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Pôle emploi
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Author: Pôle Emploi, France

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1. PES ORGANISATION AND SERVICE PROFILE

1.1. How is the PES governed and managed at the national, regional and local levels?

Pôle emploi is a national public institution with legal status and financial autonomy. It is the key player in the Public Employment Service in France. A multiannual agreement on objectives and management is struck between the state, UNEDIC (National Inter-professional Union for Employment in Industry and Commerce) and Pôle emploi. This defines the ‘roadmap’ and objectives assigned to Pôle emploi with regard to the employment situation and the budgetary provisions made by the state and UNEDIC (whose role still includes management of the Unemployment Insurance Scheme).

Pôle emploi is administered by an 18-member board made up of state representatives (5), representatives from trade union organizations (5) and national and multi-industry employers’ organizations (5), important qualified persons (2), and one representative of the “territorial” authorities. Pôle emploi is managed by a director general, who, among other things, prepares the agenda to be considered by the Board and ensures its decisions are carried out.

Pôle emploi is organized at the regional level into 26 regional directorates, which implement the national strategy by adapting its policies and service offer to local needs. The resources provided to the regional directorates are allocated through a dialogue on management and performance with the national level. Partnerships are implemented at the regional level (including regional annual agreements with the representatives of the State-in-the-Region and agreements with the Regional Councils); there is also co-operation with specialized co-contracting and sub-contracting networks. Within each regional directorate, a regional Joint Authority (made up of 5 representatives of the trade unions and 5 representatives of the employers’ organizations) is established. These have three main missions: consultation on the programme of regional and local interventions (and on the annual regional agreement with the state); oversight of the application of the Unemployment Insurance Agreement; and the examination of individual cases relating to the Unemployment Insurance Agreement.

The national organization of Pôle emploi defines the service offer and the overall organization of service delivery. The 26 Regional Directorates¹ tasked with implementing that service offer draw on 100 Territorial Directorates² (and on a further 107 complementary Delegated Local Directorates to afford better supervision of the local agencies). Pôle Emploi’s presence on the ground is defined by each regional director on the basis of national guidelines setting the broad principles of organization of the network of service production.

The operational network is thus structured around:

- 920 local agencies which register, pay benefits to, and support jobseekers, handle vacancies and support companies in their recruitment;
- 132 specialized agencies, which break down into two categories:
 - o Specialized Service Agencies which provide special enhanced support schemes, expert career guidance and evaluation (the “Head Towards Employment”

¹ Corresponding to France’s administrative organization into regions.

² Corresponding to France’s administrative organization into *départements*.

scheme; the “Personalized Re-employment Agreement”; vocational platforms; specialized guidance teams etc.);

- Thematic Service Agencies which deal with specific segments of the client-base – essentially executives and those in the entertainment industries.³
- 43 Production Platforms which provide three types of service: remote services, such as the “3995” telephone line (responses to employers and platforms for canvassing for vacancies) and the “3949” telephone service (for telephone support to jobseekers); the management of benefits and centralized processing (e.g. the processing of “aids and measures” files); and the monitoring of subcontracting bodies providing benefits or training).

1.2. What is the overall business model?

Pôle emploi was created on 19 December 2008 by the law of 13 February 2008 reforming the Public Employment Service. It arose out of the merger of the National Agency for Employment (ANPE), which was previously responsible for placement, and the Association for Employment in Industry and Commerce (ASSEDIC), which used to be responsible for the payment of unemployment benefits. It has a sixfold mission:

1. the reception and registration of jobseekers;
2. the payment of benefits to insured jobseekers;
3. support for jobseekers until they return to employment;
4. prospection of the labour market and collecting job vacancies;
5. recruitment assistance to companies, through advice, efforts to match supply to demand, and an active anti-discrimination policy;
6. data-gathering and analysis of the labour market, employment and benefits.

The establishment of Pôle emploi, which preserves the existence of a joint management scheme (between employers and trade unions) to set the unemployment insurance rules, has a twofold objective: to facilitate procedures for jobseekers and companies by establishing a single, accessible network; to make available to its clients, using a more personalized approach, an integrated set of provisions, facilitating their orientation within the labour market and giving access to support at each stage of the journey. This includes training for jobseekers where required and, in the case of companies, services specifically adapted to their needs.

After pre-registration by telephone or on the Internet, jobseekers are provided with a single contact with whom they can submit an application for benefits, arrive at an assessment and an action plan for returning to employment, search for job offers and receive support with their applications.

³ Pôle emploi’s international employment teams may either be integrated into the local network or positioned in thematic agencies or specialized sections.

1.3. What range of services does your PES offer?

On the one hand, Pôle emploi offers an “employment advice” service, both for the unemployed and for job changers, and a “career-guidance and access-to-training service” that is integrated into the provisions offered by Pôle Emploi. On the other, it provides a service offer for companies.

The various components of the Pôle emploi “service offer” all contribute to the aim of intermediation – i.e. matching vacancies and labour-market demand. The agency’s main roles in respect of jobseekers are: the payment of insurance benefits, the diagnosis of the jobseekers’ personal situation, the monitoring and support of jobseekers, their training (in some cases) and their placement into work.

The components of the assessment at the first meeting with the jobseeker are:

- the definition of the jobseeker’s profile, identifying the targets of his/her job search and career choices;
- confrontation with the job market;
- the development of a Personalized Plan for Access to Employment (PPAE) and assignment to differential pathways [*mise en parcours différenciés*].

Monitoring and support cover the following areas:

- personalization of the relationship thanks to the personal adviser;
- the proposing of job offers and the monitoring of contacts with employers;
- help with career guidance and with the definition of a career plan [*projet professionnel*];
- mobilization of benefits, training, and “aids and measures” that reduce the jobseekers’ distance from the labour market and are adapted to the needs of the jobseeker;
- oversight of the client’s search for employment;

Back-up and support for jobseekers are carried out mainly through face-to-face meetings. Some of the services are available over the telephone or on the Internet.

