



WORLD BANK GROUP
Social Protection & Jobs

PES REVIEW

France

Country case studies



France

Pôle Emploi

PE



Public agency responding to the Ministry of Labor.



PE works closely with the general councils (authorities in charge of welfare provision at the regional level) to deliver integrated services to beneficiaries of the non-contributory unemployment benefits.



Headquarters, 17 regional offices, 90 territorial offices, and 915 local offices. Branch units of the local offices with limited services are also available.



1 - 100
Unemployed
per PES staff



Funded mainly by contributions and the government's budget. Additional small contributions are obtained from the European Social Fund and other sources.



Pôle Emploi



Governance

- ▷ PE is a public institution with legal statute and financial autonomy. It is administered by a tripartite management board, which includes social partners.
- ▷ PE operates autonomously on the allocation of staff, the services offering, and its partnerships.
- ▷ The PES and the general councils coordinate to provide integrated services for social assistance claimants. Jobseekers enter a one-stop-shop, where their needs are assessed and services are provided. PE offers a wide variety of ALMPs. However, most of the training is under the control of the Regional Councils.
- ▷ Pôle Emploi and the general councils provide the framework for action and allow for resource pooling; however, budgeting and accountability mechanisms remain separated. The joint action is established on the basis of the target groups' needs and the services available at the local level.



Pôle Emploi



Management by objectives

- ▶ PE is managed by a Board of Directors, which is involved in decisions regarding policies and programs, the budget, services from third parties, and relationships with other labor market actors.
- ▶ The PES has a list of performance indicators, including strategic indicators, which are monitored and presented monthly.
- ▶ The social partners agree on the strategic indicators with the PES; however, they are not involved in their implementation.

