



Public Employment Services (PES) in the European context – Experiences and approaches in 5 Countries



Workshop: “Contrastare la crisi: esperienze e prospettive per l’inclusione attiva in Europa, Net@work”

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In the current labour market scenario, complex and in constant evolution, becomes more and more important the Public Employment Services (PES) role, not only regarding the measures adopted to counteract the crisis, but also in the perspective of rethinking the welfare system.

The benchmark analysis aims at detecting the tools through which PES monitor and improve their performances, from the point view of a continuous improvement. Herein below is the list of the Country analyzed:

FRANCE – GERMANY – ITALY – THE NETHERLANDS – UNITED KINGDOM



The cross sectional reading allows to compare not only the main reference information, but deepens also the following three pillars, conceived as "enabling drivers" of PES themselves:

- 1) Clients
- 2) Enabling factors
- 3) Monitoring and outcomes

Among the cases examined, three Countries have a stable system for several years in terms of the institutional-organizational architecture:



GERMANY - BA (Arbeitsagentur), Federal Employment Agency, approx. 120,000 employees, 70,000 of which working in the territorial agencies. In addition to the Headquarters in Nuremberg, the BA governance is divided into 178 agencies and 660 local employment offices.



ITALY – PES decentralised architecture since 1997; the regions have a role of regulation, planning and organisation; the provinces handle delivery of management services (560 Job Centres and 10.000 operators). At the central level the Ministry of Labour continues to play an important role in policy choices, which includes the development of guidance and training (through ISFOL), and the management of unemployment benefits.



UNITED KINGDOM – JOBCENTRE PLUS (JCP), executive Agency of the Department of Work and Pensions, merged into the Department itself since October 2011. JCP is governed by a central Board, which controls 7 regional directorates and 37 country districts. The staff is composed by 77,000 employees, the number of Job Centres is 811.

In particular in **Italy**, unlike the other Countries, doesn't exist a National Agency responsible for delivering active and passive labour market policies. The first ones come within Regions responsibility, the latter belong to the State.



Two other Countries have recently redesigned the structure of their employment service systems.

 **FRANCE – POLE EMPLOI (PE)**, established in 2008, from the merger of ANPE (National employment services) with ASSEDIC (public body for management of unemployment benefits). In 2009 AFPA (Association for vocational and professional training) joined POLE EMPLOI, too. At present the staff is about 49,000 employees (5 thousand of them working in the Paris Headquarters), and the network is structured into:

- 920 local agencies;
- 132 agencies geared towards particular target groups (ie: managers)

 **NETHERLANDS – UWV Werkbedrijf**, established in 2009 from the incorporation of CWI (Public employment services) into UWV (Agency for management of unemployment benefits). Combining dimension of care and that of PES, it was possible to avoid the complicated transition of clients who, after 6 months with the CWI, were entrusted to take advantage of UWV subsidies. This measure has allowed a more streamlined and organised client service without interruption (one stop shop). All together, it employs around 17,000 operators distributed between the Amsterdam Headquarters, 30 regional offices, and 97 Job Centres.

Widespread practice of "client satisfaction" analysis, is used to get feedback on client satisfaction, and to act accordingly on the quality level of services offered.



FRANCE:

- Customer Satisfaction Public Services Barometer (Baromètre de Service Publics – Institut Paul Delouvrier). Significant improvement of services offered, after Pole Emploi establishment.
- Business Satisfaction survey, conducted in the 2010 by IPSOS: more than 70% of clients are satisfied about services offered.
- "Grande Consultation" 2010, IPSOS. Addressed to 500,000 people looking for jobs and 100.000 business, aiming at further improving the quality of PES. Besides analyzing the satisfaction levels in comparison to the services offered, the research has been used to identify the bottlenecks in the placement process.



GERMANY:

- Client orientation as the basis for success of the BA and its services.
- ZKM, BA internal unit, responsible for conducting performance and quality outputs towards clients and employees. Data gathered are a source of input for the design of services and the development of their effectiveness, allowing also the client profiling in 4 specific categories.
- Customer Centres in every 178 agencies and Service Centre tool, as a Hartz reform key element and starting point of improvement interventions.

ITALY:

- growing focus on customer satisfaction aspects, even if there is a lack of national regular monitoring system, but it is necessary to mention the 2006 ISFOL survey on PES clients.
- different methods and approaches to the customer satisfaction at local level, i.e. specific analysis conducted by the Arezzo Province, or the customer service prescribed form realized by the Grosseto Province and distributed in the local Job Centres.

NETHERLANDS:

- The National Agency UWV-Werkbedrijf presents itself as an organisation with a high degree of client focus, in parallel to his active involvement in the placement process.
- Customer service measuring, in order to improve quality and outcomes, has been recently outsourced to the private operator COPC Inc. Data gathered are also used to client segmentation (profiling).
- Client Councils at local level. Participants are PES clients, who provide an evaluation of services offered.

UNITED KINGDOM:

- Focus on clients and their needs as a strong characteristic of the Employment services.
- Customer satisfaction survey promoted in the 2010 by the Department for Work and Pensions through phone interviews, in addition to the business survey: good satisfaction outcomes.
- Customer service outcomes act as a basis for setting future performance targets, other than in the client segmentation process and the "benefit customization".