Pôle emploi offers a wide range of services to employers: labour-market prospection; diagnosis of the needs and skills being sought; job analysis and advice in the drafting of vacancies; on-line posting of job offers 24 hours a day; broadcasting of vacancies in national and regional media; access to the on-line data bank of CVs; alerting on profile matches; information on training schemes and assistance to match jobseekers to vacancies; help with screening; pre-employment evaluation; post-recruitment monitoring; and information on – and offers of – financial assistance for recruitment, linked to the active labour market policies.

1.4. How are the PES services financed and what budget/resources are available for Active Labour Market Policies (ALMPs)?

The financial resources of Pôle emploi for 2010 derive from state funding (1,361,000 Euros), contributions from the social partners administering the Unemployment Insurance System (2,994,000 Euros; equivalent to 10% of unemployment insurance contributions) and from other

sources (453,000 Euros; mainly from state/Unedic flat-rate contributions relating to the CRP and the CTP⁴, from various state contributions, and also from some European funds). Pôle emploi provides its services both to jobseekers and to employers free of charge. Expenditure on assistance to recruitment, mobility and skills development stands at around 470,000 Euros. This is mainly directed toward jobseekers. Aid linked to subsidized jobs is not supported by the Pôle Emploi budget. In 2010, 470,000 assisted contracts were implemented as part of the active employment policy. In 2011, the figure rose to 502,000 in order to cope with a new rise in unemployment.

1.5. What are your current strategic and service priorities in terms of specific target groups and service organisation?

The founding principle of the PES consists in not differentiating between the services and forms of assistance offered to insured jobseekers and to uninsured jobseekers. Pôle emploi offers every registered jobseeker personalized support directed towards the return to employment. Three routes are offered:

- A basic route, the Support Route (*Parcours Appui* or APP), designed to get jobseekers not far removed from the labour market back to work more quickly. This is based on monthly monitoring of the jobseeker from the fourth month onwards.
- An Accompanying Route (*Parcours Accompagnement* or ACC), aimed at jobseekers encountering difficulties finding new jobs, which may apply from the beginning of the period of unemployment.
- A Creative, Business-buyer Route (*Parcours créateur et Repreneur d'entreprise* or ENT)

At the same time, Pôle emploi is adapting its service offer to different target groups. In partnership with the Departmental Councils, for example, Pôle emploi has extended and adapted its service offer to all beneficiaries of the Active Solidarity Income (RSA). The RSA is granted to any person normally resident in France, whose household income is less than a guaranteed level specified by the law of 19 December 2008. In this group we find a higher proportion of jobseekers who do not yet have an entitlement to unemployment insurance (though they are over 25) or whose entitlement has expired due to their not having spent long enough in employment or having been unemployed for too long. Pôle emploi is developing partnerships with those working to reintegrate the most fragile jobseekers (largely those in receipt of the RSA) into the labour market, providing greater support for those groups. This divides between occupational back-up (delivered by Pôle emploi) and social support (provided by reintegration and social work agencies), drawing on the social actors working to achieve integration through economic activity.

Pôle emploi is also developing its intervention with young jobseekers aged under 26. A new intensified support scheme for young graduates who are having difficulty finding employment is currently being put in place. In addition, Pôle emploi draws on a close partnership with the network of local missions, to which it devolves the task of supporting young people in need of social and occupational support.

⁴ *Convention de reclassement personnalisé* (Personalized Re-employment Agreement) and the *Contrat de transition professionnelle* (Occupational Transition Contract)

Following this same logic, Pôle emploi intervenes with disabled people, either directly or through a partnership established with a network specializing in the support of the disabled.

Pôle emploi works towards the occupational rehabilitation of prisoners, in partnership with the prison service, as well as supporting into employment foreign nationals who are signatories to the Reception and Integration Contract, in partnership with the French Office of Immigration and Integration. Pôle emploi also makes available more sustained services for jobseekers living in deprived urban areas.

1.6. How many staff are there in total and in terms of employment advisors (staff for direct contact with jobseekers/employers)?

There are almost 50,000 staff at Pôle emploi,⁵ a little more than 30,000 of whom work directly with jobseekers and employers. These advisers are theoretically expected to devote 25% of their time to relations with employers. 400 members of staff have the specific task of canvassing companies for vacancies.

1.7. If appropriate, what are the anticipated implications of the current renewal of the PES three-year contract (2012-2014)?

The future 2012-2014 tripartite agreement should have a central objective: to promote the return to employment of jobseekers – with three priorities:

- Personalization of the service offer to jobseekers and companies: while guaranteeing universal access to services, the aim is to speed up the return to employment through personalized support: differentiated pathways to employment, financial assistance, specialist services, expanded use of training etc.

In relation to companies, the service offer should be modulated to give greater help to registered jobseekers and/or those furthest from the labour market: labour market transparency, basic service, targeted job canvassing or, alternatively, an enhanced level of service for certain companies experiencing recruitment difficulties or offering prospects of long-term employment.

- Greater closeness to regional and local conditions. That is to say, the service offer must be better adapted to local realities and thus increase the diversity and quantity of solutions provided.
- Continuation of the effort to optimize resources by rationalizing internal organization, so that efficiency and productivity gains can be channelled into strengthening the support for jobseekers.

⁵ This figure represents actual staff numbers, not the number of posts weighted to show a “full-time-equivalent” figure.

2. SERVICES FOR EMPLOYERS: OVERALL MISSION, STRATEGY AND PROFILE

2.1 What is the PES's overall mission and strategy in relation to employers?

The law imposes extensive duties to employers on Pôle emploi. Article L. 5312-1 of the Labour Code assigns Pôle emploi responsibility for “prospecting the labour market, developing expertise on the evolution of jobs and skills, collecting job offers, helping and advising companies with their recruitment, ensuring a match-up between offers and demand, and taking an active part in combatting discrimination in recruitment and achieving workplace equality”.

In the current context of sustained high unemployment, this mission assumes critical importance, since an intensified relationship between Pôle emploi and companies represents a powerful lever for:

- increasing the number of offers proposed to jobseekers and improving their visibility.
- placing more jobseekers into companies based on a solid relationship of trust with potential employers and an ability to anticipate their future needs, so as to adapt demand to those needs efficiently.
- supporting jobseekers better in their journey towards employment, by sharing with them a deep knowledge of the business, the jobs within it, and its recruitment practices.

