes, etc., should be placed toward the back of the document.

- In organizing the block on the previous employer and status, important items might include:
  - one question on previous status: employed, outside the labour force, etc.,
  - one question on categories eligible for special treatment under the law or required to be counted under the law, and
  - one question for reason for unemployment, such as "mass layoff", "quit", etc., so that the frequency of such events may be tracked.
o A separation of questions relating to unemployment compensation from those relating to job search would help to highlight the differences in these two functions. The responses relating to unemployment benefits should be seen as legal requirements for a claim on funds from a government entity. The responses relating to job search depend more on the co-operation of the client and trust.

o To reinforce the image of the Russian Employment Service as a provider of client-oriented services, it may be useful to include an explanatory comment just before the work history, education and expectation portion of the card. A statement such as the following, may encourage mutual trust:

"The Employment Service will try to help you find a job. We therefore need information about your previous work experience, education, and what sort of job you want. Please do not omit information that may be important for your job chances! This card will be treated as confidential; it will not be used for other purposes than our placement efforts, and when relevant, the administration of benefits."

o The work history requirement in the card need only contain information on the last job or two (with room for comment farther down in the card in the event some relevant point from a previous job needs to be noted). The occupation and industry should be stated.

o A statement might be included above the signature block to explain the clients obligations, taking care to avoid a threatening or bureaucratic statement. E.g.:

"The Employment Service operates under the Russian Federation Law and the DLE Document on citizen’s rights, which we recommend you read. Please note especially:

1) Unemployment benefits can only be paid to unemployed job seekers who are ready to start working as soon as an appropriate job is offered.

2) The Employment Service provides information and job search assistance free of charge. It may also help you in other ways, for example with retraining for a new occupation.

3) In order to enable the Employment Service to pay unemployment benefits and to best assist with your job search, you must provide complete and accurate information.

4) It is illegal to collect unemployment benefits while working. A benefit recipient who takes up work must immediately tell the Employment Service about this."
Under the job preference section, it may be useful to note acceptable commuting time as well as suitable location.

The section on work with the client is extremely important for tracking the delivery of services as well as for labour market information. This should be included towards the back of the card. Plenty of space should be allowed, perhaps even a sheet added with a simple framework to organize the interview notes. The St. Petersburg card has a fairly large block for this, which the counselors seem to use and appreciate. In Lubertsy the small format of the Moscow Regional card (in use through Spring of this year) and the lack of space for notes, led to a complicated system of record keeping. The counselors wrote small notes to themselves on separate pieces of paper; these were attached to the card, but were often inscrutable to other users of the file and may be easily lost.

Referrals to training, public works, or job openings should be noted clearly. Start and completion dates should be indicated for training and public works referrals. For job placements, the referral dates, job order numbers, and outcomes should be noted. It is also interesting to note the form of property for placements, as a gauge of changes in the economy.

Information on outflows should be collected in a systematic fashion:
- There should be a block for "End of benefit payments" and reason for the cut off.
- There should be a block for the deregistration date, with a number of standardized reasons for deregistration for the counselor to note -- e.g., placed, retired, failure to report to the employment center, return to school, etc.

The introduction of a standard registration card will be a boon to data collection. Comparisons between labour offices will be much easier to develop, if the questions (and responses) are consistent.

The importance of preparing clear instructions to accompany the form should be stressed. The value of having a standard form can be wiped out, if the blanks are not properly filled in!
The Revised REC Monthly Report (9/92), Items On Which Operational Data Are Collected For Each Month

(Items 1 - 21 collected for both the total and the sub-group of those who were laid off.)

At the beginning of the month:

1. Number of persons out of employment, capable of work, and seeking work, registered at the Employment Service
2. - of which unemployed
3. - of which receiving unemployment benefits

During the month:

4. Number of persons registered as out of employment, capable of work, and seeking work
5. - of which recognized as unemployed
6. - of which receiving unemployment benefits

7. Number who exited the register
8. - of which received a job
9. - of which had been registered as unemployed for ten days or fewer
10. - of which were unemployed for more than ten days
11. - of which received early retirement
12. - of which removed for other reasons
13. Number whose benefits were discontinued

14. Number completing REC-directed labour market training
15. - of which received a job

16. Number completing participation in public works

At the end of the month:

17. Number of persons out of employment, capable of work and seeking work, registered with the Employment Service
18. - of which unemployed
19. - of which were receiving unemployment benefits
20. Number receiving labour market training
21. Number participating in public works

22. Job vacancies registered at the end of the month
23. - of which for workers
24. Expenditure on payment of unemployment benefits during the reporting period
<table>
<thead>
<tr>
<th>№ п/п</th>
<th>Наименование</th>
<th>Сумма, руб.</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>40480</td>
</tr>
<tr>
<td>02</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>03</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>04</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>05</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>06</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>07</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>08</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>09</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>10</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>11</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>12</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>13</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>14</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>15</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>16</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>17</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>18</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>19</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>20</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
<tr>
<td>21</td>
<td>Трудовые выходы, неотложныеlevision</td>
<td>28240</td>
</tr>
</tbody>
</table>

Итого: 28240 руб.
### Placement in employment of job-seekers

<table>
<thead>
<tr>
<th>Line.</th>
<th>Number of job seekers</th>
<th>Placed in jobs</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Total</td>
</tr>
<tr>
<td>1</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>01</td>
<td>Total (lines 04+ 06+07)...........</td>
<td>1,748,884</td>
</tr>
<tr>
<td></td>
<td>of which had already worked or were working in:</td>
<td></td>
</tr>
<tr>
<td>02</td>
<td>manual jobs...........</td>
<td>1,027,761</td>
</tr>
<tr>
<td>03</td>
<td>non-manual jobs.....</td>
<td>533,500</td>
</tr>
<tr>
<td></td>
<td>of the total in line 1:</td>
<td></td>
</tr>
<tr>
<td>04</td>
<td>were already employed......</td>
<td>69,214</td>
</tr>
<tr>
<td>05</td>
<td>of which wanting to work in their free time...........</td>
<td>8,328</td>
</tr>
<tr>
<td>06</td>
<td>students wanting to work in their free time...........</td>
<td>59,350</td>
</tr>
<tr>
<td>07</td>
<td>unemployed (Nezaniatye).......</td>
<td>1,620,320</td>
</tr>
<tr>
<td>08</td>
<td>of which pensioners.........</td>
<td>36,242</td>
</tr>
</tbody>
</table>

Note: Of the total number of unemployed (line 7, column 5), 285,214 were placed in jobs during the period before they were recognised as being unemployed (09)

21,261 of the unemployed who were not placed in jobs were given vocational training (10)
Number of people who received advice about:

<table>
<thead>
<tr>
<th>Advice Provided</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>choosing an occupation (11)</td>
<td>199,500</td>
</tr>
<tr>
<td>vocational training (12)</td>
<td>58,374</td>
</tr>
<tr>
<td>changing their place of work (13)</td>
<td>327,799</td>
</tr>
<tr>
<td>labour legislation and employment (14)</td>
<td>178,767</td>
</tr>
<tr>
<td>other matters (15)</td>
<td>148,996</td>
</tr>
</tbody>
</table>
## II. Job placement by sector and branch

<table>
<thead>
<tr>
<th>Line</th>
<th>Number of people placed in jobs total</th>
<th>of which female</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>01</td>
<td>State</td>
<td>456,172</td>
</tr>
<tr>
<td>02</td>
<td>Collective</td>
<td>64,426</td>
</tr>
<tr>
<td>03</td>
<td>Individual</td>
<td>5,911</td>
</tr>
</tbody>
</table>

### by sector

- 01 State 456,172 232,151
- 02 Collective 64,426 31,982
- 03 Individual 5,911 3,351