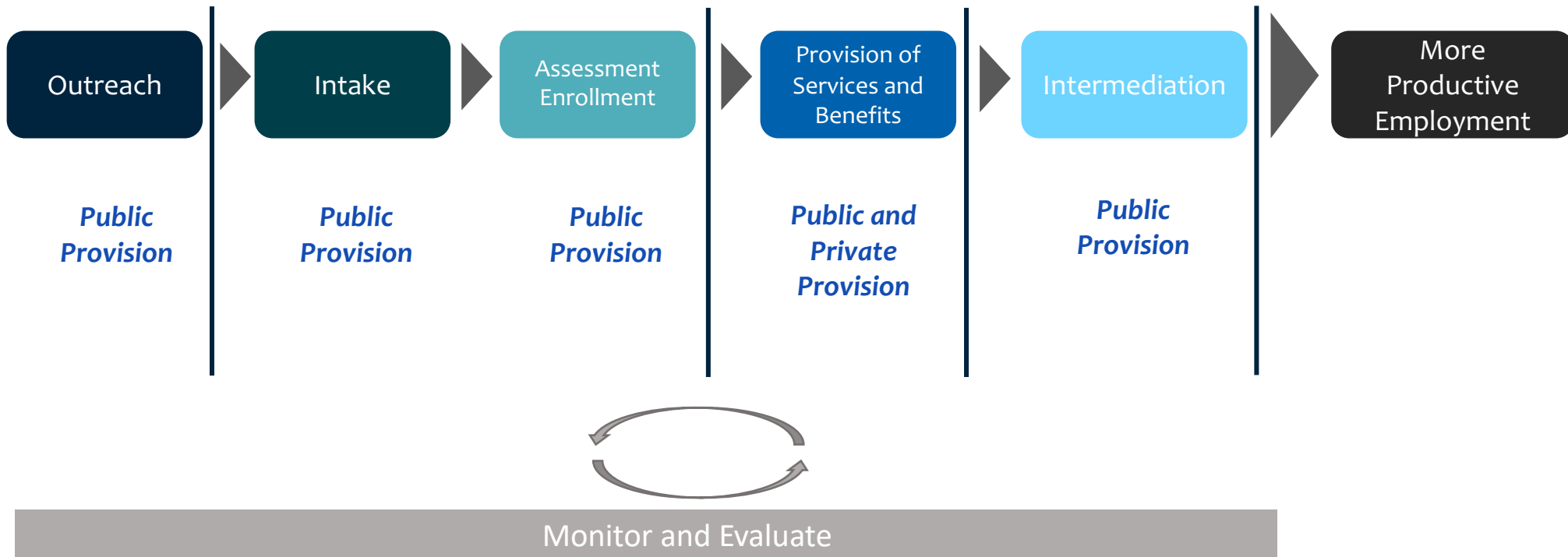


Reforms

- ▶ In 2012 stricter sanctions for those failing to fulfill the job-search conditionalities were introduced.
- ▶ In 2014, a national agreement was signed between Pôle Emploi, the Assembly of Public District Authorities, and the Representatives of the General Directorate for Employment and Vocational Training. The agreement aims to deliver integrated services to beneficiaries of the non-contributory social assistance.
- ▶ In the last years, the PES also underwent a digital transformation and introduced a wide range of digital services.

Most employment services are delivered by the PES, with some outsourcing for training and special services.

If a jobseeker faces serious barriers, they are referred to social services before receiving any employment services.



Pôle Emploi offers information and various analysis on the labor market. It also has special strategies for NEETs.

Outreach

*Public
Provision*



Information is available online or via a call center.



Labor market information is collected at the national, regional, and local levels and published online or in brochures.



The National Institute for Statistics and Economic Studies provides highly detailed national labor market statistics and analysis.



The DARES Employment Dashboard provides labor market data analysis on work, employment, professional training, and social dialogue. Moreover, PE has a monthly dashboard and series on employment policies.



Outreach to NEETS as part of the European Youth Guarantee.

Strategies include outreach through online platforms and social networks, work with schools, cooperation with youth organizations, mobile services, and awareness-raising events.

Pôle Emploi provides services for jobseekers and employers, benefit claimants must register.



Intake

**Public
Provision**

Clients

- Jobseekers
 - ▲ Mandatory registration for jobseekers claiming benefits
 - ▲ The digital platform, 'Emploi Store,' provides free access to an extensive range of employment and training services and is open to everyone.
- Employers
 - ▲ No obligation to register vacancies

Registration of jobseekers

- ▲ Every jobseeker is obliged to register online with the PES; support is provided via telephone to those having problems with this process.
- ▲ The jobseeker then requests income support and sets an appointment. The first face-to-face interview with a counselor for establishing a diagnosis is usually scheduled between 2 weeks and one month after registration (*Entretien de situation*).
- ▲ Jobseekers undergo a comprehensive assessment of their social situation and employability. Based on this, a joint action plan is developed to facilitate their sustainable return to work.

Pôle Emploi relies on its caseworkers to segment jobseekers and determine the range of services needed.

Assessment
Enrollment

**Public
Provision**

Caseworker-based profiling

- Approach: Case-worker based, with social assistant help
- Data source: Comprehensive interviews and follow-ups
- Measurement: social-economic vulnerability situation and distance to labor market
- Outcome:
 1. A 'shared' diagnosis and the construction of a jointly agreed individual action plan (IAP).
 2. Service streaming

➔ Caseworkers have full discretion. They use their experience and knowledge to manage cases and assign service streams.

- The registration and diagnosis interview (*Entretien de situation*) has the overarching objective of measuring the autonomy of the jobseeker in their job-search, but also to orient them towards the most suitable modality of support.

Segmentation is done according to the profiling approach

Assessment
Enrollment

**Public
Provision**

Pôle Emploi offers 4 possible pathways depending on the individual's situation:

- Follow-up: for autonomous and work-ready jobseekers.
→ Main services offered online and comprised of job-matching services. Contact with the caseworker is less frequent than in other paths and multichannel. The caseworker works with a max. of 250 jobseekers.
- Guided: for jobseekers requiring regular assistance.
→ Main services include job-matching and short job-search programs. Contact with the caseworker is regular and either face-to-face or multichannel. The caseworker works with a max. of 150 jobseekers.
- Intensive: for jobseekers who are the furthest from the LM and face barriers in re-entry.
→ Main services include long-term job-search support programs and assisted job-matching. Contact with the caseworker is frequent and mostly face-to-face. The caseworker works with a max. of 70 jobseekers.
- Global Support: the caseworker works with social services to support jobseekers with complex multi-dimensional problems. Jobseekers meet with the caseworker every six weeks. The caseworker works with a maximum of 50 jobseekers.

