Country Report

France

Client: European Commission

Rotterdam, London, October 2011

Country Report PES PMS

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ECORYS

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Summary

ID	
Country	France
Name PES	Pôle emploi
Name researcher	MP
Additional remarks (e.g. source gaps, problems, challenges)	Country visited

1 Background information

General information PES		Source*
Mission & tasks & targets	Pôle employ exists since 2009, resulting from the merger betw een the PES "ANPE" and the Unemployment Insurance Service "ASSEDIC")[1]. Pôle emploi's mission concerns: • Reception and registration register of jobseekers; • Payment of jobseekers' allow ances; • Individual guidance of job seekers up to placement; • Scouting the labour market by approaching enterprises; • Recruitment aid to enterprises; • Labour market analysis. Since the forming of the new service after the merger in 2009 Pôle emploi has focused on: • personalisation of services (individual guidance and tailored support for jobseekers); • simplification of services: one-stop-shop for work and income, one intake for w ork and income; • extension of services to a w ider group of people (social assistance recipients, young people, older people) and covering also job seekers not in receipt of an allow ance; • further development of services to enterprises, building on the personalised approach to job seekers; • partnership w ith regions and other offering complementary services.	Institutional Website[2]. Management Information Systems – a Questionnaire[3].
	The objectives for the period 2009-2011 w ere agreed betw een the State, Unédic and Pôle emploi in a tri-partite agreement. The first step in transforming the organisations w as taken in 2009 w hen the objective w as above all to realise the merger and turn Pôle emploi into an operational tool w ith improved services. For 2010-2011 the second step in the transformation is to improve	Convention pluriannualle entre l'Etat, l'Unédic and Pôle emploi, Bercy, Jeudi 2 avril 2009.

1 Assédic - Association pour l'emploi dans l'industrie et le commerce- was an organisation responsible for the collection and payment of unemployment insurance contributions, orginally associated to Unédic - Union nationale interprofessionnelle pour l'emploi dans l'industrie et le commerce. Unédic -the acronym became a name in 2011- is managed by the social partners and responsible for the management of the unemployment benefit system. Law n° 2008-126 of 13.02.2008 on the reform of the organisation of public employment services confirms the management of unemployment benefits by Unédic (social partners agree on rules and conditions), but stipulates that Pôle emploi on behalf of Unédic effects the payment of benefits and the collection of contributions, the latter on a temporary basis.

2 http://www.pole-emploi.org/communication/p-le-emploi-l-acteur-majeur-du-retour-l-emploi-@/communication/coarticle.jspz?id=39.

3 http://www.pes-benchmarking.eu/uploaddoc4852/43_YP_02_MIS_Questionnaire_02_FR.pdf.

General information PES		Source*
	the services offered by Pôle emploi in such a way that it would rank at the top of PES in Europe. A new tipartite agreement is going to be signed on the beginning of 2012 for 3 years. The main objectives are: more personalised services; more action on the territory level; more managing by results and performance and optimisation of the organisation.	
Organisational setup (nr. of central, regional and local offices)	The PES in France distinguishes 4 levels: • Central office (policies and strategies, management, performance assessment, risk management); • 26 regional offices, each managed by a "Regional Director", to cover the 26 French regions, and number of territorial offices which each cover at least one "department"; both are responsible for the mobilisation of funds at their level, in accordance with the national strategy, for establishing partnerships and monitoring performance. Territorial offices supervise local offices; • Local offices in charge of the delivery of services; come; some local offices are "multi-purpose" while other are "specialised". For Paris there exists an additional level (departmental) between region and territory. International employment services are implemented by Pôle emploi International (PEI), one of Pôle emploi's specialised network and teams[4]. It has three regional teams: Europe (EU but also other countries such as Ukraine), Asia, and the Americas, Africa, the Near and Middle East and Oceania. EURES is part of the Europe team of Pôle emploi International. However, a number of Eures advisers work in the national offices, amongst colleagues that deal with national placement only. Some 110 people work for the PEI network. In addition, there are EURS advisers working in offices that otherwise deal with national employment services only. A total of 30 staff inside local agencies devolved to the international or cross border activities. There are about 30,000 international vacancies annually.	Convention between the government and the PES[5]. Interviews.
Human resources (nr. of staff if possible fte's) Please	Around 50,000 staff in 2009 and 2010.	2010 Annual report[6].

