Tools for the Quality of Employment Services in Europe

Experiences and approaches to quality in 5 countries:

France
Germany
Italy
Netherlands
United Kingdom

Research report prepared by Eraclitus on behalf of Italia Lavoro
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Authors  
Abbreviations  

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The research team was able to count on friendly and helpful experts and PES leaders of the countries surveyed, through useful telephone and email exchanges. In particular, we would like to remember:

- Corine Peeters, UWV-WERKbedrijf, the Netherlands
- Michael van der Cammen, BA - BundesAgentur für Arbeit, Germany.

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## Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>BA</td>
<td>Bundesagentur für Arbeit (Agenzia Federale per il Lavoro), DE</td>
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<tr>
<td>BSC</td>
<td>Balanced Scorecard</td>
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<tr>
<td>BIS</td>
<td>Department for Business, Innovation and Skills, UK</td>
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<tr>
<td>CAF</td>
<td>Common Assessment Framework</td>
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<tr>
<td>CESE</td>
<td>Conseil Économique Social et Environnemental, FR</td>
</tr>
<tr>
<td>CPI</td>
<td>Centro per l’Impiego, IT</td>
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<tr>
<td>CS</td>
<td>Customer Satisfaction</td>
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<td>CSM</td>
<td>Customer Satisfaction Management</td>
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<tr>
<td>CSS</td>
<td>Customer Satisfaction Survey</td>
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<tr>
<td>CWI</td>
<td>Centrum voor Werk en Inkomens (Centro per il lavoro e il reddito), NL</td>
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<tr>
<td>DFP</td>
<td>Dipartimento Funzione Pubblica, IT</td>
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<tr>
<td>DWP</td>
<td>Department for Work and Pensions (Dipartimento Lavoro e Pensioni), UK</td>
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<tr>
<td>EIPA</td>
<td>European Institute of Public Administration</td>
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<td>EEO</td>
<td>European Employment Observatory</td>
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<tr>
<td>EOS</td>
<td>Employees Opinion Survey</td>
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<tr>
<td>EFQM</td>
<td>European Foundation for Quality Management</td>
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<tr>
<td>EPSA</td>
<td>European Public Sector Award</td>
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<tr>
<td>EUPAN</td>
<td>European Public Administration Network</td>
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<tr>
<td>FQP</td>
<td>France Qualité Publique</td>
</tr>
<tr>
<td>IAB</td>
<td>Institut für Arbeitsmarkt- und Berufsforschung (Istituto di Studi e Ricerca sul Lavoro e il Mercato del Lavoro), DE</td>
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<tr>
<td>ICT</td>
<td>Information and Communication Technology</td>
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<td>JCP</td>
<td>Jobcentre Plus, UK</td>
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<td>KPIs</td>
<td>Key Performance Indicators (Indicatori Chiave di Performance)</td>
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<tr>
<td>MBO</td>
<td>Management by Objectives</td>
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<tr>
<td>NPM</td>
<td>New Public Management</td>
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<tr>
<td>PDCA</td>
<td>Plan Do Check Act</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>---------</td>
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</tr>
<tr>
<td>PA</td>
<td>Pubblica Amministrazione</td>
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<tr>
<td>PE</td>
<td>Pôle Emploi, FR</td>
</tr>
<tr>
<td>PES</td>
<td>Public Employment Services (Servizi Pubblici per l’Impiego)</td>
</tr>
<tr>
<td>SPE</td>
<td>Services Publics de ’Emploi (Servizi Pubblici per l’Impiego), FR</td>
</tr>
<tr>
<td>SPI</td>
<td>Servizi Pubblici per l’Impiego, IT</td>
</tr>
<tr>
<td>UWV</td>
<td>Uitvoeringsinstituut Werknemersverzekeringen (Agenzia Sicurezza Sociale), NL</td>
</tr>
<tr>
<td>UWV WERKbedrijf</td>
<td>Servizi Pubblici per l’Impiego, NL</td>
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<tr>
<td>TPS</td>
<td>Toyota Production System</td>
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<tr>
<td>TQM</td>
<td>Total Quality Management</td>
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<tr>
<td>ZKM</td>
<td>Zentrum für Kunden und Mitarbeiterbefragungen (Centro per i sondaggi su clienti e personale), DE</td>
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SUMMARY OF RESULTS

- The present benchmarking work involves 5 European countries: France, Germany, Italy, Netherlands, and the United Kingdom. The field of observation is centred on employment services, whose importance is not only for what they can do in times of crisis like the present, but also and especially for the value and role that they can have within the perspective of rethinking the welfare system. The object of investigation is the quality, the approach, and the tools used and developed in evolving efficiency and effectiveness in employment services, in a logical improvement to the benefit of job seekers, businesses and society as a whole.

- The delivery system of employment services in their national variations are structured along three key dimensions:
  - The dimension of the public/private
  - The dimension of centralised/decentralised
  - The dimension of organisation and performance.

Each national system has developed a specific balance at the intersection of these dimensions: more or less public, more or less decentralised. This study introduces and looks deep into the "third dimension", that of organisational performance and quality. (We exclude what could be a fourth dimension of passive/active, because it provides policies and services not only for employment).

- Employment services in the 5 countries surveyed are part of systems by very different profiles, origins and settings. They are within long-established institutional and organisational architecture specifications, determined by the balance achieved in the combined dimensions of the public/private and centralised/decentralised. Currently in the cases examined, three realities (Germany, Italy, United Kingdom) have had a stable system for several years in terms of the institutional-organisational; the two other realities (France, Netherlands) have recently redesigned the structure of their systems to employment service offerings.

- To analyse the "third dimension" of organisational performance in these systems, we adopted an investigation approach based on the principles of TQM - Total Quality Management - using as "supporting drivers" the following four pillars:
  1. Clients
  2. enabling factors (people, processes, leadership, partnership, etc.)
  3. support for quality and continuous improvement
  4. quality results.

- In terms of clients there is the widespread practice of "client satisfaction" analysis, which is found everywhere and repeated over time in a systematic way. Employment service systems rely on national CS surveys, aimed at both job seekers and businesses (not present in Italy). In some countries, a more complete range of tools is used for the CS
analysis: collecting and analysing complaints and/or involving clients in special "focus groups" ("client councils" in the Netherlands). CS surveys are used to get feedback on client satisfaction, and to act accordingly on the level of quality of services offered. At the same time they are also used to segment clients into target groups homogeneous. In Italy it is less consolidated and widespread, with the use of client satisfaction data often running into "communication objectives".

- The factors enabling employment services show "outstanding issues" in which a multiplicity of initiatives, actions and projects are undertaken with the aim to fundamentally improve effectiveness; in other words, to produce the expected positive and tangible results especially by those seeking work, but also by businesses and, last but not least, decision-makers and public administrators. The staff is recognised as a resource for developing the quality of services offered.

- Energy and resources are dedicated to training and skills development in ways that some countries (Germany) take as the most thorough and systematic, with permanent training plans and e-learning platform structuring.

- The development of a positive activation of the staff also passes through employee opinion surveys (EOS) to monitor satisfaction (France, Germany).

- Better-defined and strengthened professional profiles are built on skills and expertise typical of employment services ("personal advisers" in the United Kingdom, "conseiller" in France).

- An evolution is in progress, with the transition from management of tasks and duties to a model of personnel management services for work based on skills and roles.

The ability to look at the operation of employment services through its processes is making headway.

- All the countries are centred on operational processes and accompanying support services, which are passing through a structured analytical identification of sequences of activities that define them.

- There are experiences (Netherlands) that reconsider an integrated approach to service, with a regrouping of operational activities that come to define a single point of access for users (one-stop shop).

- All processes are affected by the development of service solutions that see the effective integration and use of ICT technologies for web access (web portals, online services, etc.).

- Service processes do not always move from the definition of clear objectives and the clarification of expected results and objectives. It is an approach that has been spreading, and implementation is currently increasing in the Netherlands and the United Kingdom.

- The planning and control processes in the countries surveyed have "variable geometry", in some cases accruing mainly within the organisations that oversee employment services (for example, UWV-WERKbedrijf in the Netherlands, Germany's BA), whilst in other the broader planning processes of government are "diluted" (provinces in Italy).

The capacity and profile of leadership plays an important role in the evolution of the approach to quality.
The management of employment services is not always supported and guided by a clear "vision"; however, it is spelled out well in Germany and the Netherlands. The development of guidance skills is still "critical" in some places (France, Italy) - Initiatives aimed at developing this important resource can be found in Italy, the Netherlands.

In all countries surveyed two other resources play an important role in support of the qualitative development of employment services:

- **Partnerships** developed with a wide variety of public, private, voluntary, non-profit stakeholders
- The **technology** to push the potential of ICT and Internet access in the rethinking of the service processes.

- Quality is an approach and a long path, which is why one must first count on structures, organisations, and projects that promote and support, and secondly on the maintenance of a constant capacity for continuous improvement. Not all countries have **quality support structures**.

- Structures and roles to support internal quality are present in France, but especially in Germany, the Netherlands and the United Kingdom.
- The presence is weak in Italy with respect to the commitment of structures and roles, or who is charged with the task of general analysis (ISFOL).
- In the countries surveyed many plans and projects were defined for the development of quality, perhaps Germany is the reality with the most systematic plan for quality ("Projekt der Qualitätmanagement BA").

Perhaps the busiest area in the evolution of employment services quality is that of **performance monitoring** and continuous improvement.

- Performance management is growing in all countries, with diversified experience regarding approach and degree of maturity.
- In Germany the BA (Bundesagentur für Arbeit) has adopted the approach and application of the CAF - Common Assessment Framework.
- To ensure the implementation and actual implementation of the strategy the employment services of the Netherlands are using the BSC - Balanced Scorecard.
- Output and outcome indicators are systematically used to define targets and assess performance in the United Kingdom.
- In other situations, such as France and Italy, the situation is more complex, with a lower degree of maturity with respect to employment services, but with experience that can positively affect the whole system (regional structures in France apply EFQM, whilst some realities in provincial Italy have already adopted the CAF).

- Quality brings a strong focus on results. For this it was also necessary to try to take stock of the very provisional **results** of the approach that have matured in the quality systems of employment services.

- The survey found strong attention given to clients, with a clear positive trend of the declared satisfaction (Netherlands, Germany).
A focus on results is well established in the United Kingdom, with constant monitoring and positive progression of the "ability to achieve" the objectives.

- Many employment services facilities, at the decentralised central level, have achieved ISO 9001 certification in recent years.
- A smaller but significant number of structures have chosen to apply the approach and methodology of "excellence models", becoming recognised with national and international awards (CAF and EFQM in Italy and France).

All systems analysed "return" an evolving situation, still open as in many cases (Pôle Emploi consolidation in France, redefining the role of UWV-WERKbedrijf in the Netherlands), whilst in other cases almost a laboratory (systematic adoption and practical quality in the BA - Bundesagentur für Arbeit, Germany). In general, the systems of employment services appear to be moving and changing:

- the effects of the welfare systems redesign, still in progress, at the centre of which are placed the active policies of work, employment services and unemployment benefit system,
- both for interventions in organisational systems that manage the delivery of employment services, and to direct the performance and results.
CLIENTI

<table>
<thead>
<tr>
<th>able to give attention to clients</th>
<th>using knowledge of clients</th>
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<tbody>
<tr>
<td><strong>FRANCE</strong></td>
<td></td>
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<tr>
<td>• Multiple initiatives to learn expectations, needs and user satisfaction, on the side of both citizen-workers and businesses.</td>
<td>• Knowledge of clients used to identify and evaluate paths to improve employment services</td>
</tr>
<tr>
<td>• Biennial barometer, organised by Institut Paul Delouvrier, comparing the performance of public employment services with those of other public administrations</td>
<td>• Articulated activities of segmenting clients into macro-categories and groups and, more in depth, typological profiles based on the intensity and nature of the difficulties in entering the job market</td>
</tr>
<tr>
<td>• The survey results of CS after the ANPE - Assedic merger, which is struggling to respond with adequate performance levels expected (also because of the crisis)</td>
<td></td>
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<tr>
<td><strong>GERMANY</strong></td>
<td></td>
</tr>
<tr>
<td>• ZKM conducts general and targeted client satisfaction surveys for BA</td>
<td>• Knowledge of clients used as input for the design of services and the development of their effectiveness and efficiency</td>
</tr>
<tr>
<td>• CS surveys are addressed to citizens/workers and to firms for employers</td>
<td>• Profiling clients</td>
</tr>
<tr>
<td><strong>ITALY</strong></td>
<td></td>
</tr>
<tr>
<td>• There is no national and constant client satisfaction survey</td>
<td>• Client satisfaction often tends to run to the objectives of external communication, and less frequently as a lever to introduce or improve interventions</td>
</tr>
<tr>
<td>• FORMEZ and ISFOL gave the most significant contributions in order to provide a comprehensive national framework in terms of client satisfaction</td>
<td>• There are cases where knowledge of clients is used to fuel the development of</td>
</tr>
</tbody>
</table>
Tools for the Quality of Employment Services in Europe

- Client satisfaction surveys are developed independently by individual local employment services
- As a result there are many experiences in a rich landscape, but with different approaches, methods, and greater or lesser degrees of accuracy
- Employment services satisfaction surveys are scarcely present

**NETHERLANDS**

- UWV-WERKbedrijf regularly monitors client satisfaction
- There is a facility to collect and process complaints
- "Client councils" bring out the needs and expectations of clients
- There is an explicit intention to use the CS at the end of a continuous improvement
- Profiling of clients

**UNITED KINGDOM**

- Client satisfaction surveys are done each year
- In identifying the needs, expectations and satisfaction of "clients", focus is on both citizens/workers ("job seekers") and to enterprises ("employers")
- Monitoring and knowledge of levels of satisfaction are the basis for setting performance targets to be achieved and exceed in the future
- There is careful activity resulting in client segmentation, both for workers and for the "client company"
<table>
<thead>
<tr>
<th>ENABLING FACTORS</th>
<th>personnel</th>
<th>processes</th>
<th>management and leadership</th>
<th>other (partnerships, technology...)</th>
</tr>
</thead>
</table>

**FRANCE**

- **Strong framework of reference values for the PE staff**
- **Effort to integrate personal and professional projects into Pôle Emploi organisational projects**
- **Internal EOS in 2009**
- **Training activity articulated by personnel segment**
- **Development of the pivotal role of the "conseiller" figure**
- **Attention to internal processes, divided into three "paths": appui, accompagnement, création d’entreprise**
- **The work restart process as central, with careful articulation of the sequence of activities therein**
- **Development of computer-electronic component processes (télécandidatures)**
- **The culture of leadership is still suffering in part from the sum of ex-ANPE and ex-Assedic**
- **Careful attention to the governance and guidance of PE, with stringent recommendations of the high-level decision makers (political and social partners)**
- **Partnerships and collaborations with many stakeholders**
- **Strong partnerships for the effectiveness of regional community-level actions**
- **Club RH "Pôle Emploi", aimed at managers and executives of companies**
- **Developing "web integration" in relations between clients and services**

**GERMANY**

- **ZKM conducts EOS - Employee Opinion Surveys for BA on the perceptions and opinions of employees**
- **Institute of BA for staff training**
- **E-learning platform dedicated to the professional development of staff**
- **The management culture seems to be progressing**
- **The following sequence is derived from the segmentation of targeted intervention programmes that define activities and processes: clients, programmes, processes, management of operating standards**
- **The vision is defined and explicit ("to be the best service provider in the labour market")**
- **BA has undergone a fundamental transformation in management, moving toward goal-oriented leadership based on the principles of effectiveness and efficiency**
- **The strategic objectives that**
- **Cooperation agreements with leading temporary employment agencies**
- **Involvement of external providers through contracting-out and placement vouchers**
- **A complete and powerful infrastructure with 1,500 servers, 2 data warehouses, and more than**
### ITALY

- Educational interventions are made to enhance the staff, but can be much more effective in re-professionalisation and re-focus towards services.
- A lot of resources and effort spent on "regulatory update" courses are useful but not sufficient to define the new professional profile of the SPI operator.
- In some situations (Tuscany) there are Employee Opinion Surveys.
- For the majority of the SPI, procedures and time schedules as a whole coincide with those for the PEG.
- Cases in which the CAF is a starting point and defines the content of planning and scheduling (Verona, Verbano-Cusio-Ossola).
- Focus on performance and process improvement of "reception and information" and "matching supply and demand".
- Interventions generalised more to the leadership of the PA, less to the management of SPI.
- SPI is aimed at the "Governance of the Employment Services" project (DFP-Formez), aimed at strengthening the role of leadership in the CPI by spreading a results-oriented culture.
- Limited attention to defining mission, vision, strategy.
- Support developed information technology, "excessive wealth" a weak point of solutions.
- Online services and portals work are disseminated.
- CO, online since 2008, has released the CPI from digitalising hard copies.
- Open partnerships with private developers and competition with the private sector (Lombardy), maintaining or supporting the role of the public sector (Emilia Romagna).

### NETHERLANDS

- Management model for skills and not for tasks and duties.
- Plans for the professionalisation and development of staff.
- All service processes are developed by defining the objectives, implemented with a focus on results, measured in performance, and made the subject of improvement interventions.
- A strong and clear shared statement of the Vision.
- Professional development and the role played by those holding senior positions is taken care of.
- Partnerships with all stakeholders who contribute to writing, maintaining and developing employment opportunities for people, especially with the Municipalities.
<table>
<thead>
<tr>
<th><strong>A lot of attention for the development of management and middle-management roles</strong></th>
<th><strong>Developing new models of &quot;integrated services&quot; in which job search, availability of information, online request access for subsidies, etc. are brought to the user via a single access point</strong></th>
<th><strong>Emphasis on the connection between managers and intra-organisational practices</strong></th>
<th><strong>Mobility Centres operate within companies to assist workers with regard to their working future</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Annual plans of activities implemented, monitored and evaluated with the use of &quot;IT supported&quot; control systems</strong></td>
<td><strong>The ratio of UWV-WERKbedrijf staff to clients is always more &quot;filtered&quot; from the web</strong></td>
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</table>

**UNITED KINGDOM**

<table>
<thead>
<tr>
<th><strong>The activation and contribution of people, their training and preparation is central to the quality of the PES.</strong></th>
<th><strong>&quot;Management by Objectives&quot; defines the strategic objectives that serve as input to planning processes</strong></th>
<th><strong>In the UK the great importance of resource leadership is recognised, but on the JCP there are insufficient interventions to date</strong></th>
<th><strong>A deep-rooted experience of cooperation with the private sector (agencies, non-profit organisations, etc.) and collaboration with local authorities</strong></th>
</tr>
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<tbody>
<tr>
<td><strong>Professionalism and expertise are an integral part of the improvement process.</strong></td>
<td><strong>The operational processes that unfold within the various services are defined in terms of expected results, and then continuously measured and worked around</strong></td>
<td><strong>There will be advanced training to enhance leadership skills</strong></td>
<td><strong>Custom projects aimed at developing partnerships with the private parties</strong></td>
</tr>
<tr>
<td><strong>Management and development of staff skills is rooted on the approach to goals, defined targets, and the monitoring of results</strong></td>
<td><strong>The processes operating in some services adhere to a standard operating model, developed, tested and consolidated among the operators</strong></td>
<td><strong>Specific projects with companies</strong></td>
<td><strong>Technology supports and is well integrated into the organisational system (database, user access portals, online services)</strong></td>
</tr>
<tr>
<td></td>
<td><strong>Towards the &quot;client&quot; the quality levels of service processes are defined in the &quot;Customers' and Employers' Charters&quot;.</strong></td>
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QUALITY SUPPORT AND CONTINUOUS IMPROVEMENT

<table>
<thead>
<tr>
<th>structures and entities</th>
<th>plans and projects</th>
<th>monitoring and continuous improvement</th>
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<tbody>
<tr>
<td><strong>FRANCE</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• CESE (Conseil Économique Social et Environnemental)</td>
<td>• ANPE-Assedic integration plan, which gave birth to Pôle Emploi</td>
<td>• The following are subject to evaluation: performance, effectiveness, efficiency, mode of service delivery and performance of Pôle Emploi, including those operated by contracted partners</td>
</tr>
<tr>
<td>• Comité d’évaluation de Pôle Emploi</td>
<td>• Grande Consultation des Demandeurs d’emploi</td>
<td>• Performance-based management is essentially based on indicators of internal activity output rather than impact indicators (outcomes)</td>
</tr>
<tr>
<td>• France Qualité Publique</td>
<td>• Plans for strengthening guidance services</td>
<td>• The “Convention Tripartite” which operates within the CESE has defined and proposed 33 performance indicators</td>
</tr>
<tr>
<td>• Three &quot;Directions Généraux Ajointes&quot; within the Directorate General of PE</td>
<td>• Service integration projects and ICT technology to extend user access channels</td>
<td></td>
</tr>
<tr>
<td><strong>GERMANY</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• ZKM (Zentrum für Kunden und Mitarbeiterbefragungen)</td>
<td>• Projekt Qualitätsmanagement der BA</td>
<td>• CAF (Common Assessment Framework) as a basis for quality management system of the BA</td>
</tr>
<tr>
<td>• HdBA (Hochschule der Bundesagentur für Arbeit)</td>
<td>• BA-Lernwelt (e-learning platform for learning staff)</td>
<td>• Strategic elements of the quality system: monitoring and evaluation, control, standards for quality</td>
</tr>
<tr>
<td>• Customer Centre</td>
<td>• Ideenmanagement Creativ (collaborative managers/staff project for innovation)</td>
<td>• VPF - Verbesserung der Prozess- und Führungsqualität (process improvement and quality management)</td>
</tr>
<tr>
<td>• Internal auditors</td>
<td></td>
<td>• Developing the experimental Qualität Index (QX)</td>
</tr>
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Tools for the Quality of Employment Services in Europe
### ITALY

- Italia Lavoro  
- Formez  
- National CAF Centre and DFP  
- Isfol

- General campaigns to give directions and guidelines on paper, not always the actual monitoring results on the ground  
- "Public and private services: Toward a quality system" project, funded by "DG - Employment, Social Affairs and Equal Opportunities" of the European Commission  
- Project SPI@LEARN (DFP-Formez), enhancing human resources and a new organisational culture  
- LABOR programme for the modernisation of employment and career services

- Poor monitoring and performance evaluation practices still widespread  
- Significant experiences present in the Marche and Emilia Romagna Regions  
- Adoption of the CAF approach for assessing performance in some situations (Verona, Verbano Cusio Ossola)

### NETHERLANDS

- "Objection & Appeal line" department  
- "Client Management" Division within UWV  
- Client councils  
- CWI Academy (organises staff development)  
- Internal "ICT Group"  
- "Strategy Policy and Knowledge Centre"

- Staff development plans  
- Action plans to strengthen managerial resources  
- Work in progress to tighten further the existing close partnership with the Municipalities  
- Attention brought to the development of technological resources