There are "outstanding issues" in which a multiplicity of initiatives, actions and projects are undertaken to improving PES effectiveness.



FRANCE:

- General Guidelines incorporated by the French Government, through the commitment to quality common to the Public Administration itself.
- 22 specific recommendations issued by CESE (Tripartite Consultative Body), among which the quality improving and more efforts to promote training opportunities.
- Pole Emploi employees individual capacity development on three lines: simplicity, equity and effectiveness.
- Pole Emploi consultant ("conseiller") improved role, in order to take care better and attend at a certain number of clients looking for employment.
- regionalisation of actions, depending on specific territorial needs.



GERMANY:

- BA employees capacity promotion, through:
 - 1) e-learning platform, containing more than 330 training modules;
 - 2) University of Applied Studies of the Federal Employment Agency, to train future BA employees. Study area lasts three years, is structured on interdisciplinary backgrounds, involving 900 students and 40 professors.
- Economic incentives linked to virtuous performances.
- Leadership's role, capable to promote personal development.



ITALY:

- Due to the lack of a national coordination, Italy has produced a situation of polarisation, with some advanced and virtuous realities, and some others still struggling to become efficient and effective providers of services.
- PES staff training, not only to promote individual competences, but also to overcome situation of "computer illiteracy".
- Project "PES Governance", promoted by Formez, to empower the leadership role into PES.
- Online Mandatory Communication (since 2008), as an administrative simplification tool.



NETHERLANDS:

- Several tools to improve staff performance, including personal development plans and annual assessment evaluation.
- Importance of the "personal adviser" role, which follows each client in the placement path.
- Leadership promotion, through a specific development line.
- Strategic partnerships with Municipalities, to develop support activities at the regional level, making room for them to operate and interface directly with clients.

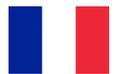


UNITED KINGDOM:

- Performances and targets achievement entail the allocation of financial resources.
- All JCP actions and instruments are very result-oriented.
- partnerships promotion either with private agencies to improve placement among specific groups (i.e: disabled), or with local employers (LEP) to start re-qualification and retraining paths of the unemployed.

PES in the european scenario: MONITORING AND OUTCOMES

Performance management is growing in all countries, with different experiences regarding approach and degree of maturity.



FRANCE:

- There are many organisations that in various ways contribute to the qualitative development and consolidation of the PES performance levels:

- 1) CESE, responsible for analysis and issuing recommendations;
- 2) Club Pole Emploi RH, to promote HR development;
- 3) Pole Emploi evaluation committee: to evaluate actions and services offered;
- 4) Territorial Observatories, network of territorial organizations that analyze quality assurance at local level.

In 2010, 4 regional Pole Emploi offices together with the structure of assistance to the General Directorate for Quality, received a formal recognition of quality assurance by the French National Certification Authority (AFNOR).



GERMANY:

- BA, as part of the improvement of activities, practice self-assessment for all staff (through its internal structure ZKM), to promote a performance-based governance.
- Horizontal output comparison, between different territorial agencies with similar labour market background.
- Quality Index introduction in the key processes (since 2008), containing standards and requirements to reach them, following the Common Assessment Framework (CAF) principles.
- Good outcomes: reduction of the waiting time for those looking for work, improvement of client satisfaction, better reactivity in managing notified vacancies.

ITALY:

- ISFOL has offered its support and assistance to promote PES monitoring activities in the different geographical areas, coordinating the outcomes impact results.
- Due to the lack of a central authority, responsible for performances evaluation, mostly is left to the local level initiatives. From 2010 onwards, it has been established a Body named CIVIT that oversees, directs and supervises the activities of individual and organisational performance of public administrations, and the PES operations in the Italian Provinces.
- Remarkable experiences related to the MBO aspects are promoted, as an example, by the Marche and Emilia-Romagna regions.

UNITED KINGDOM:

- Annual review, containing specific performances indicators (KPIs) to evaluate the developed activities as regards to achieving the macro objectives of the Department for Work and Pensions.
- Quarterly reports, to monitor the ongoing approach (or not) to the target goals.
- reports processed one-off or at irregular intervals, referring to customer satisfaction surveys on subjects or processes, such as Customer Satisfaction Survey on the Jobseeker Direct service, or the levels of satisfaction with the services of the Contact Centre.

NETHERLANDS:

- UWV-WERKbedrijf facilities and the municipalities are involved in managing the same services, using continuous performance monitoring systems through grids of indicators:

- 1) Input – number of vacancies intercepted;
- 2) Output – number of vacancies filled;
- 3) Performance – ability to use the available budget.

- The implementation of strategy and action plans is handled through the approach and methods typical of the Balanced Scorecard – BSC, based on a panel of 40 indicators, in order to have a constant reference and updated results on products, their achievement and their evolution in-time.

- Annual survey of the structure functioning and the quality of services provided (until August 2010, more than 210,000 unemployed found a job), reaching a high percentage of satisfied clients, more than 80%.

For further information and deepenings, the benchmarking report (including an english version), can be consulted through the Italia Lavoro Database System home page (DOCUMENTA), Benchmarking section.

http://bancadati.italialavoro.it/BDD_WEB/directly.do?w=3&p=DOCUMENTA&titolo=benchmarking_623.jsp

THANK YOU FOR YOUR ATTENTION!



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