

# **Public Employment Services'**

## **Contribution to EU 2020**

### ***PES 2020 Strategy Output Paper***

#### **Executive summary**

This paper presents the common strategy for the future endorsed by all European Public Employment Services. Taking into account the contextual changes European Public Employment Services will be confronted with in the years to come, as well as the changes in the way labour markets are functioning and public service providers have to operate, the PES 2020 strategy describes the changes in the role and function of Public Employment Services that are necessary in view of the implementation of the EU 2020 strategy. It also defines the role of Public Employment Services in accordance with the EMCO Opinion 'Making transitions pay', while being well aware of the differences in institutional setting, objectives, product portfolio and structure of European Public Employment Systems.

In view of the challenges generated by transitional labour markets Public Employment Services should pursue an activation policy with sustainable outcomes. At the same time, Public Employment Services have to focus more on the demand side of the labour market as employers are facing increasing recruitment difficulties. Especially small and medium sized enterprises are often in need of more intensive support from Public Employment Services. Also, a shift is needed towards closer cooperation between European Public Employment Services.

To guarantee an optimal functioning of the labour market, as a critical success factor for the EU 2020 strategy, Public Employment Services should acquire a mandate to fulfil conducting functions. When defining 'conducting', several levels can be distinguished, starting from a thorough understanding of the multiple transitions presenting themselves continuously on the labour market, a clear view on services offered by labour market actors, and a maximal disclosure and use of labour market intelligence. Conducting also implies stimulating labour market actors to cooperate and innovate, collaborating closely with public or private partners and aligning labour market actors with labour market policy.

To contribute to the 'Making transitions pay' approach, Public Employment Services need to build bridges across career transitions. To smooth the transitions between learning and working, for example, they have to pursue close interaction with various stakeholders in the fields of education and vocational training. In order to avoid rapid transition carousels between employment and unemployment, Public Employment Services should raise awareness of the importance of sustainable activation outcomes and inform employers of their responsibilities and options in view of securing labour force supply. Finally, Public Employment Services can construct bridges with career management services and encourage the acquisition of career management skills allowing job seekers to cope with career fluctuations.

The paper also stresses the importance of the Public Employment Services' ability to operate with agility in order to ensure maximal labour market policy impact. Furthermore, the implications of the PES 2020 strategy for the business modelling and service delivery of Public Employment Services are set out by means of several key implementation principles. After calling for the elaboration of convincing business cases to demonstrate the added value of Public Employment Services, the paper ends by outlining the pathway of change necessary to achieve the intended PES 2020 strategic reorientation.

## Preface

For European Public Employment Services business will be never 'business as usual' anymore. As recent years painfully made clear, rapid and massive changes are increasingly occurring on the labour market. Moreover, the social function of Public Employment Services is transforming. Today, they have to transform into 'work focused gateways to welfare systems'. Confronted with various uncertainties and opportunities, as well as with explicit responsibilities and expectations, Public Employment Services are in need of a clear and stable view on the necessary developments they have to succeed in to stay relevant and effective. The present paper is presented in order to illuminate and determine the common strategy for the future endorsed by all European Public Employment Services. It is presented now, when policy designers want to know how Public Employment Services will be able to ensure the impact and implementation of the strategy Europe 2020.

## 1. Changing environments

Labour market governance is closely related to macro-economic governance<sup>1</sup>. Throughout Europe, nations have to deal with the consequences of the financial and economic crisis and find new directions for their industries. In order to establish budgetary stability in the Euro zone, saving measures are taken and **financial restrictions** are imposed on governments. Globalization puts pressure on Europe's competitive position.

Secondly, the process of population ageing in Europe is accelerating and the balance between people of working age and retirees starts to shift. As a result, active working-age population is projected to contract and the availability of labour forces will be jeopardized. Therefore, **greying** brings along serious challenges for health care services, economic growth and the financing of social welfare systems. Governments have to anticipate and plan in order to maintain a sufficiently skilled working force.

Europe is also confronted with ecological challenges. Global warming and the decrease of natural resources forces sectors to redirect and focus on sustainable business. Moreover, the '**greening**' of the economy causes new skill requirements to emerge.