- Continuous monitoring systems of assets in use, with indicators of input, output and performance  
- Implementation and deployment of managed strategy using the BSC - Balanced Scorecard  
- Annual surveys to monitor evolving functional improvements  
- Certified Performance Management system "COPC-2000® CSP Standard" in use
**UNITED KINGDOM**

| • multiple facilities and organisations are involved to varying degrees in assisting and supporting the process of the evolution and continuous improvement of the PES in the UK |
| • Particularly worthy of focus is the presence of PMAD, the Jobcentre Performance Measurement and Analysis Division, which takes care of the management, development and support of internal performance management |
| • Statement of the Committee of Public Accounts to improve the effectiveness of Personal Advisers - PA at JCP |
| • Cognitive project on performance management systems in the PES in Europe, North America and Australia (2009) |
| • Study and investigation of improvement in the systems used to monitor client satisfaction |
| • Monitoring and continuous improvement are constant and systematic practices of PES systems in the UK, both at macro and policy levels, and at the micro and quality of services levels |
| • Performance monitoring is qualified with respect to two key areas: |
|  - Measuring the performance of activities and actions of JCP for workers and businesses |
|  - Performance measurement of client satisfaction |
| • In the UK system performance indicators relate mainly to the dimension of the output (levels of service and related processes) and the dimension of the outcomes (degree of impact of policies and actions pursued by the services) |
### RESULTS OF QUALITY

#### Some significant results

**FRANCE**

- Strengthening the figure of "conseiller" as the pivot of services
- Awareness of the need for skills development guidance from internal management
- Cooperation with partners
- An increased focus on clients
- Commitment on internal operational processes
- ISO 9001 Certification for Quality Recognition
- Some regional facilities and an ADI have obtained a C2E level of excellence recognised by EFQM

**GERMANY**

- Average increase of 13% of the time resource for placement activities
- Reduction in waiting time for those looking for work - 41%
- Improved responsiveness of 17% in managing notified vacancies
- Client satisfaction improved by 9% for employers
- Improved client satisfaction by 4% for those looking for work
Active involvement of staff and managers (see "Ideenmanagement Creativ" project)

International Innovative Employer Award to BA-Bundesagentur für Arbeit

ITALY

- Large number of CPI have ISO Certification
- Attention to client satisfaction is now widely used
- Service Charters are now widely used
- Bureaucratic approach now being finally overcome in favour of attention to the provision of service
- Online mandatory reporting
- Transferability of experience and consolidated results in some situations
- Recognition C2E - Committed to Excellence by the EFQM for services in some provinces

NETHERLANDS

- In recent years the aggregate indicator of performance improved by 40% and operating costs decreased by 30%
- The satisfaction of employees and benefit recipients increased from 6.1 at the end of 2005 to 7.1 in August 2010 (scale 1-10)
- Improvement in the satisfaction of employers: from 5.0 in 2005, arriving in 2010 to 6.1
- The approach to quality has allowed the resolution of many issues brought by the client as early as the first phone call
- The care taken in operating processes has enabled the containment of costs in delivering services (annual savings of about three million euro)
- Employee satisfaction has increased considerably
• "COPC® Customer Service Provider Standard" Certification
• Purchase of products according to criteria of maximum sustainability
• In recent years, numerous prizes and awards for quality

UNITED KINGDOM

• The monitoring of the results shows an improvement on all major strategic hiring goals:
  - Job outcomes
  - Average actual clearance times
  - Customer service
  - Employer engagement
  - Interventions delivery
  - Fraud and error.
  The targets planned for 2010-2011 were met and exceeded (except for "Fraud and error"), as was the case with reference to the previous period 2009-2010.
• The results of client satisfaction have a positive progression between 2010 and 2011, with an increase in satisfied users rising from 75% to 88%.
PART ONE

Quality, Continuous Improvement, Employment Services
1. QUALITY AND EMPLOYMENT SERVICES

A. Research field, subject, objective

The comparative analysis of this study was to survey the field of employment services, known in Europe as PES - Public Employment Services. Excluded from coverage of analysis is the assessment of and attention to "labour policies", a subject of great importance, from whose effectiveness depends on the welfare of many people and an important contribution to the success of local systems; but it is not the theme of this benchmarking study. Large areas of employment services which are addressed in the analysis are:

- Reception and information
- Matching supply and demand
- Orientation
- Guidance.

Together with integrated training and professional learning, the four macro-areas indicated include the full range of services, consisting of concrete operations, which define the field of investigation. The object of observation and research is the presence of the approach and the use of TQM - Total Quality Management tools in the performance management of employment services. The main objective is to provide a comprehensive framework that allows one to "measure" in a comparative perspective and assess the levels of operating performance of the public employment services, the level of their operational quality in terms of efficiency and effectiveness, and the degree of commitment to spreading the culture and practice of continuous improvement.

B. Public Employment Services

The survey field of the present work are public employment services, known in Europe as PES - Public Employment Services. The central role they can play in redefined structures of welfare and, in them, labour policies is evidenced by the attention and commitment with which they deal with modernisation and improvement in many countries. In France in early 2008 a new institutional architecture was adopted. The same happened recently in the Netherlands. Germany is implementing a major overhaul in the wake of the internal practices of the Hartz reforms. In general, as we shall see, this tends to bring great attention to within the PES systems, to management and service delivery, obviously to raise the level of results in terms of effectiveness, but also pushing away from the necessity not to procrastinate with new and substantial levels of efficiency, consistent with the most stringent constraints on public spending.

This attention to internal aspects - managerial, operational and performance - indicates how to define a new dimension capable of decisively influence, and from which the fate of the PES comes to depend. The dimension of operations or internal organisational performance assumes a new significance and centrality, which is to flank the importance that the other two "strategic dimensions" have and determine the assets of the employment services: the public/private dimension, and the centralised/decentralised dimension. For a thorough reading of the characteristics
and "quality" of the national public employment services, organisational performance is an essential aspect, as it can provide the depth of a "third dimension" to the operational profile of the structure along the first two: public/private and centralised/decentralised. The PES is of special importance within the redesign of the welfare system. First, and important in terms of socio-economic status, is the crucial point of overseeing the integration of all citizens, through guidance (especially for those who most need it) to satisfactory employment positions, at the same time putting as little burden as possible on the community. Secondly, the systems of employment services are called to preside over another "strategic" point - to make available to enterprises the skills they need. Thirdly, the PES may play an even more significant role by tightening their relationships with training and activities and continuing growth in the perspective of lifelong learning.

C. Employment services in Italy

The focus on aspects of "internal organisational performance" is especially useful for the current evolutionary stage of the Italian employment services. For large steps, the Italian system has evolved to date, in our opinion completing a positive cycle, which now refers to and requires focus on main theme of a new season, in which the principles of efficiency and effectiveness or, in other words, performance and results, and their constant measurement and evaluation, are placed as a new challenge and grounds on which to improve the quality of the system. The evolution of the Italian system has experienced a series of milestones that retrace both large progressions and a brief digression, without being exhaustive.

a. "Montecchi Decree" (Legislative Decree 469/1997)
Provides for the contribution to the Regions and other local functions and duties related to employment and labour policies, the first managed by the Ministry of Labour, and establishes the criteria the regions must follow to reorganise the employment system, with new functions and new instrumental entities. The State reserves a general role of guidance, promotion, coordination and supervision. The objective is the integration of employment services, active labour market policies and educational policies, giving broad powers to regions, provinces and local authorities. Regions play a legal, administrative, planning, evaluation and monitoring role with employment services, whilst the provinces provide the services in the area and link with other local authorities.

b. Masterplan and minimum standards
At the end of 2000 the Ministry of Labour and Social Security, through the Directorate General for Employment, defined the "Masterplan" of employment services in consultation with regional, provincial and social partners. Regions were given the task of creating a Regional Masterplan. The logic of the Masterplan is to agree on the objectives of completing quantitative and qualitative standards of shared operations, staring at precise points in time, to achieve measurable efficiency and results. The criteria for measuring the effectiveness of the actions of SPI take into account the different conditions under which they operate, and relate to the capacity of intervention of the CPI in terms of the number of recipients, the articulation of the activities, and the speed of response. The underlying goal is to evaluate the matching of services with the overall purpose of reforming the system, namely the progressive qualification of services.
c. Biagi Reform
The "Biagi Law" (Law 30/2003) introduces a series of important innovations. First, the legislature moves from the assumption that flexibility in the labour market is the best way to facilitate the creation of new jobs and that, contrarily, the rigidity of the system is often the cause of high rates of unemployment. Secondly, the Biagi reform outlines a labour market in which public and private operators are authorised to carry on business under competition and concurrence. Legislative Decree 276/2003 makes these issues and the reform of employment services operational, blending traditional public operators (the Job Centres), the new employment agencies, and other authorised operators. The goal is to create a coherent system of tools to ensure transparency and efficiency of the labour market.

d. Monitoring (ISFOL)
Over the years, in the process of decentralisation and consolidation of the reform of the SPI, the important task of monitoring the system was ensured by ISFOL. The system of public employment services has been observed and monitored year after year in a variety of sizes and aspects. There were some recurring themes:

- Relationship between public and private sectors;
- Connection between SPI and professional training
- Development of computer systems and call centres
- User activation
- Guidance measures
- Employment services.

In the last ISFOL service rendered by the evolution of the Italian system of SPI, we want to indicate a point of weakness in a setting and a "view" whose central focus is the degree of implementation as provided by regulations, especially in early stages, and only later will be partially expanded and with a greater emphasis on measuring efficiency and effectiveness than indicated in the Masterplan.

e. Online Mandatory Reporting
In 2008 the management of Mandatory Reporting was moved online (CO online). This innovative intervention has had a great impact on the operation of the CPI. Before the development of CO online, notification by employers for recruitment, changes and terminations of employment relationships were handled manually on paper, with virtually no interoperability with other administrations. The resulting impact of the CO online implementation is very high - for employers first, but also for the public, who can now use an integrated system (Ministry of Labour, Regions, Provinces, INPS, INAIL labour inspectorates, prefectures, etc.), and private entities (in addition to companies, employment consultants, leasing agencies, etc.). The impact is significant for the CPI, ridding their operational resources assigned to the paper CO (and typing it into computer systems), to concentrate now directly on the enhancement of service delivery activities.

f. "Brunetta Decree" (Legislative Decree 150/2009)
The decree operates on various aspects, all of them important in the evaluation of facilities and personnel of the PA, the promotion of merit, equal opportunities, public management and disciplinary responsibility. The decree addresses the issue of evaluation of staff and organisational performance of public services. Both issues are
of enormous importance. Perhaps with this evaluation, which seems logical and is in many ways, it is possible when evaluating the contents to critique without it being such an imposition. As indeed is happening, the focus and concerns of governments, social partners and the employees themselves are more attracted to the assessment of staff performance evaluation systems and the results aimed at improving services for the community of PA. If such an evaluation will not be an insurmountable obstacle, the momentum that can now come from the implementation and enforcement of permanent systems for assessing organisational performance may also open a further phase of Italian SPI. And thanks to the application of the evaluation in the light of the principles of quality (as indicated by the Civit in its Resolution 89/2010), employment services can fully exploit the centrality of their role in society (putting citizens to work) and the economy (bringing the required professionals to businesses) in the sign of quality, i.e., the ability to give concrete answers to the needs and expectations.

2. ANALYSING AND PROTECTING QUALITY

A. Quality in private and public sectors

The issue of quality in organisations began to come to light explicitly about three decades ago. Since then it has affected, with gradually increasing intensity, many private sector organisations, but also many in the public sector, to become today a necessary perspective for good management. The quality of what organisations "produce" and their results is not a whim of managers, entrepreneurs or executives. Nor should it be considered as a new, more sophisticated way to achieve results solely in economic terms. The "philosophy of quality" attracts more profoundly the role of all social organisations, such as public or voluntary ones. Only their ability to pay attention to all the interests at stake and to respond in terms appropriate to the needs (and expectations) of those who turn to them to build products or provide services can ensure success in time.

Total Quality

In the long route taken, reference to quality was made with different terms. Quality control, quality inspection, quality products, the cost of quality, etc. Certainly quality refers to and depends on a series of interlinked factors that involve various dimensions of organisational reality. The pioneers in the field of quality were American and Japanese. It would be better to say that the Japanese were able to mature some ideas and practices originally formulated by some Americans (the Deming PDCA, Shewhart control charts), leading to the definition of 14 principles, which covered: problem solving, people and partners, processes, and the philosophy of approach. Consolidation of this new perspective has helped the Japanese auto industry in particular, which has known undoubted successes in this area, so as to identify the management system inspired by total quality as TPS - Toyota Production System.

TQM - Total Quality Management is a set of principles, tools and procedures that address the management and achievement of goals and objectives. As such, Total Quality deals with the results. It involves continually improving the way we operate in order to meet client quality expectations, thanks to the practical iterations of measurement, analysis, evaluation, intervention, how to operate, and improving organisational processes. From this perspective, TQM is not a magic potion, but a "master key" that opens every door to make things right, to obtain reliable results and succeed. It particularly should be kept in
mind that TQM is primarily an attitude, based on a new cultural perspective and values with which to look at an organisation, its key assets, its systems, its practices, and its paths to reaching objectives and expected results. This new approach drew the attention of the federal government of the United States in 1988, through the establishment of the FQI - Federal Quality Institute, with the aim of promoting "quality management" in the federal administration (see boxes below).

Total Quality Management (TQM)

<table>
<thead>
<tr>
<th>TQM is</th>
<th>TQM is not</th>
</tr>
</thead>
<tbody>
<tr>
<td>a systematic way to improve products and services</td>
<td>a new program</td>
</tr>
<tr>
<td>a structured approach to identifying and solving problems</td>
<td>waiting for emergencies</td>
</tr>
<tr>
<td>medium- to long-term</td>
<td>short-term</td>
</tr>
<tr>
<td>transmitted/support by action and example of leaders/managers</td>
<td>transmitted/support by slogans</td>
</tr>
<tr>
<td>supported by a statistical approach to quality control</td>
<td>a statistical approach to quality control</td>
</tr>
<tr>
<td>practiced by all</td>
<td>delegated to subordinates</td>
</tr>
</tbody>
</table>

“Culture of Quality” (CQ)

<table>
<thead>
<tr>
<th>CQ is</th>
<th>CQ is not</th>
</tr>
</thead>
<tbody>
<tr>
<td>listening to clients to learn their needs and expectations (requirements)</td>
<td>being unable seeing the hidden costs of poor quality</td>
</tr>
<tr>
<td>identifying the costs of quality</td>
<td>re-doing things to do them well</td>
</tr>
<tr>
<td>&quot;Do the right thing right the first time&quot;</td>
<td>an impromptu speech, a one-off</td>
</tr>
<tr>
<td>a path of continuous improvement</td>
<td>assigning responsibility for the quality of a specific unit/department</td>
</tr>
<tr>
<td>developing responsible involvement at all organisational levels</td>
<td>delegating responsibility for quality</td>
</tr>
<tr>
<td>demonstrating leadership by managers</td>
<td></td>
</tr>
<tr>
<td>assuming to know what clients need</td>
<td></td>
</tr>
</tbody>
</table>

Source: FQI - Federal Quality Institute
New public management

Since the '80s, particularly in the United Kingdom, the first experiences of reflection of quality in the public sector were created, based on the introduction of management principles and logic for the most part already in use in the private sector, but the general validity extended to other organisations and therefore also to public administrations. The further defining of the paradigm of "New Public Management" marks a profound moment in organisational history of the government trying to define some important guidelines, which still apply today, to set the direction and management of public facilities. These include in particular:

- Focus on results (also in relation to the satisfaction of the recipients of services), rather than on the production conditions used for their delivery,
- Recognition of an absolute centrality to the needs of users,
- Reduction of responsibilities and tasks of the State (which must be limited to essential functions, i.e., those that cannot be delegated effectively to other entities),
- Simplification of procedures that result in reduced time and cost for the benefit of users,
- Modernisation and upgrading of management policies and the development of civil servants, in order to ensure more satisfactory levels of performance,
- In general, increasing the standards of public service provision.

Quality for compliance and quality for excellence

The systematisation of a structured approach to quality begins its journey in the '80s (The American TQM with Malcolm Baldrige, ISO 9000 relating to Quality Management Systems). The next decade witnessed a consolidation and refinement of approaches to total quality, and at the same time extending the proposal of new models, in particular the structuring of the "Lean Thinking" approach, with the development of the European model of TQM by the European Foundation for Quality, and others.

It is with the first decade of the new century that the principles of TQM receive attention and have a gradually increased resonance due to the possibility of verifying the positive effects of their application in numerous organisations in the public and private sectors, whilst greatly extending their adoption; the "quality culture" made its way into the practicalities of management logic. Methods, approaches, and models enriched and multiplied: Malcolm Baldrige, Lean Thinking, EFQM - European Foundation for Quality Management, Six Sigma, CAF - Common Assessment Framework, Performance Prism, etc.

The developed models and methods, all working off the general principles of TQM, are divided into two large groups based on the approach that characterises them:

Models of conformity

In these approaches, quality is always proportional to the observance of fixed standards and norms, the attainment of which is a recognised quality certification. The use of ISO 9000 "standards" is well-known and very popular in this context. Models of conformity focus on the analysis, evaluation and rethinking of procedures with a very formal approach, which ultimately produces an increase in red tape and documents to produce and keep up to date.
Models of excellence
Unlike ISO and compliance models in general (see chart, "Models of conformity and models of excellence") is achieving results in the context of an integrated vision of the organisation. The measurement, analysis and evaluation of the organisation aims to highlight the strengths and areas for improvement on which to bring attention, enabling continuous improvement cycles that tend to get excellent performance. The models of excellence for quality are EFQM and CAF.

B. Approach to the analysis of quality

In conducting this survey on the quality benchmarking employment services, you will reference and we will take advantage of some "key concepts" that are the pillars of the approach to quality and the principles of Total Quality Management. The key concepts are:

a. clients
public employment services are made to meet the needs of job seekers in all the various conditions and situations to be found, and those seeking professionals to employ

b. people
the motivation, skills and knowledge, skills, attitudes and, in general, the contribution and potential of human resources to meet the strategic needs of clients

c. processes
the operational procedures by which various service activities are activated and operate largely determine the results of output and outcomes
The focus and practice of continuous improvement is unquestionably central, the modality of which results in a recursive analysis of "how things are done." In a nutshell, it is based on the sequence:

- Choice of indicators
- Measurement
- Analysis
- Diagnosis
- Intervention.

In the approaches and models for quality, the recursive loop for continuous improvement is identified, described and named in different ways:

- PDCA (Plan - Do - Check - Act)
- DMAIC (Define - Measure - Analyse - Improve - Control)
- RADAR (Results - Approach - Deployment - Assessment - Refinement).

The different modes correspond to a specific internal definition, more or less articulated, perhaps addressed to some aspects over others, but always based on the necessary recursion cycle of monitoring-evaluation-action.

---

### Quality in public employment services

<table>
<thead>
<tr>
<th>1. <strong>Basic concepts of quality</strong> (EFQM-CAF)</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Create value for clients</td>
</tr>
<tr>
<td>- Guide with a vision of the future, inspiration and integrity</td>
</tr>
<tr>
<td>- Manage processes</td>
</tr>
<tr>
<td>- Achieve success through personnel</td>
</tr>
<tr>
<td>- Foster creativity and innovation</td>
</tr>
<tr>
<td>- Build partnerships</td>
</tr>
<tr>
<td>- Act responsibly for a sustainable future</td>
</tr>
<tr>
<td>- Achieve balanced results</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>2. <strong>Explicit strategy to be implemented</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Mission</td>
</tr>
<tr>
<td>- Vision</td>
</tr>
<tr>
<td>- Values</td>
</tr>
<tr>
<td>- Strategic objectives and operational objectives</td>
</tr>
<tr>
<td>- Know how to implement the strategy as indicated</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>3. <strong>Performance and results</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Know how to respond to the needs of clients</td>
</tr>
<tr>
<td>- Oversee operational processes to eliminate waste and meet national targets</td>
</tr>
<tr>
<td>- Use targets, indicators, measurement</td>
</tr>
<tr>
<td>- Achieve results that depend on how things are done</td>
</tr>
</tbody>
</table>

The focus and practice of continuous improvement is unquestionably central, the modality of which results in a recursive analysis of "how things are done." In a nutshell, it is based on the sequence:
The structured approach to quality will mainly be a reference in the present analysis developed by EFQM - European Foundation for Quality Management, the CAF - Common Assessment Framework, and the EFQM, derived and processed by the EIPA (European Institute of Public Administration). The representation of the two models are shown in "Model of Excellence EFQM and CAF"). As you can see, the import and structure are the same, to give shape to a model divided into "enablers" and "results":

a. **enablers**
   - leadership
   - strategy
   - staff
   - partnerships and resources
   - processes, products and services

b. **results**
   - to clients
   - to employees
   - to society
   - key findings

In the light of what has been said, "supporting drivers" were derived and identified that guide and support the creation of the work on benchmarking the quality of employment.
services in selected European countries (France, Germany, Italy, Netherlands, United Kingdom). Based on the contents these four areas will proceed to the analysis of public employment services, a comparative approach that will allow one to compare the steps taken and the degree of maturation achieved within each national SPI system, through principles, criteria and concepts of quality excellence.

"Supporting drivers" benchmarking analysis

<table>
<thead>
<tr>
<th>CLIENTS</th>
<th>ENABLING FACTORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>SUPPORT AND CONTINUOUS IMPROVEMENT</td>
<td>RESULTS</td>
</tr>
</tbody>
</table>
PART TWO

Experiences and approaches to quality in employment services in 5 European countries
<table>
<thead>
<tr>
<th>Country</th>
<th>Description</th>
<th>Website 1</th>
<th>Website 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deutschland</td>
<td>Bundesagentur für Arbeit</td>
<td><a href="http://www.arbeitsagentur.de">www.arbeitsagentur.de</a></td>
<td></td>
</tr>
<tr>
<td>Italia</td>
<td>Ministro del Lavoro, della Salute e delle Politiche Sociali</td>
<td><a href="http://www.lavoro.gov.it/Lavoro">www.lavoro.gov.it/Lavoro</a></td>
<td><a href="http://www.italialavoro.it">www.italialavoro.it</a></td>
</tr>
<tr>
<td>Nederland</td>
<td>UVW WERKbedrijf</td>
<td><a href="https://www.werk.nl/werk_nl/werknemer/werkberijf">https://www.werk.nl/werk_nl/werknemer/werkberijf</a></td>
<td></td>
</tr>
<tr>
<td>United Kingdom</td>
<td>Jobcentre Plus</td>
<td><a href="http://www.dwp.gov.uk/jobcentreplus">www.dwp.gov.uk/jobcentreplus</a></td>
<td></td>
</tr>
</tbody>
</table>
3. **PROFILE OF COUNTRIES IN OBSERVATION**

This benchmarking study takes into account large European countries such as Germany, France, UK and Italy; and the Netherlands, a small nation, however dynamic and innovative in many of its policies and interventions. The observation period reported the latest current affairs as far as possible, and in any case the activities and initiatives over the decade that just ended.