### by branch

- 04 Industry 157,459 68,949
- 05 Agriculture 45,766 21,451
- 06 Transport and Communications 36,077 13,537
- 07 Construction 60,379 18,123
- 08 Trade and Public Catering 35,126 24,898
- 09 Housing and Communal Services 25,462 11,351
- 10 Consumer Services 13,639 8,973
- 11 Other Branches 152,601 100,202
### III. Number of unemployed

<table>
<thead>
<tr>
<th>Line</th>
<th>total</th>
<th>of which</th>
<th>number of unemployed who live in rural areas</th>
<th>female</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>61,493</td>
<td>42,883</td>
<td>5,908</td>
<td></td>
</tr>
<tr>
<td>02</td>
<td>251,195</td>
<td>159,060</td>
<td>34,937</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>of which:</td>
<td></td>
</tr>
<tr>
<td>03</td>
<td>124,498</td>
<td>90,533</td>
<td>19,553</td>
<td></td>
</tr>
<tr>
<td>04</td>
<td>348,597</td>
<td>256,515</td>
<td>58,187</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>of which:</td>
<td></td>
</tr>
<tr>
<td>05</td>
<td>205,671</td>
<td>160,727</td>
<td>41,471</td>
<td></td>
</tr>
<tr>
<td>06</td>
<td>8,470</td>
<td>6,142</td>
<td>2,285</td>
<td></td>
</tr>
</tbody>
</table>
### IV. Labour requirements

<table>
<thead>
<tr>
<th>Line</th>
<th>No. of enterprises that supplied info about labr reqrmnts (unfilled vacncs)</th>
<th>Established number of employees in these enterprises</th>
<th>labour requir. (vacancies)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>total manual</td>
<td>total manual</td>
</tr>
<tr>
<td>01</td>
<td>total.</td>
<td>45,484</td>
<td>12,837,822 9,498,742 282,031 251,079</td>
</tr>
<tr>
<td></td>
<td><strong>by sector:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>02</td>
<td>State....</td>
<td>36,087</td>
<td>11,344,460 8,360,709 229,165 204,756</td>
</tr>
<tr>
<td>03</td>
<td>Collective.</td>
<td>8,176</td>
<td>1,430,225 1,110,670 48,467 42,409</td>
</tr>
<tr>
<td>04</td>
<td>Individual....</td>
<td>1,221</td>
<td>63,137 27,363 4,399 3,914</td>
</tr>
<tr>
<td></td>
<td><strong>by branch:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>05</td>
<td>Industry.......</td>
<td>8,481</td>
<td>6,230,879 4,804,495 78,178 73,480</td>
</tr>
<tr>
<td>06</td>
<td>Agriculture....</td>
<td>5,419</td>
<td>1,421,500 1,169,876 28,822 25,811</td>
</tr>
<tr>
<td>07</td>
<td>Transport and Communic.</td>
<td>3,047</td>
<td>967,172 733,119 19,165 17,794</td>
</tr>
<tr>
<td>08</td>
<td>Construction.</td>
<td>7,450</td>
<td>1,385,116 1,059,804 69,885 66,897</td>
</tr>
<tr>
<td>09</td>
<td>Trade and Publ Catering</td>
<td>2,829</td>
<td>531,731 400,962 9,569 8,353</td>
</tr>
<tr>
<td>10</td>
<td>Housing and Communal Services..</td>
<td>1,779</td>
<td>350,787 265,337 10,957 10,262</td>
</tr>
<tr>
<td>11</td>
<td>Consmr Svcs</td>
<td>1,139</td>
<td>124,867 97,848 4,109 3,413</td>
</tr>
<tr>
<td>12</td>
<td>Othr branches</td>
<td>15,340</td>
<td>1,825,770 967,301 61,346 45,069</td>
</tr>
</tbody>
</table>

**Note:** Labour requirements of small enterprises.

Of the total number of enterprises in line 01, 4,026 were small enterprises (13), with 192,523 established employees (14), of which 152,250 manual workers (15); the number of vacancies in these enterprises (16) was 24,341, of which 21,796 were for manual workers (17).
## V. Number of workers released (laid off)

<table>
<thead>
<tr>
<th>Line</th>
<th>Number of enterprises that supplied info. about the number of employees that they had laid off</th>
<th>Established no. of employees in these enterprises</th>
<th>No. of employees laid off</th>
<th>total</th>
<th>manual</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>01</td>
<td>total........................................</td>
<td>67,870</td>
<td>20,851,222</td>
<td>801,375</td>
<td>452,965</td>
</tr>
<tr>
<td></td>
<td>by sector</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>02</td>
<td>State..................................</td>
<td>61,200</td>
<td>19,135,626</td>
<td>739,697</td>
<td>419,033</td>
</tr>
<tr>
<td>03</td>
<td>Collective................................</td>
<td>6,376</td>
<td>1,679,279</td>
<td>59,799</td>
<td>33,383</td>
</tr>
<tr>
<td>04</td>
<td>Individual................................</td>
<td>294</td>
<td>36,317</td>
<td>1,879</td>
<td>549</td>
</tr>
<tr>
<td></td>
<td>by branch</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>05</td>
<td>Industry................................</td>
<td>13,577</td>
<td>10,187,102</td>
<td>289,795</td>
<td>185,586</td>
</tr>
<tr>
<td>06</td>
<td>Agriculture................................</td>
<td>6,607</td>
<td>1,658,003</td>
<td>52,683</td>
<td>27,778</td>
</tr>
<tr>
<td>07</td>
<td>Transport.................................</td>
<td>5,803</td>
<td>1,621,060</td>
<td>51,730</td>
<td>30,752</td>
</tr>
<tr>
<td></td>
<td>&amp; Communications.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>08</td>
<td>Construct ......</td>
<td>9,433</td>
<td>1,950,218</td>
<td>81,724</td>
<td>40,007</td>
</tr>
<tr>
<td>09</td>
<td>Trade&amp;Public Catering ......</td>
<td>8,168</td>
<td>1,813,452</td>
<td>113,759</td>
<td>72,440</td>
</tr>
<tr>
<td>10</td>
<td>Housing &amp; Communal Services................</td>
<td>1,837</td>
<td>364,148</td>
<td>14,620</td>
<td>8,421</td>
</tr>
<tr>
<td>11</td>
<td>Consumer Services.........................</td>
<td>2,866</td>
<td>486,830</td>
<td>38,670</td>
<td>25,257</td>
</tr>
<tr>
<td>12</td>
<td>Other................................</td>
<td>19,579</td>
<td>2,770,409</td>
<td>158,394</td>
<td>62,724</td>
</tr>
</tbody>
</table>
VI. Public works programmes

<table>
<thead>
<tr>
<th></th>
<th></th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>number of people on public works programmes at the end of the reporting period, total</td>
<td>15,120</td>
</tr>
<tr>
<td></td>
<td>of which in enterprises, organisations and institutions in the following branches of the economy:</td>
<td></td>
</tr>
<tr>
<td>02</td>
<td>Industry</td>
<td>982</td>
</tr>
<tr>
<td>03</td>
<td>Agriculture</td>
<td>7,598</td>
</tr>
<tr>
<td>04</td>
<td>Transport and Communications</td>
<td>113</td>
</tr>
<tr>
<td>05</td>
<td>Construction</td>
<td>582</td>
</tr>
<tr>
<td>06</td>
<td>Trade and Public Catering</td>
<td>543</td>
</tr>
<tr>
<td>07</td>
<td>Housing and Communal Services</td>
<td>1,475</td>
</tr>
<tr>
<td>08</td>
<td>Consumer Services</td>
<td>223</td>
</tr>
<tr>
<td>09</td>
<td>Other</td>
<td>3,604</td>
</tr>
</tbody>
</table>

Note. Public works totalled 1,669,688 man-days (10).