It is in this perspective that the service offer to businesses has been developed up to the present and with a view to the next three years.

2.2 How does the PES view its role via-à-vis employers? *1 is the least important and 5 is the most important.*

Role	Importance of the role (scale 1 – 5)
Labour market advisor	3-4
Job broker and filler of vacancies	5
Human resource consultant	2
Partner in addressing the needs of jobseekers (in other words, a means to PES-service delivery, rather an explicit client group)	4
Other (please specify): Anti-discrimination	4

2.3. Is there a desire to change the relative importance of these roles, and if so, why?

Pôle emploi's strategy for the future is to strengthen its placement role and therefore to shift its service offer to companies more towards the placement of jobseekers. The aim of Pôle emploi

is to create the conditions in which it can play an effective mediating role that speeds up the return to work. To this end, the service offer to companies is implemented with particular regard to the needs of jobseekers. With this in mind, the Public Employment Service (PES) will probably increase its service offer to companies such as very small enterprises (VSEs) and some small and medium enterprises (SMEs) with recruitment difficulties, depending on skills that are in short supply or having few internal resources to assign to recruitment, but will do so without detracting from its agreements with large companies. SMEs and VSEs are as big a provider of job offers as large companies.

To ensure that the support for jobseekers and the service offer to companies are complementary and connected, that service offer has four main aspects to it:

- Contributing to labour market transparency by providing a high level of publicity to job offers and requests;
- Improving knowledge of the labour market and recruitment behaviour in order to provide better guidance and information to job seekers;
- Achieving greater convergence between employment supply and demand, particularly by adapting the skills among jobseekers.
- Playing a part in combatting discrimination and promoting equality of opportunity in recruitment practices.

2.4. Which services are offered only on a chargeable basis?

Pôle emploi's service offer to companies is entirely free of charge.

2.5. Are all services offered in all regions/localities or is there local discretion on what to offer and what not to offer?

Pôle emploi's service offer is provided nationally. Across the majority of its services, delivery is relatively standard throughout France. However, a certain autonomy is required in the means deployed and strategy used to canvass companies at the regional, territorial and local levels, in order that the agency's activities are best adapted to the realities of the various catchment areas. Differences in terms of the delivery of the service offer are, however, fairly marginal.

2.6 What services are currently offered to employers?

Type of service	Offered yes or no?	Brief description of services	Segmented or universal service? (If segmented, on what basis?)	Service delivered by which PES staff? (specialist team/advisors for employers, advisors for jobseekers, sub-contractor, other)?
Collection and provision of labour market information	yes	Information on the labour market is provided on the pole.emploi.fr website.	Universal Service	Advisors in the agencies or specialized advisors
Drafting and posting of vacancies	yes	Job offers can be accessed through various channels (telephone, internet, physical visits) and vacancies are posted on the site pole-emploi.fr	Universal Service	Advisors in the agencies or specialized advisors
Recruitment services	yes	Screening and presentation of applications Evaluation of candidates (including Recruitment by Simulation method)	Universal Service	Advisors in the agencies or specialized advisors
Human resource consultancy	yes	Technical advice given to HR depts. and to company directors (VSEs and SMEs), particularly in the context of “the obligation to employ” or, at their request, on the support for employees being made redundant. Information gathered on large companies’ expectations of, and needs from, Pôle emploi through a national HR Club and regional HR Clubs.		Advisors in the agencies or specialized advisors Subcontractors (suppliers of services funded by Pôle emploi after public tendering processes)
Information and advice on subsidies and ALMP	yes	Information on, and implementation of, the aid to employment measures available within the Active Labour Market measures (assisted contracts, assistance for alternating training contracts etc.).	Universal Service	Advisors in the agencies or specialized advisors
Support for integration of disadvantaged groups and long-term unemployed before and/or after employment	yes	Implementation of the Single Integration Contract (Active Employment Policy subsidized contracts and reductions in social charges in the commercial and non-commercial sectors)	Universal Service	Advisors in the agencies or specialized advisors and co-contractors

Rapid response and redeployment for large-scale redundancies	yes	Career-securing contract scheme (CSP): enhanced support for economically redundant workers (enhanced support for redundant workers seeking employment with maintenance of previous salary).	Universal Service	Advisors in the agencies or specialized advisors and subcontractors
Legal advice and support in relation to employment law	yes	Legal information on assistance available within the framework of the Active Employment Policy.	Universal Service	Advisors in the agencies or specialized advisors. Co-contractors (linked to Pôle Emploi through partnership agreements)

2.7 On average, how many employers does the PES work with per year? What share is this of the total number of employers in the country?

3.3 million vacancies, 1.4 million of which were “sustainable” (contracts longer than 6 months), were collected in 2010 from 470 000 client organizations (including 422 000 companies with fewer than 50 employees).

2.8 What is the profile of the employers that PES typically work with?

In 2010, by segmenting the market (see 4.1 below), Pôle emploi moved to a more structured and systematic approach to the collection of vacancies, working with companies with a high potential for recruitment. This means high-potential companies can be targeted, so that canvassing for and collecting job vacancies is optimized, all the actors involved in the “company” relationship can be coordinated and the service offer can be properly adjusted (“the right message, through the right channel, at the right time,” to propose the “right service offer”). Segmentation, which is a positive dynamic decision-making tool, contributes to optimizing the time devoted to contact with companies. It is based on the following three criteria: recruitment potential, recruitment difficulties for employers, and closeness to Pôle Emploi (which makes it possible to identify which companies are regularly, occasionally or only very rarely its clients).

2.9 Are there some types of employers who are currently less likely to engage with PES and why? Are PES seeking to change this balance, and if so, how?