A. Demographic and macro-economic framework

In this report the focus is on the following European Union countries, in order of weight of the population: Germany, France, United Kingdom, Italy and the Netherlands, the latter actually being smaller, but significant for its features (see table "Main demographic indicators"). The entire population of these countries reaches a little less than 300 million people. It comprises large proportion of the entire EU population (57%), and covers an even larger portion of the Euro Area (86%). In these countries it is possible to distinguish the age profile of the population into two groups:

- Germany and Italy have the lowest number of young people under 15 years and, simultaneously, the highest population 65 years and over (20%)
- For France, the Netherlands and the United Kingdom the population over 64 years accounts for 16%, and below 15 is about 17% of the total.

If we look at the value of the social care index (population >64 + population <15 / population 15-64) there are no striking differences amongst the five countries. All the value is around 50%, as can be easily seen in the chart "Index of social care." The minimum value is 49.3% of the Netherlands, whilst the highest value of the social care is in France. The other countries, Germany, Italy, United Kingdom, have an index of 51.5-52%.

![Index of social care chart](source: Eurostat data ns.elab.su)
Main demographic indicators (data 1 Jan 2011)

<table>
<thead>
<tr>
<th></th>
<th>Francia</th>
<th>Germania</th>
<th>Italia</th>
<th>Paesi Bassi</th>
<th>Regno Unito</th>
</tr>
</thead>
<tbody>
<tr>
<td>popolazione totale</td>
<td>65.075.373</td>
<td>81.751.602</td>
<td>60.626.442</td>
<td>16.655.799</td>
<td>62.435.709</td>
</tr>
<tr>
<td>popolazione femminile %</td>
<td>51,6</td>
<td>50,9</td>
<td>51,5</td>
<td>50,5</td>
<td>50,8</td>
</tr>
<tr>
<td>popolazione &lt;15 anni %</td>
<td>18,5</td>
<td>13,4</td>
<td>14,0</td>
<td>17,5</td>
<td>17,4</td>
</tr>
<tr>
<td>popolazione &gt;64 anni %</td>
<td>16,8</td>
<td>20,6</td>
<td>20,3</td>
<td>15,6</td>
<td>16,6</td>
</tr>
<tr>
<td>indice carico sociale (%)</td>
<td>54,5</td>
<td>51,5</td>
<td>52,3</td>
<td>49,3</td>
<td>51,6</td>
</tr>
</tbody>
</table>

Fonte: Eurostat Database [demo_pjangroup]

In terms of the four largest GDP countries vary from €2.5 trillion in Germany to €1.6 trillion in Italy (see table "Main macroeconomic indicators". Whilst more behind in terms of level of GDP, the Netherlands are first in this group in terms of GDP per capita (€35,300), followed by Germany, France, UK and Italy (€25,700). GDP growth is affected by the deep crisis that Europe is going through. All 5 of these countries have experienced negative GDP growth in 2009, and a return to positive in 2010, with Germany showing far more strongly than the other economies considered here. All of these countries, albeit to varying degrees, show obvious difficulties in the management of public finances, a sign that maintaining traditional levels of welfare becomes more problematic. The values deficit are higher for all than the threshold of 3% set by the Maastricht Treaty. It is just above for Germany (-3.3% in 2010), but markedly higher for France (-7.0%) and especially the United Kingdom (-10.4%), although they are not part of the Euro.

Main macroeconomic indicators

<table>
<thead>
<tr>
<th></th>
<th>Francia</th>
<th>Germania</th>
<th>Italia</th>
<th>Paesi Bassi</th>
<th>Regno Unito</th>
</tr>
</thead>
<tbody>
<tr>
<td>prodotto interno lordo PIL (miliardi di euro)</td>
<td>1.932,8</td>
<td>2.476,8</td>
<td>1.556,0</td>
<td>588,4</td>
<td>1.700,1</td>
</tr>
<tr>
<td>tasso reale crescita PIL (cambiamento % su anno precedente)</td>
<td>1,5</td>
<td>3,7</td>
<td>1,3</td>
<td>1,7</td>
<td>1,8</td>
</tr>
<tr>
<td>2009</td>
<td>-2,7</td>
<td>-5,1</td>
<td>-5,2</td>
<td>-3,5</td>
<td>-4,4</td>
</tr>
<tr>
<td>deficit dello Stato</td>
<td>-7,0</td>
<td>-3,3</td>
<td>-4,6</td>
<td>-5,4</td>
<td>-10,4</td>
</tr>
<tr>
<td>debito dello Stato (in % sul PIL)</td>
<td>82,3</td>
<td>83,2</td>
<td>118,4</td>
<td>62,9</td>
<td>79,9</td>
</tr>
<tr>
<td>2005</td>
<td>66,4</td>
<td>68,0</td>
<td>105,9</td>
<td>51,8</td>
<td>42,5</td>
</tr>
<tr>
<td>prezzi al consumo (variazione annua)</td>
<td>1,7</td>
<td>1,2</td>
<td>1,6</td>
<td>0,9</td>
<td>3,3</td>
</tr>
<tr>
<td>2009</td>
<td>0,1</td>
<td>0,2</td>
<td>0,8</td>
<td>1</td>
<td>2,2</td>
</tr>
</tbody>
</table>

Fonte: Eurostat Database

The debt of the State must be analysed from two different perspectives:

- In terms of level, Italy is the country most exposed with a debt to nearly 120% of GDP, followed by France and Germany at a distance, and the United Kingdom with a value around 80%, and the Netherlands with 63% is actually more virtuous.
- In terms of debt dynamics observed the 5 countries have a very different picture, with the United Kingdom doubling the weight of its debt between 2005 and 2009, France and Germany seeing it rise above 15 percent, Italy representing an increase of 13 points and the Netherlands, 10.
Inflation (CPI) up to 2009 shows a very low incidence, although the 2010 data seem to be coming back in the dynamics of prices in both Euro Area (with the exception, it must be said, of the Netherlands) and in the GBP area.

B. Labour market and employment services systems

The framework of employment rates is quite varied in the 5 countries we observed. They range from levels close to 75% (Netherlands) to around 70% (Germany and United Kingdom), 64% in France, to Italy with a relatively low 57%. All countries were affected by the crisis of course from 2008, which has affected the employment rates. In 2010 the Netherlands has improved the employment rate of the first 5 years. France and Germany returned to 2005 levels. Italy and the United Kingdom still remain below the levels of the first 5 years, a sign of change in the economy still too weak to be visible in the employment rate. Unemployment rates in 2010 are between 7% and 10% for the 4 major countries, and stands at 4.5% in the Netherlands. The dynamic in terms of unemployment rates shows that inverse trends for the most part mirror the rates and employment. Amongst 2005-2008-2010 unemployment in Germany has shown constant contraction. It is the opposite situation in the United Kingdom, where the unemployment rate continues to increase. France and Italy marked a decline in unemployment rates between 2005 and 2008, and subsequent resumes until unemployment rates were higher in 2010 than in 2005. The system of the Netherlands is the most virtuous, with an unemployment rate that never exceeds 5% during the periods in question.

The context of youth unemployment varies widely depending on the age cohorts that are taken into observation. In all 5 countries, unemployment rates for young people between 20-24 are significantly higher than those of the entire population. Perhaps a more realistic comparison is to look at the 25-29 cohort, when most young people have also completed university education (tertiary). The youth unemployment rates in the 25-29 cohort are aligned with the rates of all working-age population in the United Kingdom and the Netherlands. There are higher rates for young people in Germany (1.2 percentage points above) and France (2.9 percentage points above). In the case of Italy the rate of youth unemployment becomes very high, at 6.2 percentage points higher than the overall rate.

### Major indicators of labour market

<table>
<thead>
<tr>
<th>Abbey</th>
<th>Francia</th>
<th>Germania</th>
<th>Italia</th>
<th>Paesi Bassi</th>
<th>Regno Unito</th>
</tr>
</thead>
<tbody>
<tr>
<td>popol. in età lavorativa (15-64 anni)</td>
<td>2010</td>
<td>42.121.957</td>
<td>53.966.108</td>
<td>39.811.683</td>
<td>11.153.778</td>
</tr>
<tr>
<td>popol età lavorat./popol.totale</td>
<td>2010</td>
<td>64,7</td>
<td>66,0</td>
<td>65,7</td>
<td>67,0</td>
</tr>
<tr>
<td>popol. in età lavorativa (15-64 anni)</td>
<td>2010</td>
<td>63,8</td>
<td>71,1</td>
<td>56,9</td>
<td>74,7</td>
</tr>
<tr>
<td>popol età lavorat./popol.totale</td>
<td>2010</td>
<td>64,8</td>
<td>70,1</td>
<td>58,7</td>
<td>77,2</td>
</tr>
<tr>
<td>tasso occupazione (pop.15-64 anni)</td>
<td>2005</td>
<td>63,7</td>
<td>66,0</td>
<td>57,6</td>
<td>73,2</td>
</tr>
<tr>
<td>tasso occupazione femminile</td>
<td>2010</td>
<td>59,7</td>
<td>66,1</td>
<td>46,1</td>
<td>66,3</td>
</tr>
<tr>
<td>tasso disoccupazione</td>
<td>2010</td>
<td>9,4</td>
<td>7,2</td>
<td>8,5</td>
<td>4,5</td>
</tr>
<tr>
<td>tasso disoccupazione</td>
<td>2008</td>
<td>7,4</td>
<td>7,6</td>
<td>6,8</td>
<td>2,7</td>
</tr>
<tr>
<td>tasso disoccupazione giovanile 2010</td>
<td>20-24anni</td>
<td>21,2</td>
<td>9,5</td>
<td>24,7</td>
<td>6,9</td>
</tr>
<tr>
<td>tasso disoccupazione giovanile 2010</td>
<td>25-29anni</td>
<td>12,3</td>
<td>8,4</td>
<td>14,7</td>
<td>4,4</td>
</tr>
<tr>
<td>tasso disoccupazione giovanile 2010</td>
<td>30-34anni</td>
<td>8,9</td>
<td>7,4</td>
<td>9,9</td>
<td>3,7</td>
</tr>
<tr>
<td>tasso NEET 15-24anni</td>
<td>tot2010</td>
<td>12,4</td>
<td>8,3</td>
<td>19,1</td>
<td>4,4</td>
</tr>
<tr>
<td>tasso NEET 15-24anni</td>
<td>fem2010</td>
<td>12,5</td>
<td>9,0</td>
<td>19,2</td>
<td>4,3</td>
</tr>
<tr>
<td>tasso NEET 25-34anni</td>
<td>tot2010</td>
<td>18,2</td>
<td>16,3</td>
<td>26,8</td>
<td>9,1</td>
</tr>
<tr>
<td>tasso NEET 25-34anni</td>
<td>fem2010</td>
<td>23,6</td>
<td>22,2</td>
<td>36,2</td>
<td>11,9</td>
</tr>
</tbody>
</table>

Fonte: Eurostat Database
Within the youth problems in the labour market an important aspect is highlighted by an indicator of recent design called NEET (Not in Employment, Education or Training), which identifies and measures the burden of those amongst the young people do not study or work. It is expected that the commitment to study or work is more typical for young people under 25 years of age. As shown in the table ("Main indicators of the labour market"), the NEET rates under age 25 in 2010 are always higher than unemployment rates for each country. There is the virtuous exception of the Netherlands, the only country to have a female NEET rate less than the total. The most problematic situation is found in Italy, with a NEET rate of 20% (15-24 cohort), well above the 10.6 percent unemployment rate. It is 14% in the United Kingdom (5.8 pp above TD), 12% in France (3 pp above TD) and 8% in Germany (1.1 pp above TD).

System utilities for use in France
The public employment services in France are manned by Pôle Emploi, which absorbed the legacy of ANPE (Agence National pour l'Emploi) after the merger between it and Assedic occurred in 2008 (Reform Act of 13 February 2008). With Pôle Emploi now coexist employment services (ex-ANPE) and the management of unemployment benefits (ex-Assedic). Pôle Emploi is an organisation with a legal personality and financial autonomy. Its employees have a private employment relationship (except those who wanted to keep the public nature of the previous relationship). It is governed by a Board of Directors appointed by the Government. It is headquartered in Paris and divided into Regional, departmental and local Directorates. There are 47,000 FTE. In France there is the presence of private entities that operate in the labour market. There are also experiences of public-private cooperation. But the profile of the system remains very close to the central presence of the public stakeholder and its services.
Public employment services in Germany

In Germany, public employment services are provided by BA - Bundesagentur für Arbeit, with headquarters in Nuremberg. The responsibility of leading the BA is entrusted to a Board of Directors, with the responsibility of strategy development and the formulation of operational goals. The Board of Directors remains in office for 5 years and is comprised of the President and two members entrusted with the financial responsibility and accountability for operational activities. This same pattern is repeated in the management of Regional and local structures. There are 10 Regional Directorates into which BA - Bundesagentur für Arbeit is divided, 178 agencies, and 660 local employment offices.

As with France the system of supply, management and provision of employment services in Germany retains a predominant public "imprinting", although there are, as described in the country profile, opportunities and experiences of cooperation and collaboration with the private entities, both profit and non-profit.

Public employment services in Italy

For more than a decade ("Montecchi Decree" of 1997) the Italian system of public employment services has a decentralised architecture, where the regions have a role of regulation, planning, organisation, evaluation and monitoring of employment services whilst those of the provinces handle delivery of management services across the country and connecting with other stakeholders. The provision of public employment services is guaranteed through 560 Job Centres - CPI (sometimes with multiple locations for access), coordinated and managed in the region covered by each provincial government. At the central level the Ministry of Labour continues to play an important role in policy choices, which ahead of inspection activity include the development of guidance and training (through ISFOL) and, through the Social Security pension fund, the management of unemployment benefits and other subsidies. In particular, in the employment and labour market area, and therefore employment services, the Ministry of Labour takes advantage of more than a decade of contribution and support from the expert technical agency Italia Lavoro (which has a private legal personality), through which it promotes and manages employment policies, employment, employment services and social inclusion.

The system of employment services in Italy is open to recognised interventions from private stakeholders that can, once requirements are established, provide labour brokerage services. It is configured as a "mixed" system, made operational by 2003 by the Biagi reform: an open system in which public entities, private operators, and private non-profit social entities operate side by side, in competition and concurrence.

Public employment services in the Netherlands

In the Netherlands, public employment services are owned by UWV-WERKbedrijf that from the organisational-institutional point of view is itself a division within UWV - Uitvoeringsinstituut Werknemersverzekeringen (Social Security Agency), developing interventions of active employment policy and related services.
The integration of the previous CWI - Centrum voor Werk en Inkomen (Centre for Work and Income) into the UWV took place in 2009, giving birth to UWV-WERKbedrijf. It is a centralised body, financially dependent on the appropriations provided annually by the Ministry of Labour. It consists of five operating divisions, in which are 127 employment offices located in major municipalities, within which one can both register to receive unemployment benefits and perform an active search for work, thus giving a single point of access and operations ("one-stop shop") to operations. Cooperation and partnerships with the private sector are well developed (think "Mobility Centres"). Above all it has strong partnership with the Municipalities, intended to be a strategic partner in the public system of provision of employment services. The PES system in the Netherlands takes a profile that on the one hand is highly decentralised, with the centre moved into local communities (regional structures are streamlined), and on the other, is highly "integrated" with partners in the Municipalities.

Public employment services in the United Kingdom

In the UK, public employment services are staffed by Jobcentre Plus. They have worked this way since 2002, when the Employment Services and the Benefits Agency (subsidies and allowances) merged, thus becoming JCP, and executive agency of the DWP - Department for Work and Pensions, which is under the Ministry of Labour. Since October 2011, JCP has provided employment services not as an agency, but as an operational area within the DWP (for now keeping its distinctive name). At the central level, JCP is governed by a Board, a group representing the social partners. The responsibilities of the Board are to lead and guide the strategic choices of the organisation, decisions on resource consumption, the operation, and everything related to performance management. The region is divided into 7 regional directorates and 37 local facilities (Districts).

In delivering employment services, Jobcentre Plus maintains many partnerships with
public, private, voluntary and non-profit entities. This is a very strong orientation, a consolidated perspective designed to deliver better services to achieve personalised guidance.

PES, performance evaluation and development of services of excellence
On the degree of maturity of the PES in the European countries under analysis, with regard to quality and continuous improvement, the different national experiences are weighed and described in the second part of this report. At the European and European cooperation level, it is true that there are coordination projects and entities (European Employment Observatory, PES-Monitor, PES-Benchmarking, etc.), but individual national systems have developed new projects and initiatives, with more joining them in the push to change practices and operating models of public administration, and in a Europe-inspired path to enhance the economic and social development of active employment policies and employment services.

Concrete signs of improvements in quality are thankfully present, as found in the individual national cases. But the importance of employment services, also in the future, requires a surplus of coordinated efforts at the European level.

It is a significant example to see how the European PES use the CAF - Common Assessment Framework performance evaluation system. As noted, it is a European model to guide the government to take up the principles of Total Quality Management, bringing it to achieve evermore mature results of organisational excellence through continuous improvement. In Italy, the CAF is explicitly mentioned as a reference model (along with the Balanced Scorecard and Performance Prism) by Civit (Circular 89/2010) for practical and performance assessment introduced by the "Brunetta Decree" (Legislative Decree 150/2009). As you can see, the adoption and application of this useful tool for quality are in fact unknown, with some interest in Italy.

### CAF - Common Assessment Framework Users

<table>
<thead>
<tr>
<th>Paese</th>
<th>complesso</th>
<th>servizi per il lavoro</th>
</tr>
</thead>
<tbody>
<tr>
<td>Francia</td>
<td>17</td>
<td>1</td>
</tr>
<tr>
<td>Germania</td>
<td>72</td>
<td>0</td>
</tr>
<tr>
<td>Italia</td>
<td>363</td>
<td>5</td>
</tr>
<tr>
<td>Paesi Bassi</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>Regno Unito</td>
<td>7</td>
<td>0</td>
</tr>
<tr>
<td>totale</td>
<td>463</td>
<td>6</td>
</tr>
</tbody>
</table>

Fonte: Database on-line CAF-RC, aggiornato al 24 agosto 2011
4. COUNTRY PROFILE: FRANCE

France Key Points

A. The recent reform of 2008, which saw the merger of ANPE and Assedic, combined the public employment services with the management system of unemployment benefits, creating a new body called Pôle Emploi (PE). A first assessment at 3 years still shows many critical points regarding the quality of employment services.

B. Attention to issues of public quality, of which these are essential aspects:

- **Results**, evaluated from the perspective of direct and indirect **beneficiaries**
- Improvement, as a condition and location to ensure the levels of quality pursued.

C. Multiple initiatives to manage expectations, needs and user satisfaction, on the side of both citizen-workers and businesses. The results show a system after the ANPE - Assedic merger which is struggling to respond with adequate performance levels expected (also because of the crisis).

D. The awareness and need for action by "enablers" to strengthen the performance capabilities of PE have been proven by the fact that interventions are developed to improve the quality of public employment services. In particular, the efforts of the staff (in operational expertise and centrality) are evident in the direction of creating their own perspective on internal management processes, and to strengthen the governance and leadership of PE. The need and urgency to consolidate in order to obtain concrete results of efficiency and effectiveness, however, seem to clash with the emergencies, the dimension of the interventions required, and the expectations and objective needs of many people struggling with the employment effects of the crisis that began in 2008.

E. Attention to issues of quality, as part of internal functions (Qualité et Matrise des Risques, Clients et Services, Pilotage et Performance). This makes us say that already there is a good platform to continue toward the goal of quality. As already demonstrated by the achievement of ISO 9100 and the recognition of the C2E - Committed to Excellence of EFQM, for some regional structures of Pôle Emploi.
A. Institutional architecture and recent organisational changes

Together with the Netherlands, France is the country (among those in the analysis) that has made a significant intervention in the institutional and organisational services of public employment (FR24). In France, a very detailed map of institutions with "Service Public de l'Emploi" (SPE), which has always played a primary role for the function of State organisational lines. The structures of the system were:

- ANPE (Agence Nationale Pour l'Emploi) as a placement facility,
- AFPA (Association pour la formation professionnelle des adultes) for professional training,
- ASSEDIC (Association pour l'emploi dans l'industrie et le commerce) for the provision of subsidies and allowances.

Law 126 of 13 February 2008 has defined and introduced a comprehensive reform of public employment services, creating a new body called the "Pôle Emploi" which is entrusted with the task of ensuring all services to the unemployed: reception, enrolment, payment of allowances, and guidance. The new national institutional structure is divided into two distinct structures (http://www.gouvernement.fr/gouvernement/pole-emploi):

- UNEDIC, run by the social partners, which continues to oversee the total autonomy of unemployment insurance, focusing on means of compensation
- And a new body, the "Pôle Emploi" legally constituted in December 2008, which incorporates the ASSEDIC and ANPE networks.

Later, from 1 April 2009, AFPA professionals were integrated into Pôle Emploi (PE).
The entry into force of this new organisational-operating scheme, with the inevitable problems of transition that are reflected in the levels of efficiency and effectiveness, has been criticised from many sides since the initial problems at the end of 2008, and then during the difficulties of the 2009 economic crisis. In some parts the opportunity to postpone the fielding of the new operating structure was also floated, to stay focused and to better cope with the worsening labour market conditions (FR13).

B. The "place" of clients

The issue of quality, starting from the needs of the "clients", is clearly in the debate and internal actions of the French PA and the Employment Services (FR7 - FR9). "Quality and to create quality means to satisfy their users/clients, knowing how to respond to their needs/expectations from the beginning." "The poor quality is the inadequacy, the gap between supply and demand: what is proposed, more or less, which is wrong and unnecessary: delays, complexity, accidents, loss of time, etc." (www.qualite-publique.org/-Qualite-et-performance-Publique-.html).

Public quality is defined as "An attitude of society to meet the needs (or rights) are essential, relevant to the general interest (water, education, security, etc.), and at the right cost. The level of need to be fulfilled is determined by the policy (by the citizens and their representatives, delegates), implemented by the public or private sector, or even by the citizens in person (co-production). The results should be viewed from the perspective of direct and indirect beneficiaries. Public quality implies a path for improvement."

Attention to clients

The demonstration of the client in the management of public services in France, and therefore also employment services, is shown in the many initiatives undertaken to understand needs, expectations and satisfaction. There is a well-established bi-annual barometer of the needs and satisfaction of citizens with regard to public services. It is an initiative launched in 2004, still continued annually by the Institut Paul Delouvrier (http://www.delouvrier.org).

The representation and comparison of the performance of services belonging to different public administrations is structured according to four broad categories of services: excellent, high performance, intermediate, and weak (FR12, p.13). The results for the year 2007, before the ANPE - Assedic merger, are visible in the "quadrant of the CS of public services". One sees that the employment services (Emploi) are considered scarcely satisfactory by the French.
In December 2010, with the ANPE - Assedic merger, the results of CS barometer say: "The services of aid agencies to return to work (primarily Pôle Emploi) are amongst the most severely judged by users, with only 52% satisfied with the services received" (FR33, p.5). After two years of significant improvement, employment services rose from 42% in 2007 to 54% in 2009, and recorded a decline of 2 percentage points in 2010. It is remarkable when you consider that employment and the fight against unemployment is the No. 1 dimension of expectation of the citizens in the scale of the problems that should primarily look to the State and its services.