Furthermore, **new generations** arise, youth who have a different view of work, different competencies and soft skills, and different expectations towards public services. Children are growing up in a world that is permeated by technology and information, which they are dealing with in an intuitive, clever way. Social networking, virtual competency acquisition and multi tasking are clearly part of their development process. In the meantime new forms of employment emerge.

Modern service delivery has become fundamentally IT-dependent and is thus influenced by new software and new technologies, by new tools for data-collection, data-mining and data-exchange, by alternative communication and collaboration channels, by an increasingly social and mobile internet, etc. All these **technological innovations** also alter basic labour market mechanisms like the way employees are recruited or the way job seekers apply for a job. Technology will amplify the capabilities of Public Employment Services as information brokers as well.

In the meantime, many Member States are increasingly struggling with a **mismatch** between labour demand and labour supply. Unemployment rates are growing and the prospect of a large-scale war on talent is looming up as companies will have to deal with a build-up of bottleneck vacancies and a shortage of job seekers with the required qualifications due to demographic evolutions.

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<sup>1</sup> Nevertheless employment policy, job creation or labour legislation lie outside the scope of Public Employment Services.

The low **participation rate** of some target groups that score less well in labour market statistics causes additional anxiety. Although well-known, the insufficient participation of low-skilled youngsters, people aged 55 and older, migrants, occupationally disabled persons, long-term unemployment, people in poverty and other disadvantaged groups, remains a structural problem. In addition, a widening educational gap manifests itself. Simultaneously, investments in lifelong learning are still showing a lack of ambition in Europe. They even seem to deteriorate.

Finally, as social perception on the role of government agencies and public services shifts, many Public Employment Services face **uncertain political choices** about their long term funding and range of activities. Although the banking crisis amplified the call for market regulation and policy implementation remains a key function of Public Employment Services, a tendency grows in several countries to stress the autonomous responsibilities of citizens and companies, sometimes possibly reducing the need for intervention by publicly funded service providers and certainly stressing the necessity to invest public means smartly.

Public Employment Services are expected to cope with present and future challenges at the same time. Reacting swiftly to changing circumstances and combining short time interventions with sustainable solutions, calls for flexibility, organizational responsiveness and creativity. Public Employment Services can anticipate and influence labour market changes through information exchange with policy-making bodies and by acting in an anti-cyclical way.

## **2. Changing labour markets**

In the past decades the view has been gaining ground in every member state that the Public Employment Services (PES) should be playing a more active role in reducing dependence on unemployment benefits. In response to fundamental changes in our labour markets and society, a new set of roles taken up by the PES is gradually emerging, which are intended to support entire work careers. This shift away from the dichotomy 'unemployment-employment' stems from the launch of a new paradigm – '**transitional labour markets**' – by leading scholars in the TLM school (e.g. Schmid, Auer, Gazier). At the same time, policy makers have been in search of a new, virtuous balance between flexibility and security – or '**flexicurity**' - for employers and employees. Both approaches can be considered as a response to the increasingly volatile labour market and its consequences for social security.

Several tendencies have brought an end to the traditional labour market – characterized by the male breadwinner working fulltime until retirement, often for one and the same firm. These tendencies are among others the shift from mass production to more tailored service delivery, the entrance of women on the labour market, the erosion of internal labour markets, etc. As a result of these changes, employment relationships have become far less stable and diverse **transitions** are made over life time into, within and away from the labour market.

These transitional labour markets bring along (new) **social risks** – which tend to hit disadvantaged groups adversely: the risk of low earnings capacity due to lack of education, the risk of income volatility due to fluctuating demand and job-to-job transitions, the risk of total wage-income loss due to involuntary unemployment, the risk of restricted earnings capacities due to social obligations such as child care or elderly care, the risk of reduced or zero earnings capacity due to disability, chronic illness or old age.

The new reality of the transitional labour market requires new policy responses, in order to empower citizens in coping with 'risky transitions' and improving their own (working) life. Hence scholars launched the concept of '**positive transitions**', which involve a self-reinforcing process of further investment in the employability of citizens.