74,988,892 roubles (11) were spent on public works programmes, of which:

- 6,656,057 roubles out of local budgets (12)
- 17,258,528 roubles out of the state employment assistance fund (13)
  - including 12,687,120 roubles allocated to the employment service to pay people on public works programmes (14)
- 50,296,520 roubles out of the funds of enterprises (15)
- 777,787 roubles from other sources (16).

Of the total expenditure (line 11), 48,094,695 roubles were spent on paying the people on the programmes (17).

VII. Resources and expenditure of the State employment assistance fund
<table>
<thead>
<tr>
<th>Line</th>
<th>Roubles</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>total resources (lines 02 +03 + 04 + 05 + 06 + 07)</td>
</tr>
<tr>
<td></td>
<td>of which:</td>
</tr>
<tr>
<td>02</td>
<td>compulsory contributions by enterprises, institutions, organisations and co-operatives</td>
</tr>
<tr>
<td>03</td>
<td>local budget resources</td>
</tr>
<tr>
<td>04</td>
<td>republican budget resources</td>
</tr>
<tr>
<td>05</td>
<td>union budget resources</td>
</tr>
<tr>
<td>06</td>
<td>other receipts</td>
</tr>
<tr>
<td>07</td>
<td>voluntary contributions</td>
</tr>
<tr>
<td>08</td>
<td>expenditures by the fund, total including:</td>
</tr>
<tr>
<td>09</td>
<td>vocational training, retraining and vocational guidance</td>
</tr>
<tr>
<td>10</td>
<td>of which grants</td>
</tr>
<tr>
<td>11</td>
<td>financing of public works</td>
</tr>
<tr>
<td>12</td>
<td>benefits</td>
</tr>
<tr>
<td>13</td>
<td>drawing up and implementing employment programmes</td>
</tr>
<tr>
<td>14</td>
<td>running the employment service including: setting-up and developing an inquiries-information system</td>
</tr>
<tr>
<td>16</td>
<td>expenditure on wages</td>
</tr>
<tr>
<td>17</td>
<td>expenditure on further training</td>
</tr>
</tbody>
</table>

Note: It is planned to spend..... roubles on benefits (18)
STATE STATISTICAL REPORTS

Format of document in accordance with the All-Union classification of administrative documents (ANIIU)

Organizational name: Republic (ASSR), Union

Organization: All-Union, Oblast

Approval No.: (place document)

(above to insert Employment Service Office & Address)

Quarantined return to be mailed to:

Kazakhstan and municipal (district) employment centers 7 days after the reporting period to:

- Oblast, local, republican (ASSR) employment directorates or, in their absence, to the union republic chief employment directorate;
- the statistical body in the region or town.

Oblast, local, republican (ASSR) employment directorates 15 days after the reporting period (quarter) to:
- the union republic chief employment directorate;
- the statistical body in the region, Oblast and ASSR.

Union republic chief employment directorates 30 days after the end of the year to:
- the Council of State of the USSR;
- the statistical body of the republic.

Approved by Decree No. 47 of the State Statistical Committee of the USSR on 28 January 1991.
The administrative statistical systems of public employment services (PES) can yield a wealth of information for clients. The PES can serve as an important broker of labour market information drawn from its operational reporting for employers, job seekers and others. Perhaps some of the most important consumers of administrative statistical information, however, are the managers who work in the PES. The experience of OECD member country PESs should offer insights into management information systems that will be of use to the transition countries.

What do we mean by "management information"?

**PES Management information generally:**

- consists of data on local and national labour market developments and PES operations and, where feasible, on individual unemployed and job vacancies,

- is presented in paper reports, or on computer, using specialised formats tailored to managers’ needs at each level of the organisation,

and

- reflects the goals, policies, and priorities of the PES.

The success of a particular system will depend to a significant extent on the ease of access for users to the desired information, the relevance of the available information to the specific needs of managers at each level, and the presentation and timeliness of the information.

Management information consists primarily of information drawn from PES administrative statistical sources providing information about stocks and flows of job seekers and, in some cases, the cost of delivering services to them. Information from other sources such as special surveys and other national data systems (e.g., social insurance systems) can be used to complement the administrative data, to provide additional information on labour market conditions, and to aid in evaluating the effectiveness of PES operations.
Core measures are updated and presented on a frequent and regular basis, with supplemental information collected less frequently or on an ad hoc basis. The overall measures may be available on-line or in paper copy, although access to information on individual jobseekers and vacancies generally requires automated systems.

There is a large area of overlap between management information and labour market information. Clearly, information used for analysis of labour market developments is important to those operating labour market programmes. Many labour market indicators such as unemployment figures (e.g., for particular regions, occupations, gender, or industry) have implications for the organisation of the PES’ work. Management information is differentiated from the more general concept of labour market information in the particular indicators chosen, the use of supplementary operational indicators, and the presentation of the information formatted for a specialised target audience.

**What is it used for?**

Management information can be used to help managers on the operational level to plan, monitor and evaluate the delivery of services. In addition to the obvious operational data relating to the workload of offices, the data can provide information on the performance of offices and conditions in labour markets that impact on labour offices in general. Among the more common practical applications within the PES are:

- setting up objectives (in volumes as well as quality)
- allocation of resources (staff and other resources)
- evaluation of services delivered (output versus goals)
- feedback to staff (what has been achieved, what must be done better).

The development of a well-targeted management information system requires the clear definition of the tasks of the PES and the corresponding goals and priorities. For each area, indicators may provide information on demands for services, workload for offices/staff, services delivered, outcomes, and cost-effectiveness. It is desirable, where possible, to include qualitative as well as volume measures. Volumes may be represented as stocks or flows depending on the item.

Taken as a whole, this information can be used to highlight successful programme areas and areas in need of improvement. The goal is improved PES performance with a corresponding positive impact on the functioning of the labour market.

**Presentation is important**

Once appropriate measures have been developed, the form and method of
presentation are major determinants of the success of the management information system. The objective is to process raw data in such a way that the user can more directly understand its meaning or implications. This information is then made available to users via paper-copy reports or on-line systems. Both delivery formats generally provide information in summary formats that give an overview of the situation as well as specially targeted formats that deal with a particular subject or geographic region. The special formats allow a manager to proceed directly to the information he or she is most interested in.

Automation can play a key role in making an information system more responsive to the needs of managers through presentation of data in a timely and targeted fashion. Computers can improve the flexibility that users have in selecting information they wish to receive and in developing specialised analyses. In the most developed systems, networks are used to provide users at all levels with access to current data from across the nation.

**Transition Countries**

The management information systems in most transition countries will need to be updated to support the new and expanded role of the PES. Many of the PES management information systems we have examined in the transition countries already generate a wealth of data. However, the volumes and presentation are such that there is a clear risk of either overwhelming the user with the sheer quantity of information or frustrating him or her with the difficulty in extracting the desired information. Also, measures of performance and cost-effectiveness are often lacking. Although each transition country will need to develop a system appropriate to its individual situation, it is likely that the system designers can profit from the experience of OECD Member countries.

**Experience in OECD countries**

Management information systems in OECD countries vary in the types of measures that they emphasize and how the information is presented. The level of decentralisation plays a key role in determining the types of information managers at each level require. The following section highlights recent experience in two OECD countries and the differences in the aspects emphasized as part of their PES management information systems. Although this survey is not comprehensive, it will serve to highlight the different points of emphasis in each country’s system and the potential relevance to the systems being developed for the economies in transition.

Sweden and Austria were selected as contrasting examples. The annexes attached to this paper outline in some detail selected features and outputs from the PES information systems in each country. The selection of items for inclusion in the annexes was based on discussions with officials from each country concerning representative and innovative highlights of their management information systems.
It should be noted that in Sweden and Austria the PESs have each benefited from unique government commitments and employment policies.