There are also surveys on business client satisfaction. According to the results of a survey conducted by IPSOS of 3,000 companies, 70% said they were satisfied with the services rendered by Pôle Emploi (PE), although such a high level would at least need to know in more detail the methods of implementation of the survey, especially considering that the use of Pôle Emploi brokerage firms remains weak if you look at the number of "vacancies" that are communicated (FR13).

In November 2010, the Secretary of State for Employment presented the results of a survey on users of Pôle Emploi (PE). Addressed to 500,000 people looking for jobs and 100,000 businesses, and aiming to further improve the quality of employment services, it had a 20% return (http://www.gouvernement.fr/gouvernement/lancement-de-la-consultation-aupres-des-usagers-de-pole-emploi). The study was able to highlight:

- That the ANPE - ASSEDIC merger is widely regarded as useful, using easier and faster procedures,
- That 2/3, between citizen-workers and firms, are satisfied with the operation of Pôle Emploi.

There is still room for improvement. In particular, it showed the following priority needs: improving information on the labour market, extending contacts with businesses, strengthening the relationship between the unemployed and their advisers, better following the companies that are recruiting, and customising guidance.

Using knowledge about clients

As noted previously, the knowledge of clients' expectations, needs, and satisfaction is used to identify and evaluate paths that improve employment services managed by PE. Great attention is also paid to side businesses, evaluating and enhancing the special needs of which they are carrying on the demand side, as a lever to bring the best service centre for PE meeting between demand and supply of labour.

The knowledge of the client is also used to perform useful segmentation for the effectiveness of services provided. In defining a strategy of "regionalisation" shared in interaction with other partners, the role of Pôle Emploi is articulated with respect to 3 broad categories of clients and 7 groups according to their prevailing needs (FR25, p.9):

Macro-category1 – Job seekers

- Looking for a first job
- People who have lost their jobs
- Finding work again
- Starting a business

Macro-category2 – Employed workers
- Looking to change jobs

Macro-category3 - Companies
- Hiring people
- Managing staff.

The satisfaction survey was derived in 2010 from a wide client base and a sophisticated typology of clients looking for work, as defined by the difficulties faced by job seekers and the identification of the type of "brake" that impede finding employment (FR31, p. 17).

Typological profiles of job seekers depending on the nature and number of difficulties
Pôle Emploi - Ipsos, Grande Consultation des Demandeurs d’Emploi, 25 October 2010 (FR31)
C. Interventions of the "enabling factors" for quality

After the 2008 reform, different French stakeholders, internal and external to Pôle Emploi, worked to strengthen the supply system of public employment services, with special attention to its "enablers". Primarily, Pôle Emploi dedicates a great amount of energy and resources to improve services continuously. For more on these developments, visit the corporate website www.pole-emploi.org.

Secondly, robust guidelines on the general quality of Pôle Emploi public services are incorporated by the French government, which may make use of and benefit from the commitment to quality that is common to all public services in France, to discover the benefits of quality, continuously improve, and promote quality public services (www.qualite-publique.org).

Lastly, in the development of the quality of public employment services in France, the CESE (Conseil Économique Social et Environnemental) intervenes assiduously, through its Labour and Employment Section, providing grants for evaluation and recommendations for strengthening and improving Pôle Emploi. One of these actions is from June 2011 (FR13) and another from 2 December 2011 (FR35).

Staff

In 2011, Pôle Emploi has just over 47,000 FTE, and additional staff totalling 62,000, of which some 40,000 are involved in service provision and the remainder are devoted to support and supervision (FR35).

<table>
<thead>
<tr>
<th>Mission</th>
<th>Allemagne</th>
<th>France</th>
<th>Royaume-Uni</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accueil du demandeur d'emploi</td>
<td>17 112</td>
<td>6 459</td>
<td>6 182</td>
</tr>
<tr>
<td>Accompagnement du demandeur</td>
<td>45 405</td>
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<td>27 515</td>
</tr>
<tr>
<td>d'emploi</td>
<td></td>
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</tr>
<tr>
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<td>28 902</td>
<td>9 068</td>
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<tr>
<td>Services aux employeurs</td>
<td>5 410</td>
<td>6 307</td>
<td>2 417</td>
</tr>
<tr>
<td>Supervision, support, autre effetifs</td>
<td>30 622</td>
<td>19 600</td>
<td>9 123</td>
</tr>
<tr>
<td>Total</td>
<td>127 450</td>
<td>62 056</td>
<td>53 844</td>
</tr>
</tbody>
</table>

In Pôle Emploi the area of human resources makes an explicit reference framework of values, denoting knowledge of: on one side, the centrality of people to manage the quality levels of services to clients (workers and firms); and the other, the strategic role that the skills of the staff play in achieving those levels of quality. The values reported are:

a) Simplicity
   - facilitate ease access to services
   - Human Resources function personally and closely
   - Understandable and shared processes
   - Responsible and available listening

Source: EESC - Conseil Économique Social et Environnemental,
b) Equity
   - offer a personalised service to all
     - Support for general professional guidance
     - A rich and detailed educational offer for a specific career plan
     - Early mobility

c) Effectiveness
   - enable all our expertise to achieve the best result
     - Operator skills are developed with performance as the objective
     - Managers set goals and support their staff in achieving these objectives
     - Optimise the paths of career development at the service of objectives and results that affect the community

There is an explicit and careful management of staff development and career pathways: for new hires, for those engaged in different functions and roles, to ensure professional development, taking into account the expectations of the individual operator/person relative to the needs of a performing organisation. A joint effort clearly emerges to develop a fruitful "alliance" in the personal and professional projects of Pôle Emploi to become a powerful provider of services of excellence. Pôle Emploi takes on the training of new recruits to transmit the knowledge and skills necessary for carrying out intended activities, and takes care of all its employees at every stage of their careers, developing their skills. In general, it takes care of the professional development of its staff through:

   - Internal guidance to develop their potential,
   - Internal mobilisation that allows staff to develop skills and gain a more complete view of the organisation's activities
   - Targeted training through annual plans.

The central professional figure in the French SPE is the "conseiller" (advisor), or the "employment consultant". The services of Pôle Emploi, and in particular welcome and guidance, are centred on this professional who takes care of following a certain number of clients in search of employment. Recently, an attempt was made to decrease the load of clients for the "conseiller" to improve the quality of services offered and, above all, raise the effectiveness of the intervention in terms of real re-employment for applicants.
The dimensions of the role of "Conseiller" (employment consultant)

The role of "conseiller" is defined as the intersection of a plurality of dimensions of professional competence and social skills, which are summarised in the figure showing "The dimensions of the role of Conseiller" (FR30). In the autumn of 2009 there was a survey of the staff. The results show that 71% of respondents experienced a tense work situation, and for 45% the situation is aggravated by the fact that they work in isolation. Working in the PE after the ANPE - Assedic merger means to be "often in turmoil, interrupted..., "learning so many new things", but in a structured way and supported by the hierarchy. "It can be assumed that the ability of higher-ups to coordinate or assist groups has weakened, precisely coinciding with the change experienced" (http://lexpansion.lexpress.fr/economie/rapport-accablant-sur-la-situation-sociale-a-pole-emploi_222959.html).

Operational and planning processes

In a very sharp and clear way one can recall the utility of managing performance, based on indicators of quality and effectiveness of results, evaluated in terms of the return to work of those who turn to public employment services (this is what CESE recommended) (FR13). From an operational perspective, Pôle Emploi remains central in the effort to develop services for the user's needs. They can be stated in a few words, almost a "mission statement" to open internal continuous improvement: "simplify, personalise and strengthen services for job seekers and businesses". (www.pole-emploi.org). This produces a focus on internal processes, whether operational on in general, beginning with the three "paths" in the offer of services, which identify real areas of macro-processes (FR35, p. 111):

a. "Support path" (Appui)
It is the ordinary and most common course for job seekers with a low risk of long-term unemployment (affects about 70% of users). Basic service offers a monthly meeting and conversation with a "conseiller" (employment consultant) from the fourth month of job searching, in the context of the proposed "suivi mensuel personnalisé - SMP" (customised monthly monitoring). Some additional benefits can also be provided (detailed advice for job searches, skills assessment, vocational guidance and training, accreditation of prior experience, etc.).
b. "Guidance path" (Accompagnement)
Directed path to job seekers who are more "isolated" and have difficulties in the labour market (30% of users). The service can even start from the first month, and then gradually intensify, especially after the sixth month of unemployment. From the beginning the path gives access to the provision of intensive support, which means for the most part more frequent contact with a "conseiller" and assistance in monitoring specific job opportunities. The user can also be reported to particular specialised services (e.g., for young, unskilled or disabled workers), or even directed to Pôle Emploi partners (as in the case of "employment trajectory" programme s).

The sequence of activity in the process of matching supply and demand

![Diagram of the sequence of activity in the process of matching supply and demand]

C. "Business creators path" (Créateurs d'entreprise)
It is characterised by less intensive support from Pôle Emploi (scheduled to meet with a personal advisor on a quarterly basis during the first year) and the specificity of the proposed services targeted to the needs of those who create enterprise; services for guidance of unemployed business creators are guaranteed by the network. The definition and focus of management that strives to make their own perspective of the processes is exemplified by the matching offer service (FR29). First, as shown in figure "The sequence of activity in the process of matching supply and demand", the strong link between the sequence of activities and personnel is captured and structured, in this case the "conseiller", who is identified as a true fulcrum around which the process takes place. Secondly, the sequence of activities in which the service is structured to meet supply and demand is made explicit throughout the process, which includes the following steps:

1. online registration of workers by request of the company
2. validation of the offer by PE
3. consultation requested by job seekers (Recherches d'offres in www.pole-emploi.fr)
4. definition of the applications involved in the request (Télécandidatures in www.pole-emploi.fr)
5. PE endorses the candidate(s)
6. the candidate receives the coordinates of the company via phone or SMS (Télécandidatures)
7. the company receives the profile of the candidate by fax or mail (Télécandidatures)
8. meeting and decision with respect to hiring.

Management and leadership (and strategy)
The current leadership of Pôle Emploi is the result of the summation of the persons who held positions of responsibility in previous organisations: ANPE for employment services, and Assedic for the provision of subsidies and unemployment benefits. This means that at the level of management and leadership development, the current commitment of PE resources is designed to better integrate the two previous cultures, aiming to prepare a "generation" of leaders who are their own and know how to interpret and develop the new philosophy that created Pôle Emploi. The evolution of leadership, which seems crucial for the future of PE, can rely for its take on the content defined by the new mission, which is divided into a plurality of themes defined by the law of 13 February 2008 (FR34):

- Receive, register, orient and guide all job seekers in their search
- Ensure the payment of the amount due if the applicants are entitled to unemployment benefits

**BOX-1 FR**

**LE 22 RACCOMANDAZIONI A PÔLE EMPLOI E AI DECISORI PUBBLICI**

**Recommandations à Pôle emploi**
1. Assurer un développement harmonieux des différents canaux d'accès
2. Garantir une réelle personnalisation du service rendu
3. Renforcer la différenciation des parcours d'accompagnement
4. Développer l'activité de prospection et de suivi des offres d'emploi
5. Amplifier l'aide au recrutement notamment en direction des PME/TPE
6. Améliorer la procédure et le service d'indemnisation
7. Mieux répondre aux préoccupations des usagers
8. Développer l'offre de service en matière de formation
9. Faciliter la mobilisation des droits individuels
10. Mobiliser davantage le recours aux contrats aidés et en alternance
11. Poursuivre la structuration du réseau sur la base du schéma-cible
12. Renforcer la coopération avec les autres acteurs du SPE
13. Mieux prendre en compte les risques psychosociaux des agents
14. Engager une réflexion sur l’évolution des métiers

**Recommandations aux pouvoirs publics**
1. Intensifier l’effort de formation
2. Sanctuariser les crédits d’intervention en faveur des demandeurs d’emploi
3. Construire un portail d’information sur l’offre de formation disponible
4. Mieux articuler activités réduites, chômage partiel et formation
5. Accroître les moyens de Pôle emploi
6. Rénover la gouvernance de Pôle emploi
7. Repenser la gouvernance régionale
8. Revoir les indicateurs de performance de la convention tripartite

- Use all the resources to help facilitate their return to work (training, recruitment, support for mobility, etc.)
- Assist companies in recruitment activities, beginning with the determination of requirements, to the mentoring of entrants, to passing on information regarding recruitment incentives and training
- Collect the contributions of businesses and employees.

The issues pertaining to the governance and guidance of Pôle Emploi are carefully considered and evaluated for the strengthening of the central public employment services in France. CESE has addressed 22 detailed recommendations to PE and policy makers to dramatically improve the quality and effectiveness of services provided to citizens, workers, businesses and local communities (FR35, pp.2-3). The recommendations focus on four main grounds:

1. Continue the process of improving the quality of the service
First, it is necessary to ensure a balanced development between different channels of access to services (physical, telephone, Internet). Second, it should form a consistent, custom monthly service, which means the number of "charges" per single Pôle Emploi "conseiller" should be significantly limited. Still, it is important to better organise the "paths" of job seekers in order to take into account the diversity of their needs. The logic of the "paths" (Appui, Accompagnement, Création d'Entreprise) must be based not only on a finer assessment of the "distance from work", but also on expectations and plans of the candidate-worker. At the same time, it is necessary to step up efforts to identify the needs of enterprises, to increase the number of "vacancies", and to treat successfully the profiles of the proposed candidates. Finally, the management of provision of compensation is to be improved, taking better account of the state of difficulty and therefore the concerns of entitled users.

2. Accentuate the effort for the training and consolidation of the professional
Vocational training is still not sufficiently activated to support job seekers, especially when you consider that it is a key factor in the success of their careers. Efforts to develop and diversify the educational offer should continue and intensify. Improving the information system for pre-enrolment and enrolment in training courses should be a priority of Pôle Emploi. In particular, convincingly supporting the creation of online access to all information on financed training for job seekers. Similarly, Pôle Emploi must better take steps to promote "alternating agreements" (work-study), and training to acquire key skills. Lastly, it is necessary to aim for a better combination among employment, partial unemployment and training schemes.

3. Adapt the organisation and means of Pôle Emploi
Pôle Emploi must first take a further step towards the regionalisation of its actions, proposing a range of services, taking into account the specific problems of individual contexts. This will require strengthened partnerships with all stakeholders in the field of employment services. As for the internal reorganisation of Pôle Emploi, since it can also generate concerns and anxieties, it seems appropriate to adopt better and more quickly the internal issue to optimise the management of the psycho-social dimension. Moreover, the review of the reception and guidance service process in place calls for a general reconsideration of the evolution of these internal professional profiles. Finally, as
also happens in other European countries, it is expected to increase significantly the resources for guidance services available to public employment services.

4. Rethinking the model of governance and guidance
On governance, the current situation calls for a revision of many institutional aspects, especially to strengthen the strategic leadership of the board of directors of Pôle Emploi, which will review and significantly strengthen the means for action. After defining the legal status of Pôle Emploi, the balance of powers between the three main components (State, representatives of employers, representatives of workers) will be better ensured, to recognise the right space to the social partners. At the regional level, the institutional organisation must become a more open and decentralised practice. Finally, management based on performance must once again focus on the indicators of quality and effectiveness in reference to the reintegration of unemployed people.

Other enablers (partnerships, technologies)

A strong focus on partnerships and the development of collaborations with stakeholders is in the constituent fibre of the French SPE system. In particular, PE is aimed at a wide range of stakeholders, at the general national level and at the decentralised regional level:

- Institutional organisations like CESE
- Employers' associations
- Trade unions
- Regions and their facilities
- Departments and their facilities
- Associations
- Missions locales
- Réseau "Cap Emploi"
- And so on.

Pôle Emploi develops important partnerships with local and regional communities. In particular, they implement a partnership policy that is attentive to all the participants of the labour market at national and local levels (www.pole-emploi.fr). The aim is to develop a general network that allows for real cooperation, a better range of services through complementarity and integrative solutions, and making available to interested parties the most suitable means to contribute to the fight against unemployment. Usually these actions are supported through projects funded by regional and provincial (departmental) councils using the resources provided by local communities and social partners. Thus, for example, with the introduction of Revenu de Solidarité Active-RSA (income of active solidarity) in mid 2009 (www.rsa.gouv.fr), PE aims to provide its targeted career support service alongside and in connection with the entities of local authorities ("conseils généraux" in the Departments). In addition to local authorities and their agencies, PE has relationships with many other stakeholders, such as educational institutions and schools, universities, associations, etc. Other partnerships play an important role by contributing complementary services. So it is with the "Mission locales" for young people, or with the "CAP emploi" for disabled job seekers.

In 2010 the "Club RH Pôle Emploi" was formed as a dedicated space and a reference point for executives and managers of Human Resources. Extended to all sectors, the Club encourages exchanges and dialogues between members, experts and personalities from
the world of business on labour issues and recruitment. The Club brings out the needs of Human Resources Directors, and contributes to refining the services offered by PE. In particular, the "Club RH Pôle Emploi" makes a more careful assessment of the effectiveness of the initiatives directed to the companies by public employment services. The majority of PE service processes are gradually experiencing significant changes due to the increasing introduction of solutions supported and detailed according to the vast possibilities offered by ICT (Information and Communication Technology). This includes the access phase of the service, but also the service delivery and client relationship management services offered by Pôle Emploi. In particular, "web integration" of relations between clients and services is considered crucial and strategic (FR29).

D. Support and development for quality

Traditionally in France there is a strong culture of public administration, with a well-known attention to the functioning of public services. This means that there are many resources, actions, initiatives and organisations that take care to sustain good levels recognised the French PA, and the evolution of "emploi services" towards greater efficiency and effectiveness. Just look at the contents of the site [www.qualite-publique.org](http://www.qualite-publique.org).

Such attention is evidenced by two indicators:

- The consolidated appeal to the "Baromètre de services publics" to learn the satisfaction of the needs and expectations of citizens and users in all areas of public sector services
- The development, with specific reference to Pôle Emploi and the system of public employment services, of two important contributions by CESE to analyse the "state of the art", making a budget and any recommendations it may have on the strength of strategic drivers (FR13 - FR35).

Structures and entities

There are many facilities and organisations that in various ways contribute to the qualitative development and consolidation of the performance levels of the SPE in France. Some do it in a systematic way, as their primary mission. Others give input considered useful by the system.

- CESE (Conseil Économique Social et Environnemental) corresponds to the Italian CNEL and repeatedly analyses the status of the SPE, issuing recommendations
- Pôle Emploi RH Club brings together HR managers within Pôle Emploi to develop harmony on the issues of recruitment and personnel management
- Comité d'évaluation de Pôle Emploi is responsible for evaluating the interventions and services provided
- "France Qualité Publique" promotes quality, efficiency and continuous improvement in the public sector, which also benefits from the system of public employment services ([www.qualite-publique.org](http://www.qualite-publique.org)).
- Observatoire Territorial (network of local structures animated by France as a Publique (FQP): consists of a network of local stakeholders who are concerned about the quality of public services in the region and the contribution they can make to the commitment to continuous improvement in various regional realities.
Within the Pôle Emploi organisation, at the General Directorate level, there are specific areas of content directly influential on the quality and performance levels. There are three “Directions Généraux Ajointes”, in turn divided as follows:

- “DGA Qualité et Maitrise des Risques” (Quality and risk management)
- “DGA Clients, Service et Partenariats” (Clients, services and partnership)

DGA of Pôle Emploi that follows quality, clients and performance

Plans, projects, and national campaigns

In recent years the system of public employment services has been involved with implementing plans and concrete actions, which is not easy due to the experience of the merger of ANPE and Assedic. Much attention has necessarily been placed on the path of integration and, subsequently, to ramping up the new Pôle Emploi. Just imagine what it could mean, for example, to lead the convergence and direction of the two structures of Assedic and ANPE, to achieve an integrated result in a single structure headed by PE (FR36).

This has been done in a context so overcharged, that perhaps this even plans to improve services are not allowed to develop properly. This coincided with a period in which there was increase of economic difficulties in the labour market, would have required more efficient and effective services to support citizens, workers and the unemployed. The result was a lively debate, with its controversies on the desirability of changing the institutional structure and organisational framework in a worsened socio-economic climate. In this comparison, many proactive critical contributions ask for an improvement of the quality and performance of PE at a time when, for the reasons given, programmes and plans aimed at implementing development projects should be strengthened.

Of significant importance was the "Grande Consultation des Demandeurs d’emploi", conducted by Ipsos on behalf of Pôle Emploi in autumn 2010. It was conducted with 500,000 people looking for work, getting a response from fewer than 100,000 of them (FR31). In addition to detecting the degree of satisfaction with employment services offered, the survey was used to identify "occupation obstacles/difficulties" of the people...
Many plans and projects and a general attention was paid to the need to strengthen the guidance services, to ensure highly effective interventions that can ensure the (possibly stable) reintegration of the candidate looking for work. On this there are projects and initiatives to build their own guidance services that are better able to tailor interventions. Many projects have been implemented to redesign services in light of the potential offered by new technology, especially through the power of online solutions that allow more channels of access by users [http://obeo.fr/pages/success-stories/unedic/en]. These are interventions that can achieve results of strategic value:

- Lower costs with increased efficiency
- Improved effectiveness
- Improved level of accessibility, with a consequent increase in client satisfaction.

In its launch phase, where the new structure was to be made known to French citizens, Pôle Emploi had specific image campaigns, conveyed through different media ([http://teleobs.nouvelobs.com/articles/pole-emploi-compte-M6-sur-pour-ameliorer-son-image](http://teleobs.nouvelobs.com/articles/pole-emploi-compte-M6-sur-pour-ameliorer-son-image)).

**PES system monitoring and continuous improvement**

Widely practiced monitoring efforts regarding the needs and expectations of clients:

- Two-year investigation by IPD Institut Paul Delouvrier on needs and expectations
- Satisfaction survey of businesses accessing employment services
- "Grande Consultation" to job seekers autumn 2010.

Within the public system of provision of employment services an evaluation of activities and services provided will be carried out on behalf of businesses, job seekers and employed workers. It is an evaluation of the performance, effectiveness, efficiency and mode of service delivery and performance by Pôle Emploi, including those operated by contracted partners. The most recent evaluation of services for job seekers (see "Le recours aux prestations destinées aux demandeurs d'emploi", Repères & analyses n°27) highlights a number of critical issues and areas for potential improvement (FR27). Critical issues depend in part on the same setting of the services and from how job seekers speak to them. But to a large extent they depend on the organisation in which the services are proposed. So a crucial role in determining the level of access to services by job seekers is played by managerial practices/services management, the quality of information available, the effort needed for professional development of "conseillers", the efficiency of quality control, the burden of administrative tasks, and so on. These results seek to get to the root of what looks like a serious problem for the French SPE. Even in the face of increased unemployment in the years 2008 and 2009, the use of Pôle Emploi services in the region was in obvious decline. (Only in 2010 does the use of public employment services increase again). It is an indicator of a likely deterioration in the quality of services, no doubt also due to the impact on the operations of the problems of the recent merger.