Pôle emploi structures its market with employers both through a strategy of conquest and a customer-loyalty strategy. Organizations that have vacancies but are not yet clients of Pôle emploi will be targeted by the conquest strategy. The policy is initiated by the national leadership and carried out by the regional directorates on the basis of the presentation of a targeted service offer. The companies concerned have marketing campaigns directed at them (mailings etc.) and are visited by advisors specializing in canvassing for vacancies, in order to get to know their needs better and offer them our services.

2.10 What financial resources are allocated to the services for employers compared to services for jobseekers?

The service offer to companies consumes a quarter of Pôle emploi’s expenses. 25% of the total costs of the network are devoted to the “offer” to employers. The handling of job offers received and of contacts provided represent almost two-thirds of the resources devoted to the employers (and 16% of Pôle Emploi’s total costs). The management and payment of assistance to companies (13%) and canvassing (12%) are the next two largest expenditure headings. In 2010, according to the time-survey carried out by Pôle Emploi, the service offer to companies represented 6,307.4 FTE or almost a quarter of the staff with responsibilities for service production (as opposed to support functions).

2.11 What are the services most used by employers and why?

The services most used by companies are the on-line submission of vacancies and the screening of applications (for more than two-thirds of registered vacancies), where the number of candidates to be interviewed is explored with, and defined by, the employer when the vacancy is notified. This is at the heart of the Pôle Emploi advisors' job, their mission being to facilitate the placement of jobseekers.

3. ORGANISATION OF THE SERVICES TO EMPLOYERS

3.1. Does the PES have specialist staff?

Relationships with businesses are entrusted to staff who are also responsible for supporting jobseekers. They are, therefore, mainly conducted by multi-skilled officers who manage both a portfolio of jobseekers and a portfolio of employers. Nonetheless, in 2010, 400 FTE were specifically dedicated to canvassing for vacancies from companies (particularly from telephone platforms). The Recruitment by Simulation method, which is established in specialized service agencies through what are known as Vocational Platforms, mobilizes around 690 employees in the service of companies (and jobseekers).

3.1.1. How is their work organised?

The versatility of these multi-skilled officers is tempered by:

- ◆ Sectoral specialization on the part of advisors: the predominant model in the network is the specialization of advisors on a specific sector of employers (specific sectors or trades: a particular industry or a particular service).
- ◆ The creation of specialized structures:
 - 31 "business canvassing forces" were set up between April 2009 and March 2010 in nineteen trial regions. All the regions have created canvassing forces and 400 FTE are now dedicated to these canvassing forces, which are pooled at the regional level. These form a full-time team dedicated to making outward phone calls:

The regions are able to deploy a pooled canvassing force, with steady staffing levels, at the sub-regional level – a team dedicated full-time to visits to companies – and a local canvassing force. This latter team has the same remit as the sub-regional canvassing forces, but functions with staff who are not entirely dedicated to relations with businesses (though they must devote at least two-thirds of their working time to it).
 - Vocational platforms, created in 2005 (around a hundred located in the specialized service agencies), offer companies recruitment aid provisions based on the Recruitment by Simulation method. The term "vocational platform" refers to the place where Recruitment by Simulation takes place. It is implemented by specialized teams

- "Major account" teams are tasked with the application, at the regional level, of agreements struck between Pôle Emploi and large-scale employers concerning the transmission of all of their job vacancies to Pôle Emploi and the establishment of a specific service offer (identified Pôle Emploi correspondents; mobilization of training measures; assistance in integration; recruitment by simulation; post-recruitment follow-up). Or, alternatively, it is their role to conclude such agreements at the regional level.

The "major accounts" policy (Pôle Emploi has signed 40 such agreements with major industrial groups in all sectors of the economy; nine agreements with Temporary Work Agency networks, 29 agreements with the Occupational Groups [*branches professionnelles*]) enables the context and the reciprocal expectations of the signatories and Pôle Emploi to be identified in very precise agreements within the framework of the service offer to companies and of support for "sustainable" recruitment and placement. This includes reciprocal information on recruitment, occupations and posts to be filled; support for the development of recruitment through initiatives for the promotion of occupations and employment opportunities; specific initiatives aimed at the organization of recruitment; support for occupational integration within the framework of initiatives for specific groups – such as disabled workers, unskilled youth, older workers – or within the framework of actions aimed at professionalizing employees recruited with the assistance of Pôle Emploi; the establishment of principles of non-discrimination; the organization of regional and departmental relays for the implementation of these agreements; and organization of the driving and monitoring of outcomes.

3.1.2. How do the specialist staff collaborate with other staff/jobseekers to match jobseekers with vacancies and offer other integrated services?

Specialized canvassing teams work in close collaboration with the teams of general advisors, whose main job is to provide support for jobseekers and to handle vacancies. The specialized teams work mainly on the canvassing of non-client companies. Follow-up work with client companies and on handling vacancies (seeking out candidates; setting up contacts; following up on recruitment) is entrusted to the production sites: they have the same IT tools and are thus able to exchange the necessary information for handling vacancies. Canvassing action plans are also developed in consultation with the local sites.

3.1.3. What training and skills development do the specialist staff receive?

All the advisors appointed to the canvassing force teams receive nine and a half days of specific commercial training in-house. This is divided into five modules:

1. "Knowing the Business's Socio-Economic Environment" (2 days);
2. "Knowing Pôle-Emploi's Service Offer" (2 days);
3. "Successful Telephone Canvassing" (2 days);
4. "Successful Company Interviews" (2 days);

5. “Capturing the Vacancy” (1 day),

plus half a day of accompanied working in a local agency.

There are two complementary modules to this scheme:

1. “Managing and Driving the Major Account Relationship” (4 days) which is aimed at “major account” staff;
2. “Managing a Canvassing Force” (3 days) which is aimed at canvassing force managers.

Advisors working at the vocational platforms receive training in job analysis and the Recruitment by Simulation method.

3.2. Does the PES have generalist staff to work with employers? If so:

3.2.1. How is their work organised? Approximately, how much time are they expected to dedicate to working with employers and is this implemented in practice?