Categorization of employers no longer in place

Assessment
Enrollment

**Public
Provision**

- PE previously categorized employers, but it has taken a different approach since 2012 because of failures considering the job demand.
- The current strategy is to develop a common set of services to employers and extra services for more complex recruitment.
- Most PES offices have advisers with specialization by sector of the companies.
- Furthermore, the PES has special prospecting teams tasked with identifying strategic employers who are moving into or expanding in the area.

PE is responsible for the payment of the unemployment insurance benefits.

Provision of Benefits

Public Provision

Unemployment insurance (*Allocation d'aide au retour à l'emploi- ARE*)

- Contributory, not means-tested, and not taxable. All employees in the private sector must be affiliate. Voluntary contributions are possible for the self-employed.
 - The person must be voluntarily unemployed, be registered as a jobseeker and conform to their action plan, be able to and actively looking for work, be below the pension age, and reside in a territory within the scope of the UI scheme.
 - The calculation is based on earnings on which contributions have been paid. The earnings of the last 12 months within the limit of four times the social security ceiling are considered.
 - The amount is equal to 40.4% of reference daily wages (RDW) + €12 per day or 57% of the RDW within the limit of 75% of the RDW. The most beneficial result is considered. A minimum of €29.26 per day is paid.
 - The duration of the payment is proportional to the qualifying period in the number of days worked. The benefit is payed for at least 122 days up to 730 days for those aged below 53; 913 days for those aged 53 and 54; and 1.095 days for those aged 55 and above.
- * Under certain conditions, it is possible to combine the AER with income from occasional or reduced professional activity.

PE is also responsible for the payment of unemployment assistance.

Provision
of Benefits

Public
Provision

Unemployment Assistance (*Allocation de solidarité spécifique- ASS*)

- Benefits are paid under conditions of previous activity and means test.
- Only payable after exhaustion of UI benefits or for recipients over 50y/o that meet certain requirements. If self-employed artists are not entitled to receive UI benefits, they can request unemployment assistance.
- Applicant must have the entitlements to used-up unemployment insurance benefits and be fit for and seeking employment. The applicant must have 5 years of paid employment in the 10 years preceding the employment contract's end, from which entitlement to unemployment insurance benefit began.
- Means-test: monthly income ceiling of €1.153,60 for a single person and €1.812,80 for a couple. Taxable income in the past 12 months, including the spouse's, is considered. If ASS has been received during this period, the amount paid will be included in the income (but not any ARE income).
- Flat-rate benefit. Paid as a differential if monthly income is between €659,20 and €1.153,60 for a single person, and between €1.318,40 and €1.812,80 for a couple. If the income is below this level, the benefits are paid at the total rate of €16,74 per day.
- The benefit is granted by renewable periods of 6 months. Self-employed artists can receive ASS for renewable 9-month periods.

*Beneficiaries who resume an activity may combine the full remuneration from one or more professional activities with the payment of the ASS for a period of 3 consecutive or non-consecutive months

PE works in cooperation with the district authorities responsible for providing social assistance benefits

Provision of Benefits

Public Provision

Social Assistance (*Revenu de solidarité active- RSA*)

- France has a wide range of social assistance schemes for different target groups, including families, disabled adults, and allowances for the elderly.
 - RSA is a differential and subsidiary allowance for persons with the ability to work and not receiving enough income. The departmental councils manage this benefit. The amount is variable and depends on the family situation and the resources obtained within the household.
 - The benefit is re-evaluated every three months based on quarterly income.
 - Since Pôle Emploi works closely with the district authorities, it offers complementary support to the jobseekers receiving RSA. This partnership simplifies access to services for jobseekers by creating a single point of contact.
 - Jobseekers enter the integrated centers, where a comprehensive assessment situation is carried out. This includes an in-depth analysis of the jobseeker's professional situation conducted by a Pôle Emploi counselor; an in-depth analysis of the jobseeker's social situation conducted by the district social worker; and the preparation of a personalized action plan.
 - If the counselors determine the person is able to work, the beneficiary must meet back-to-work conditionalities and face sanctions in case of failure to comply.
- *The Pôle Emploi's counselor and the district social worker are jointly responsible for implementing the personalized action plan and checking the jobseeker's compliance.