Sweden has a greater decentralisation and an emphasis on a cost-effective response to unemployment, with local labour office managers responsible for their office budgets. The reporting system stresses inter-regional and inter-office comparisons of workload, characteristics of jobseekers, and performance. Decentralisation of decision-making is accompanied by the monitoring of performance by higher level management. The stress is on empowering lower level managers with information, supported with recourse to problem solving help from colleagues. However, the system also highlights areas where poor performance persists. Through its use of standardised measures, the management information system offers a common basis for discussion of issues by managers in all regions and at all levels.

Austria has a highly developed system emphasising provision of information on labour market developments as an aid in planning and organising the work. The costs of office operations are not denominated in currency, but rather in terms of slots available in active labour market programmes. Managers have access to current information in as much detail as is required for use in developing annual plans, resource requests (both long- and short-term), and day-to-day workplans. The Austrian system reflects a greater degree of centralisation than the Swedish system.

It is instructive to note that in spite of the differences in approach, between the two systems, they retain certain features in common. These features will likely need to be taken into account by the countries in transition that are further developing PES systems of their own:

- User-friendly automation is used to process the large mass of information and present timely, easily digestible summary measures;
- Access to individual records of the unemployed is used to allow flexible and detailed analysis of the characteristics of the unemployed (e.g., duration of unemployment spells for various sub-categories);
- Paper copy reports are provided on a monthly basis for use as desk references on recent developments;
- Key measures are presented in graphic format, with only one to three tables or charts per page and the number of variables limited;
- Comparisons are made between regions/offices and between current and previous time periods;
- A set of core variables is defined and tracked regularly;
Information and high powered analysis is delivered directly to front-line managers in local labour offices, as well as the regional and national managers;

Each local or regional office manager benefits from measures of the resources available for his/her office and the performance of the office; these serve as a guide in organising or re-organising the work at hand;

Front-line managers are supported through relatively frequent direct personal contact with higher level management and experts.

In addition to these common features, there are particular strengths in the systems of each PES that merit further consideration:

The Swedish emphasis on decentralised decision-making may have utility in the transition countries where there is considerable variation in the labour market situation by region -- or even within regions (e.g., the case of the one company town). Empowering local office managers with timely information can help them to monitor closely the results of their work and to respond accordingly. Decentralisation may have particular utility in larger countries, where central managers may be less familiar with the situations in individual districts than managers closer to the front line.

There is an opportunity cost in the use of funds for the operation of labour market programmes. The denomination of certain performance measures in terms of kroner, highlights the volumes of funds involved to managers in the Swedish PES and encourages good stewardship of the resources. This helps to ensure that precious resources channeled to the PES (instead of other potential uses) are used with cost-effectiveness in mind.

The Austrian approach to labour market information offers an example of a system that is branched. This system enables managers to easily access summary data and key measures of the labour market conditions for district, region and nation. Beyond this menu, a manager has access to a wealth of detailed information and the ability to perform additional analysis (e.g., cross-tabulations).

This may be instructive for the development of transition economy PES data systems for two reasons:

- Such a system highlights the importance of being able to cut through the large volumes of data and information to have easy access to core measures. One system development scenario would be for a transition country to focus first on summary measures of the core variables. Then, in a modular approach, sub-systems providing access to more detailed measures and underlying data could be added as time and resources permit.
- Prior to full automation, it is important to carefully choose the indicators to be tracked by the information system. Tradeoffs between the labour invested in collecting the information and the benefit of collecting the information should be considered.

- The Austrian system allows local or regional managers to access information on other regions. This information is extremely useful for strategic planning:

  - in planning co-ordinated responses to labour market developments over neighboring areas as well as

  - considering opportunities for placement of unemployed or recruitment of labour resources outside of the immediate area.

Conclusion

In developing management information systems for the PESs of the transition countries, there is some value in considering the lessons learned in OECD member countries. In spite of the different economic situation and organisational conditions, there appear to be many system elements that are relevant to both groups of countries. The various OECD member country systems differ in points of emphasis and approach, but share some common features.

The restructuring of the transition country systems will be an on-going and evolutionary process, as it is in the OECD area. Even in those transition countries where limited resources are available for management information system development, small and carefully targeted investments can begin yielding early benefits. E.g., in many countries there is great potential for access to a few additional computers to aid in improved processing, analysis and presentation of data -- even though the data may continue to be collected manually.

There should be a savings to transition economy PESs who profit from this OECD member country experience. An analysis of the common features may provide information on essential features for successful management information systems. Depending on the goals and priorities of the various transition country PESs, an analysis of the special features and points of emphasis of the different OECD member country systems may offer lessons that give a head start in the development of systems appropriate to the individual transition country needs.
Sweden - Point of emphasis: Pushing local and county office managers to a cost-effective response to unemployment

In the Swedish PES, there is a fairly substantial decentralisation of decision making as a result of recent reforms. National and county labour market boards providing overall direction for the PES. Local labour office managers are responsible for managing their own budgets and have flexibility in decision making concerning their operations. Currently, managers have access to a broad range of labour market, budget and other indicators of use in decision making. They have access to this information through regular paper copy reports, on-line data systems, or National Labour Market Board (AMS) consultants. The following summary focuses on those elements of the information system that most strongly reinforce the local decision making.

It is important to note that in Sweden, there is a strong client-service orientation in the PES. The labour market boards provide for worker and employer participation in governing the PES. The system also provides a relatively large degree of autonomy to the PES vis-a-vis other government institutions. Thus, the Swedish system operates in a unique environment that ensures that cost-factors are not considered in isolation, but rather within the overall context of broader goals.

The Swedish data system divides jobseekers into 8 categories:
# 1 jobseekers without work,
# 2 jobseekers with part-time work,
# 3 jobseekers with temporary work,
# 4 jobseekers with employment but seeking a change,
# 5 jobseekers in public sector employment creation programs,
# 6 jobseekers in youth work programmes,
# 7 jobseekers from rehabilitation programmes for the disabled, and
# 8 jobseekers from labour market training programmes.

These categories are further divided into a series of crosscutting service codes. The most important service code is #1: recognised unemployed.

* Paper copy reports

The monthly Resultatindikatorer report is an outstanding example of the AMS emphasis on outcomes and cost-effectiveness. Data are presented by county, with the counties ranked by performance. Measures have been developed for certain target groups and job search statuses ("categories"). In addition to a monthly column on special topics, there are 14 measures tracked. (See Annex 1, Attachments 1 and 2 for examples of the presentation format used in the report.)
The measures tracked include:

1. Vacancies
   a. Outcomes for vacancies deregistered without closing deadline
   b. Outcomes for vacancies deregistered with closing deadline

   The share of each type of outcome (i.e., deregistered without referral, referral made, or filled via referral) as a percent of deregistered vacancies is shown for each county as well as the national average. One chart shows fiscal year to date figures and a second chart shows the figures for the recent month. A third chart shows the monthly national total of deregistered vacancies subject to a referral, as a percent of total deregistered vacancies -- for each month of the current and previous fiscal years.

2. Job search outcomes
   a. Deregistrations for job seekers all categories (#0 - #8)

   This section presents deregistrations as a percent of total job seekers by reason for deregistration (i.e., unknown, known reason, in a particular training, returned to employment with former employer, or found work). This is shown for all counties ranked by exits to work and the national average in two charts. The first chart shows fiscal year to date, the second shows the recent month. A third chart shows the national figures for those deregistered for exits to work as a percent of the total stock of job seekers by month for the current and previous fiscal years. (See Annex 1, Attachment 1, for the April 93 edition of these charts.)

   b. Turnover of Job seekers (total of two categories: #1 those without work and #7 those from labour market institutions for rehabilitation of disabilities)

   This section presents those who found work or were placed in an active labour market programme as a share of the registered job seekers in these two categories. This is shown for all counties ranked by flows and the national average in two charts. The first chart shows fiscal year to date and the second shows the recent month. A third chart shows the national figure for the current and previous fiscal years.

   c. Turnover for registered job seekers from special target groups (from two crosscutting categories: #1 those without work and #7 those from labour market institutions for rehabilitation of disabilities)

      c 1. Turnover of youth registered (18 - 24 years old)
      c 2. Turnover of disabled registered
      c 3. Turnover of non-Nordic foreigners registered
      c 4. Turnover of long-term unemployed registered (includes only those
from category #1 (without work), excludes those from labour market institutions for rehabilitation of disabilities -- category #2).