Within PE great importance is attributed to the strengthening of management based on performance (FR32, p.8). This approach is already practiced in PE, however limited to what is used to manage the variable part of remuneration of the staff (especially in mid and high levels). From this perspective, the system in use mainly refers to the indicators of output of the internal activities rather than impact indicators (outcomes).
The current practice is in the process of rethinking and revision to give greater weight to the rate between the indicators of the rapid return to work of those who turn to PE. In defining the indicators one will take into account the various types of clients (more or less "distant from work") and the characteristics of the context in which it will implement the reintegration. Obviously, when fully operational the indicators chosen should be able to measure both the operational functioning of the internal processes (efficiency), and the ability to re-employ workers, which is associated with the quality of work (effectiveness).

Even on this ground, more typically "internal", as is that of monitoring and evaluating performance to power a process of continuous improvement, the situation in France confirms the central role played and recognised by social partners. The "Tripartite Agreement" which operates within CESE identifies and proposes a complete and detailed set of performance indicators, which Pôle Emploi will take into account. The list of these indicators is shown in its entirety in Box 2 "The 33 performance indicators established by the Tripartite Agreement". The proposed set of measurements covers 5 different areas:

1. monitoring indicators of the merger process (5 in number)
2. performance indicators (9 in number)
3. performance indicators of services for job seekers (9 in number)
4. performance indicators of employment services (4 in number)
5. performance indicators of active brokerage services (6 in number).

E. Results of operations for quality

In terms of results, a framework seems to stand out that sees the French system of delivery of public employment services, deeply redesigned in 2008, expressing a firm commitment on the road to improved performance and effective listening to the needs of clients. However, in terms of achievements, it still seems little has been achieved. On the personnel side the merger has produced a new situation in which a stable framework has not yet been established for potential to be expressed to the fullest. Certainly it is a strength that the figure of "conseiller" has been identified as the pivot around which to grow the quality of services provided.

The leadership also still seems too close to the dynamics produced by the merger, with the path of convergence of two cultures not yet consolidated, in order to devote the necessary energy and determination to develop a culture and practice of quality and improvement, which is still felt and present in the figures and structures of Pôle Emploi. One can even say that the whole system seems "on track" with respect to the degree of awareness of these issues, whether taken on by subjects with support roles (see CESE), or even those who internally cover functions that govern the quality, client relations, internal audit, etc.
### BOX-2 FR

I 33 INDICATORI DI PERFORMANCE DEFINITI DALLA “CONVENTION TRIPARTITE”

#### A – INDICATEURS DE SUIVI DU PROCESSUS DE FUSION

<table>
<thead>
<tr>
<th></th>
<th>Description</th>
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<tbody>
<tr>
<td>1.</td>
<td>Part des implantations locales recevant du public disposant d’une équipe mixte</td>
</tr>
<tr>
<td>2.</td>
<td>Part des implantations ouvertes au public 35 heures par semaine ou plus</td>
</tr>
<tr>
<td>3.</td>
<td>Part des demandeurs d'emploi reçus le même jour en entretien d'inscription et en entretien d’élaboration du projet personnalisé d’accès à l’emploi (PPAE)</td>
</tr>
<tr>
<td>3 bis</td>
<td>Part des demandeurs d'emploi reçus en entretien unique d’inscription</td>
</tr>
<tr>
<td>4.</td>
<td>Part des demandeurs d'emploi disposant d’un conseiller personnel</td>
</tr>
<tr>
<td>5.</td>
<td>Part des effectifs dédiés à la production de services</td>
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#### B – INDICATEURS DE RÉSULTATS

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<tr>
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<th>Description</th>
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<tbody>
<tr>
<td>6.</td>
<td>Part des demandeurs d'emploi satisfaits des services rendus par Pôle emploi</td>
</tr>
<tr>
<td>7.</td>
<td>Part des employeurs satisfaits des services rendus par Pôle emploi</td>
</tr>
<tr>
<td>8.</td>
<td>Nombre d’offres d'emploi recueillies, dont nombre d’offres d’emploi de 6 mois ou plus</td>
</tr>
<tr>
<td>9.</td>
<td>Taux de satisfaction des offres, dont taux de satisfaction des offres portant sur les métiers en tension</td>
</tr>
<tr>
<td>10.</td>
<td>Nombre des demandeurs d’emploi en chômage de longue durée</td>
</tr>
<tr>
<td>11.</td>
<td>Taux de sortie pour retour à l’emploi et pour retour à l’emploi durable, dont publics prioritaires</td>
</tr>
<tr>
<td>12.</td>
<td>Taux d’insertion dans l’emploi 6 mois après la sortie d’une action de formation financée par Pôle emploi, dont insertion dans l’emploi durable</td>
</tr>
<tr>
<td>13.</td>
<td>Taux d’insertion dans l’emploi six mois après la fin d’un contrat unique d’insertion ou d’un contrat avec une structure d’insertion par l’activité économique prescrits par Pôle emploi, dont insertion dans l’emploi durable</td>
</tr>
<tr>
<td>14.</td>
<td>Part des licenciés économiques bénéficiaires de CRP/CTP non inscrits comme demandeurs d’emploi à l’issue du dispositif</td>
</tr>
</tbody>
</table>

#### C – INDICATEURS DE SERVICES AUX DEMANDEURS D’EMPLOI

<table>
<thead>
<tr>
<th></th>
<th>Description</th>
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<tbody>
<tr>
<td>15.</td>
<td>Pourcentage des appels aboutis</td>
</tr>
<tr>
<td>16.</td>
<td>Part des inscriptions réalisées moins de 5 jours après le premier contact avec Pôle emploi</td>
</tr>
<tr>
<td>17.</td>
<td>Taux de décision sur les dossiers d’indemnisation en moins de 15 jours</td>
</tr>
<tr>
<td>18.</td>
<td>Indicateur de qualité du traitement des demandes d’allocations</td>
</tr>
<tr>
<td>19.</td>
<td>Nombre moyen de demandeurs d’emploi par conseiller personnel</td>
</tr>
<tr>
<td>20.</td>
<td>Part des demandeurs d’emploi dans les différents types de services</td>
</tr>
<tr>
<td>21.</td>
<td>Taux de réalisation des entretiens de suivi mensuel personnalisé</td>
</tr>
<tr>
<td>22.</td>
<td>Part des demandeurs d’emploi en suivi mensuel sans mise en relation depuis 2 mois ou plus</td>
</tr>
<tr>
<td>23.</td>
<td>Nombre de demandeurs d’emploi pris en charge par des réseaux spécialisés et par des opérateurs de placement prestataires de Pôle emploi</td>
</tr>
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#### D – SERVICES AUX ENTREPRISES

<table>
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<th>Description</th>
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<tbody>
<tr>
<td>24.</td>
<td>Pourcentage des appels aboutis</td>
</tr>
<tr>
<td>25.</td>
<td>Taux de restes à recouvrer des contributions d’assurance chômage</td>
</tr>
<tr>
<td>26.</td>
<td>Délai moyen de satisfaction des offres d’emploi</td>
</tr>
<tr>
<td>27.</td>
<td>Nombre d’entreprises clientes de Pôle emploi, dont PME de moins de 50 salariés</td>
</tr>
</tbody>
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#### E – SERVICES D’INTERMÉDIATION ACTIVE

<table>
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<th>Description</th>
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<tbody>
<tr>
<td>28.</td>
<td>Nombre d’embauches réalisées par l’intermédiaire de Pôle emploi, dont embauches sur offres de 6 mois ou plus</td>
</tr>
<tr>
<td>29.</td>
<td>Nombre de demandeurs d’emploi bénéficiaires d’une prestation spécifique d’orientation ou d’évaluation des compétences</td>
</tr>
<tr>
<td>30.</td>
<td>Nombre de demandeurs d’emploi orientés vers le dispositif de validation des acquis</td>
</tr>
<tr>
<td>31.</td>
<td>Nombre d’embauches en contrat unique d’insertion, contrat de professionnalisation, contrat d’apprentissage, réalisées par l’intermédiaire de Pôle emploi</td>
</tr>
<tr>
<td>32.</td>
<td>Effectivité du contrôle de la recherche d’emploi</td>
</tr>
<tr>
<td>33.</td>
<td>Coût de la mise en relation positive</td>
</tr>
</tbody>
</table>

The most significant results were completed in three areas:

a) Cooperation with partners  
b) Client focus  
c) Work on internal processes.

See the specific sections where these contents have been detailed. The results in terms of impact (effectiveness in reemployment of clients) still seem largely improved. Significant improvements can be made, and are required, on the client side of business. What has definitely happened after the merger is the acquisition of ISO 9001 certification obtained by PE on 2 November 2010. From this point there continues an ongoing commitment to the internal audit function flanked by the consultants of the AFNOR Group for quality.

At the end of 2010, four regional Pôle Emploi facilities (PE Région Alsace, PE Région Auvergne, PE Région Bretagne, PE Région Corse) and the structure of assistance to the General Directorate for Quality and Risk Management, PE DGA - Quality & Maitrise des Risques) have been awarded by AFNOR (French agency certification) with the recognition of the level C2E - Committed to Excellence of EFQM. These organisations were recognised for:

- Strategic innovation,  
- Improving the effectiveness of management processes  
- Seeking a balanced approach that takes into account all stakeholders.

This is a sign that in the expansive reality of PE a lot of resources are active, not only at the central level, along the path of quality and continuous improvement.
Documents consulted in the case and France site links


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5. COUNTRY PROFILE: GERMANY

Germany Key Points

A. Client Focus: client-oriented service delivery, client centre, client satisfaction, psychological and medical services for clients, user segmentation and profiling

B. Attention to personal employee opinion surveys employees (EOS), orientation skills, attention to wellness, BA-Lernwelt (self-learning platform), BA Institute for the training of staff and managers, staff involvement in the process of continuous improvement (“Ideenmanagement Creativ”), systematic evaluation of performance and skills, HdBA (BA universities for future employees), “International Award for Employer Innovation 2010”

C. Outsourcing and partnerships with the private sector more "controlled"

D. Use of TQM, CAF and continuous improvement (PDCA). Monitoring by auditors, both internal (self) and external (audit)

E. In general, since 2003 the Bundesagentur für Arbeit - BA shows that it embarked on a clear path to the practice of quality, continuous improvement and client orientation. Effectiveness and efficiency are terms that occur in many documents. Optimisation of resources and investments look capable of going beyond the quota

A. Organisational Institutional Architecture - recent changes

The institutional and organisational architecture of the German system of the provision of public employment services in recent years has been affected by a significant evolutionary process, whose lines had been outlined by the "Hartz reforms". At its core, the engine that drives the system of public employment services is confirmed as the German Federal Employment Agency (Bundesagentur für Arbeit - BA) with headquarters in Nuremberg. However, it is itself involved in a plan for changing in "flexibility, innovation and quality." After the Hartz I and II Laws intervened to improve the quality and speed of job placement, having given a new direction and orientation to professional qualification, the Hartz III Law has formulated guidelines for the improvement of the Federal Employment Agency to turn it into a modern service agency which operates in the labour market, with management structures and management tools in step with the times.

The next Hartz IV Law has radically changed the institutional components that served as the cornerstone of labour policies in Germany. In particular, it proceeded with the merger of the previous unemployment benefits and social assistance for people capable of work, combining them into a single economic service called minimum subsistence allowance for people seeking employment. Basically social assistance programmes and unemployment benefits were pooled into a new means-tested benefit (Arbeitslosengeld II – ALG II-), transforming the system of welfare benefits (DE15). In the "Hartz package" were also the structural reforms for the improvement of the BA (Federal Employment Agency), aimed
at raising the quality of services provided through the development of client focus, the reorganisation of the management system, the deployment of its services, and the establishment of a new approach to human resource management. In February of 2002 the work of "25 BA groups for internal reform" began. This is a complex reform process structured in four phases. The starting point is indicated in the "client focus", as you can see in the four phases that are briefly described here:

**phase 1**
A **Customer Center** is the central element: the guiding principle in the design of the service is to align the design, structure and delivery of services to the specific needs of clients;

**phase 2**
called "**operational performance**", it began in 2006 and is to implement the concepts of client orientation and ongoing development of performance improvement, thanks to new IT solutions;

**phase 3**
called the "**Innovation Market**", it began in 2008 and involves the construction of a culture attentive to performance and innovation: a culture that presents greater transparency to their base and attention to performance levels in order to improve the quality services for clients, citizens/workers, and employers;

**phase 4**
in order to strengthen the focus on quality and performance, a fourth phase has recently started, expected to continue in the near future: "**network management, learning organisation**" (DE8, p.2).

One of the aspects that are still open is regarding the need to build new capacity and new managerial skills to manage the "total quality" (TQM), starting with:

- A strengthening of the quality culture and a common approach to it and its implementation,
- Investing in the development of staff and managers motivated and directed towards the culture of continuous improvement.

**Quality management as a key component of the fourth phase of the reform**

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**Source:** Bundesagentur für Arbeit, *Projekt Qualitätsmanagement der BA*, Project Qualitätsmanagement (internal document), Nuremberg 2011, p.2
B. The "place" of clients

The dimension of the clientele is placed carefully within the structure of service delivery of BA. From an official document of the BA:

"Client orientation is the basis for the success of the BA or Jobcenter: this means respect for the community, the involvement of employers, positive relationships with clients, and partners integrated into the relevant network. In order to meet or exceed the needs and expectations of clients, systematic monitoring and analysis of the latter will be necessary. The results of feedback will be used to improve services, products and processes. The BA and Jobcenter are determined to build a client-oriented organisation, which aligns its organisational structure to meet the needs of clients” (DE8, p.6).

Attention to clients

To ensure that the client is really the main target of the actions undertaken and the focus for change, it is necessary, as indicated by the BA, to know their characteristics, needs and expectations. ZKM - Zentrum für Kunden und Mitarbeiterbefragungen, internal BA centre for the investigation of clients and employees, supported by the BA in business planning, organisation, implementation, evaluation and analysis, thanks to data collected in the survey of customer satisfaction and employee opinion surveys (EOS). Through its investigation, the polls (in 2010 it conducted more than 120, involving a wide spectrum of clients) and the collection of feedback, the ZKM gathers information on the needs, expectations and characteristics of the clients of BA on the supply side (workers, unemployed job seekers), and the demand of employers, as well as collects "returns" by employees of the BA (DE21, p.35). For the most part the customer surveys conducted by the ZKM (both nationally and locally) are made by telephone, with CATI methodology, by an external entity, on which the ZKM relies.

Since 2004, the BA has begun to introduce and implement the Customer Centre (Kundenzentrum), starting from the national level, until it becomes the focal point from which to move all the action inside, a key element of the reform itself and the basis of improvement projects (DE13, p.3-4). As new organisational structures and operational the "Client Centres" have been applied to all the 178 local BA structures this solution has been positively received, considered a "best practice", recording valuable feedback from clients (DE36).

Another tool is the attention to client Service Centre. This is a national telephone access channel, developed with the direct collaboration of Deutsche Telekom, through which any questions the client has on the subject of work are answered. Thanks to a gradual optimisation of the service organisation, the average call reached only 2.75 minutes. It a very popular access channel. On average 80% of client issues are handled through this phone line (DE17, p.23).

Using knowledge about clients

BA explains clearly: the data obtained through surveys of client satisfaction, complaints and opinions of clients helps the organisation to improve itself. Not only the data and knowledge about clients is communicated inside and outside the organisation, the annual report of the BA (DE17, DE21), the official website (www.arbeitsagentur.de), etc., but they are also a source of input for the design of services and the development of their effectiveness and efficiency (DE9). The work of
"segmenting" users is of great importance, being recognised as the most immediate to have appropriate knowledge of the clients of public employment services. The practice of client segmentation allows at least two results to be obtained:

- The definition of typological groups of clients, from which effective, targeted "tailor-made" actions fit the specific situation and its needs,
- Management of resources of personnel, whose various skills can be properly assigned to the different types of users, to motivate and support them the best in the job search.

The activity of profiling, applied since 2005 on the basis of information collected by the ZKM, is conducted from the first interviews addressed to the client. This leads immediately to divide the unemployed looking for work into four distinct categories (DE36, p.13):

1. **clients for the market**
   do not need special support because they are expected to find a new job quickly

2. **clients for consulting and activation**
   need support to re-motivate and try new strategies

3. **clients for consulting and qualification**
   clients with a lack of skills or other barriers to employment, who need specific measures such as vocational training

4. **clients for intensive care**
   not considered placeable within the next 12 months.

Based on placement in the profiling process, individual action plans are then identified. For the evaluation of non-technical ("soft") skills of clients, in the period between September 2010 and March 2011 three different "sites" have experienced a diagnostic, structured and easy method. The project is called "kompetenzdiagnostik für kundenprofile" (diagnosis of skills for client profiles - KODIAK), and is a tool that assists the staff in a strong approach oriented to skills (clients and staff as we shall see later) (DE21, p.40). In 2011, it is also testing a questionnaire for self-assessment that can help clients to recognise their non-technical "soft" skills. After the current trial period, the Executive Committee and Board of Directors will decide whether to introduce it nationally. To support the profiling activities of the experts are involved in a psychological profiling service with the BA, to help staff assess the skills and resources of the client. If the professional competence of the client is assessed with skill and care, in fact, the prospects of success of his insertion in the labour market are greater. In 2010 approximately 260,000 clients were evaluated and supported by the psychological service. There is also a medical service, whose assessments and advice are intended to respond to medical questions that may be useful to facilitate personal advice, support actions and operational decisions for placement. This type of counselling can help reduce the duration of unemployment and increase the chances of job placement. In 2010, about 640,000 clients were examined by the medical service (DE21, p.26). With regard to employer clients, the focus is on aspects of the so-called "after-care", providing client support over time, so as to promote loyalty and to ensure that it makes use of BA services in the future to become a regular satisfied client, in the best
case to the point of counselling other employers. The BA pays special attention to potential employers with a particularly high rate of new job creation, and thus able to have a strong multiplier effect and shape the views of other employers and clients in general. Through these actions, the quality of the customer care services provided rises and then, being extended in duration, an assessment of the effects of activities can be made.

C. Work on the "enablers" for quality

Staff

The BA shows that it is aware of how important it is for an organisation on the proceed on the path of quality, paying attention to the people working there in terms of selection, preparation, enhancement, motivation and attention. We read in the BA document on qualit: "The BA and Jobcentre reach a good level, if this is achieved by employees who work within them. In this sense, every employee is perceived as the bearer of important skills, and therefore appreciated as an essential element of the system. Improvements in quality are possible only if the vast potential of all employees are involved in decisions and in the process of improvement" (DE8, p.7)

The preparation of the staff is especially considered in the BA, to the point that has been defined as the presence of the important BA Training Institute: an internal BA entity created with the aim to organise refresher courses and training for employees (www.arbeitsagentur.de). In the summer of 2010 (upon completion of the BA-Lernwelt project, which ended 31 March 2010) a learning platform was built and activated on the Intranet, available to all employees of BA. The e-learning platform provides employees a full range of offerings for self-learning, where one can find all the products corresponding to the qualifying activities that take place in the BA. There are now over 330 training modules, web-based, and about 70 other offers for self-learning. Already, the platform allows one to link training with traditional classroom offerings for self-learning, and in the future could prove an excellent tool for the development and upgrading of other types of qualification profiles, even beyond the borders of the BA (DE21, p.50).

A further virtue of the system is focused on the training of future BA employees, the Hochschule der Bundesagentur für Arbeit (HdBA) - University of Applied Occupational Studies of the Federal Employment Agency, based in Mannheim-Neuostheim. It a real university facility, founded by the BA in September 2006, approved by the government of Baden-Württemberg, and accredited by the German Science Council as it has its own academic autonomy. It aims to train future BA employees in relation to:

- Placement services (labour and apprenticeship)
- Vocational guidance and counselling,
- Consulting services for employers,
- Job placement assistance for persons with disabilities,
- Job creation,
- Unemployment benefits and subsidies for children of workers,
- Observation and preparation of reports on the labour market,
- Research on the labour market (IAB).

The course of study lasts three years and is divided into five quarters and four stages. Currently HdBA has about 900 students and 40 teachers, and with an interdisciplinary
background in sociology, psychology, economics, political science and law it aims to train and build skills and "sensitivity" of social students, who will then enter into the overall scope of the BA (www.hdba.de). All policy for the staff of public employment services builds on the skills. The development project of the modernisation of human resources required by the BA, and distancing itself from the approach based only on the identification and evaluation of tasks and functions, for the first time opens the door to individual skills: what a person can do better is what matters most and is appreciated by the BA in this historical phase of its development. Skills that are something more than just formal qualifications: they are knowledge, skills, abilities, values, attitudes and motivations, all important resources to offer the client a more accurate, personalised, and effective service.

The profile of skills forms the basis for the recruitment of staff and their qualifications, training and development path, the assignment of work and its load, and the definition of the level of remuneration. Each job profile within the BA is regularly evaluated and updated.

A non-secondary corollary is an approach to the enhancement of internal diversity. The BA has distinguished itself in recent years for measures to promote diversity, existing primarily as a resource to meet a client's increasingly diverse needs (diversity management). The same attention was also given to the equal opportunities, health and working conditions of employees (DE21, p.49).

One of the tools of real and tangible enhancement of ability, knowledge and skills of BA employees is the salary. In addition to horizontal and vertical professional development opportunities, there are economic incentives in the face of virtuous performance. It is a feature that has proved crucial in a system oriented to the development of human resources.

To prepare and make the most of their staff, the BA above all has to know how to listen and learn. The ZKM measures internal quality by surveying the perceptions of personnel, conducting employee opinion surveys (EOS) and analysing their feedback with respect to operations. They also conducted interviews on reconciling life time - working time and the quality of internal and expert services. The survey results are published on the Intranet and accessible to all employees (DE21, p.35).

To emphasise the centrality accorded to the "human resources" in the BA, in 2010 goals targeted to collaborators (employees) were included for the first time amongst the objectives to be achieved by managers, in addition to the objectives of implementing the strategies and policies. This choice says a lot about its importance, and its formulation is equally clear: "to motivate, to discover and to exploit the potential of employees" (DE21, p.50).

Operational and planning processes

The BA makes explicitly clear that "to ensure a high level of quality an excellent collaboration between all organisational units must be guaranteed. This will avoid duplication of work and make it faster to handle tasks. A steady process flow creates time for improvements and reduces errors. Optimised integration of work processes will improve cooperation with third parties". (DE8, p.9)

This brief excerpt shows that the processes for management culture seem to make their way into German employment services and, because of this, it aims to produce positive effects on the level and quality of performance. Specific attention is placed on defining the processes, or their specific phases, which can increase the quality of services offered. So we have seen:
- The attention that is being developed and planned in the process of client segmentation
- The "post-service" development process for employers, based on the fundamentals of customer care, in order to achieve retention and develop the trust and reputation of the public service
- The definition and activation processes of specialist support (psychological services, medical services).

It also brought attention to the process of internal knowledge management. Through the use of a platform for continuous learning and the exchange of ideas (SGB III), the staff is invited to share the experience gained in their operational areas. The "shared practices" presented in the SGB III, sorted by subject (e.g., employers, career guidance and opportunities, etc.), have become occasions for additional learning and improvement (www.arbeitsagentur.de).