4 Services. Organised in a network managed from the head quarters. In terms of operationally in front office with the clients: This network is composed by a head of network: an office in Paris.

5 http://www.unedic.org/Textes/convention-pluriannuelle-entre-l-et-rsquoetat-l-et-rsquoun-et-eacutedic-et-p-et-ocircle-emploi.

6 http://www.pole-emploi.org/file/mmlelement/pj/75/b4/2d/c3/rapport_activite43266.pdf.

General information PES		Source*
mention the year		
Financial resources (annual budget) Please mention the year	Operational budget (staff etc.), investments, allowances and outsourced services: €4,482m in 2009. The initial Budget for 2011 was €4,735m.	2009 Annual report.

Institutional context		Source
How closely linked is the PES to relevant governmental body? (*deconcentration*: is this a part of a ministry, is it a legal form, a separate agency?)	Pôle emploi is a separate agency, which receives around €1,360m from the State.	2009 Annual report.
How much autonomy is given to regional and local level in PES? (*decentralisation*: who designs budget, the strategy etc.)	A number of regional and sub-regional PES Directors responsible for the performance of their services; each level must apply the upper level's strategy and respond to them and can be agreed with regional Plan. There is a process of Dialogue between national and each regional level on the basis of national guidelines for establishing these plans.	Convention between the government and the PES.
To what degree are services or tasks outsourced to voluntary or private sector? (*Privatisation*: which services are outsourced and to whom?)	The 2009 budget mentions outsourced and semi-outsourced provision of services (€337m) and private placement operators (€105m). Activities that are outsourced ('en soustraitance'), include vocational training. The former AFPA staff focuses on vocational training plans and support for training that is required for placement. (interviews).	2009 Annual report.

Country information		Source
Sending or receiving country?	France is generally a receiving country. At the same time however, it can be regarded as the first cross-border sending country in Europe.	Ecorys.
Background information: • % of employment; • % of unemployment; • the main challenges on the labour market.	Employment rate 15 – 64: 64.0% in 2009; Unemployment rate (ILO definition): 9.1% in 2009.	INSEE; INSEE.

2 PES performance measurement systems – Design

Purpose		Source
For which purpose was the performance measurement system established and for which level? (check for accountability; management information)	Pôle emploi is obligated by the multi-annual tri-partite agreement signed at its foundation by the State, Unédic and Pôle emploi, to monitor the implementation of this agreement. The agreement describes in detail the objectives (three levels: activities, results and to a certain degree immediate outcomes) to be achieved during the period 2009-2011. The agreement also stipulates that Pôle emploi needs to ensure that it disposes of an information system capable to furnish the two other parties with the statistics they need for the fulfilment of their missions. Pôle emploi signs bilateral agreements with the state or Unédic for the delivery and publication of data regarding missions executed on their behalf, as regulated in a number of articles in the Labour Code and the Law on the organisation of public employment services. **Structures** The tri-partite agreement foresees the establishment of a Coordination committee for studies and statistics (Comité de coordination des etudes et statistiques) in Pôle emploi. It is response for the coordination of studies and research conducted, data and statistics collected and published by the three parties and charged with conducting additional studies demanded by the monitoring committee established for the evaluation of the tri-partite agreement (section 3.5). In addition, the agreement requires that a tri-partite monitoring committee (comité de suivi) to be established to assure that the implementation of the agreement is monitored. The committee includes representatives of the State, Unédic and Pôle emploi. It meets at least twice a year. The committee can amend and supplement the list of indicators in the annex of the agreement. The committee also defines, plans and manages the additional studies it considers necessary, notably for evaluating the results of specific services for specific target groups work performed by or for partner organisations (cf. sections 3.3.4 and 3.3.5 of the agreement).	Convention between the government and the PES.