General advisors divide their activity between the reception and support of jobseekers and relations with companies (relationships with clients and vacancy handling). The time allotted to dealing with companies actually represents around 10% of overall time (38-hour week). This may vary, depending on the workload, the aims assigned to the Agency and the local economic situation (number of firms, size of jobseekers portfolio). In most cases, the time allotted to the relationship with companies is clearly identified in the weekly schedule of activities.

3.2.2. What training and skills development do the generalist staff receive?

All advisors have received initial training on vacancy handling and relations with companies.

3.3 Are there any plans to expand the services offered to employers, and if so, what are they and what is the rationale behind them?

The development of Pôle emploi’s service offer is aimed mainly at two objectives:

- To improve labour market fluidity and avert recruitment difficulties by promoting occupational mobility on the part of jobseekers and developing the labour-market information offer:
 - By promoting access to vacancies by improving on-line services.
 - By developing a database of profiles that is more easily accessible to employers.
- To provide an enhanced service to the companies most in need of it:
 - By developing services that specifically meet the needs of VSEs.
 - By developing services to companies encountering recruitment difficulties.

3.4 What partnership arrangements does the PES have in place to deliver the services to employers? What type of partner organisations and with what purpose?

Pôle emploi forges and implements partnerships with the Occupational Groups [*branches professionnelles*], professional associations and trade unions, in order to develop employment and promote the implementation of skills-training schemes and block-release training (sandwich courses).

Partnerships with Chambers of Commerce and Chambers of Trade also enable a service offer to be developed that is coordinated with the needs of new entrepreneurs and VSEs (craft-based companies etc.).

Partnerships with the Regional Councils and the Joint Authorities (of employers and trade unions) who are in receipt of funds for occupational training also make it possible to adapt the sectoral and territorial training offer to improve jobseekers' training and better satisfy the skills needs of companies.

Lastly, Pôle emploi works closely with temporary employment agencies on advertising vacancies and searching for applicants.

Pôle emploi also coordinates its work with companies with the Local Missions, a co-contracting partner, which have responsibility for the integration into the workforce of young jobseekers under the age of 26. The Local Missions have access to the job vacancies and direct the young people concerned towards them. The Missions also implement, on Pôle emploi's behalf, certain forms of assistance for returning people to work.

Pôle emploi is also developing partnerships with the major television channels to collect vacancies and promote those trades that are recruiting.

The many employment forums organized by Pôle emploi also have the underlying aims of improving communication and achieving higher visibility. They are organized on a partnership basis with the various actors mentioned, with companies in attendance. They may take the form of recruitment fairs or 'job dating' events.

3.5 What are the challenges in effectively organising and managing the services to employers?

The current challenge with the organization and management of services to companies is to achieve efficient intermediation of supply and demand by putting the service offer to businesses in the service of placement. In the current context of persistent high unemployment, this mission assumes crucial importance, since an enhanced relationship between Pôle emploi and companies represents a powerful lever for:

1. increasing the number of vacancies to offer to jobseekers and improving their visibility;
2. placing more jobseekers with companies, by drawing on a solid relationship of trust with potential employers and a capacity to anticipate their future needs, so as to organize an effective transformation of demand;

3. supporting jobseekers better in their journey towards employment by sharing with them a deep knowledge of business, of the available trades and occupations, and of recruitment practices.

3.6. What are the success factors and good practice in effectively organising and managing the services to employers?

The success factors are, essentially, increased personalization of services to companies, better targeting of companies to capture sustainable vacancies, and enhanced monitoring of recruitment.

From this angle, the new tripartite agreement for 2012-2014, identifies what makes up the basic, “universal” service (registration and advertising of vacancies; assistance with the drafting of job offers for companies that express a need for it; information on the labour market and recruitment assistance schemes). Beyond this, a range of enhanced services may be offered to employers who have recruitment difficulties, depend on occupations that are in short supply or offer prospects of sustainable jobs for jobseekers. For these companies, the personalized provisions involve: recruitment advice; selection of candidates using appropriate methods; initiatives for adapting prospective workers to the job through training; and the appointment of a reference advisor who monitors the handling of vacancies registered and can organize follow-up on the jobseeker who is recruited into the company.

4. CONTACTING AND ENGAGING WITH EMPLOYERS

4.1. How does the PES identify and target employers that could potentially benefit from the PES services?

Since early 2011, Pôle emploi has used an IT package for segmenting employers. It is based on the use of recruitment declarations. The files enable Pôle emploi to know quickly and comprehensively the recruitment dynamics of all the organizations present in a given area by identifying at national, regional or employment-area level which organizations are recruiting (sector and size), in what quantities, and on what kind of contracts and skill levels, and to cross-reference this essential information with other key variables for the analysis of the labour market (recruitment needs, skills in short supply etc.).

A segmentation tool enables each organization in an area to be assigned to one of eight segments, defined by three criteria:

- ◆ Hiring potential, measured by the number of workers hired during the previous reference period;
- ◆ Recruitment difficulties. These are known from various sources (such as stress indicators between vacancies and employment demand, or recruitment intentions expressed by companies during the annual “Manpower Needs” survey).
- ◆ Closeness to Pôle emploi. This is measured by the number of vacancies submitted by each establishment to Pôle emploi.

4.2. How does the PES make initial contact with an employer? Does the nature of the contact vary depending on the type of employer, and if so, how?

Non-client companies are mainly canvassed by canvassing forces (see §3.1). Forms of contact (telephone canvassing, physical visits, mailshots) may vary depending on the size of the company and its hiring potential. For example, so-called strategic companies are more likely to receive physical visits, while other companies, which do not produce many vacancies, are more often contacted by mailshot.

4.3. What tools and approaches are used to develop a sustained contact and relationship with the employer?

Generating loyalty on the part of companies involves increased personalization of the contact and relationship with employers; the quality of the relationship requires the appointment of a reference advisor for the company.

The new IT tools for advisors aim to make available to them a greater range of information on the company, thus enabling them to have a better knowledge of its needs and the historical background to the relationship.

Visits to companies are mainly reserved for non-client companies and for our strategic clients.

Lastly, emphasis is also put on the development of one-off events: Job Dating sessions, Forums at which Pôle emploi, companies and jobseekers are brought together, working breakfasts etc. More recently, a national HR club and regional HR clubs have been set up to promote contacts between companies and Pôle emploi.