The same task of segmentation is the basis of the definition of programmes tailored to different types of clients. This is done according to a logical approach and using the knowledge of clients to "customise" programmes, then to structure operational processes, and pre-define the costs of implementation and management (DE36, p.13). For each group of clients, as can be seen in the figure below, the BA requires a different type of action, identified by the combination of two types of intervention modalities, synthesised through the metaphors of the "stick" (to indicate the actions of accountability, respect for the duties, etc.) and the "carrot" (assistance and benefits). Depending on the degree of assistance and/or activation measures required, each client will be placed in one of four specific groups, and based on this he will benefit from the programmes provided for each group:

- Placement directly into a first group,
- Redefinition of the prospects in the second,
- Reduction of the "expectations" with respect to job opportunities and training for the third,
- Maintaining "employability" and targeted guidance in a fourth group.
With the introduction of new management principles and a new style of supervision, even the planning process of the BA is changed. Since 2004, and for the first time, operational planning and its component budgets are tied to and detailed on specific performance objectives. The form and phases of the planning process can be summarised as follows:

a) bottom-up component
   in the first phase, on the basis of the broad policy and operational work of the BA, the Regional Directorates and local structures in the area estimate the capacity for action and define the expected impact, in the light of the objectives and the necessary budget,

b) top-down component
   in parallel, the headquarters hand down their estimates of the capacity of the Regional Directorate.

The headquarters and the Regional Directorates, coordinate and bring together the various estimates and assumptions, and their expected results. Specific indicators for the management objectives are also defined in a manner agreed upon. These indicators, at the conclusion of the planning process, are permanently established and formalised in a binding agreement between headquarters, regional offices and agencies in the region (www.pesmonitor.eu). All "primary" ("business") operating processes of the BA are...
defined in the action plans, which are a cornerstone of the reform. The action plans represent choices under which the ways deemed most appropriate are defined for intervention to assist clients in finding a job and to accompany them in the consultancy manner most appropriate. An example of an action plan is the most recent plan for the disabled, created thanks to close cooperation between disability groups and the BA, the realisation of which will take place at the widespread level in the coming years.

Compared to the service processes that are the focus of BA activity (placement, guidance, support, etc.) the need to find a good combination of objectives, available resources, operating procedures and intervention is underlined. Operational processes are defined for the BA, taking care to optimise the involvement of employees, promote and develop a greater inter-organisational understanding, and also to make clear and evident the contribution that each element – person, team, individual sector - makes to lead to the overall result. Furthermore, in defining the operational processes, the attention is taken to avoid unnecessary work, mistakes, and unnecessary procedures, so as to achieve maximum efficiency whilst simplifying the use of services by clients.

Management and leadership

"Good leadership is above all a model. Managers must therefore live in a culture of 360-degree quality: the value of their behaviour as a leader is to admit mistakes, urge us to identify their weaknesses with transparency, listen to the suggestions of his employees, and seek possible solutions with them. Managers should promote performance and personal development, to realise the human assets they have available. Managers are coaches-fans, who encourage their employees and motivate them through greater personal responsibility” (DE8, p.6). The BA is explicit in its vision: "to be the best service provider in the labour market" (DE21, p.45). The approach, again according to official documents of BA: "We put people and work together, and we must be effective and efficient". The mission was developed in an articulated manner, depending on the areas of intervention (see box). There is awareness that in order to remain in constant evolution, improve operations and streamline processes, staff and leaders of BA have to walk in the same direction, sharing the same overall vision, the same mission. Because managers and leaders live firsthand the organisation's mission, the objectives of the latter must be clear. For this reason, the BA lists them and shares with each leader:

1) continuous improvement of the capacity of consultancy and job placement to reduce the duration of unemployment
2) increased level of client satisfaction
3) strong motivation of employees
4) efficient, results-oriented interventions (www.pesmonitor.eu).

Being results-oriented is at the heart of BA's operations and its management. This is claimed, as a possible and necessary approach, not only in the areas of "primary" processes dedicated to services, but also in the areas of support processes. The BA has undergone a fundamental transformation in management, moving toward goal-oriented leadership based on the principles of effectiveness and efficiency. The decisions are always taken in light of data and information. To trigger the operation they contribute to strategic objectives, which are defined in a comprehensive manner,
Tools for the Quality of Employment Services in Europe

with the indicators and elements necessary for the monitoring and control of data and information. The subsequent data analysis is a critical step in the continuous improvement, to implement both preventive and corrective actions. Since 2005 a new information system for managers and leaders has been established that puts all significant data management in a single standard platform (dashboard) (www.pesmonitor.eu).

**BOX-1 DE**

**MISSION AND AREAS OF INTERVENTION**

**DIFFERENT AREAS OF THE BUNDESAEGENTUR FÜR ARBEIT**

1) **VOCAATIONAL GUIDANCE**
   It aims to prepare young people to pursue careers, informing all stakeholders (youth, families, schools, business partners) of the intern market, the issues surrounding the choice of vocational training, career or degree, and continuing training and curricula. In particular, the professional training service helps young people integrate into a professional position. The counselling staff is supplemented by several offers: Jobbörse (job exchange), BIZ (career information centre), Berufenet, the Kursnet database, e-learning

2) **PLACEMENT AND INTEGRATION OF THE UNEMPLOYED**
   Placement services provide information and advice on the general situation of the labour market, the job selection, professional development, and opportunities for individual placement (change of job or career). To do so, BA has a diverse range of services available, and relies heavily on cooperation with employers and support organisations. It also emphasises its social responsibility, supporting vulnerable people such as the disabled, in line with the Disabled Persons Act.

3) **SOCIAL SECURITY FOR JOB SEEKERS (since 2005)**
   Due to changes in the organisation of the SGB (Social Security Code), the services must be offered by referring to the "Support and challenge" paradigm and based on accurate profiling procedures.

4) **BENEFITS AND SUPPORT**
   Unemployment insurance and social security must ensure the level of livelihood of the unemployed through the material benefits in money, supplemented by other differentiated measures of support.

5) **LABOUR MARKET STATISTICS, RESEARCH AND REPORTS**
   The statistics make the labour market transparent for policy-makers, as well as leaders of the BA.

6) **EQUAL OPPORTUNITIES FOR MEN AND WOMEN IN PROFESSIONAL LIFE**
   Remove gender inequalities and improve the compatibility between family and work, both for men and women.

Source: www.pesmonitor.eu

Other enabling factors (strategy, partnerships, technology)

The BA is involved in a variety of networks and partnership situations. In the context of the priorities that BA itself has been given for its transformation into a "client-oriented service organisation" and to improve its performance in line with the concepts of New Public Management (NPM), instruments have been introduced for contracting out. In countries with a more corporatist tradition of labour market policies,
such as Germany, there are usually obstacles in creating a quasi-market system, certainly more than in countries with a strong State and weak social partners (e.g., United Kingdom). However, even in contexts such as Germany, the need to provide more personalised services for the hard-to-place unemployed opens wide the possibility to outsource work and services for welfare. In this sense, in July 2007 the BA started a pilot project to test "implementation criteria of success" for greater involvement by private agencies (DE5, p.15).

So there is not (yet) any large-scale privatisation process (as occurred in other contexts such as the Netherlands). The system of the German PES retains a "centralised" character profile and tends to recruit and manage firsthand the interventions pertaining to the welfare of the labour market. However, outsourcing and the building of a "network" are hardly a new phenomenon in Germany, and private profit and non-profit providers have become increasingly important in the procurement of services for the labour market, especially in the field of reintegration and of training. For instance, in April 2007 the BA and the 15 largest temporary employment agencies signed a cooperation agreement, with the aim of further improving the range of services in all local agencies, for the benefit of clients (DE5; www.pesmonitor.eu).

The two main quasi-market options for the involvement of external employment service providers in Germany are contracting-out and placement vouchers. In particular, the latter guarantees a reward to the third-party vendor for each case of successful insertion of an unemployed person into the world of work (DE7, p.5). The effectiveness of the extension of partnerships with the private sector for the delivery of PES are not known as at the moment there are no definitive evaluations in Germany. According to the IAB - Institut für Arbeitsmarkt- und Berufsforschung (Institute for Studies and Research on Employment and the Labour Market), there still lacks a standardised system for monitoring the effectiveness of private intervention, due to various reasons (DE7).

Amongst the others and not secondary is the fact that the success or failure of delivery of a service does not only depend on contractual arrangements, but also on contextual conditions, the degree of motivation of the unemployed and, of course, the availability of jobs in a particular historical moment.

The computer systems of the Federal Agency for Employment form a complex infrastructure, with 170,000 PCs and more than 1,500 servers. The BA requires a complex range of applications for unemployment claims processing, to accurately calculate payments and maintain a reliable and functional centralised client database. The systems are used for this include SilkTest, SilkPerformer and SilkCentral Test Manager, which allows the management of applications such as unemployment benefits (COLIBRI) with automated regression testing (DE23).

D. Support for quality and continuous improvement

Structures and entities

To support the development path in the operation of public employment services and improving their quality, various individuals and agencies are involved. Amongst them the following can be mentioned:

- ZKM, Centre for surveys of clients and internal staff (Zentrum für Kunden und Mitarbeiterbefragungen), which include client satisfaction and employee opinion surveys
There is an explicit, structured and detailed plan for the development of quality in the delivery of public employment services in Germany. The contents of the plan (Projekt Qualitätsmanagement der BA) are briefly presented at the beginning of this profile. Within this plan were launched other projects that contribute to raising the quality of the system. Some examples are:

- E-learning platform for learning in the Intranet (BA-Lernwelt)
- The KODIAK project - "kompetenzdiagnostik für kundenprofile" (skills diagnostic for client profiles) for staff development
- Practical success of SGB III
- The "Ideenmanagement Creativ" project, important for its inspirational nature, which provides for cooperation between all BA employees and managers to optimise performance in all areas of activity in the BA.

The "kunden aktivieren - Integrationsleistung verbessern" pilot project (client activation - improving integration performance) examined 14 local BA structures to understand if the optimised client assistance resulted in placement services that produced an effect greater than the increase of costs of the staff committed there. The analysis has shown that providing a high profile client service leads to consistently better results, a decrease in the duration of unemployment, and produces positive results for the impact of the labour market. The increase in personnel costs is more than compensated for by the cutting of costs resulting from a faster and better job placement, and thus saving on the side of the unemployment (DE21, p.39).

The "Interne ganzheitliche Unterstützung zur Integrazione im SGB III" (Pinguin) project has analysed six local BA agencies to see if the internal management of the full cycle of care for the employment of “multi-problem” people can be provided as effectively and at lower costs if carried out by third parties. The analysis and verification conducted has revealed that maintaining internal management significantly increases the chances of employment of this type of user. In particular, internal management ensures the shortest period of unemployment and longer-lasting solutions. Thanks to a better quality of processes, internal management services can be done at less cost. (DE21, p.39).

PES system monitoring and continuous improvement

"The BA and Job Centre seek continuous improvement, with a lasting effect in the attitude of all its employees. Since expertise and quality are not only static elements, but dynamic variables to be developed to respond to evolving challenges, BA has brought attention to these realities in order to compete with other service providers in the world of work. Continuous improvement refers to the quality of the product, process and
service". (DE8, p.7). The main strategic elements of the quality management system are:

- Control (monitoring and self-evaluation)
- Standards
- The **VPF - Verbesserung der Prozess- und Führungsqualität** (process improvement and quality management).

The BA makes use of control procedures and learning-based benchmarking and, as part of the improvement of activities, they practice self-assessment for all staff and managers. Keep in mind that in Germany the reform of the BA has created a major shift from a bureaucratic governance to one based primarily on performance. In the wake of the approach and also the theories of New Public Management - NPM, performance is the heart and is closely monitored and evaluated, and is also used practically in making normal and constant **internal benchmarks**, between the local BA facilities operating in the region, according to well-defined criteria (DE 5, p.23). The information allows internal comparisons to bring attention to the differences in performance between the various local BA agencies, and the objective becomes to reduce these differences, and improve the average performance in each of them and the system in general.

To bring attention to regional structures and differences in terms of performance, the local BA agencies have been grouped into homogeneous **“comparative types”**, i.e., with similar operating-organisation “profiles”. This makes useful comparisons possible between the performance levels of various regional and local monitoring and takes into account the characteristics of the labour market reference (e.g., average duration of unemployment, job placement rates, number of trainees placed, etc.). The "cost differences" are thus brought out in the face of the same conditions and performance. And the services at the local level can, by comparison with each other, develop plans and actions for improvement. In addition, these tests provide useful comparative information for the setting of targets agreed upon by the individual local agencies (www.pesmonitor.eu).

To make room for this new approach activities have been clearly defined at every organisational level. The local offices are focused on operational service delivery, whilst the regional and central levels oversee the control processes, development of products and services and support. In this framework, the internal arrangements for the definition of objectives are of great importance to targets and follow-up comparisons. These practices and processes were introduced in 2004, and since then have been developed more and more in view of continuous quality improvement. It should be also noted that the presence of "performance circles", where performance and skills are subjected to combined and specific analysis and staff is given development opportunities in terms of position and manned activities (www.pesmonitor.eu). To ensure the quality of the service in the key processes, identified as particularly influential on the achievement of targets, the **Quality Index (QX)** was introduced in 2008. To date, its development is still at an experimental stage (DE9, p.2). **Quality standards** are to be applied and measured to provide evermore “quality defined” services, no matter where, by whom and to whom they are provided. The quality standards describe the requirements necessary to ensure quality, management of quality, and the achievement of objectives. Their definition is limited to key processes (performance-critical processes with high relevance to the achievement of objectives) and is developed according to the principle "what you need, at the lowest cost." Quality standards take into account labour policy priorities, determine the conditions and rules for employment, and are periodically updated after
the appropriate checks through indicators that provide information on their application and practicality (DE8, p.14; DE25). The verification of quality standards is made from year to year, and also used to evaluate the achievement of the objectives assigned to managers.

The system of internal control, in addition to regular compliance audits, has special “event driven” evaluations that usually guide all major projects. The audit intervention in these cases produces packages of recommendations and other tips that provide practical help to improve. The BA also regularly evaluates actions, projects, initiatives, policy instruments and employment services put in place. It offers serious scientific support for evaluation, including through tools for testing of innovative actions in the field of active policies (two examples are described in the section on Plans and Projects). All of this helps and produces positive forces for design and development, supports the optimisation of strategies for promoting decentralisation, and contributes to the greater effectiveness and efficiency of labour market policies (DE21, p.36).

As is evident, practices for improving the BA performance are based on Total Quality Management, and principles which inspire beyond the model set by the DIN EN ISO 9000 quality management standard. On a general plan of approach the BA has adopted the methodology and advantages of the CAF - Common Assessment Framework, which is the integrated system for self-assessment and continuous improvement to meet and exceed client needs and expectations towards organisational excellence. The CAF supports organisations in the path of continuous improvement, moving from the logic of the PDCA cycle (Plan - Do – Check - Act) (DE8, p.10-11).

The CAF serves as a liaison between various models of quality management such as the EFQM (European Foundation for Quality Management) and ISO 9000, usually applied to public service. It also supports public sector comparative analysis (benchmarking and
benchlearning) (DE8, p.10-11). The BA has adopted the CAF as an integrated system for quality management. In the CAF self-assessment process it is crucial to identify strengths and areas for improvement from the internal point of view. Thanks to the BA, it takes into account enablers and results, measuring performance, trends, and levels on the basis of concrete “evidence”. The BA self-assessment is conducted at all levels of the organisation. To allow the organisation to have the time for the implementation of improvement actions, the temporal distance between the self-assessment and audit can vary from six months to two years. The internal auditors provide the results for later review, which will take place within a fixed period of 2 or 3 years (DE8, p.14-15). In addition to the evaluation of organisational performance in 2010 a systematic assessment of the performance and skills of all employees of the BA was made. Important stages and advanced stages in the system of BA personnel development (DE21, p.49).

**BOX-2 DE**

**IMPLEMENTATION AND PROCESS CONTROL IN THE BA**

There are four levels of development in the implementation and monitoring processes of the BA:

1) **Dissemination of information**
   In order to ensure an effective control system, the BA needed to develop appropriate structures, systems and tools, but also ensure the quality of data and personnel, who must have the right knowledge and right skills to handle the data.

2) **Internal activities of the "steering circle"**
   The heart of the activities of the steering circle is to establish planning and follow-up of all levels, in this process by integrating all available data. The productive use of data in a dialogue at all levels allows a useful discussion of the objectives.

3) **Advice to all levels of management**
   Advice does not just mean deviation from the analysis of the performance, but also recognising the problems and proposing solutions.

4) **Advice in situations of dynamic management**
   Already the third level is connected with processes of innovation and learning. To this fourth and final layer is added the ability to adapt to the changes underway.

**PERFORMANCE MEASUREMENT**

**Objectives:**
1. Minimise the duration of actual unemployment
2. Optimise the flow of benefits users
3. Optimise the inflow into vocational training
4. Activate participation in working life
5. Improve client satisfaction and employee motivation
6. Optimise business processes

**Indicators:**
1. Transition from unemployment to employment
2. Activating employment for unemployment benefit recipients
3. Transition from training to work
4. Open access to a large proportion of vacancies through the PES computer system
5. Filled vacancies
6. Raising client satisfaction (job seeker and employer)

Source: [www.pesmonitor.eu](http://www.pesmonitor.eu)

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Tools for the Quality of Employment Services in Europe
Without the pretence of a comprehensive review of the effects of adopting the principles of quality management and performance of Bundesagentur für Arbeit - BA, we highlight below some "spies" that give an account of improvements, acquired or in progress, in the standards of operation. The data provided by ZKM (BA Centre for surveys of clients and employees) indicate that in 2010, the office of "management of responses to clients" of the BA received approximately 112,000 requests (reminders, complaints, etc.) for the set of activities and services offered by the organisation. Of these, about 70% were complaints. The main critical points touched on by clients included:

- The timing of disbursement of subsidies,
- The quality of the proposed employment,
- Telephone waiting times,
- Interactions with staff.

Roughly 30% of complaints were legitimate, a percentage that is unchanged from the previous year (DE21, p.35). The Customer Centres and Service Centres introduced at the local level were a significant innovation. This has resulted in a burden and a considerable effort: €66,000 for each centre opened, 606 experts per year for the qualification and upgrading of staff, at the beginning of a decline in the satisfaction of staff in monitored pilot local agencies (equal to -8%, explained by the efforts required by organisational restructuring). Faced with these costs that the BA has used to achieve the Client Centres, there have been many positive results. According to data collected in 10 local pilot agencies, the following has been found:

- An average increase of 13% of the resource time for student placements
- A reduction of the waiting time for those looking for work of -41%,
- Enhanced reactivity of 17% in managing notified vacancies
- Client satisfaction improved by 9% for employers
- Improved client satisfaction by 4% for those looking for work (DE36, p.15-16).

According to opinion polls, a little of all of the stakeholders (politicians, heads of local agencies, employers and unemployed job seekers) showed satisfaction with the effects of this "best practice" (DE13, p.7). With the introduction of the Hartz reforms, especially policy makers have felt the need for careful scientific evaluation of the degree of effectiveness of the choices and implementation of programmes. An example of evaluation for the first three acts of the reform is illustrated in the diagram below (DE5, p.24):

<table>
<thead>
<tr>
<th>Main results and evaluation of Hartz I-III reforms</th>
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<tbody>
<tr>
<td>Employment effect</td>
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<tr>
<td>Re-organisation of local employment offices; new BA steering model</td>
</tr>
<tr>
<td>Private service providers compared to PES</td>
</tr>
<tr>
<td>Redesigned ALMP measures with improbe targeting</td>
</tr>
</tbody>
</table>
The influence of social partners was significantly reduced in the context of the Hartz reforms, which threatened to erode the traditional network links between PES, training providers and other services, which are often affiliated with the social partners. In 2010, it was therefore important to pay particular attention to the improvement of integration, focusing on the match of supply and demand with an orientation that was simultaneously towards candidates and employers. After a slow start, due to the effects of the economic crisis, the figures of integration increased significantly from the second quarter. At the end of the year there was a rate of integration of 21.0% (equal to the rate of 2008, and the highest since the introduction of basic services). The number of long-term unemployed clients (by long-term we mean situations in which contact between agency and client was more than 24 months) fell further in 2010 (-7.4% compared to 2009). Even the goal of client satisfaction (average rating 2.59) was achieved with a value of 2.56. In 2011 an agreement was drawn up on the quality objectives of the Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales - BMAS) and the BA that aims to improve the parameters for all target indicators (DE21, p.12). In the results of the quality, we find examples of new facilities and services that were a result of listening to clients to offer a more efficient and accurate service:

a) "FAKTOR-A" is a magazine for employers who turn to the BA, created to provide them help in the search for new staff and published quarterly in electronic form, available at www.faktor-a.arbeitsagentur.de, and in a printable version, and provides up-to-date data on the skills and characteristics of registered job seekers available to work (DE21, p.39)

b) Businnesstalk BA is a platform consisting of a series of periodic events designed for employers nationwide; an opportunity for stakeholders in the local economy to discuss all issues in the labour market and a way to increase the contact between the service for employers and businesses (DE 21, p.39). BA employees also often come up with ideas for changes and improvements of the services provided. For example, they have actively participated in the development of their workplace, with ideas for improvement through the "Ideenmanagement Creativ" project, the new BA proposal for collaboration amongst all employees and directors of the Federal Employment Agency to optimise performance in all departments. As part of this project over 2000 ideas for improvement were delivered to BA management in 2010. With the implementation of these ideas, several million euros could be saved in the future (DE21, p.36). BA - Bundesagentur für Arbeit has received the "2010 International Award for Employer Innovation". The award evaluated the different initiatives and measures by which the BA promotes lifelong learning and the balance between the expectations and needs of various life stages of staff with the demands of work. The BA has separate measures for the promotion of diversity management and for the design of health and working conditions. With a staffing policy oriented towards the quality of work, the BA develops high employment potential and promotes the skills and motivation of its employees throughout their working life. Great importance is given to equal opportunities (Equality Plan 3 of 2010), and the most delicate phases of the family life of an employee (for example the birth of a child) do not lead to career setbacks. With the rate of women in management positions, which in 2010 reached 43.5%, the BA aims for 2014 to achieve a 30% representation of women in positions of top management (DE21, p.49).
In December 2008, the BA was certified by TÜV SÜD Management Service GmbH for the quality management system according to DIN EN ISO 9001:2008 (DE9, p.3).
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**German Sitography**

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6. COUNTRY PROFILE: ITALY

Italy Key Points

A. The Italian system of public employment services has assigned to the regions a role in regulating, planning, organisation, evaluation and monitoring of employment services, and to the provinces the supply and management of services across the country, connecting with other stakeholders. At the central ministerial level are policy activities and guidelines, and the management of unemployment benefits and other subsidies (through the National Social Security Institute).

B. From the point of view of employment services and their quality, the Italian reality shows significant geographical differences in the evolutionary process of the modernisation of the SPI and the development of quality services. The results achieved so far have affected a lot of different features of the major geographic regions of the country (North, Central, South). The majority of pilot experiences and best practices are concentrated in the Centre-North.