Applied to the role of the 'new' Public Employment *System*<sup>2</sup>, the TLM approach represents (at least) a threefold renewal with regard to the conventional function of social security systems:

1. A new combination of the 'active' and 'passive' functions, merged into the concept of '**active securities**'. Instead of passively compensating for income losses and protecting jobs, governments should actively invest in the human capital of individuals and in work place environments so as to help people to protect themselves. By aiming at 'active securities' while enforcing both rights and obligations of unemployed citizens, Public Employment Systems pursue an activation policy with sustainable outcomes.
2. A new **anticipatory role** in response to potential career transitions. Instead of enforcing job-to-job transitions governments should focus on supporting work careers by giving individuals a perspective and voice in their development. Public Employment Systems should enable transitions from and within work as the economic situation and the individuals' preferences might change over time.
3. A shift from the conventional serving to **facilitating, coaching and conducting** Public Employment Systems, in which the term 'conducting' stands for two senses: on the one hand, the governance, management, stimulation, coordination and quality assurance of the offered services and of partnerships; on the other hand, the provision of (online) tools and primary services to support individual career management.

When applying a career or life course approach, the target group for the Public Employment Systems enlarges towards new 'customers' (workers, employers, inactive groups) with no traditional link to the Public Employment Services.

Besides the threefold renewal of the conventional functions of Public Employment Systems, a fourth major shift is occurring, i.e. a shift towards a **more labour demand oriented** service package. In view of increasing recruitment difficulties the efficient and inclusive activation of job seekers has to be combined with a profound understanding of labour demand and a qualitative assistance of employers. The increased attention to the needs of employers is also favourable for the unemployed as they are better assisted in directing their careers towards real and realistic prospects. Close cooperation with companies even permits to create additional opportunities to employ more vulnerable job seekers.

Growing interdependencies of national labour markets within Europe call for more international cooperation between European Public Employment Services. In view of optimizing the functioning of the **European labour market** as a whole, the underlying differences between national and regional labour markets have to be governed and even exploited. Changes in the role of Public Employment Services/Systems have to be translated to a European context as well. The announced EURES reform is expected to maximize labour market transparency at a European level, to support the mobility of job seekers within the European Union and to help tackling shortages on national labour markets.

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<sup>2</sup> Using the term 'Public Employment System' instead of 'Public Employment Service' helps to transcend various institutional settings for public employment service provision that exist in specific national contexts. At the same time, the term expresses the idea that the governance of labour markets is not achieved by a single ministry or public agency, but through network formation.

### **3. Towards a common view on the changes in the role of Public Employment Services**

#### **3.1.**

Today, Public Employment Services already face a number of **immediate tasks** (which are also related to the execution of the European Employment Guidelines), such as lifting the employment rate and reducing the number of bottleneck vacancies. These tasks need to be addressed by investing in a strong and sustainable active mediation. The main objective can be summarized as: “more people need to work longer and differently”.

To reach this objective, Public Employment Services should approach labour demand and supply from a more **holistic point of view** which takes into account the multiple transitions presenting themselves continuously on the labour market and during individual careers. Public Employment Services could adopt such a holistic perspective by building bridges and transcending institutional and geographical boundaries.

Bridging career transitions is first of all a matter of empowerment. Job seekers and job changers need to be enabled to build bridges themselves, to take control of their own careers. Nevertheless, transition support has to be directed towards employers also. Especially **small and medium sized enterprises** are often in need of more intensive support in publishing skill based and appetizing vacancies, developing a skills based human resources management and generating measures to ensure staff retention. In short, companies are also expected to deal with transitions.

The more holistic approach to work and the intention to build bridges across different career transitions will transform and boost the matching of labour demand and labour supply as the core business of Public Employment Services. Taking into account all kinds of skills acquired during all kinds of career transitions, for example, will greatly expand the scope and quality of the matching process.

#### **3.2.**

Building bridges entails a shift from functioning (only) as service providers towards functioning (also) as service seekers, that compose scenarios for the most qualitative, effective and efficient constellation of services to meet a specific need on the labour market. Service delivery has to be organized across different actors in order to meet the needs of citizens and companies more flexibly and accurately. Thus, the **cooperation** of public and private, commercial and non-commercial agents is facilitated in order to reach policy objectives and guarantee a smooth functioning of the transitional labour market - also on a European level. Intensifying partnerships with Private Employment Services will disclose many matching and transition support opportunities.