Purpose		Source
	The performance dialogue already existed with ANPE as well as ASSEDIC before the merger already. (for 3 years at least). The 'tableaux de bord' existed long before that. Since the merger performance measurement has been intensified. The law establishing Pôle Emploi also foresaw the establishment of an Evaluation Committee. PE has the ambition to further develop the system. Currently it offers in particular information on results. The ambition for 2012-2014 is to develop the system further in the direction of a system capable to support Management by Objectives (pilotage).	Interviews.

Indicators		Source
What types of indicators are used to measure performance? (in terms of: inputs, outputs, results, impacts)	The monitoring foreseen in the tri-partite agreement (section 5.1) specifically mentions the need to evaluate the results obtained by Pôle emploi and a list of performance indicators is annexed to the agreement. This list includes indicators under the following headings: • monitoring of the merger process; • results; • services to job seekers; • services to enterprises; • active mediation (placement) services (services d'intermédiation active). The PMS comprises mostly output and result indicators. It also includes some process indicators.	Convention between the government and the PES.
Which (sub-) indicators are used for each type? (if there many, please put them in an annex)	The system distinguishes strategic (results) and operational indicators: 'taux de reprise de l'emploi' versus nombres de premiers entretiens' or targets related to the monthly personal interview with each job seeker. **Results** indicators Results refer to vacancies filled and exists from unemployment: 1. Sustainable exit (at least 6 months) rate at 18 months after registration (task1); 2. Semi sustainable (at least 3 months) exit rate for disadvantaged groups (disabled, over 50, beneficiaries of minimum incomes, under 25 long term unemployed, very long term unemployed) (task2); 3. First exit rate at 3, 6 and 12 months (including partial activities) (task 1); 4. Number of filled vacancies (task1); 5. Number of filled vacancies with PES candidates (task1 and 2).	Convention between the government and the PES, interviews and Référence Fiches provided by PES.

Indicators		Source
	"Operational" indicators include outputs (jobseekers interviews, visits to companies) and process (time lags, delays of vacancies fulfilment): 1. Number of jobseekers by search process (accelerated, active and accompanied) (task1); 2. Realisation of the personalized monthly monitoring interview (task1); 3. Rate of jobseekers without proposition of vacancies since 2 months (task1); 4. Time between registration in Assédic and date of the first professional interview at ANPE (task 3); 5. Rate of registered vacancies with pre selection from PES (task1 and 2); 6. Delay of vacancies fulfilment (task1); 7. Rate of vacancies registered for more than one month and without proposal of candidates from PES (task1); 8. Visits to companies ((task1). A full list is available upon request.	
Do indicators presuppose causal relationships (input-output; output-results; results-impact)? How ?	Indicators are associated with the particular objectives and do not have an explicit causal relationship. For 2011 there are 6 national objectives as well as a number of specific objectives for regions. The trend is to simplify the system and have less indicators. The indicators at operational and results levels are logically connected. An objectives tree (*arbre de causalité*) is in place.	Interviews.

Targets		Source
Do targets exists, i.e. are indicators quantified? For whom are targets set (central office, local offices, individual employees)?	Targets to be achieved are formulated in the agreement. There are targets associated with each indicator. On exit indicators, the objective is to improve current levels. On other result indicators and operational indicators, there are "specific" targets in place.	Convention. Interviews.
Are targets SMART?	Targets are measurable and well defined in time. For example: • 35% of the consultants in direct contact with clients will have received training by the End of April 2009; • placement by the end of 2011 170,000 jobseekers with a large distance from the labour market, as of 1 July 2009.	Convention.

Tools		Source
Does the PES PMS includes a Data Warehouse (DWH) and to which other administrations is this DWH linked?	Yes, two types of monitoring are distinguished: • *suivi d'activité;* • *utils de pilotagee.* The first refers to the monitoring of basic information on the work carried out. The second refers to data that show whether the agreed targets are likely to be reached. The system for the *'pilotage de activité'* is called IOP: *Infocentre Opérationnel*. it includes: Gide, Sage and PM-OLIMP. This system provides the consultants with the information they need for their daily work. GIDE - *Le Gestion Informatisé de la Demand de Emploi* Noteworthy: all job seekers that register at PE are asked whether they would be interested in working in another region or abroad, as well as about their international experience, international qualifications and language aptitude. SAGE - *Établissements* This system contains the information on vacancies on the one hand and employers (companies) on the other hand. Vacancies and company are linked. (The system will be changed from a regional to a national base. Now it is only possible to work within a particular region. All regions are available to all consultants, but one needs to switch at the entry point). PM-OLIMP contains information on the [*prestations*]. *Prestations* are to be distinguished from measures (*mesures*). The former are individually awarded as part of the personal guidance and individual plan. Measures include: • *aides financières* - for training and work; • formation: - + continuing training, which is outsourced; - + specific training required for a specific job, always followed by hiring. • *contrat aide.*	Interviews.
Is a tool (e.g. Balanced Scorecard) for presenting management information available?	Yes (*tableau de bord*).	Interviews.