4.4. What communication channels are used in the initial contact and ongoing relationship-building? Have some been found to be more effective than others, and if so, why?

All available communication channels are used to make contact with companies: telephone campaigns, mailshots, physical visits, HR clubs, media campaigns etc. All these approaches have been intensified in the last three years.

The use of these channels of contact is decided depending on the employment potential of the company. The greater the company's potential, the more highly personalized the contact.

Pôle Emploi have organised campaigns on the major television channels to promote various occupations and on-line recruitment campaigns.

4.5. Does the PES have different staff who identify or make initial contact with the employers compared to those who deliver the recruitment or other services and develop an ongoing relationship? If so, what are the specific roles and responsibilities of these staff and how do they coordinate together?

Canvassing Force teams (by telephone or face to face) have been set up in all regions (see §3.1). This move followed a trial undertaken in 19 regions, which deployed several different forms of prospection, which were subsequently evaluated.

The Canvassing Force teams are tasked with collecting job offers from non-client companies and transmitting these to production sites which deal with the processing of vacancies and recruitment support and the implementation of employment measures. Production sites are also tasked with gaining the loyalty of client companies.

4.6. What are the arrangements in place for temporary work agencies as employers?

National and local agreements govern relations between the main temporary employment agencies and Pôle emploi. As indicated above, Pôle Emploi has signed agreements with nine major networks of temporary work agencies, and also with the professional federation covering part of these networks, which goes by the acronym of *Prisme*. The actions of the temporary employment agencies and those of Pôle emploi are complementary: the temporary employment agencies submit their job offers to Pôle emploi to look for candidates. Pôle emploi's advisors also direct jobseekers towards temporary appointments, which are seen as useful steps toward permanent employment. The temporary work companies may at times enable candidates to carry out short evaluation sessions in a genuine work setting.

4.7. What are the challenges in effectively communicating and developing a sustainable relationship with the employers?

The relationships built up with employers are an essential lever for better achieving recruitment and better positioning the jobseekers Pôle Emploi wishes to support into employment. The satisfaction of clients, precise monitoring of recruitment; accelerated vacancy handling; the reduction of time spent in unemployment; the relevance of the training offer that ensues from this better knowledge of companies, and the trades and jobs offered by them, all flow from this sustained relationship. The experience of the "Major Accounts" agreements is an illustration of this in France. The establishment of the HR clubs is also consistent with this intention of achieving a better knowledge and understanding of companies' expectations, needs and potential difficulties, in order to improve the services offered to them and achieve better performance as an intermediary and placement agent.

4.8. What are the success factors and good practice in effectively communicating and developing a sustainable relationship with the employers?

In the current context of persistent high unemployment, this mission is of critical importance, because an enhanced relationship between Pôle emploi and companies represents a powerful lever for:

- increasing the number of vacancies to offer to jobseekers and improving their visibility.
- placing more jobseekers with companies by drawing on a solid relationship of trust with potential employers and a capacity to anticipate their future needs to organize an effective transformation of demand.
- supporting jobseekers better in their journey towards employment by sharing with them a deep knowledge of business, of the occupations available, and of recruitment practices

5. WORKING WITH EMPLOYERS: RECRUITMENT AND FINDING JOB OPPORTUNITIES FOR DISADVANTAGED INDIVIDUALS

5.1. Is reporting of vacancies compulsory?

The obligation to submit vacancies to Pôle emploi is no longer in force, since, by the Social Cohesion law of 2005, the body no longer has a monopoly on placement.

5.2. What are the main sources for the vacancies and which of these are the most effective?

Employers can choose to notify job offers either to Pôle emploi and/or to other operators (employment or temporary work agencies, other “job board” sites etc.).

Pôle emploi collects over 3 million job vacancies per year, which makes it the leading employment site in the national market.

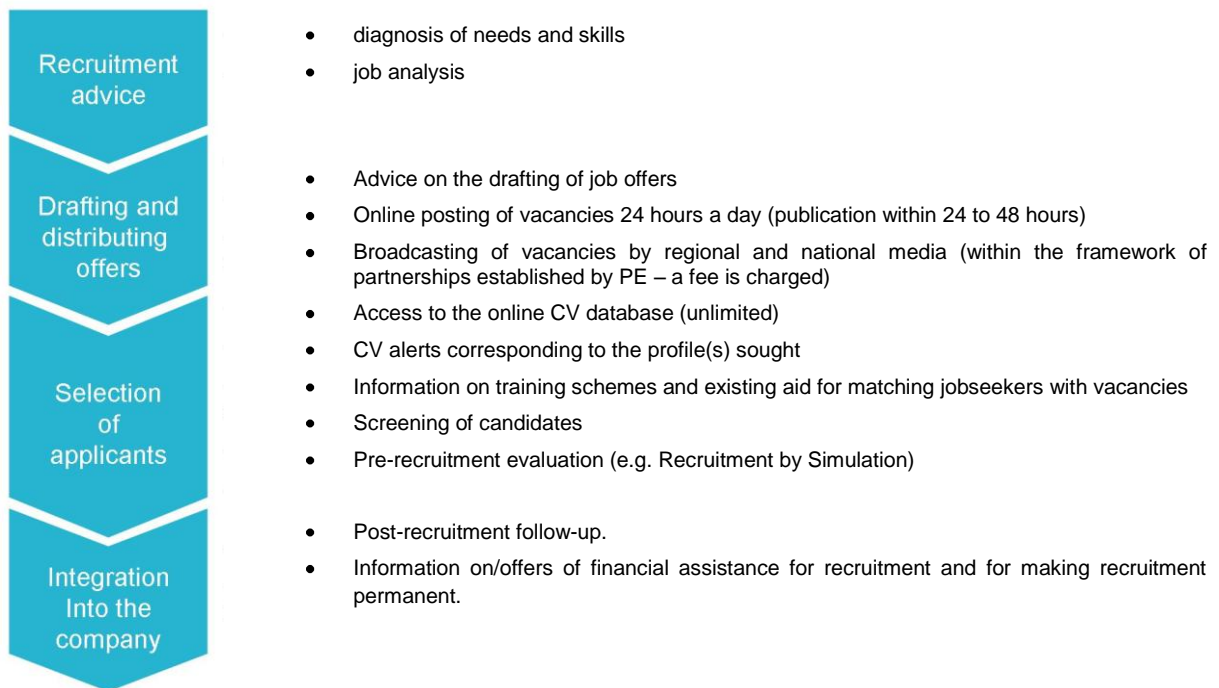
5.3. What types of vacancies are most reported?