This leads to the first conclusion: *Public Employment Services (Systems) take up ‘conducting functions’ and have to acquire a mandate to do so legitimately (both from policy designers and from customers). Conducting is considered to be a catalyst to achieve maximal organizational responsiveness.*

In view of clarifying the meaning of ‘conducting’ as a key strategy for Public Employment Services to reach the objectives of Europe 2020 and to make sure transitions pay, ‘conducting’ has been defined at different levels:

- Public Employment Services conduct by *enhancing* labour market transparency and providing evidence to support policy design;
- Public Employment Services conduct by *securing* standards for active labour market policies;
- Public Employment Services conduct by *identifying* labour market needs and available service offers;

- Public Employment Services conduct by *matching* citizens and employers with appropriate and accessible services;
- Public Employment Services conduct by *enabling* labour market actors to cooperate and innovate;
- Public Employment Services conduct by *commissioning* market operation and partnership formation;
- Public Employment Services conduct by *aligning* labour market actors with labour market policy/labour market needs (by selecting, certifying, coordinating, directing, managing);
- Public Employment Services conduct by *acting* as supplemental service providers where market failure occurs.

These levels of conducting can also be interpreted as the successive steps in the basic process of labour market conducting:

- 1) analyse labour market needs,
- 2) compare labour market needs with the service offer of labour market actors,
- 3) connect needs with service offers,  
or (when no suitable offer is available),
- 4) make a strategic decision between:
- 5) either build bridges with/between other actors,
- 6) or provide the necessary service in-house.

The fulfilment of these ‘conducting functions’ has to be tuned with a customer-oriented view. Also, specific attention has to be paid to the ways in which services to employers could be optimized by ‘conducting’.

As labour market information brokers Public Employment Services have the ability to conduct. As policy implementers and guardians of the public interest Public Employment Services have the legitimacy to conduct.

The range and intensity of the conducting functions adopted by the different European Public Employment Services may vary, depending on their national circumstances, but all of them acknowledge that showing ambition in guaranteeing an optimal functioning of the labour market implies functioning as a conductor.

### 3.3.

One of the main career transitions that has to be bridged by conducting in order to get more people to work longer and differently, is the transition between labour market and education/vocational training: *in view of ‘making the case for skills’ Public Employment Services need to pursue close interaction with various stakeholders in the clusters of skills identification, skills orientation, skills profiling, skills verification, skills matching and skills training.*<sup>3</sup>

First and foremost, the interaction should be focused on the added value Public Employment Services can provide for Education, Vocational Education or Training, particularly based upon their labour market intelligence. Activation of school drop-outs or low-qualified job seekers for example could be a primary field of cooperation. Public Employment Services have to strengthen sustainable employability as well by stimulating lifelong development.

### 3.4.

Empowering job seekers, employees and employers to invest in skills development and to prolong careers, also means avoiding carousels of rapid employment and unemployment. Immediate, short-term matching always has to be weighed against the possibilities to

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<sup>3</sup> Cf. Final report of the PES working group on New Skills for New Jobs, endorsed by the network of the Heads of PES on the 24<sup>th</sup> of June 2011 (Budapest, Hungary).

empower job seekers and invest in their skills acquisition or upgrading. *Therefore, Public Employment Services have to take actions to raise awareness of the importance of **sustainable activation outcomes**.*

Sustainable activation outcomes are not to be interpreted as the counterpart of transitional careers, as uninterrupted employment until retirement. Sustainability is attained when a quick return to unemployment is averted and when a job seeker possesses career management skills in order to cope with future career transitions. However, activation outcomes are only considered to be sustainable if they equally benefit individual citizens, employers and the labour market as a whole.

Public Employment Services can use various tactics to raise awareness concerning sustainable outcomes. On the one hand, explaining the context of professions and job offers to job seekers and job changers is an essential part of qualitative mediation and sustainable (career) guidance. Also, specific services ought to be set up to enhance the working conditions of specific target groups, such as employees with a 'labour market disability', elderly people or employees returning to work after a long period of absence.

On the other hand, Public Employment Services can inform employers of their responsibilities and options in view of securing labour force supply and offer them financial compensations for hiring vulnerable employees or keeping them at work, while simultaneously safeguarding productivity and the participation of both employer and employee. Public Employment Services can also assist companies (in particular small and medium sized enterprises) with regard to their policy on competences (provision of information, guidance in upskilling staff, assistance in adjusting workplaces, etc.) – provided such assistance is not available on the private market. Public Employment Services can even stimulate social innovation and advocate new types of vacancies or new forms of work.