Quality assurance		Source
Is quality of client satisfaction measured? How and frequency?	Customer satisfaction surveys have been put in place in previous ANPe Unédic bodies and had been renewed with Pôle emploi. So far, one survey has been conducted amongst job seekers, and employers. This survey focused on getting to know who the clients are, though, so not on quality. At national level customers surveys are held annually. Regions can conduct more surveys if they like. The surveys include the clients of all three formerly independent agencies, hence recipients of employment services, benefits and trainings.	Interviews.

Management and support		Source
What are the main data sources of the PMS?	The PMS relies to a large extent on PE administrative data. Some external data is used. PE has its own statistics directorate, which amongst other performs the LFS. Other sources include INSEE - the French statistical office- for e.g. data on unemployment rates (INSEE process and publishes data from the LFS). Next year (2012) it will be possible to combine data from the *'déclaration de l'embauche'*, the data that each employer has to provide on every employee the company hires to PE, with data job seekers in the PE system. However, employers in other countries do of course not have this obligation. When asked they often object to providing this information. (Data from job seekers are kept for three year in the electronic system. The requirements for saving documents depend on the type of document and vary greatly. This is part of the larger effort to improve information on the outflow from the PE register. Information is now available on a quarterly basis, but should become available monthly. This can be done through: • a monthly survey (costly); • combining data from social security and unemployment benefit registers (problems with interoperationability); • - the data from the déclaration préalable à l'embauche (as opposed to the déclaration unique mentioned above.	Interviews.
How is data collected and updated?	All data in the PMS are entered into the system by the consultants (*conseillers*). All vacancies and all employers, in France and abroad, are checked by the consultants. Only after they are validated the data regarding vacancies and employers (both are registered independently) are entered into the system.	Interviews.
Who has access to the data generated by the PMS?	In principle m Management and consultants (*conseillers*).	Interviews.

Tagging customers		Source
Are customers willing to work abroad or willing to hire foreigners especially tagged in the system?	Yes, jobseekers willing to work abroad.	Interviews.

Tracking customers		Source
Is contact maintained with clients to ascertain the results of activity/support provided? For example, are any follow-up surveys undertaken?	All job seekers that come to Pôle Emploi are registered (at the 'ordinary' offices). Their data are adjusted if necessary after each monthly contact. They are asked to fill out a form each month and inform PE when they withdraw. The latter often does not happen; clients stay away without telling PE why. There are telephone platforms for consultants, that act as call centres. To a limited extent (resources) these are used to follow-up on clients that leave the system.	Interviews.

Influence PES resources on PMS		Source
In which ways and to what extent is the PES PMS influenced by the PES resources, business models and national priorities?	The reform of the PMS in PES is directly linked to the introduction of the new tri-partite structure. Resources have been allocated to this purpose and the new system could build on systems already existing in the organisation. The involvement of various organisations in the management of the new organisation may have created a stronger demand for transparency and hence PMS. Also, French public administrations are characterised by a culture and tradition of reasoned policy making which is a conducive environment for MOB and hence PMS and evaluation. With the new tripartite agreement 2012 – 2014, the new PMS of Pôle emploi is going to be improved.	Interviews.