C. In time many innovative institutional projects were undertaken (such as "Public and Private Employment: Towards a Quality System", sponsored by the Ministry of Labour and Social Policy), but none seems to be part of an overarching strategy, one that should "drive" the employment policies, coordinating the development of quality in all Italian CPIs.

D. The public system of provision of employment services has seen noticeable improvements in recent years, with many situations that have developed excellent experiences. Relevant areas that provided additional stimulus to the development of quality derived from the SPI shift to online management of mandatory reporting.

E. Most of the initiatives for the quality of services are autonomously initiated by local facilities (mostly at the provincial level), producing "patches of quality", but not sufficiently supported, valued and promoted by an effective horizontal coordination.

A. Organisational institutional architecture - recent changes

The current architecture of the Italian system of employment services has been defined, not less than 15 years ago, by the so-called "Montecchi Decree" (Legislative Decree 469/1997). Under Law 59/1997 the decree has regulated the transfer to regions and local authorities the functions and tasks related to placement and active employment policies, as part of a more general role of guidance, promotion and coordination of the State. This measure, therefore, covered the two main lines of reform that had characterised other European countries: the overcoming of the public monopoly on employment and, above all, the decentralisation of local governance and service management. Since then the system has undergone significant evolution in the presence of private regulation in terms of job placement, and employment services in general (Law 30/2003).
and Legislative Decree 276/2003). From the institutional-organisational perspective the system of Italian public employment services has remained the one designed in 1997.

B. The "place" of clients

Since the beginning of the 2000s there has been a clear focus on issues of client satisfaction in the SPI, mainly oriented to citizens/workers, and to a lesser extent to business users. There is a practice missing in Italy of constant monitoring and a national level of satisfaction of SPI clients. Although the CS in public administration has been shown several times as an important element to be taken into account (IT18), a national practice for its monitoring has not yet been established.

So in the Italian panorama attention to SPI client satisfaction depends greatly on the autonomous initiatives in individual companies, of which we will see now some examples. Exceptions in this context are some ISFOL initiatives, which do not replicate on a regular basis, and in some cases Formez has put together a useful, widely distributed description of what has been done in terms of individual local CS.

Attention to clients

In the report "Users and employment centres" of 2006, ISFOL analysed client satisfaction in a sample of CPI (103, of which there were 87 respondents), involving a total of 6,268 users (IT16).

What emerges is a clear gap between satisfaction with the professionalism and organisation of the CPI, which stood at 8.6 points on a scale of 1-10, and satisfaction with the services, less than 1-2 points depending on the region (see table "User satisfaction by geographic area").

<table>
<thead>
<tr>
<th>User satisfaction by geographic area</th>
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<tbody>
<tr>
<td></td>
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<tr>
<td>professionalità e organizzazione</td>
</tr>
<tr>
<td>servizi</td>
</tr>
</tbody>
</table>

Source: ISFOL, 2004 Survey of CPI users

A previous report on client satisfaction by ISFOL (IT17) also shows what local stakeholders do, stating that "at a high level of service quality are widespread monitoring activities (both in volume of activity, and in quality of services)" (IT17, p.15). This does not mean that there is monitoring of quality, but that starting on the path of improvement cannot be done without the monitoring activity. They also reported the results of surveys in some provinces (Brescia, Turin) on the satisfaction expressed by users of certain CPI services (reception, support, job search assistance, etc.), whose results give substantially positive indications. It also gives an account of a sample survey at the CPI (103, of which 75 were respondents), built with a metric different from that used later, making comparisons impossible (IT17).

A Formez survey a few years ago analysed five provincial governments and their CPI, analysing the path to quality. From CS, different methods and approaches emerged. There is the analysis of the degree of user satisfaction, addressing workers, businesses and labour consultants (Arezzo). Self-completion cards at CPI are used to identify CS (Grosseto). A systematic survey at the CPI is done once a year for the citizen-workers,
and a telephone survey is used for the companies, in order to verify the outcome of selection activities (Prato). A large number of regions have relied on surveys of client satisfaction for larger projects (national or regional) in which they were involved. For example, in the SPI@LEARN national plan promoted by Formez (http://archive.forumpa.it/forumpa2004/spilearn/cdrom/home/centriimpiego.html), the province of Frosinone has enabled a monitoring initiative of client satisfaction (IT19). So did the provinces of Potenza and Matera in the Cielo project (Evolved Job Centres for Work and Employability) sponsored by the Region of Basilicata. The province of Reggio Emilia has carried out client satisfaction surveys that took place in this way: "during the third week of every two months questionnaires are distributed to all users who access the Reception and Guidance services provided by Job Centres. The data collected are entered into a database. Then, every six months, the evaluation unit undertakes an analysis of quantitative and qualitative data collected and submit to the Service a summary of the evaluations and suggestions from users, for the adoption of any reorganisation and qualification interventions of such services". A recent survey has been done by the CPI in the province of Treviso, giving positive results (IT40). The survey also asked for an assessment with respect to some macro-dimensions of the CPI: the counter service quality, relationships, online services, facilities and accessibility of facilities. This has allowed for the identification not only of user satisfaction, but also the strengths and weaknesses of the CPI, in order to optimise the services provided.

### Findings on the importance attributed to some dimensions

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Qualità dei servizi di sportello</td>
<td>8.6</td>
</tr>
<tr>
<td>Qualità delle relazioni</td>
<td>8.5</td>
</tr>
<tr>
<td>Accessibilità delle strutture</td>
<td>8.4</td>
</tr>
<tr>
<td>Qualità dei servizi online</td>
<td>8.0</td>
</tr>
<tr>
<td>Qualità delle strutture</td>
<td>7.9</td>
</tr>
</tbody>
</table>

Source: CPI Survey of Client Satisfaction in the province of Treviso, 2011

Each year, the province of Ravenna offers a client satisfaction survey to evaluate the effectiveness of external services, to monitor the level of satisfaction of citizens and businesses and to foster a virtuous process of measuring and improving the quality of the actions of services (IT31). The survey, aimed at businesses and citizen-workers, assesses four services that play a key role: reception, orientation, publication and dissemination of employment opportunities, and recruitment for companies. The Marche Region detailed the customer satisfaction survey for business users in an interesting way (IT28). It aims to have an assessment of actual usefulness for companies of the various services provided by the CPI, and to indicate the service considered most important in the eyes of employers. The result that companies seem to be primarily interested in is the provision of a regular labour brokerage service that can provide a list
of targeted and limited number of workers actually motivated and available to work immediately.

Use of Data

From what we have seen, and despite many declarations of intent, the customer satisfaction surveys seem mostly related to external communication objectives, and less frequently associated with policies to improve the services and organisational performance of SPI. There are, of course, notable exceptions. Some of them, without claiming completeness, we refer to below. In the case of the customer satisfaction survey in the province of Ravenna, it is explicitly stated that the results achieved must result in fostering a virtuous cycle between measurement and action to improve the quality of services (IT31).

As previously described, in the province of Reggio Emilia the survey had the declared aim of understanding client satisfaction "to guide the process of transformation and modernisation of public administration and its services." The inquiries addressed to companies and implemented in the Marche Region (IT28) are designed to strengthen a path already taken for the improvement of relations and the "loyalty" of the business user, with the established practices of collaboration that are evident related to the number of companies surveyed who say they are willing to use the services of the CPI again (about 86% of the sample).

C. Interventions on the "enablers" of quality

The change in the institutional and organisational system of the Italian SPI consisted of a large and important process of administrative decentralisation (from the Ministry of Labour to the Regions and Provinces). The efforts of internal modernisation of the system were, as a result, left to the responsibility and ability of those called to manage the SPI, i.e., Regions and Provinces. This situation gave a strong benefit to the region of the real and specific problems of each reality. But at the same time it has produced as an unwanted effect, highlighting inconsistencies, owing to the different steps by which local stakeholders have tackled the evolution and improvement of the delivery system of employment services.

Let it be clear, the whole system has undergone changes and improvements of great importance in the last decade. This is noted. However, in the absence of a role of horizontal coordination and the ability to continually enhance and stimulate the development of the quality system of the SPI, Italy has produced a situation of polarisation, with some advanced and virtuous realities, and some still struggling to become efficient and effective providers of services to citizen-workers and businesses. This fact emerges very clearly when describing the interventions of enabling factors for quality.

Staff

During implementation of decentralisation of the SPI to Regions and Provinces, wide attention has been given to the new role and responsibilities that had to be developed within the staff. Training of CPI staff was seen as a resource to be activated throughout the national system (consider, for example, the Caravelle project). However, comparing different experiences, the feeling is that the training was then carried out in random order by the different provinces and regions. Especially when it appears that the training
has been proposed in an order delineated by a clear plan of reorganisation, it has not produced results in the system dynamics to encourage improvement. The training interventions have been made and disseminated. Overall the re-professionalisation of staff, refocusing towards services, could be much more effective on the ground, especially for those in new non-bureaucratic services who did not have the professional skills of the staff who came from the Ministry of Labour. This shows, for example, an "important shortcoming concerning the training of technical aspects of managing the matching of labour supply and demand" (IT15).

Take the case of Veneto (IT15). Attention is paid to policies aimed at staff, which present a classification and a detailed picture, including segmenting employment services personnel for the job (labour area) and training services staff (training area). It is said that the reform of the late '90s has in fact revised the mission of the SPI, against which the lack of professional skills to innovate services, and inadequate allocation of staff, were clear. These two issues have been counteracted by giving precedence to the solution of the recruitment of young graduate staff, facilitated by turnover, with coordinated and continuous collaboration contracts. The solution of the professional refocus by training was less used, and in a manner deemed inadequate (IT15).

The value of the "personnel factor" is present as major leverage in the Italian SPI system. The implementation of the re-professionalising interventions has shown some weaknesses at times that are evident in the choice of content. Many interventions have been made, fruitfully, to enable staff to interact with new computer systems, often moving from situations of total "computer illiteracy". But a lot of resources and effort were still spent in "regulatory update" courses that were useful but wholly inadequate in defining the new professional operator profile of the SPI. In not a few cases, training interventions have not been able to take into account the necessary verification of the actual deficiencies and needs of staff. When training has been proposed in these conditions, a little from above, the intervention did not produce a real change of mentality and organisational culture (IT32).

The recognition of the centrality of people and their skills in the SPI is attested to by some employee opinion surveys. In Tuscany, the CPI respondents say they are satisfied with the decision-making experience and cooperation between the provinces to build a regional model. But they complain of a lack in guidance skills. Still, the reform is expected to decrease red tape relating to procedures for placement and reducing the number of members, results that at the moment are still far from being achieved (IT23). The province of Ravenna has designed a training programme to provide the knowledge necessary to make workers feel involved in the process of renewing Employment Services with a view to improving quality (IT31).

Operational and planning processes

As with other aspects, the description of how Italy should intervene in SPI processes will try to highlight meaningful experiences within a framework that does not see coordinated indications of stimulating and guiding improvements at the facilities of delivery, i.e., the CPI and their services. Planning processes and the defining of objectives and activities for SPI converge in PEG (Executive Management Plan), the annual programming tool used by Italian Provinces. For the vast majority of SPI in the region, procedures and planning time fully coincide with those for PEG. Although, it should be pointed out that in some situations, the adoption of performance management systems such as the CAF (for example in Verona and Verbano-Cusio-Ossola) also becomes a starting point for defining the content of design and planning, which are then formalised in PEG. Great care is also
taken in the operating processes, particularly those of service delivery in local areas of reception and information, orientation, job matching, and guidance. The experiences and practices of improvements are many, in quantity, type and depth. In the province of Ravenna through the creation of "quality team" (the Philip B. Crosby methodological approach), there is a quantitative and qualitative evaluation of the processes of individual services. To that end they have been described as "two grids of measurement which, compiled by the operator at the end of the day, helped define on the one hand the exact number of practices and the average time of delivery, and on the other, errors made in the implementation phase. The discrepancy observed between the time required and the time actually spent for service delivery and the evaluation of the types of mistakes (modulated on the basis of the time slot in which you make the service) have launched a reorganisation of tasks and service improvement, shared with all stakeholders" (IT32, p.113). It was thus possible to proceed with the reorganisation and standardisation of procedures, from which a "service charter" is produced.

Turin was one of the first Italian provinces to activate pathways of quality certification, and one of the first to activate the Informalavoro service. In the process of verification and consolidation of what has been done, the definition and standardisation of work processes within 5 macro-processes is added:

- planning initiatives of active employment policy
- reception, orientation information and advice
- placement management
- promoting the matching of labour supply and demand
- promoting specific segments of the labour market and supporting disadvantaged groups.

It's a system of indicators used within a model in which the quality of services is embodied in the balance between standardisation of procedures and continuous improvement adjustments of individual activities (IT32). The Policy Sector of Employment and Training in the Province of Verbano-Cusio-Ossola, after obtaining ISO certification, considered the achievements insufficient, thus initiating the Mercury project, based on the adoption of the CAF - Common Assessment Framework approach and methodologies. The project starts from the idea of strengthening the participation and active involvement of internal and external stakeholders to achieve effective identification of interventions aimed at addressing the major issues. This phase, combined with self-evaluation, has led to the identification of two priority lines of improvement: one facing the measurement of internal processes, the other to communicate with the outside (IT37).

The Active Employment Policy Sector in the Province of Verbano-Cusio-Ossola has brought attention to the processes of service, with a careful analysis of the "Reception and care" and "Matching offer" processes. Each of these processes has been carefully analysed and monitored, highlighting clients, phases and activities, profiles of the workers involved and their roles, technologies and tools used, results achieved, the main emerging critical issues. In addition to service attention has been brought to the functioning of important processes, which are: internal coordination, external communications, and networking (IT36).
The issue of direction, management and leadership as a resource is present, but perhaps not so much that it deserves such important leverage in the improvement path of SPI in Italy. References to a training-oriented course for managers are found in the management of the Ministry of Public Administration, which was not only dedicated to SPI but to all the PA and its modernisation, where it was emphasised that "change requires skills and knowledge translated into action". Even in the aforementioned case of the Province of Verbano-Cusio-Ossola, the involvement of the leadership of the CPI has been seen as an indispensable engine for promoting organisational improvements and supporting evaluation and monitoring (IT37).

An example of a structured intervention for leadership training at the national level was "The governance of employment services: a new opportunity for the public employment system" project, promoted by Formez and the Department of Public Administration (IT30).

The project had as its main objective to increase efficiency and improve the quality of SPI, acting in the role of leadership and ensuring continuous training of human resources in service delivery. The content of training, in person and by distance, provided:

- regional marketing to improve knowledge of tools and methodologies for a correct understanding of the labour market, its dynamics, and profiles of emerging professional profiles
- managerial soft skills, the quality of employment services, and public communication.

The aim of the project was to help strengthen the role of leadership in the CPI, including: the spread of a results-oriented management culture, increased government engagement in qualifying service routes, and assessment activities aimed at improvement of services provided by local governments. Other important issues, such as those related to the redefinition of the mission of the SPI and the explication of a clear and shared vision, do not seem to have found dissemination as widespread (if any) as may be desirable.

Other enabling factors (strategy, partnerships, technology)

On two other fronts "enabling actions" have been developed in Italy that accompanied the change in the national SPI system: partnerships and technology. In terms of technology, decisive progress has been made since the decentralisation. Now the services are supported by software and databases that allow for more efficient and effective management. Dedicated software has been developed and available in different realities to support, in addition to the ordinary services, job searches for disabled workers, women in employment, the management of a national "job exchange", etc. (IT19 - IT15). If a weakness is revealed in this area it is the "excessive wealth" solutions put in place, the result of independent initiatives of individual regions, which have not always been able to consolidate responses within a common reference platform. Thanks to the application and use of technology, many steps forward have been made to have the forms online, to access online services through portals, and to orient citizen-workers, businesses, and labour market operators. There are examples of common databases between schools, vocational training and employment services that have developed glossaries of common skills (IT19). A deep impact on the Italian SPI system has been made by the introduction of Online Mandatory Reporting (http://www.epractice.eu/cases/coeservice). Reports of hires, terminations and changes in labour relationships, submitted by employers to the CPI in print until a few years ago,
are now completed online. Consequently, many CPI resources are freed from the "passive" work of typing, which could be relocated to "active" services and interventions for users.

The development of "resource partnerships" reflects the complex terms in which Italy has developed the public-private relationship in the field of employment policies and employment services (IT4). The process of decentralisation, which defines and regulates employment services per the implementation of national law, has resulted in formally very different situations in defining the structure of public-private relationship/cooperation. It has created a "spectrum" ranging from the very open "Lombardy model" to the role of the private "Emilia Romagna model", where the public presence "claims" their own efficiency and effectiveness through intermediate models with characteristics similar to one and polar to the other.

In general terms, the relationship with the private sector, in various forms and conditions, has developed as a whole in a positive way. What in the public-private relationship appears as an element of weakness is the not yet sufficient "public control" of the overall effectiveness of the interventions made by the public-private combination. There is no reference to (useless) bureaucratic and hierarchical control. There is a general lack of governance, which can only lie with the public, compared to the needs of labour market policies and employment services in a given region, and the results are achieved gradually. There are many virtuous examples, however, in the field of partnership activities. For example, the Province of Turin (like many other areas) has built local projects in concert with a large institutional and private social partnership, aimed at the reintegration of workers laid off by companies in crisis.

D. Support and development for quality

Structures and entities

To follow the process of SPI decentralisation in the late '90s, and then in later years to guide the process of modernisation of employment services, the following structures have been engaged in Italy, for different periods of time and effort: Italia Lavoro, Formez, ISFOL, and the Department of Public Administration. The Department of Public Administration - DFP was committed in different ways to help improve the quality of SPI, as well as their levels of efficiency and effectiveness. It is a role they continues to play, even when extended to stimulate the development of quality in the PA in general, as with the promotion of the CAF - Common Assessment Framework through the National CAF Centre. Amongst the projects targeted specifically at SPI, it is helpful to recall the "Governance Project" developed with Formez (IT30).

ISFOL on several occasions has devoted itself to play a role in encouraging and supporting the monitoring activities on the evolution of SPI, and the results achieved in various geographical areas. Amongst other activities, we have already mentioned the reports on "Users and Employment Centres" (IT16 - IT17).

For some time "Employment Services and Centres" have been a thematic focus of Formez, which operates mainly in support of the Centre South SPI through a variety of projects, including:

- VESPRO, Evaluation of the Effectiveness of Structures and Policies Addressing Employability in Local Autonomies
- SILLA, Local Employment Brokerage Services
- QUISPI, Quality and Innovation in Employment Services.
Italia Lavoro is an organisation founded in 1997 with the initiation of the decentralisation process of SPI. This is a company wholly owned by the Ministry of Economy and Finance, which operates as an instrumental entity, and the Technology Agency of the Ministry of Labour and Social Affairs, for the promotion and management of activities in the field of employment policies, employment and social inclusion. After the "Brunetta Decree" (Legislative Decree 150/2009), Civit – the Independent Commission for the Assessment, Transparency and Integrity of Public Administration – has been responsible for directing, coordinating and overseeing the evaluation of public administrations. Its work also extends to the SPI, to promote the quality of services provided to citizens, effectively recognising and rewarding the merit of individuals and groups who work there.

Plans, projects and national campaigns

In general, Italy has a number of plans and national campaigns aimed at improving performance and training of a quality process. What can be said about the results obtained from these initiatives, however, is very discordant. In fact, plans and campaigns aiming at the introduction of national quality are often limited to giving directions and guidelines on paper, without monitoring the actual field results. The idea is that these directives have not changed the expected way of looking at quality in the CPI. Instead perhaps the local plans seem to have gotten more tangible and concrete results.

Started in 2005 and ended in 2007, the "Public and private: Toward a quality system" project, funded by "DG - Employment, Social Affairs and Equal Opportunities" of the European Commission, intervened in the development of service models including Public Employment Services (PES) and other relevant stakeholders, such as social partners, local and private services on the definition of the "Total Quality Assurance" plan of action to guide the European Union, on the theme of integrating public and private services (IT4).

The project SPI@LEARN, managed by Formez under the Department of Public Administration, was aimed at increasing the competitiveness, effectiveness and efficiency of the PES through the enhancement of human resources in the delivery of employment services and the dissemination of a new culture and of organisation and work (IT19).

The SIL (Labour Information System) project was aimed at creating a centralised computer network for the purpose of providing Job Centres a structure that provides all the information of a legislative nature that matches labour supply and demand the most complete manner possible. Subsequently, the SIL has been replaced by the "National Labour Exchange" project, an information system accessible via the Internet, with the task of facilitating the matching of labour supply and demand. The Labour Exchange is open to citizens, employers and authorised public and private intermediaries, based on a network of regional nodes, linked together as part of a national portal managed by the Ministry of Labour.

Cantieri has been a major programme sponsored by the Department of Public Administration to stimulate the processes of innovation in public administration, completed with the contribution of public and private partners who have been operations that support public administrations, including the development of SPI.

SPINN – National Employment Services Network – is the Italia Lavoro project undertaken on behalf of the Ministry of Labour and Social Policy, in order to build a "national system of services" delineated by:
- Local realities
- A guarantee of equal effectiveness in responding to the needs of citizens in all parts of the country
- Dialogue and comparison with the systems of other EU countries.

The Caravelle Project intended to accompany the process of decentralisation the development of the motivation and re-qualification of Employment Services, in order to make conscious and leading change processes. It was also aimed at enhancing local specificities, stimulating local SPI systems to adapt to the needs of its region, and to develop common knowledge, both for front-line and back-office operators, in different geographical areas and/or regions. Until 2003 the project involved 5 Regions and 3,455 training operators belonging to 87 Job Centres.

LABOR (Work, Actions, Benefits, Organisation, Network) is one of six projects in the Elisa Programme, which is responsible for the modernisation of services related to the world of work and employment. Launched in 2008, the province of Turin has been a CPI leader and its purpose is basically to share, within a network, information on the policies adopted by the CPI and data concerning the various stakeholders in the area to improve the level of effectiveness and efficiency of employment services offered (IT41).

PES system monitoring and continuous improvement

The experience of monitoring in Italy reflects the characteristics of the Italian system, in which there is a central site for the monitoring of performance, but is mostly left to the local level. Only recently has there been an entity like CIVIT that oversees, directs and supervises the activities of individual and organisational performance of public administrations, and therefore also of SPI operations in the Provinces. Although, the monitoring activities rests with individual administrations. At the local level there is the reality of the SPI, in which the monitoring of activities and performances aimed at guiding interventions to improve services was never implemented. But there are significant and positive experiences of sophisticated methods adopted for monitoring and evaluating performance in order to improve levels of achievement.

One such case is the Region of Emilia Romagna. "The modernisation of the SPI is not only to improve infrastructure, but also management and innovation, either through a new approach to client orientation, or by adopting new information and communication tools: all this is to improve the speed of service, to increase the visibility of job applications and curricula, to make information available on opportunities for continuous learning, and transparency in access to services that are increasingly specialised and personalised" (IT12, p.1).