### **3.5.**

Constructing solid bridges, however, does not only help Public Employment Services to cope with current challenges and ameliorate mediation between labour supply and labour demand. It allows them at the same time to prepare the labour market for the future and to swap from a reactive to a proactive *modus operandi*, not only towards job seekers, but also towards all other citizens and employers. *In order to increase career security Public Employment Services should stimulate all citizens and employers to proceed to **career management**.*

Career management starts with the development of career management skills during education. It continues when graduates enter the labour market, possibly accompanied by vocational training. Career management services are offered when employees are threatened by dismissal, when they decide to change jobs or when they want to combine working with learning or caring. Career guidance services try to help job seekers make a sustainable transition to employment or between jobs. However, career management support can also be provided to companies, e.g. when they intend to grow or have to contract, when mergers have to be implemented, when their business orientation or labour organization changes.

From a conducting perspective, Public Employment Services give access to career guidance services, especially for those that are far removed from the labour market (e.g. NEET generation youth). By furnishing information about evolutions in labour supply and demand they can help both employees and employers in identifying skill gaps and development perspectives. By directing them towards specific career guidance services they facilitate labour market transitions and build bridges with the intent to provide sustainable solutions to present matching problems and specific policy objectives.

Depending on different target groups several levels of intensity of career guidance services can be distinguished<sup>4</sup>:

- employment counselling (assessment, development/execution of an action plan for labour market integration);
- career development counselling (development/execution of an action plan for sustainable labour market integration – also for employed individuals);
- rehabilitation counselling (development/execution of a broad action plan for sustainable labour market integration, especially for those with special needs or labour market disabilities);
- career and labour market information dissemination (also for companies and the general public).

These services have as common goals the supporting the integration process, facilitating career choices and enabling labour market transitions.

#### **4. Operational consequences for the public employment organisations**

##### **4.1.**

Putting into place a common strategy does not mean that the operational consequences will be the same for each Public Employment Service, as these consequences will also depend on the country-specific context. In order to be able to react flexibly and accurately to the numerous changes that may take place both internally and externally, Public Employment Services will have to transform and innovate, taking into account the bricks for building bridges that are already in place in the different Member States. Cross border cooperation in a European context offers, without doubt, many advantages in this respect.

Regardless of national settings, realising the present and future changes in role and function marked out in before will entail substantial transitions with a profound impact on service delivery/detection and indeed the entire governance and business model of the Public Employment Services themselves. Public Employment Services will need the capabilities and the capacity to **ensure maximal labour market policy impact** regardless and because of the volatility of economic, social or financial circumstances. Therefore, the ability to operate with **flexibility** will be of the utmost importance. If their systems and services are not designed for agility and organisational responsiveness, Public Employment Services will fail to react efficiently and effectively to unceasingly changing public and political demands and lose their relevance in the present competitive environment. Flexibility can be obtained in various ways, including the integration of services, network management, digitalisation and multi-channelling, customer segmentation, organizational restructuring, the introduction of enterprise architecture, red tape reduction, etc.

The evolution from more bureaucratic oriented organisations towards more flexible, open, market and network oriented structures requires a mental and cultural shift, both in terms of business modelling as in terms of leadership and individual ways of working. At the same time, policy development should include considerations on its implications for policy delivery mechanisms.

Being employers themselves, Public Employment Services will be challenged by the same recruitment and retention difficulties as the rest of the labour market. But as visible talent brokers, they will have to act as a model of the intended labour market recruitment behaviour they expect from employers. A sustainable human resources management shall be crucial to keep on ensuring qualitative services and maximal labour market policy impact.

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<sup>4</sup> Based upon Tibor Bors Borbély-Pecze and A.G. Watts, "European Public Employment Services and Lifelong Guidance", The European Commission Mutual Learning Programme for Public Employment Services, 2011.

#### 4.2.

To guide the process of putting the long term strategy aimed at building bridges into practice, some common key principles are identified.