3 PES performance measurement systems – Use

Performance management areas		Source
Is performance measurement being use for the operational, tactical or strategic level? By whom?	Performance measurement is used at all three levels.	Interviews.
At which level (s) of the organisation is performance management practiced?	At all levels, but targets are not set at the level of individual staff members. Performance of staff is currently monitored on a more informal basis. A new system is being developed which would entail an analysis of strengths and weaknesses and three-monthly reviews.	Interviews.
In which management areas (Human resources, Financial resources, Quality management, and Strategy development) are the findings of performance measurement used?	In all areas, but in particular in strategy development, financial resources, and also HR, quality and control.	Interviews.

PES mission and target setting		Source
Please describe the target-setting process: actors involved, frequency, etc.	The objectives and targets are set in what is called a performance dialogue (Dialogue de Performance). This dialogue takes place at two levels: • between the central and the regional level (compulsory); • between the regional level and the levels below (not compulsory, but done in practice). The lower the level, the less binding the objectives become. At team level in local offices, there may be targets but they would typically serve as guidelines and not reaching them would not be sanctioned. The Department of Strategy, Monitoring and International Affairs is responsible for planning the performance dialogue, as well as the monitoring (pilotage) of the performance. This includes the allocations of means, setting targets ('objectives´) and monitoring (*suivi en termes de pilotage*). The planning cycle (dialogue de performance) starts with the DG and his network, i.e. the 26 regions (*territoires*). Every year in June the DG publishes a 10-12 page note with a draft strategic framework (*feuille de route*) with the priorities for that year. at national and at regional level	Interviews.

PES mission and target setting		Source
	This is discussed bilaterally with each regional director. The regional objectives may be adjusted to suit the specific situation -a strengths and weaknesses analysis is performed- in a region. The outcome of each discussion (dialogue) is recorded in a performance contract between the DG and the regional director.	

Benchmarking		Source
Are sub national PES offices benchmarked for functional reasons, including	Yes, benchmarking between regions takes place as part of the performance dialogue.	Interviews.

Rewards		Source
Is target-realisation rewarded? How?	No, benchmarking is used as a starting-point for a discussion on performance.	Interviews.

4 EURES

Information about EURES		Source
General information about EURES (number fte's, cooperation with PES)	The French EURES network is composed of 86 EURES advisors who are fully integrated in the PES. In most of the French regions there is a EURES adviser amongst the PES staff. Pôle employ is also involved in 4 EURES cross-border partnerships: Eureschanel-PED- SSLRP-Oberrhein. The French EURES network is integrated in the network Pole emploi International (PEI) which provides specific services for jobseekers and employers who want to work or to recruit abroad). Eures advisers are located in Pôle emploi local agencies, generally in the front office. The services they offer to clientsinclude the provision of information, advice and guidance, either individually or collectively. These high quality services should ultimately lead to transnational matching. Eures advisers also collect job vacancies among French employers who intend to recruit aboard or employers abroad who need French candidates. EURES advisers also give information and guidance, included legal advising. The advisers are in charge to disseminate the vacancies, they propose the possibility to make selection of candidates. Eures advisers also provide information, advice and guidance to French candidates who wanted to work abroad or to European candidates who wanted to work in France.	Interviews.
Most important stages and tools	Collecting vacancies from employers; Guidance to candidates; Specific tool: Legal information giving by a legal teams "expaconseil" to provide to employers and candidates social and legal information in application in each country.	Interviews.
Assessment of the tools: what works well and why and what needs some improvement.	The legal team is a real added value and a high quality personnel service given to the clients. The staff must be bigger to be able to give a response to all the demand.	Interviews.