Conditionality are based on the jobseeker's individual action plan.

Provision
of Benefits

**Public
Provision**

Conditionality

Working-age people receiving unemployment benefits and RSA usually have job-search conditionalities. The specific requirements can vary in each action plan, but usually, they require that the person:

- Actively looks for a job
- Attends the interviews with the counselor
- Declares hours worked and income in UA and SA
- Takes part in the programs suggested by the coach
- Updates their situation each month
- Provides evidence of job-search at interviews with the employment counselor. To justify this job-search, the person must provide evidence like e-mails, sent applications, or even proof of participation in forums, trade fairs, or job-search training courses.

Sanctions increase by further refusals.

Provision
of Benefits

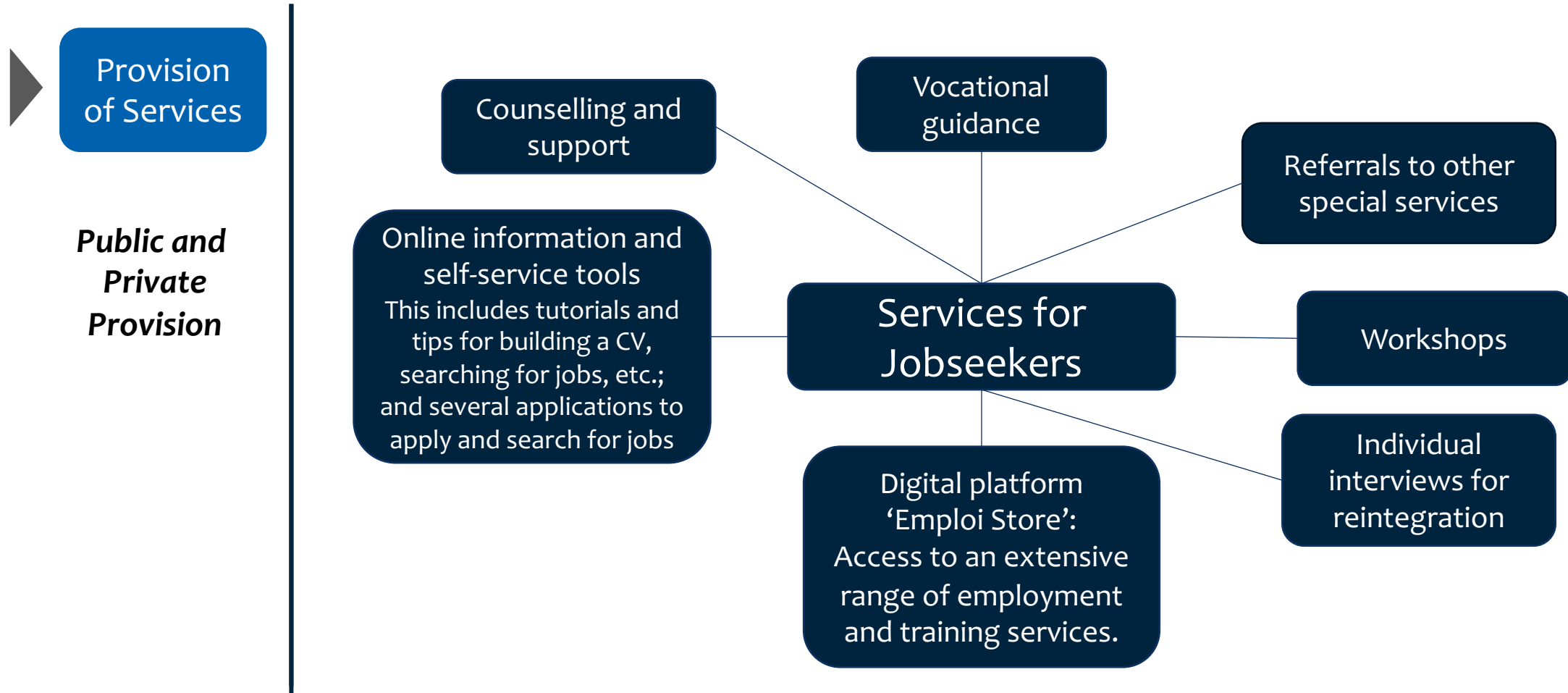
*Public
Provision*

Sanctions

These apply to all registered users of Pole Emploi:

- Failing to justify job-search activities (i.e., provide documentation), refusing any ALMP, refusing to update the individual action plan, refusing to respond to notices, and reporting to Pôle Emploi will result in the suspension of benefits. The payment is suspended for one month for the first refusal, for two months for the second, and for four months for the third.
- For the refusal of a first job offer, no sanctions are imposed. However, the second refusal will result in a 1-month benefit suspension, the third refusal will result in a 2-month suspension, and the fourth one on a 4-month benefit suspension.
- Voluntarily unemployment without good reason leads to a sanction of four months.
- In case of fraud, reimbursement of the sums unduly received and the possibility of penal sanctions in case of false or dishonest declarations are in place.

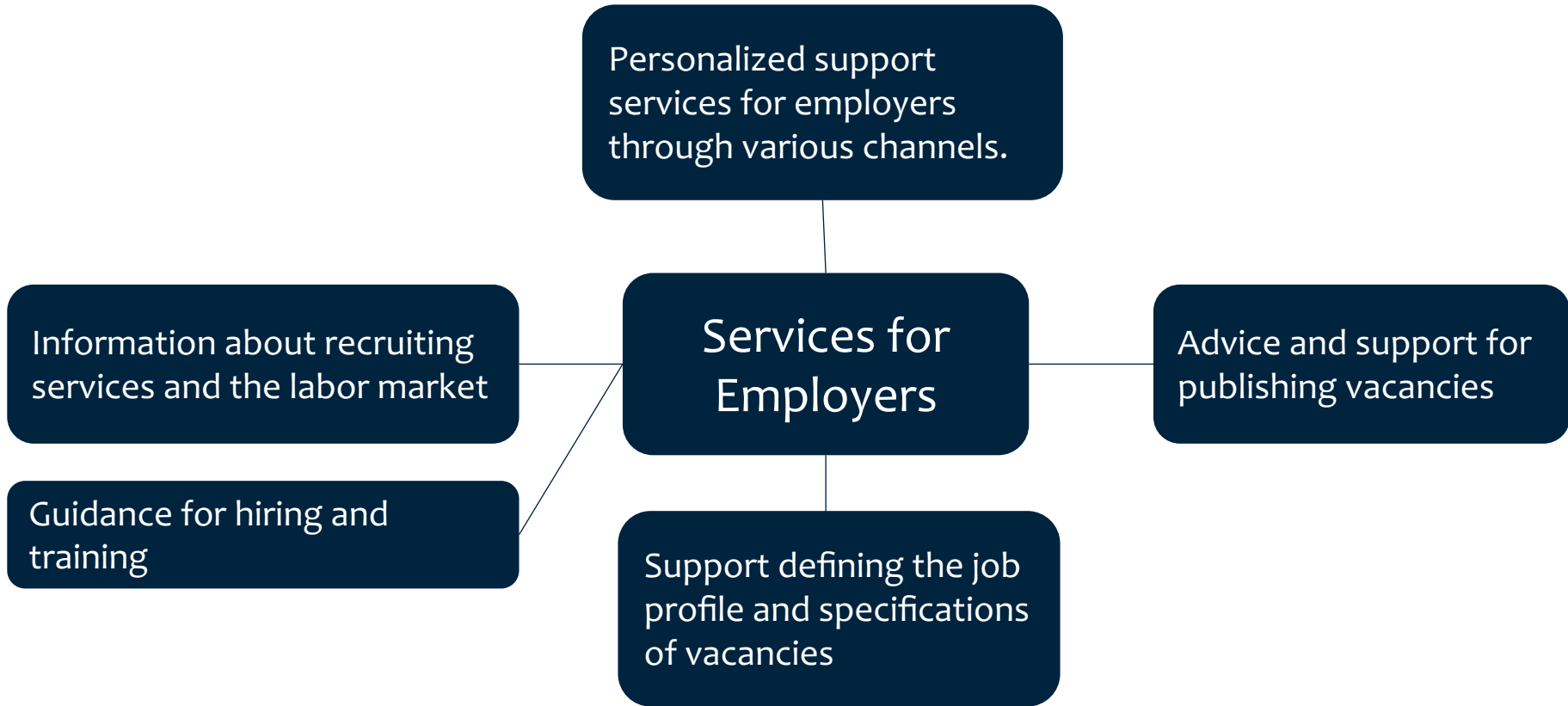
PE and the general councils deliver a comprehensive package of services to jobseekers.