Pôle emploi’s market share of vacancies is the highest where sustainable vacancies are concerned, standing at 38% for jobs extending beyond one month in duration. If we take into account all vacancies, including the very short-term, Pôle emploi’s market share stands at the lower figure of 18%.

5.4. What specific tools and systems do the staff use in their work with employers and how do these facilitate and enhance effective recruitment and vacancy filling?

In order to facilitate the recruitment tasks entrusted to them, advisors can draw on different levels of services depending on the particular company's needs (see diagram below).

They can also draw on measures and provisions to facilitate the appraisal of candidates (Appraisal in the Work Setting) and the adaptation of jobseekers' profiles to company needs (Training Allowance for Preparation for Recruitment [AFPR] and Operational Preparation for Work [POE]: these are short training schemes for adaptation to the workplace).



5.5. What is the role of anti-discrimination legislation?

The main impact of the 2006 anti-discrimination law was to make it possible to experiment with the use of anonymous CVs. The experiment was carried out by Pôle emploi at the request of the government between November 2009 and November 2010. The aim was to measure the impact of the anonymous CV on the reduction of discrimination in recruitment, and to test out the conditions for its implementation. It was intended to provide evidence on which a decision could be made on the content of the decree, with the result that the use of anonymous CVs might be made mandatory. The results obtained were not conclusive, though they tend to show that this tool does not work in all cases.

The services of Pôle Emploi that are linked to the Recruitment by Simulation method have received the “seal of approval” of the Anti-Discrimination Agency.

5.6. What tools and approaches are used to incentivise employers to take on disadvantaged individuals and the long-term unemployed?

In addition, Pôle emploi has developed a recruitment method that does not involve CVs, the method of Recruitment by Simulation (MRS). This method is aimed at unskilled jobseekers or jobseekers wanting to move into a new type of employment; it is organized with the support of Pôle Emploi in connection with the companies, which define precisely the job profiles for which they are recruiting. MRS enables jobseekers who would not have been chosen by conventional, selective recruitment processes to demonstrate their ability to occupy the post being offered.

MRS is implemented through vocational platforms (PFV) (115 sites employing 500 employees). In 2010, nearly 110,000 jobseekers were evaluated by this method. 81,699 were evaluated positively and 42,100 were placed into employment.

Furthermore, Pôle Emploi provides subsidies to employers to hire target groups that are furthest from the labour market through subsidized contracts or reduced social charges in the commercial and non-commercial sectors (502,000 in 2011) and through Professionalization Contracts for adults aged over 45. Lastly, a number of schemes are customarily offered to employers to “ensure reliability of recruitment” and secure career-paths within the company through measures for the adaptation of new employees. These include the “Preliminary to Recruitment Training Activity” and “Operational Preparation for Employment”.

5.7. What are the challenges in effectively engaging employers in recruitment and active labour market measures?

The challenge for Pôle emploi is to support firms with recurrent recruitment difficulties, in order to help them to anticipate their needs and also to adapt their expectations of the labour market (wage levels, working conditions etc.). The objective of Pôle Emploi is also to act on recruitment methods and to get companies to develop their requirements and practices in order to widen their search for employees.

5.8. What are the success factors and good practice in effectively engaging employers in recruitment and active labour market measures?

Gaining the loyalty of employer clients is the first general factor for improving the quality of services provided and, as a result, for increasing the sensitivity of employers to the problem of finding employment for groups with integration difficulties.

A second factor is the establishment of partnership agreements between Pôle Emploi and the major employers on the ground. Agreements have, in particular, been signed with public-sector employers (the state, hospitals, departmental and local authorities), to develop and improve the use of assisted contracts to help in placing the unemployed into work.

A third factor is the tightening of links with the joint employer-trade union organizations that manage vocational training. These contribute, on the one hand, to funding training actions for

jobseekers (particularly those made redundant) and, on the other, to sensitizing their members to the problems of employment and re-employment.

A fourth factor is the existence of specific schemes of assistance to recruitment, such as the Recruitment by Simulation method offered on Pôle Emploi's vocational platforms.

6. MONITORING AND EVALUATION

6.1. What systems are in place for performance measurement and evaluation?

To drive performance, Pôle emploi has put in place a number of performance-driving indicators. These are worked out each year as part of Pôle Emploi's tri-partite, tri-annual agreement. They are defined from objectives laid down at the national level and negotiated with each region at the time of the annual performance dialogue. Beyond this 'driving', evaluation exercises have gradually been developed within Pôle emploi. These have been more and more closely integrated into the operation of Pôle emploi's decision-making system. The part played by evaluation in the operation of decision-making bodies and in thinking within the operational services has increased appreciably, thanks to the establishment of an Evaluation Committee positioned within the board of Pôle emploi.

6.2. What the main indicators used in evaluating the effectiveness and efficiency of the services to employers?

The indicators put in place by Pôle emploi are designed to meet a strategic priority criterion. For example, the indicators of the number of offers collected and of market share with regard to vacancies of more than one month promote (and provide information on) the transparency of the labour market. The rate of satisfaction and its related average waiting time provide information on the ability to help companies recruit. The same indicators, relating to skills in short supply, give a measure of the recruitment assistance required for difficult-to-fill vacancies. The number of job offers satisfied by positive contacts (i.e. placement – including the placement of long-term jobseekers) and the satisfaction rate per positive contact indicate the success of recruitment assistance in respect of job offers that correspond to the portfolios of jobseekers, particularly of those groups furthest from the labour market.