These measures show those in the target group who found work or were placed in an active labour market programme as a share of the registered job seekers in the target group who fell into the two categories. This is shown for all counties ranked by flows and the national average in two charts. The first chart shows fiscal year to date and the second shows the recent month. A third chart shows the national figure for the current and previous fiscal years.

3. Inflow of new long term unemployed

This measure shows the inflow of new long term unemployed as a percent of the unemployed job seekers of the previous month (category #1) by county (ranked) and the national average. The information is presented in three charts: chart one shows fiscal year to date, chart two shows the recent month, and chart three shows the national average only for each month of the current and previous fiscal years.

4. Stock of long term unemployed

This measure shows the stock of long term job seekers in category #1 (i.e., without a job) as a percentage of the working age population (aged 16 - 64). The total stock is broken down into recognised long term unemployed and other long term job seekers. This is shown for each county ranked by recognised long term unemployed and the national average. Chart one shows this information for fiscal year to date, chart two shows the recent month. A third chart shows the percent recognised long term unemployed for the nation on a monthly basis for the current and previous fiscal years.

5. Stock of youth unemployed

This measure shows the month-ending stock of job seeking youth without work including those recognized as unemployed (service code #1) and certain others. This measure only captures those registered longer than eight weeks. The data are presented by county ranked according to the corresponding percentage. Three charts are shown. Chart one presents this information for fiscal year to date. Chart two shows the data for the recent month. A third chart shows the national figure on a monthly basis for the current and previous fiscal years.

6. Performance Indicators

6 a. Results in relation to resources

This chart shows the number of persons placed in jobs or active labour market programmes per million kroner in the budget (including administrative costs). The figures are shown for national average and by county ranked for total placements, with the numbers of placements into jobs and programmes each shown separately. The chart presents
information for the fiscal year to date.

6 b. Programme effectiveness

This chart shows the proportion of jobseekers or rehabilitated disabled who remain without work 90 days after completing an active labour market programme. The total share is shown for the nation and by county ranked, with the shares of simple jobless and re-enrolled programme participants shown. The chart presents information for the fiscal year to date.

6 c. Re-registered jobseekers

This chart shows deregistered jobseekers who re-register within 90 days as a share of deregistrations. The chart shows the fiscal year to date figures (minus 90 days) for the nation and by county ranked.

7. Summary table

A summary table presents the absolute numbers for stocks and inflows of vacancies, the eight categories of job seekers plus other active labour market programme participants, and layoffs notified. The data are shown year-to-date for the current and previous year with the absolute and percentage change shown for each category. The levels of participation in certain labour market programmes are shown for the previous month and corresponding month of previous year (with year to year change noted). (See Annex 1, Attachment 2, for an example of the table.)

* LEAD

The new LEDA (in English, "lead") data system transmits information via a computer network with measures updated weekly. Developed as an undertaking of the National Labour Market Board, the system routinely produces information in a format targeted to the particular recipient. For example, in addition to the more general information, county officials get county data, local labour market managers get data pertaining to their offices and districts. The data can be accessed for PC-based processing through Windows-Excel and presentation is enhanced by colour graphics.

The LEDA systems presents data in graphic format for a range of measures. The layout is intended to be easy to understand, clear, and not overloaded with information. These measures are available for a number of target groups. All stock measures are available by week. Under version one of the programme, measures are included as follows:

Available weekly from January 1991 (except **)

Stock of unemployed jobseekers;
Stock of training replacements ** (an active labour market programme, series available from week 35, 1991);
Stock of participants in public sector job creation ("relief work");
AMS is now working to develop additional on-line measures for performance, particularly cost and efficiency measures. This expansion of the LEDA system is expected to be in place by the Fall of 1993.

* Consultative information

In addition to the on-line data, additional management information is available on a in-house consultative basis. AMS provides this service as a help to managers. Among other items, detailed interoffice comparisons of costs versus performance are available through this service. The consultants operate on a peer basis and work with managers to identify problem areas and take corrective measures. This serves to disseminate helpful information rapidly on experiences in other offices.

One example of the type of information available through this service is the inter-office comparison of cost-effectiveness. A prime means of gauging this in Sweden is the use of cost per placement measures. Wages account for roughly 75 - 80 percent of the operating costs of local labour offices and are a key variable directly related to the service provided. Rents account for about 12 percent of the costs. However, rents are not readily controllable and vary widely across regions. The remaining miscellaneous costs constitute a relatively small share of the budget. Therefore, wages alone are used for this comparison of performance. Since the prevailing conditions in local labour markets vary quite a bit, panels of labour offices facing similar conditions are used for the comparisons.

A unique feature of the Swedish system is the role of the Director
General of AMS. The Director General spends 48 days per year in the field -- 2 days in each of 24 counties. Traveling with a team of specialists, the Director General consults with local staff and management on performance issues. Where problems exist, the team seeks to develop solutions. The team also seeks to share information from successful innovations in other counties, as part of an initiative to spread innovation.

Sweden - Conclusion

The Swedish approach to management information reflects the high level of decentralisation of the PES. The system is designed to empower the front line manager with information needed for evaluation of the performance of the office and the unemployment situation. Numerous helps are available to assist in improving performance and responding to the unemployment situation.

Where problems persist, however, there is a clear comparative basis for evaluating the situation. The attention of higher levels in the organisation is likely to focus on such situations, followed by the taking of corrective action.
## Arbetsmarknadsdata

### Hela riket

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<thead>
<tr>
<th></th>
<th>1993</th>
<th>1992</th>
<th>Förändring</th>
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<td></td>
<td></td>
<td>antal</td>
<td>procent</td>
</tr>
<tr>
<td>Nyansökte platser &gt; 10 dagar</td>
<td>35 747</td>
<td>31 678</td>
<td>-5 069</td>
<td>-17,1%</td>
</tr>
<tr>
<td>Kvarstående platser &gt; 10 dagar</td>
<td>31 322</td>
<td>15 544</td>
<td>-15 778</td>
<td>-100,0%</td>
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<tr>
<td><strong>KVÄRSTÄNDE BÖKANDE</strong></td>
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<td></td>
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</tr>
<tr>
<td>Sökande utan arbete (Kat 1)</td>
<td>428 828</td>
<td>281 760</td>
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<tr>
<td>därav arbetslöshet (Kat 2)</td>
<td>228 099</td>
<td>199 436</td>
<td>28 663</td>
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<tr>
<td>därav ungdomar 16-24 år</td>
<td>214 794</td>
<td>210 725</td>
<td>4 069</td>
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<tr>
<td>därav mannskapslediga</td>
<td>211 815</td>
<td>206 705</td>
<td>5 110</td>
<td>2,5%</td>
</tr>
<tr>
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<td>24 446</td>
<td>7 365</td>
<td>17 081</td>
<td>231,3%</td>
</tr>
<tr>
<td>Sökande med tillfällig arbete (Kat 3)</td>
<td>127 917</td>
<td>71 025</td>
<td>56 892</td>
<td>79,7%</td>
</tr>
<tr>
<td>Omhyresbökan (Kat 4)</td>
<td>97 882</td>
<td>43 093</td>
<td>54 789</td>
<td>127,1%</td>
</tr>
<tr>
<td>Arbetsskadeförsäkring (Kat 7)</td>
<td>10 056</td>
<td>7 485</td>
<td>2 571</td>
<td>34,7%</td>
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<tr>
<td><strong>SÖKANDE SOM FÅTT ARBETE</strong></td>
<td></td>
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</tr>
<tr>
<td>Totalt</td>
<td>34 968</td>
<td>32 765</td>
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<td>24 188</td>
<td>22 950</td>
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<td>Arbetsmarknadshövding (Kat 8)</td>
<td>7 913</td>
<td>11 964</td>
<td>-4 051</td>
<td>-34,0%</td>
</tr>
<tr>
<td>därav kvarstående</td>
<td>7 913</td>
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<td>-34,0%</td>
</tr>
<tr>
<td>Bereköpsarbete (Kat 5)</td>
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<td>3 386</td>
<td>2 854</td>
<td>84,6%</td>
</tr>
<tr>
<td>därav kvarstående</td>
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<td>3 386</td>
<td>2 854</td>
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</tr>
<tr>
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<td>1 389</td>
<td>942</td>
<td>68,4%</td>
</tr>
<tr>
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<td>2 331</td>
<td>1 389</td>
<td>942</td>
<td>68,4%</td>
</tr>
<tr>
<td>Arbetslivsvård och utveckling</td>
<td>11 141</td>
<td>3 191</td>
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<tr>
<td>därav kvarstående</td>
<td>11 141</td>
<td>3 191</td>
<td>8 950</td>
<td>279,8%</td>
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<tr>
<td>Från föregående månad</td>
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<td>13 397</td>
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<tr>
<td>Inkupningsvärde</td>
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<td>4 298</td>
<td>-1 094</td>
<td>-25,4%</td>
</tr>
<tr>
<td>Lönbidrag</td>
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<td>4 298</td>
<td>-1 094</td>
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<tr>
<td>Summa lön</td>
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<tr>
<td>UGS</td>
<td>6 033</td>
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<td>629</td>
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<td><strong>UKOMMA VARSSEL</strong></td>
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<tr>
<td>Varningsuppställning</td>
<td>11 003</td>
<td>15 729</td>
<td>-4 726</td>
<td>-29,9%</td>
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*) Inköpsplatser från 1995-07-01
Austria - Point of emphasis: Responding to developments and future prospects in the labour market