- A **value driven** approach: Public Employment Services obtain their legitimacy as labour market conductors above all from the values they uphold. Some of the values they share are equality, honesty, reciprocity, respect, social responsibility, professionalism and engagement. These values have to be translated into daily service delivery.
- Customer orientation and **customization/differentiation**: services offered to job seekers need to be tailored to their individual needs and requirements as much as possible. Personalized services not only improve customer satisfaction and the effectiveness of Public Employment Services' interventions, but also promote cost efficiency as public means can be distributed more intelligently and precisely to those most in need of a public safety net.
- **Digitization**: investments in user-friendly technology are expected to increase service availability and accessibility. Moreover, technological solutions allow Public Employment Services to keep down working costs and increase performance. Also, e-services can be used to complement other channels, depending on individual clients' needs.
- **Inclusiveness**: Public Employment Services should offer services that are free and accessible for all citizens and companies. Usually, public activation efforts are even targeted to the most vulnerable groups, such as elderly people, low-qualified young people, people with disabilities and immigrants. Increasingly, Public Employment Services get the task of activating beneficiaries of non-employment related income replacements in order to enlarge labour supply and reduce the burden for the welfare system.
- **Empowerment**: Public Employment Services should invest in the empowerment of citizens by providing services intended to enable them to build on existing skills and strengths, to take care of their career and to anticipate possible career transitions. Ultimately, their aim consists in endorsing and increasing capabilities in view of autonomous career transition management.
- **Levelism**: Public Employment Services should be equipped to react promptly and accurately to specific regional and local labour market needs, where appropriate. Targeting and tailoring active labour market measures to regional and local employment priorities can be done by cooperating with municipalities and local organisations, by establishing local service delivery offices and by strengthening the capabilities of regional management. However, as labour markets do not only function on a local level, but on regional, national and international levels as well, Public Employment Services should first of all acquire the capability to act on these different levels of labour market organisation, provide services at the proper level and balance local requirements with regional, national and international needs.
- **Social innovation**: Public Employment Services are keen on stimulating service providers to explore and develop new products and new methodologies, as innovation on the labour market helps them to present alternative solutions to social problems. Partnership projects, experiments carried out by actors, community entrepreneurship and good practices of peers have to inspire Public Employment Services in view of constant service design renewal and organizational maturity upgrading.
- **Integration and interoperability**: Public Employment Services should be capable and willing to integrate products and services developed together with partners. Their systems and standards should be compatible with those of other service providers in view of obtaining maximal range and support. Exchanging knowledge and information

between European Public Employment services yields strong leverage to improve the implementation of the strategy Europe 2020.

- **Evidence-based:** in view of budget constraints knowledge on “what works” allows Public Employment Services to ensure and generate the most efficient measures. Public Employment Services have various ways of addressing the issue of “what works”. They can carry out model-projects to learn about new methods and active measures; they can evaluate programmes and stipulate analysis on target groups; or they can carry out analysis of short and long term effects (motivation effects, lock in effects, program effects or cost benefit analysis) or make use of randomized controlled trials to innovate policy and employment programmes. Not only developing knowledge on “what works” is important to reach the objectives of Europe 2020, but gathering, administering and communicating it is imperative as well – in particular for policy designers and Public Employment Services’ staff.

#### 4.3.

Furthermore, Public Employment Services should be able to build a convincing **business case** for the strategy they present with the intention of contributing to the realization of Europe 2020. They have to show what they have to offer and how they can achieve a valuable return on investment at several levels:

- for the unemployment benefit system: reduction of spending on passive labour market policies spending, increase of public revenue;
- for overall economy: better and faster matching, reduction of benefit dependency, increase of productivity and purchasing power;
- for overall society: perspectives for the youth, growth of active citizenship, participation and social stability, reduction of social exclusion and marginalization.

Building a compelling business case depends also on the efficiency and effectiveness of the **governance and business model** Public Employment Services rely on to make the strategic changes actually happen.

#### 4.4.

Finally, Public Employment Services should initiate, manage and implement the **pathway of change** they are faced with in order to realize their strategic reorientation. The change management process can consist of the following steps:

- 1) Determine a common PES 2020 network strategy
- 2) Clarify the implications for each individual Public Employment Service in terms of key tasks and goals
- 3) Define common priorities for action and assistance, reflected in a framework program
- 4) Provide management support and instate accountability on different levels within the individual Public Employment Services.
- 5) Identify and map stakeholders
- 6) Involve stakeholders within and outside the organisation and communicate sufficiently.
- 7) Empower Public Employment Services’ own staff by offering adequate training facilities and sufficient career management tools.
- 8) Follow-up on the progress and quality of changes.
- 9) Increase the exchange of information and breach barriers between business units and organisations.