Information about EURES		Source
	It will be interesting to create a specific IT tools for the legal subjects.	
Which factors facilitate or hinder cross-national placement of individuals by EURES. Describe short their impact.	Facilitating factors: 1/The possibility to have in most of the European regions1 of the 86 Advisors able to provide EURES services; 2/The integration of the national EURES network in the national PES, and the capacity to exploit all the data base and performing and efficient, national tools. Obstacles: in complement of this human network we need: 1/ an efficient IT system (national and European) in capacity to give a overview of all the job vacancies in Europe; 2/We need better a connection with partners involved in the transnational market; 3/ Better connection with all the European tools and programs involved with mobility.	Interviews.
Opinion on the current way/form of reporting in the EA Monthly reports? What works well what does not.	As the indicators are not the same as the national indicators, the advisers are not really sure how to deal with it. These indicators are not linked to objectives. There is not an IT system for this indicators and data needs to be collected manually. MR are directly send to the commission, and there is no management from the national line PES line manager involved. The Commission does not provide information about the data collected in return.	Interviews.
alternative ways for measuring the performance of EURES (describe shortly)	We need some Common indicators in links with objectives and integrated in the national management	Interviews.
What other data is available for measuring the performance of EURES (other than that included in the monthly reports)?	If the main objectives of EURES is placement we must have indicators measuring: 1/the number of vacancies collected; 2/ the number of candidates who finds job aboard true EURES; 3/ the quality of the job long term/short term; 4/ the time needed to realize the matching (how long is the offer staying in the data base).	Interviews.
In your opinion, what are (or could be) the best indicators for measuring the impact of EURES on geographical mobility?	How many clients who are moving or recruiting aboard are using EURES? What is the satisfaction of those clients? What is the price for each kind of services?	Interviews.

5 Geographical labour mobility

5.1 Design

Specific to geographical mobility		Source
Is the performance of geographical mobility activities other than EURES assessed?	No, Indicators only exist at output level (activities).	Interviews.
Do indicators related to geographical mobility activity exist within the PES performance measurement system?	The system does not contain any information on geographical mobility. What is known however is: • information on job seekers that are willing to work in other regions or abroad[7] (the distance people are willing to travel for work is agreed with job seekers, like the salary level they seek); • number of partnerships, number of participants in events; • number of people placed, when asked to enterprises; • data from partnerships (EURES) (Cross border mobility). The reason why no indicators exist for geographical mobility is that so far there has been no need. Formulating targets in this respect might open the door for forced mobility, which would probably not be acceptable.	Interviews.
Are targets in place?	No.	Interviews.
Does the PES collect any (other) data on geographical mobility activity (i.e. which is not included in the performance measurement system)?	In the case of international referrals of job seekers, employers are subsequently asked whether their vacancy was filled and whom they hired. In approximately half of the cases the latter information is not provided by companies, on the grounds that this would inflict on the privacy of the candidate. This is seen as a cultural issue and e.g. encountered in Ireland and the UK. This info is not entered into the electronic system. Other info: • A study has been conducted on the effectiveness of measures to support mobility. The results will become available in a few weeks;	Interviews.

[7] This information is obtained for each jobseeker during intake. All data on an individual jobseeker are compiled in one file or one database– DUDE (*Dossier unique du demandeur d'emploi).* DUDE can be accessed through a specific portal (https://www.portail-emploi.fr) by the state and all public and private organisms involved in the delivery of public employment services.

Specific to geographical mobility		Source
	• On the framework of evaluations of the Leonardo programme info is available on the impacts of international experience on careers.	
Does the PES also monitor geographical labour mobility on the basis of data provided by another organisation (e.g. statistical office)? Which indicators are used?	Data are used from the LFS: There are e.g. some 100,000 CB mobile workers in the Lorraine region alone. in total there are some 330,000 cross-border workers in France. The number of EURES projects has increased strongly in France. So has its budget. Some 15 international events are organised annually. The main sectors with international mobility are hotel and restaurants and tourism.	Interviews.
Where in the PES is data collected and processed?	N.a.	Interviews.
How is quality of service/client satisfaction related to geographical labour mobility activities measured?	Through individual contacts between clients and consultants. Customer satisfaction surveys do not cover international services specifically.	Interviews.
Is contact maintained with clients to ascertain the results of services related to geographical labour mobility provided? For example, are any follow-up surveys undertaken?	Through individual contacts between clients and consultants.	Interviews.

5.2 Use

Specific to geographical mobility		Source
At what organisational level (strategic, operational, etc.) and frequency is the effectiveness of services related geographical mobility monitored?	N.a.	Interviews.
Is monitoring information or data used to inform future activity/resource allocation?	N.a.	
Are good practices identified and shared? By whom?	N.a.	
Where and when is information on geographical mobility and associated activity used? Is it shared with cross-border/trans-national partners?	N.a.	

Annex

Used sources

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List of indicators

See above and separate publication.

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