The Austrian approach to management information in the PES reflects a greater centralisation of decision making, with most decisions about staffing and allocation of resources being taken at the regional labour office level. Local labour offices operate within these constraints, with some flexibility in the allocation of places in active labour market programmes. The local office managers do not have direct responsibility for managing budgets (outside of a few small sums for specific purposes).

The management information systems for regional and local offices provide a well developed means of closely monitoring labour market developments -- emphasizing indicators used in labour market analysis over indicators of labour office performance or cost-effectiveness. Local labour office managers use this information to develop appropriate responses in the short term generally within existing staff patterns and using the limited flexibility available for allocating labour market programme slots.

Annual plans are developed by local labour office managers within the framework laid out in the annual plans of the Ministry and regional labour offices. Clearly, the labour market information systems are a help in planning. In addition, this information can be used in making interim requests for shifting of resources as the fiscal year evolves. Thus it may be used by local labour office managers in requests for regional labour office reallocation of staff or programme slots. The data may also be used by labour office managers in developing co-ordinated responses to labour market developments in association with colleagues from neighboring districts/regions.

{It should be noted that there is a tendency (e.g., in Lower Austria, Upper Austria, and Styria) toward a greater decentralisation of decision-making. This tendency, however, is somewhat frustrated by the relatively centralised organisation prescribed in the national legislation governing the PES.}

The present paper focuses on the Austrian priority area of labour market information for managers. It is not an exhaustive description of the entire PES information system.

* Electronic Data Processing (EDV)

This is a centralized data processing system under contract to the Ministry for Labour and Social Affairs. It is accessible by all local labour office managers. Information on developments in one area can be accessed by managers in other areas. Data can be accessed on-line or tables can be produced through batch processing. Information is
available on a wide range of topics such as vacancies, unemployment, foreign workers, apprenticeships and active labour market measures.

A local office manager can call up key labour market indicators for his/her district quite rapidly for the total population and by gender. These include employment, registered unemployment (total, youth, over 50 years old, and foreign), notified vacancies, the ratio of vacancies to unemployed, and the number of apprenticeship seekers. (See Annex 2, Attachment 1 for a sample summary screen with key indicators, accessed from a local labour office.)

One outstanding feature of this system is the ability to conduct labour market analysis drawing on the individual records of the unemployed (although some calculations require batch processing). Using this feature, stock and flow data can be drawn for a wide range of variables including gender, age category, education, region, nationality and occupation. This system feature enables managers to obtain up-to-date information on the structure of unemployment as well as duration. However, this feature is not yet accessible on-line to local office management.

Two examples of the utility of EDV systems include:

- the listing of qualifications of available workers and
- the calculation of duration of vacancies as a measure of performance.

The principle information from the individual records of the unemployed are published in summary format (in hard copy) on an annual basis.

* Paper copy reports

The rich variety of reports containing labour market information provides a tremendous resource to labour office managers. The number of indicators is too great to allow item-by-item description in this paper. However, the following description of the reports will give an overview of the types of information available.

1. Labour Market Conditions, Annual (Die Arbeitsmarktlage) - This report published by the Ministry for Labour and Social Affairs provides a detailed analysis of labour market developments in the nation over the previous year. The full annual report provides a detailed textual analysis of labour market developments for the nation. A series of data tables and graphs are appended to the analysis and provide breakdowns of the data by various subclassifications or region with some time series showing developments for the nation over the last ten years. Among other topics, this report examines:

   economic and demographic developments;
   labour supply and demand, including
   an overview of the situation for the self-employed and
   a detailed analysis for employees including a closer examination of developments by age, qualifications/education, gender, region, economic sector, and part-time employment;
unemployment, including
an overview of unemployment and developments in the previous year,
detailed analysis of the composition of unemployment by age,
education, occupation, economic sector, region, and
incidence and duration of unemployment;
vacancies, with closer examination of
developments for by occupation, region, and duration;
apprenticeship;
international comparisons of unemployment;
the income situation of the unemployed.

2. The Labour Market Situation, Quarterly (Die Arbeitsmarktlage) -
This publication of the Ministry of Labour and Social Affairs provides
a fairly detailed textual analysis of economic conditions and labour
market developments. The report begins with a very useful summary of
labour market developments in bullet format -- a presentation format
that makes the key points easily accessible to the user. The summary
is followed by an overview of the economic situation for the nation,
and six section addressing specific labour market issues: labour force
potential, employment, unemployment, vacancies, apprenticeships, and
the regional labour markets. A closing section provides international
labour market information. A statistical section in the back includes
tables with key measures as well as charts and maps highlighting
developments.

3. Labour Market Profile (Arbeitsmarktprofil) - This brief report
prepared for the Ministry of Labour and Social Affairs is a very useful
tool for managers; indeed, it is intended only for official use.
Available early in the year, it is readily accessible to the user with
clear presentation of information on labour market developments during
the previous year -- but with no textual analysis of developments. The
graphics are designed to avoid overwhelming the reader with only two
items per page. The report provides an overview of the labour market
with charts and maps showing details for unemployment by specific
groups and regions. Labour market indicators for nation, region, and
district are presented in tables in the back of the publication. (See
Annex 2, Attachment 2, for a sample of a map and a chart from this
report.)

4. District Profiles (Bezirksprofil) - These annual reports are
prepared for each of the over 100 districts with key labour market
indicators for the recent year. Some indicators also show previous
year or two. The information is presented in tables, charts and graphs
with little textual analysis. For some indicators the regional and
national figures are shown. Topics addressed include:

overview of local labour market
population and supply of labour
employment, local government revenue/expenditure totals
unemployment: rates, characteristics of unemployed, flows
vacancies/apprenticeship openings
regional unemployment and developments over time.
5. Annual reports of the regional labour offices (Jahresbericht) -

Each of the nine regional labour office publishes an annual report. The format of each regional report is determined by the regional labour office concerned.