When the new Tripartite Convention is put in place for 2012-2014, new indicators will be established, in keeping with the overall objectives set.

6.3. What have been the main evaluation results in recent years?

Where the service offer to employers is concerned, two appraisals (Recruitment by Simulation method and Canvassing Forces) have been carried out and completed. An evaluation study on the matching of jobseekers to vacancies is also currently ongoing, covering the whole field of contact between jobseekers and employers. This includes the various stages of the contact process; the entire system of actors involved; the varied range of Pôle Emploi's interventions (e.g. satisfying job offers and proposing vacancies to jobseekers).

- The appraisal of the Recruitment by Simulation method shows that the method is largely employed by relatively large companies whose needs are significant and recurrent. For those companies, the prime virtue of the method is that it opens the field of selection to a greater number of applicants and to people who would not have been reached by a more conventional mode of recruitment based on training or previous experience. The method also has a not insignificant economic advantage for employers, since it enables candidates to be selected quickly and at no cost. Moreover, the recruiters stress the pertinence and effectiveness of the method, and particularly of the exercises used to identify the skills needed by the candidates to occupy the vacant positions.
- The appraisal of the Canvassing Forces shows that the three specialized formulas for obtaining new clients and capturing vacancies are more effective than the ordinary plans of action implemented by Pôle Emploi's local agencies. The regional telephone platforms have the advantage of being relatively simple and cheap to set up. The other two models trialled consist of pooled teams at sub-regional level or teams distributed across local agencies. They are more expensive, but at times more effective than the telephone platforms, particularly in gaining the loyalty of employers. They make most sense when deployed as part of a relatively thought-out territorial canvassing strategy. The three forms of specialization that were trialled emerged as complementary rather than competing modes. The first period of deployment of the Canvassing Forces, after the decision to roll them out to the whole country, resulted in the following outcomes: in the first eight months, 6,000 new client establishments were registered and 17,000 new vacancies collected. During this period, 230 officers were present on the Canvassing Platforms.

6.4. What have been the satisfaction levels and feedback of employers to the services offered?

Pôle emploi operates a national "company" satisfaction scale which, by way of a targeted, calibrated sample will make it possible (the results are not yet available) to gauge both the overall perception of Pôle Emploi on the part of employers, the quality of the handling of recruitment operations, the tools deployed and the processing of complaints. There is, moreover, a local "company" survey that assesses schemes at local agency level. The 2011 company-client scale revealed an overall rate of satisfaction of 60% on the part of companies. The French situation is characterized by quite a high degree of diversity of use of the various existing channels for recruitment (recruitment bureaus, job advertisements, personal relationships, temporary work agencies etc.).

Employers questioned as to their main expectations of Pôle Emploi identified two main points:

- :
- that Pôle Emploi should show greater reactivity to their demands;
 - that there should be greater personalization of, and a better follow-up to, job offers as part of the support for the recruitment process.

6.5. How does the PES intend to further develop the service delivery model in response to the evaluation results and other performance measures? Is there a system in place to feed evaluation results into service development?

The assessment of the Canvassing Force trial was positive. This has enabled the telephone platforms and the “major accounts” teams to be rolled out more widely.

The evaluation of Recruitment by Simulation won recognition for the legitimacy of the method in terms of employers’ expectations. This gave support to the move to unroll the method for other jobs (e.g. management). It did, however, show that work has to be done to improve relations between the local agencies and the vocational platforms. A second appraisal was set up, at the request of the Recruitment by Simulation department and the Evaluation Committee, to formulate recommendations regarding the incorporation of the Vocational Platforms into the Pôle Emploi network. This appraisal, which is currently under way, is being carried out in a context of organizational change in which the Vocational Platforms are now within specialized service agencies.

7. CONCLUSIONS

7.1. What are your conclusions on what works best in relation to services to employers ?

- The previous remarks have shown the importance of the personalization of services to employers. A good knowledge of the employer’s needs, adaptation of the service offer to their requirements, follow-up on recruitment operations by an identified advisor or, in some cases, a service platform are all assets when it comes to employer satisfaction and successful recruitment.
- The improvement of the IT tools associated with PES sites, to make as many vacancies as possible available to jobseekers and as many candidates as possible available to employers, and hence achieve quick, direct mediation between the two, also represents an advance.
- Introducing tools or support provisions for recruitment and for adapting jobseekers to jobs is often essential if the most vulnerable groups are to be recruited and the labour market is not to be unduly segmented. Targeting initiatives in this area towards both jobseekers and companies is very important.
- Ongoing knowledge of different companies, trades and jobs, the capacity to form partnerships and to work on anticipating skill- and job-needs, are also required if the PES are to maintain a good quality of service to employers in the long term.
- The deployment of professionals who are generalists and yet also specialists in some parts of the service offer directed towards companies maintains the added value provided by PES in their service offer to employers.

8. QUESTIONS

8.1. What would you most like to learn from other countries?

Above and beyond the “Issues for the Peer Review” listed in the host country fiche, what we would like to learn from the other countries includes:

- What proportion of their overall PES service offer is directed towards employers? I ask this with regard to the capacities and specialisms of the specific advisors and organizations, including partnership organizations; with regard to costs; and with regard to outcomes. Are companies seen as fully-fledged clients, in the same way as jobseekers are? Is there a strategy for achieving a particular market share?
- Is there a particular strategy for developing services to companies? If so, for what reasons and by what means? How does this find expression at the regional and local level? If it does not, why not? Can we take the view that automatic access to “matching” tools on the Internet for both employers and jobseekers represents a mode of delivery of universal services for the PES?
- Is the service offer to employers segmented in various ways? And, in such a framework, what are the basic services and which services are enhanced or differentiated? What categories of employer are these latter addressed to? How, in each country, are “the right services, through the right channels, for the right clients and at the right moment” delivered to companies? What are the “promises” made to employers about the PES’ service offer to employers.
- Is there good practice to be learned on support for the recruitment methods, engineering and logistics that have been developed by the PESs or their partners for the most vulnerable groups? And regarding the measurement of the outcomes?