■ ■ Pôle emploi also offers a wide range of services for employers.

Provision of Services

Public Provision



Most of ALMPs are provided in house, outsourcing is in place for training and special services.

Provision of Services

Public and Private Provision

ALMPs

Training (mostly outsourced), including pre-employment training, basic skills training, apprenticeships and e-training courses. Training allowances and voucher modality are also available.

Promotion of worker mobility

Job adaptation measures

Self-employment schemes

Job creation in restricted target areas: targeted at jobseekers living in a sensitive urban area.

Supported employment and rehabilitation programs for the long-term unemployed.

Special programs for young jobseekers, including the work-based integration program (short-term placements in companies to help young people develop professional experience).

Wage cost subsidies

- e.g., the contract for inclusion in the labor market: a permanent or short-term program for people facing social and professional barriers to employment.

Several intermediation services are offered.

Intermediation

**Public and
Private
Provision**



Placement officers use a computer-based matching technology with a databank of registered jobseekers and job vacancies.



Job fairs (incl. e-job fairs)



For Jobseekers

- Self-service access to job vacancies at the local offices and online.
- Jobseekers can register and administer their individual profiles online.
- Job-search workshops and job search assistance.
- Matching services from external providers for special circumstances.



For Employers

- Employers can register job vacancies through various channels.
 - Access to applicant databank at an agency office or online.
 - Targeted site visits
 - Shortlisting of candidates, PE also works with foreign companies to select relevant candidates
 - Aid for the recruitment of people with disabilities (in-house or outsourced)
- *To contact any jobseeker, employers must go through the responsible public employment service office



Outsourcing



Mostly outsourced to for-profit providers.



Subcontracting is mainly used for training, certain placement services, and special services for vulnerable groups.



Much of the subcontracting of employment services takes place at the local level through one of Pôle Emploi's local offices. Tenders and contracts are awarded in each region based on a national model.



Generally, outsourced training services are provided by pre-selected institutions, which meet the required criteria. However, voucher modalities are available for specific programs (e.g., for digital skills courses), and requests for exceptions are also possible.



Performance payment is in place for external intermediation services: at the start, 50 % of the price is given to the private employment service firm if there is proof of implementation. The remaining 50 % is held until a long-term or short-term contract of at least six months is obtained by the jobseeker.



Providers must comply with the quality requirements and are expected to prove their capability to attract hard-to-reach population groups in their localities.

Pôle Emploi carries out announced and unannounced checks to training providers. If a training institution commits a significant non-compliance of the requirements, a funding suspension is introduced immediately.



Digitalization

The PES uses an intranet with a specific platform for managers, an information-sharing system ('share points'), and online documentation tools to communicate internally. It also uses the 'Alexandrie' portal to provide business intelligence on environmental and employment centers and the 'press panorama' segment of the intranet, which publishes daily press reviews. PE has adopted a 'digital openness' strategy by inviting external IT companies to use PES data to support the digitalization of services.

Services for Jobseekers

- ✓ Jobseekers must register online with the PES, support is provided via telephone to those facing issues.
- ✓ PE uses the PIX test, to assess the level of digital skills of jobseekers and identify the needs to be met.
- ✓ PE information is available on their app, on an online video channel, and on social media.
- ✓ The digital platform, 'Emploi Store' provides free access to a large range of employment and training services.
- ✓ Platform and app to look for job offers.
- ✓ Platform on training opportunities.
- ✓ E-job fairs.
- ✓ Several other mobile applications to support jobseekers in the search for jobs, improve their CV, prepare for interviews, and find retraining, development opportunities, and employment-related events.