In the case of Upper Austria the main sections of the report address the following topics: the organization of the regional PES, the economy and labour market, the operations PES in the region during the previous year, employment policy, and programme beneficiaries/costs. There is a substantial textual analysis of labour market trends and operations as well as an extensive statistical appendix.

6. Labour Market Data (Arbeitsmarktdaten) - These are actually two parallel publications published by the Ministry for Labour and Social Affairs and the regional labour offices. They contain quite detailed monthly data from the administrative statistics of the PES with an overview and sections on recognised unemployed, notified vacancies, as well as apprenticeship slots and demand.

   a. Administrative data collection in Austria works from the bottom up. The regional labour offices collect the monthly data and submit them to the Federal Ministry. The regional labour offices publish their monthly administrative statistics according to the Federal format, and in the case of some regions (e.g., Lower Austria), adding a brief analysis of the developments. The addition of a brief analysis is a help to the user as it serves to place the statistics in context.

   b. The Ministry of Labour and Social Affairs publishes a national version of this publication monthly and annually without textual analysis. This document, however, includes additional information on education and programme beneficiaries.

7. Labour Market Preview (Arbeitsmarktvorschau) - Published by the Ministry for Labour and Social Affairs on an annual basis, this publication contains a forecast and preview of labour market developments for the coming year. The forecast is developed on behalf of the Ministry based on the macro-economic model of the Austrian Institute for Economic Research (WIFO). This is complemented by a preview of business thinking based on a survey of enterprises conducted by a second institute on contract to the Ministry.

The WIFO forecast builds on an overview of the recent year economic and labour market developments, and a description of the overall economic conditions foreseen in 1993. Supply and demand for labour are then developed based on a number of considerations. The projected situation the labour market is then described. The final sections examine the recent year regional economic situations and labour markets, and venture labour market projections for the coming year.

The labour market preview is based on an enterprise survey using a written questionnaire sent to a sample of 3000 enterprises. Participation is voluntary; the response rate is nevertheless over 70
percent. Questions address issues such as monthly projections of employment, recent year changes in employment, recent year utilisation of capacity, projected trend in demand for product(s), and projected changes in organisation. A sub-sample of 300-400 enterprises are given a supplementary questionnaire dealing with innovation, investment, training and special topics. The survey-based preview offers insights into potential labour market developments with a fair amount of detail for geographic sector of the country, size of enterprise, labour force qualifications, and economic branch.

8. Employment of foreigners, Monthly & Quarterly (Ausländerbeschäftigung) - These publications of the Ministry of Labour and Social Affairs offer detailed statistics on the subject.

Austria - Conclusion

Information on labour market developments is richly available to PES managers in Austrian. Data are available on-line and in a wide assortment of paper reports. In both the electronic and paper systems, information is available in a summary format that is of particular utility to busy managers. The ability to consult quickly key measures shown on a single page or a graphic presentation highlighting a trend enables managers to capture the essence of a situation and to plan an appropriate response. When required, however, managers have access to a wide range of underlying data for a more detailed analysis.
WICHTIGE ARBEITSMARKTDATEN im ARBEITSAMTSBEZIRK Mödling

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<td>darunter: 15-unter 25 J</td>
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<td>17</td>
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<td>50 J u.älter</td>
<td>493</td>
<td>16</td>
<td>3,1</td>
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<td>Ausländer</td>
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*DRUCKEN: N*
LUBERTSY SURVEY FORM

CRITERION OF SELECTION

- Select registration cards which were created and taken from registration during 1992 and January 1993. For one out of three cards from this period, record the following data:

Date when a record was created: ___ ___ ___ Day Month Year

1. SEX
   (1) Male
   (2) Female

2. DATE OF BIRTH ___ ___ ___ Day Month Year

3. EMPLOYMENT STATUS
   (1) Employed
   (2) Student
   (3) Unemployed
   (4) Other

4. CATEGORY OF NON-EMPLOYMENT
   (1) Graduate
   (2) Disabled
   (3) Pensioner
   (4) Other

5. EDUCATION
   (1) University
   (2) General, Technical
   (3) General High School
   (4) Unfinished

6. OCCUPATION ................................................

7. LAST PLACE OF WORK ................................................
   Name of Industry and/or Form of Property

8. DAYS EMPLOYED OVER PAST 12 MONTHS .......................................

9. AVERAGE MONTHLY WAGES AT LAST PLACE OF WORK (in Rubles) .................

10. DATE AND REASON FOR DISMISSAL/RELEASE FROM LAST PLACE OF WORK
   a) Date: ......................

   b) Reason:                 (1) Lay Off
                                (2) Resigned
                                (3) Other
11. MARITAL STATUS  
   (1) Married  
   (2) Single  
   (3) Widow/Widower  

12. NUMBER OF DEPENDENTS  

13. NATURE OF WORK REQUIRED  
   (1) Permanent  
   (2) Temporary  
   (3) Seasonal  
   (4) Part-time  

14. PROPOSED JOB PLACEMENT OPTION  
   - Date of first letter of recommendation to an employer for a job  
     
     Day  Month  Year  
     
     - Result:  
       (1) Placed  
       (2) Not Placed  
     
     - If not placed, date of second letter of recommendation to an employer for a job:  
     
     Day  Month  Year  
     
     - Result:  
       (1) Placed  
       (2) Not Placed  
     
     - If not placed, date of third letter of recommendation to an employer for a job:  
     
     Day  Month  Year  
     
     - Result:  
       (1) Placed  
       (2) Not Placed  

15. WHEN EMPLOYED/PLACED, GIVE THE FOLLOWING INFORMATION  
   Type of enterprise  
   (1) State  
   (2) Co-operative  
   (3) Private  
   (4) Other  
   Occupation: ......................................................  
   Date of order:  
     
     Day  Month  Year  

16. IF AN INDIVIDUAL IS ASSIGNED FOR VOCATIONAL TRAINING, GIVE THE FOLLOWING INFORMATION  
   Date of Training Assignment  
     
     ______  ______  ______
Type of Training

1. Learning a new profession
2. Retraining
3. Refresher course

Length of studies (months) ........................................

Date when finished Professional Training  ____  ____  ____  Day  Month  Year

17. IF AN INDIVIDUAL IS GIVEN WORK ON PUBLIC WORKS, PROVIDE FOLLOWING INFORMATION

Date  ____  ____  ____  Day  Month  Year

Registered as unemployed  ____  ____  ____  Day  Month  Year

18. IF ISSUED SOCIAL ASSISTANCE, PROVIDE THE DATE

____  ____  ____  Day  Month  Year

19. DATE TAKEN OFF THE REGISTER AS UNEMPLOYED

____  ____  ____  Day  Month  Year

REASON  ..........................................................

20. CARD CLOSED  ____  ____  ____  Day  Month  Year
Дата начала работы: 140
1. Фамилия: 2. Имя: 3. Отчество:
4. Дата рождения: 5. Место рождения: 6. Национальность:
7. Статья: 8. Занимается: 9. Учёная степень: 10. Ученая должность:
11. Профессия: 12. Образование: 13. Квалификация:
14. Специализация: 15. Место работы: 16. Сроки:
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REFERENCES


Gimpel'son, Vladimir E. "From Labour Shortage to Unemployment: Soviet Worker’s Attitude About Possible Changes in Labour Relations." LABOUR 5, No. 3 (Winter 1991): 63-78.


ENDNOTES

1. The Federal Employment Service (FES) is the national level body that co-ordinates and, within the limits of a relatively decentralised system of organisation, manages the Russian Employment Service. The FES has a staff of approximately 160. Its current expenditures are funded from the budget of the Russian Federation, based on allocations by the Ministry of Finance. In 1993, this allocation totalled 136 million Roubles.