Services for Employers

- ✓ PE information is available on the app, on an online video channel, and on social media.
- ✓ Support to draft ads and check the legality of job specifications.
- ✓ Posting of vacancies on Pole Emploi's website by submitting the designated form.
- ✓ Advertisement of vacancies. PE cooperates with other platforms to aggregate vacancies and advertise them across websites.
- ✓ Employers can use the job matching platform, the Recruit app and have access to CVs of candidates.
- ✓ Online support to carry out interviews.
- ✓ E-job fairs.
- ✓ Issuing of contract termination certificate for PE.
- ✓ Affiliation of expatriate employees and issuing other certificates and documents.

Monitoring jobseekers



- Unemployment insurance benefits have a maximum duration of 24 months for people under 53. After the exhaustion of this benefit, people are then transferred to the Unemployment Assistance (UA) scheme if they are still in need.
- The UA support can be given as long as the person needs it but is reassessed every six months to confirm that the jobseekers still meet the conditionalities. Something similar happens with the social assistance benefits where the benefit is granted until the income ceiling exceeds the household income. Still, the situation is re-evaluated every three months based on quarterly income.
- Jobseekers must fulfill the conditionalities included in their action plan; the caseworkers monitor them to ensure they do so. If they fail to meet the conditions, they will be sanctioned.
- The PES also monitors and follows up on certain groups of jobseekers, e.g., young people who end their registration with the PES, young people who have entered employment or training.

Monitor and Evaluate

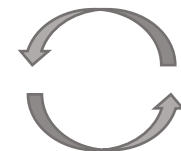


Monitoring the PES



- Short list of performance indicators, including strategic indicators looking at transitions into employment; provision of services for jobseekers; unemployment benefits; provision of services for employers; use of digital services; and efficiency. These have been developed with the social partners as part of their agreement.
- The PES monitors the evolution of the performance indicators through the Performance Indicator Dashboard. The monitoring results are presented monthly and compared with the previous month's results to measure the trend and the accumulated results over the year. Finally, each indicator is compared to the set target.
- The dashboard uses a visual scale to highlight when an indicator is near to meeting the expected target or if, on the contrary, they are far off from the target. It also gathers further information on other indicators as background evidence. All this information is collected at all levels of the PES
- The PE headquarter reviews the progress towards their targets annually. The PES compares the contextualized performance scores to benchmark offices.
- An evaluation of each PES service is undertaken through regular national and local satisfaction surveys. The national satisfaction survey takes place annually, and local surveys are undertaken every three months.
- Other surveys include the satisfaction questionnaires for jobseekers and employers and a quarterly report on the satisfaction assessments.

Monitor and Evaluate



Covid-19 responses



- Remote counseling services and the possibility to switch to distance learning for training courses.
- Possibility to extend expiring unemployment benefits until the end of the confinement measures. Additionally, the qualifying period for accessing unemployment benefits was shortened.
- The right to access unemployment benefits for workers in casual employment in show business was extended until the end of August 2021.
- Beneficiaries of social assistance received an automatic extension to their right to RSA (until September 12, 2020). Plus, they received an exceptional solidarity aid of €150 and an additional €100 per dependent child.
- Job search monitoring was suspended until the end of the confinement. Sanctions were not applied during this period. However, beneficiaries had to continue reporting their monthly income.
- Free access to over 150 e-training courses was offered by Pôle Emploi. Additionally, the PES, the Ministry of Labour, and the industry associations set up a portal with vacancies in critical sectors.
- Extended exceptional reduced-hour scheme: this scheme allowed for a partial reduction in the employees' working hours or for a temporary closure of the establishment. The employer received an allowance, which covered 70% of the employee's wage (up to a wage of 4.5 times the minimum wage), and paid the employee the equivalent compensation.
- Companies offering training to employees during their reduced-hours work were reimbursed 100% of costs by the National Employment Fund.



General observations



Implementation of digitalization strategy to provide more intensive services for those furthest from the LM.



Strong partnerships with municipalities to offer social assistance claimants integrated support.



Performance Indicator Dashboard to monitor the performance of the PES and allow for benchmarking across offices.



Most services are provided in-house. Outsourcing is mostly in place to offer training and special services for certain target groups, and providers are strictly monitored.



The caseworker's caseload is defined by the profile of the unemployed they must manage. Those who are responsible for the hardest to place have a lower caseload in order to be able to provide intense support.