2. For the purposes of this paper, the term Russian Employment Service is defined as the overall public employment service of the Russian Federation. The FES, RECs, training centres, and other associated entities are components of the Russian Employment Service.

3. The term dynamics refers to the movements of people into and out of this population and the corresponding changes in stock levels, as well as the duration of spells for those falling into this population.

4. In addition to operational and statistical uses, the information generated by the administrative systems can constitute a useful input to the programme evaluation process.

5. As mentioned in Endnote 1, the FES itself is funded by an allocation from the Federal budget. Under the Employment Law, there are also provisions authorising governmental contributions to fund certain labour market programmes (e.g., for special initiatives of local governments).

6. This report deals with administrative statistics relating to job seekers. It should be noted that an effective job matching process will require further development of the parts of the system relating to vacancies, as well.

7. This group is generally defined as those within five years of retirement. In some cases this is defined to include those approaching early retirement as well (i.e., those who are five to ten years from full retirement).

8. Three of these centres are attached directly to the FES.

9. In most OECD countries, LFSs are carried out on a monthly or quarterly basis. For now, depending partly on budgetary concerns, the Russian Central Statistical Office intends to conduct annual surveys.

10. We did not research empirically the reasons for non-registration of unemployed with the RECs. Anecdotal evidence we collected suggests that there is most likely a combination of reasons for this phenomenon. It was suggested that:

- Many people are not working as a result of being placed on a non-work status by their employer. That is, they may still have an attachment to their former place of work that yields some benefit and makes them reluctant to formally leave their positions and officially register as unemployed (e.g., on unpaid leave, but still benefiting from use of company-sponsored housing);
- Benefit levels are very low and the incentives to apply are not sufficient;
- The granting of benefits may be restricted due to the particular interpretation of the regulations by a given regional or local employment committee;
- Many have a poor perception of the ability to the RECs to assist in placement;
- Some are not aware of the services provided by the RECs;
- After living for decades in a society where unemployment was virtually non-existent and unemployment was equated with parasitism, some people feel that there is a stigma attached to unemployment;
- Although there are roughly 2,300 local offices, many unemployed still live great distances from the closest one;
- There is a continuing distrust of authorities; and

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- Unemployment may be less than would otherwise be the case due to unreported employment in the private sector.

11. It is probably this effect that caused a surge in the December 1992 outflow data for the two local employment centres in our study.

12. "Trudoistriostvo Grajhdan"

13. This item is not captured in the monthly operational statistical reports.

14. "Trudosposobnih nyzanyatih grazhdan" - The full title of this category as specified in the revised monthly report format (released in August 1992) may be translated roughly as:

"People out of employment, capable of work and seeking work, registered at the Employment Service."

15. Identified in the new monthly report as: "Priznano bezrabotnimy."

It should be noted that the ILO/OECD definition of "unemployment" is not conditioned on registration with, or recognition by, the Employment Service and therefore differs from the use of the term by the Russian Employment Service.

16. Identified in the new monthly report as: "Naznatcheno posobiye pa bezrabotizye."

17. Over the course of 1992 there was considerable variation in the relative sizes of these four categories. In the Russian Federation, registered job seekers without work constituted roughly 90 percent of the registered job seekers.

As of December 1992, of the registered job seekers without work, roughly 60 percent were in the group of recognised unemployed and less than 40 percent were recognised unemployed receiving benefits.


19. The count of the recognised unemployed is also biased downward due to the treatment of those made redundant and drawing severance pay. Enterprises are required to pay severance pay during the first 90 days following a person's redundancy. In theory, these people may register with the Employment Service as job seekers, although they are not eligible for benefits until their severance pay ends. Employers are supposed to inform workers that assistance is available from the Employment Service, but in practice this is often not done. Many workers are simply not aware of their rights. Thus, they may not register until their severance pay ends. In addition, it is possible that the treatment of those who register during the severance pay period results in their being counted differently in various offices.

20. Indeed, in Poland the share of long term unemployed has increased from 24 percent in May 1992 to roughly 43 percent in February 1993.


21. Vacancy data will be critical to development of the job matching function of the Russian Employment Service. Expenditure data will play a key role in monitoring the efficiency of the Russian Employment Service and in programme and policy evaluation. Development of enhanced presentation and analysis of these data merits early consideration by the FES.
22. The new report provides sufficient information to perform analysis based on the accounting identity cited above.

23. Development of reliable comparisons between RECs will depend, in part, on the introduction of standardized statistical practices and forms (e.g., registration cards).

24. This increase was less significant when viewed in relation to stock at the start of the month. In January 1992, outflows were 14.4 percent of the initial stock. In January 1993, outflows were 15.3 percent of the initial stock.

25. Labour force was estimated using the information available in each district as provided by the employment centre staff, with some minor adjustments. The estimates were: 205,000 for Frunze; 200,000 for Lubertsy; and 73,500,000 for Russia. The estimated labour force figures were held constant for all calculations.

Future versions of the table should use labour force estimates calculated based on a consistent methodology. The best source of estimated labour force information may be the labour force survey, depending on when data from the survey become available.

26. As noted elsewhere in this report, the aggregate data may reflect some distortions due to regional variations in methodology.

27. During the period of our study (1992), the July 1991 format of the quarterly report (Form 1-T) was in use. We understand that the FES is introducing a revised quarterly report format. However, we have confined our comments to the version in use at the time of our study.

28. In practice, the expenditure information was often not included in the copies that we received.

29. In order to encourage development of training opportunities and progress towards the objective of human resource development, it may be useful for the FES to produce a biennial public information release on the status of Russian Employment Service-sponsored training. In particular, this statement could provide information on the number of workers trained, the kind (class-room versus training-on-the-job) or the quality of training offered, the length of training and the list of occupations for which training was provided.

30. The Employment Law provides for the role of the Russian Employment Service in the professional education and vocational training of the unemployed. However, we found the number of job seekers referred to REC sponsored training to be extremely low. Anecdotally we heard several explanations for this including:

- The available courses may not match the needs of many of the unemployed (e.g., many unemployed are white collar, while many courses target blue collar workers).
- Retraining may be considered a relatively new and underdeveloped field in Russia, and development of a new and appropriate infrastructure has lagged.
- The responsibility for training and education issues is split among several government agencies between which co-ordination mechanisms need to be developed (e.g., for certification). As a result, training initiatives have not been able to reach their full potential.

31. The accounting identity cannot be applied to tables Q-1, Q-2, and Q-3. However, the benefit of having a smoothed trend from using an average monthly stock in table Q-1, led the study team to decide to proceed on this basis.
32. The trend in Lubertsy appears even more dramatic if the first quarter level of 149 is included. However, as noted in the monthly table section above, the outflows should be looked at in relation to the stocks. During the first quarter, the monthly average stock level was only 60 percent of the fourth quarter’s level. Thus, although the actual increase was significant, it was nevertheless somewhat less dramatic.

33. Labour force is equal to the sum of employment plus unemployment; it is a measure of the economically active population.

34. See Endnote 25.

35. For an analysis of outflows in selected OECD member countries, see:

   OECD, Employment Outlook, 1988, Chapter 2.

36. See OECD’s study on the Polish Labour Market, March 1993, pp.28-30, and p. 34.

37. See Endnote 3.

38. As mentioned above, the group of registered job seekers includes a small percentage who are currently employed or are students, but who are seeking additional or alternative employment.

39. Table Q-5 provides an example of such a format.

40. A corresponding table for inflows could also be developed from the data in the quarterly report.

41. The exclusion of records from the sample based on the dates of their creation or closure is technically known as "censoring."

42. Obviously, in our sample inflows will equal outflows; the sample only contains those records opened and closed during 1992.

43. Assistance for the "socially vulnerable" is discussed in Part 1, Section B, of this report.

44. I.e., in conjunction with tables describing the characteristics of the job seekers that make up the stocks and flows, such as the quarterly and profile tables presented above.