The monitoring activities, it is stressed, needs to be measured effectively by the result (outcome) and not the process (output): thus, for example, the number of those who started work and not the number of interviews. It also highlights how the introduction of Management by Objectives (MBO) can be of enormous help:

- To define policy priorities for the labour market
- To establish clear standards by which the performance of SPI can be easily monitored
- To shift the emphasis from input of labour policies to results, providing tools to improve both efficiency and effectiveness.

An interesting case of a monitoring and reporting system is that of the Marche Region, which we can assume, for example, was used in other regions. It is a type of monitoring not yet based in structured approaches and methods that can measure and evaluate
results and performance and identify areas to focus on for improving the quality of services. It describes the various services provided and notes the volume of activity, the personnel involved and their commitment. It is not yet a system for evaluating organisational performance, although it does have very important data, for example in terms of client satisfaction. The end result has a hybrid nature, and one may even call it a "monitoring report", which refers to the nature of the Social Balance, whose aims are those of the external communication, targeted to the process of improving the quality of services (IT28).

SPI monitoring, on the other hand, in which there are outcomes that impact the results of actions and initiatives of active labour market policies, is gradually growing an extensive supply of available information and analysis in Italy based on the consolidation of shared indicators that will help, in the light of the results, to refine and improve the effectiveness of these active employment policy interventions. The measurement and assessment of impacts of the work is coordinated and involves many ISFOL territories of the country. The intention is also to promote the extension of this type of analysis to a larger group of employment services. The feedback that this type of analysis can provide is of extraordinary importance, to qualify the best results where SPI is received, and for good reason, to direct development of highly effective quality interventions for the services provided (IT2).

There are also examples in Italy of advanced monitoring and performance evaluation for the organisational improvement of SPI. One such case is the Policy Sector of Employment and Training of the Province of Verbano Cusio Ossola (IT37 - IT38). Through the MercuryProject (Measurement of Efficiency and Results for Knowing and Using Resources in Support of Organisational Innovation) there are annual processes for monitoring and evaluation, using an indicator system that responds to a threefold need:

a) "First is 'internal use', allowing the identification of the activities and services that require enhancing, strengthening and improving

b) Secondly, is the use 'from the inside out', representing a support tool for decisions regarding policy and intervention strategies for the region, in order to promote economic development and employment

c) Lastly there is a strictly 'external' use, responding to a policy of transparency by which the CPI and the system of training stakeholders convey information about their activities and achievements."

The investigation activity continues on a number of dimensions related to the activity of the CPI itself, which includes: contacts, CPI customers, training, labour market orientation, and pre-selection. For each of these dimensions a set of performance indicators was developed. For example, indicators for orientation (still experimental) are:

- Coverage = number of users in orientation/total number of unemployed
- Intensity = number of assigned and/or started actions/number of users in orientation
- Completion rate = number of actions completed/number of actions taken
- Employability effect = pre- vs. post-PAI
- Employment follow-up = persons employed (and relative number started) within XX months of the completion of the PAI/total persons who completed the PAI
- Employment follow-up = persons employed (and relative number started) within XX months of the completion of the PAI/people do not start post-CPI orientation
- Impact = persons employed (and relative number started) within XX months of the completion of the PAI/total persons started.
An example of a complete application of the approach and the methodology CAF is in the province of Verona (IT34 - IT35). The Active Employment Policy Sector (PAL) set the first application of the CAF in the beginning of 2009, by establishing a dedicated project called MiQ2010 (Improvement and Quality 2010). The self-assessment activities according to the CAF criteria were held from 1 October to 3 December 2009. 2 GAV (self-assessment groups) were activated, each forming four internal evaluators selected from amongst the members of AMI teams - Agents for Internal Improvement. For each CAF criterion (leadership, policy and strategy, personnel, partnerships and resources, processes, results to clients, results to employees, results to companies, key findings), and for each of the 28 sub-criteria, the following were identified: strengths and areas for improvement, with suggestions for improvement. There were 2 sub-criteria which qualified for priority intervention: a) management of information and knowledge; b) indicators of citizen-client orientation. The Action Plan that followed has permission to activate 2 Improvement Groups that have identified, designed and implemented the improvements, respecting the approach that derives from PDCA logic.

E. Results of operations for quality

In a large number of CPI, ISO certifications have been activated and service charters have been adopted. Whilst this a good thing, is not sufficient to say that concrete paths aimed at improving performance are widespread throughout the country. There are, however, sometimes laudable ambitions derived from numerous local initiatives, which led to significant results on several fronts, perhaps most of all in terms of client satisfaction. But not only. Cases such as Turin, Ravenna, Verona and Verbano are examples of an evolutionary trend towards quality which are present and operating. Unfortunately, these efforts in the direction of improvement are not configured uniformly throughout, and not all provinces have been able to activate promoting the quality of employment services in the same way. Examples, some of which are mentioned above, should be exploited to "open the road" to other local entities as well. Some years ago, 30% of the provinces were in possession of a Charter of Services or ISO certification, but there was a remarkable difference in geographical distribution, with very high concentration in the North and Central regions, and a much lower percentage in the South (IT4 - IT32). The greatest achievement at the system level, during the nearly fifteen years of applying the model of decentralised SPI management to individual localities, is certainly the approach to overcoming bureaucracy, even if residues remain, and take a more explicit orientation to service, resulting in more attention to users and the maturation of an explicit awareness of the importance of social and economic employment services. The paths of quality that have been embraced and implemented have matured since the phasing out of an "administrative approach" by the CPI. Through the paths taken at the local level, perhaps driven by projects designed at the national level, operators are encouraged to rethink their work in a perspective quite different from that of a simple administrative tasks. All this has encouraged and given an awareness of a culture change (IT32). The opportunity is now for the consolidation of the online channel for Mandatory Reporting, which will free up new resources and the professional expertise of CPI staff, to be dedicated to raising and enhancing the quality of the services targeted to users and the region. As we have already mentioned, one of the most important results of a long evolutionary period for the Italian SPI system is the presence of non-marginal experiences in every respect. It is worthwhile to refer further to the Mercury project of the Employment and
Training Sector of the Province of Verbano Cusio Ossola. The introduction and implementation of this project is structured along 5 phases, each of which focuses on medium-term objectives, which were all achieved.

First phase
Encourage the involvement from the bottom-up of the dissemination and sharing of the rationales and operational modalities of the plan for improvement between internal and external stakeholders

Second phase
Map and streamline information sources (internal and external, quantitative and qualitative) for the purposes of a preliminary identification of the grey areas (overlap/gap/poor quality of information) in relation to the measurement of efficiency/quality of services.

Third phase
Identify, with the active involvement of stakeholders, criteria and tools for solving problems that have emerged through the identification of methodologies for information management with a consistent quality system marked by a culture of measurement and evaluation.

Fourth phase
Implement experimental new methodologies for the evaluation and design of Sector services and validate the instruments adopted with the participation of stakeholders in the sustainability of the plan, with a view to strengthening the satisfaction of the needs of users of public services

Fifth phase
Promote comparison with other external operating organisations in evaluating and disseminating the results of the management improvement measures introduced.

The value inherent in this experience, as in many other experiences in Italy, have seen paths implemented in the real improvement of the quality of the management and delivery of employment service, all generated from an enormous wealth of know-how, from which it is possible to build, due to its portability and marketability in the larger context of local, regional and national levels. What is needed is a "intelligent driving force" to exploit this wealth of experience. In 2008, the Labour Policy and Training Sector of the Province of Verbano Cusio Ossola was a Finalist in the second edition of PP.AA Quality Award. A year later, the same area was recognised at the "C2E - Committed to Excellence" level by EFQM.
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7. COUNTRY PROFILE: NETHERLANDS

Netherlands Key Points

A. Recent major change in organisational architecture Dutch PES system. Since 2009 there has been a structure with more independent status for the public employment services. CWI has been included in the UWV, becoming a division called UWV-WERKbedrijf.

B. Strong attention to users (client satisfaction, complaints analysis, opinion collection, etc.). There is a dedicated internal structure: Objection & Appeal line department. The Client Councils are a means for further knowledge, but also the involvement of clients in the process of formulating the quality level of services.

C. Great attention to measures for staff development, with initiatives and management practices that emphasise the centrality of the contribution. Even the specific preparation of managers is handled.

D. Performance management is assisted by the use of the BSC - Balanced Scorecard.

E. The Dutch PES system is very open to partnerships with other public entities (especially at the local level with municipalities), and the practice of outsourcing services (to the private market).

A. Organisational Institutional Architecture - recent changes

On 1 January 2009 a fusion of crucial importance has been implemented in the Dutch employment services: the former Netherlands Public Employment Service, CWI - Centrum voor Werk en Inkomen (Centre for Work and income) has merged with the UWV - Uitvoeringsinstituut Werknemersverzekeringen (Social Security Agency), giving new life to the UWV-WERKbedrijf (NL7).

Official logo of UWV-WERKbedrijf which clearly represents the merger.
With the incorporation of CWI into UWV, in the Netherlands there no longer exists a structure for public employment services with independent status, as the CWI was incorporated into the UWV as a new internal division. With bundling the dimension of care (provision of unemployment benefits, etc.) 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.

WERKbedrijf as the internal structure of UWV

B. The "place" of clients

Attention to clients

UWV UWV-WERKbedrijf presents itself as an organisation with a high degree of client focus. Knowledge of their needs and identification of their profiles are the priorities that inform the whole operation. What emerges as a founding principle for the services by UWV-WERKbedrijf is the active involvement of the client (via Client Councils, for example). The client is followed, monitored, listened to and involved not only in the operation and improvement of services, but also in the personal journey in search of employment. This serves a double purpose: to improve the quality of services, and to support and assist the client by providing tools to find employment. Underlying this is the idea that the unemployed person is the only true one responsible for their own future, and should ultimately be duly motivated and activated.

UWV UWV-WERKbedrijf regularly monitors customer satisfaction, with the explicit intention of using it at the end of a continuous improvement of services provided to its clients (www.uwv.nl). The measurement of satisfaction affects job seekers, as the recipients of unemployment benefits, and employers. The degree of client satisfaction is monitored for clients using the telephone channel for access to services. The survey covers approximately 50,000 from almost 6 million phone contacts in 2010. The results are more than encouraging: more than 75% were satisfied with the information and services obtained by telephone (www.uwv.nl). A second means of knowledge of the needs and expectations of clients is formed by the constant collection of complaints. The "Objection & Appeal line department" is an office that collects UWV client complaints and tries to handle them through a structured and personalised approach, promising to
call the client to know the exact nature of the problem within four weeks of receipt of the complaint.

Most of the problems raised by clients are resolved at this stage. Other cases resort to mediation, where UWV and the client meet and are aided by a mediator to reach a solution that satisfies both (www.uwv.nl).

Another highly effective practice, to learn more and listen to clients' needs and expectations, is from the local-level **Client Councils**. It is for clients enrolled in PES because they seek a job, or because they belong to a category of weak or disabled. Based on personal experience, they give their opinion on the provision of services by the UWV. At both the national and decentralised levels, all facilities are required to consult UWV-WERKbedrijf Client Councils (www.uwv.nl).

Further attention given to the client is regarding **diversity** within the workforce. UWV-WERKbedrijf employees belong to every age group (the most populated is between 36 and 55 years), and are each very different: by gender, geographical origin, language, culture, religion, political views, etc. UWV says explicitly: "Our workforce should be a reflection of the society in which we operate" (www.uwv.nl). From here new opportunities open for the reception to the client: diversity welcomes diversity, understands, and supports more expertise and knowledge of the facts.

**Using knowledge about clients**

The information obtained through the customer satisfaction surveys are used for the online dissemination of the results to meet the UWV objective of transparency, but they are also used as an indicator in the performance monitoring process. The monitoring of performance and improvement, done through data collected with customer satisfaction, is entrusted to COPC Inc. (www.copc.com). Prior to this assignment, the approximately 6 million telephone inquiries per year that flow to the Dutch PES were handled individually by the local offices of the UWV, with qualitative levels that bring so many complaints from clients to push the Dutch Government to recognise openly the need for improvement. With the arrival of the action of COPC Inc., UWV has undergone a remarkable turning point in the direction of the client, thanks to the centralisation of telephone contacts (with the definition of the Contact Center) and the front-line administration with the client (NL36, p.1).

The data collected through customer satisfaction are necessary and used to further the activities of client segmentation. When a client registers for the first time with UWV-WERKbedrijf he is subject to the procedure of **profiling**, which is necessary to assess his strengths and weaknesses, his chances of finding work, and to design the most appropriate matching intervention strategies. The accuracy of this work is therefore an important element from an effective point of view (the best to assist the user in relation to his needs), and efficiency (the most precise and accurate profile so that less resources will be wasted to guide the client in the process of job search) (NL12). In 1999 the Netherlands introduced the use of the "chance-meter" in PES as a tool to determine the "distance" of job seekers from the labour market itself (NL12, p.24). With the help of a checklist and a decision matrix, a UWV-WERKbedrijf counsellor assesses the client's situation, his competence profile, and his ability to find a job. The prediction of time to find a new job is the variable used by the UWV to place the client in one of four possible categories or "phases":

a) Clients with a high probability of finding work quickly (within six months)
b) Clients who are expected to find jobs within a year
c) Clients who are expected to be able to find work in more than a year of research
d) Clients with serious social and health problems.

This system is now being revised, and new methods are being tried. The widespread presence of client councils gives clients of the UWV an active and crucial role in the processes of service planning and delivery. Clients are involved as “real partners in the discussion: all the advice and suggestions from clients to the UWV are based on practical experience, highlight the 'bottlenecks' and expose proposals for improved service delivery" (www.uwv.nl). Thanks to the involvement and contributions of the client, the organisation is able to improve the quality of services provided and reinforce an orientation to the client that is one of primarily inspirational value. As a demonstration of this approach there is also the creation of a portal where clients can submit their advice and talk to each other, discuss, and express their opinions (www.clientenraad-uwv.nl).

C. Interventions on the "enabling factors" for quality

Staff

The incorporation of CWI into UWV in 2009 is still producing effects of adjustment, including a planned and concerted action to reduce personnel, which should lead UWV-WERKbedrijf to have 2,300 employees less in 2015, focusing on the 30 regional structures (giving way to strong partnerships with local municipalities) (NL24, p.15). In addition to quantitative aspects, the staff has recognised the central role of the activities and services provided. In recent years, several tools have been introduced to improve staff performance of the UWV, including personal development plans, in order to help individual employees self-govern the development and improvement of their skills, including through online learning tools available in the intranet system (www.pesmonitor.eu).

The staff of the UWV is periodically rotated into different functions and various local offices. In this way, UWV employees can expand their skills, are more aware of the inner workings of the structure of the UWV, and more motivated regarding the common objectives. Some forms of formal recognition of professional paths were also launched, associated with an annual cycle of performance assessment procedures, related to pay and a special system of bonuses and rewards. Specific programmes promote active measures targeted partly to responsibility, and partly to encouragement, the development of the care and well-being of staff, and also with the aim of reducing sickness absence.

The uniting of CWI and UWV has resulted in the birth of a new profession, which brings together the expertise of the typical "employment consultant" and that of the "re-integration coach." It could be said it is a "job coach", which accompanies the client throughout his stay on the lists of PES and his path in search of employment. The overall picture emerging of how UWV-WERKbedrijf develops its own internal practices with respect to human resources reflects the intent to make a gradual transformation in the modes of action and intervention of its employees in the approach to personnel management, which is "ferried" from the management of tasks and skills, to a management based on their constant development. The objective is to obtain increasingly professionalised results and for personnel to respond to required and predetermined high performance standards (NL24). This is seen in the management style and the internal climate, which tends to recognise as fundamental a large degree of freedom for its own internal professionals, to enable them to choose/practice operating
solutions oriented to results, even if not by the existing functional diagram and even if not expressly provided for by standard procedures (www.uwv.nl). It is here that there is a direct consequence of the attention given to roles rather than procedures.

**Portfolio of management roles in UWV-WERKbedrijf**

![Diagram of management roles]

Within the development of staff as a lever to get the expected results, UWV-WERKbedrijf opens a specific and important space for management figures. The line runs along the management development programme P&P&P (Professional Standards, Professionalization, Personal Certification) along three levels of progress and maturity: starting, growing, arrived. Managerial models pass by the four figures introduced in 2003 (entrepreneur, networker, people-manager, businessmanager) to a more definite variation in 2010, which identified 9 model-figures for managerial practice, headed by three distinct dimensions (see figure “Portfolio of managerial roles”):

F. people-oriented
   a. leader
   b. coach
   c. reviewer

G. work- and market-oriented
   a. entrepreneur
   b. politician
   c. networker

H. resource management-oriented
   a. business manager
   b. information manager
   c. purchaser.
Similarly, care is taken and programmes are developed to encourage better professionalisation of middle-management to distinguish within middle-management role models to fit closer to the regional managers (leader, "politician", networker, entrepreneur) from role models more appropriate for middle-managers who work at other levels (NL24, p.16). Briefly, the whole approach to managing staff is inspired by the constant attention UWV-WERKbedrijf pays to its employees, obviously primarily for the needs and content of competence and professionalism, but also as individuals to protect and care for both physically and psychologically, in all their integrity as people. "We work with people for the good of the people", specifies the UWV site.

Operational and planning processes

The focus on processes, and in particular to operational processes related to the delivery of services in contact with clients, UWV-WERKbedrijf has a consolidated practice. Each service process is developed from the definition of operational objectives, implemented in a manner that results in careful management, measured for performance, and transferred into continuous improvement actions. These practices are mainly followed in processes which require a direct and close relationship with clients. The effort in this direction is evidenced by the COPC Inc. certification, which commits UWV-WERKbedrijf to respect a timetable for change and improvement in client satisfaction (NL36).

In terms of more basic processes, significant actions have been made to arrive at new models of "integrated services", in which job search, availability of information, online access to request subsidies, etc. are brought to the client via one single access point. The employee enjoys the benefits of “one stop shop” access, where he can request different types of service. This result has been arrived at through a complete rethinking and a subsequent reorganisation of the front-office processes (one contact person) and back office (database integration, and an Internet network), effectively integrating the organisational dimensions and technology components of ICT (NL2).

Examples of integrated processes and services on the Internet

Planning and control processes are part of the responsibilities of the Directorate General of UWV-WERKbedrijf in the formulating and systematic implementation of annual plans.
of activities, which are then implemented, monitored and evaluated with the use of "IT supported" control systems. In particular, for the control activities and the compliance of the actions taken per the annual plan, reports are produced and special consultation meetings are held (both quarterly) between a member of the National Board of Directors and Regional Directors, who, in turn, have exchanges and discussions with the directors of local offices (www.pesmonitor.eu).

Amongst the active methods for monitoring and subsequent re-planning it is useful to report the practice of examining a limited number of candidates applying for the use of intensive care services, to measure the level of intensity of commitment to the clients of these services, then assessing the outcomes produced by interventions (number of candidates reinserted into the world of work), then weighing them in the light of the costs incurred for the operation and the outcomes achieved.

Management and leadership

As a starting point and compass the leadership of UWV-WERKbedrijf want to share with all stakeholders a clear definition and explanation of the contents of the Mission and Vision of the organisation. "Our mission is to work with our partners to make a difference for people, promoting employment." The vision is "We want to excel in quality as a public service provider, focusing on clients“ (for details see Box-1). The contents of the Mission and Vision reflect the high value of awareness and social objectives that are central to employment services. A similar and clear formulation helps support the dissemination of this value within the organisation, producing, as well as a sense of belonging, clarity about the direction towards which converge the efforts of all staff, and convergence on the objectives to be pursued.

We have already seen how UWV-WERKbedrijf devotes resources and energy to prepare and promote the professional development, skills and roles of those involved with executive positions and management. The UWV specifically seeks to develop the guiding skills of their managers and their management capacity, first inviting them to a continuous reflection with respect to the quality of their personal action, their positions and their leadership style. To strengthen and consolidate the roles of responsibility, the most appropriate ability to develop the performance of UWV-WERKbedrijf in terms of effectiveness and efficiency is aimed at:

- The ability to make a team
- Enabling practices of successful cooperation,
- The integrity of management,
- The ability of entrepreneurship and developing a marketing strategy,
- The powers of planning and control
- The knowledge to manage the funding,
- Leadership skills, both internal and towards the region's political parties.

To develop the programme of change that has been taken up by UWV-WERKbedrijf, the leaders must be focused on the implementation, on translating into practice and therefore into results, the stated strategy and objectives. For this, a manager's skills must include: responsibility, proactivity, and decision making. Much emphasis is placed on the aspects of connection between the manager and intra-organisational practices, based on co-creation, collaboration with colleagues, confidence, making the most of
individual and “team” talents. This gives concrete form to the implementation plans (NL24).

**BOX-1 NL**

**VISION and MISSION: THE STAFF COMPASS**

On the page "who we are and what we do" on the official website of UWV-WERKbedrijf two key words leap to the eye: VISION and MISSION.

Here's how the MISSION statement is developed:

"People are at their best when they can participate in social and working life. The company works best when as many people as possible participate in working. Our mission is to work with our partners to make a difference for people, promoting employment. If finding a job is impossible, we make sure there is readily available income support".

In this way, the UWV-WERKbedrijf establishes a clear direction, shared and certain, common to employees, officers and collaborators who gravitate around the organisation. There are four areas in which they develop the basic tasks and ambitions of UWV-WERKbedrijf:

- **employment**: help the client remain employed, or find work in close collaboration with the Municipalities
- **medical and social**: assess illness and the incapacity to work, according to clear criteria
- **subsidies**: ensure that benefits are provided quickly and properly if the solution does not work or was not immediately possible
- **data management**: ensure that the client provides the government his data on employment and benefits only one time.

The VISION is formulated in a clear way: "We want to excel in quality as a public service provider, focusing on clients".

To translate this statement into concrete terms, some other keywords, typical of the quality of the approach, are presented as "measurable criteria". Amongst them: personal attention, availability, accessibility, timeliness, clarity and customisation.

"Work First"

Clients and the employment of clients are the first commitment of UWV-WERKbedrijf. "Clients are our priority, we are interested in them and we want to treat them with respect. We believe in people and help them to find opportunities and solutions".

"And we are proud of the results that we achieve with our public and private partners".

Source: [www.uwv.nl](http://www.uwv.nl)

**Other enabling factors (strategy, partnerships, technology)**

- An integral part of the strategy of the Dutch employment services, made and pursued by UWV-WERKbedrijf, is the development of effective **partnerships** with all those who can contribute to, maintain and develop employment opportunities for people. Clearly, it is said in the mission statement: "Working with partners to make a difference for people" (see Box-1). Perhaps the most important strategic partnership is that which UWV-WERKbedrijf is still developing with the Municipalities. For every person who is in a condition to look for a job because he has lost one or wants to start his career, the city of residence is always directly affected, which intervenes with the experts of
employment services to "take charge" of the person and take as short a time as possible to employ them.

To emphasise the centrality covered by the partner Municipalities a more concentrated organisational UWV-WERKbedrijf model is being consolidated to develop support activities at the regional level, leaving room for the Municipalities to operate and interface directly with clients.

- More partnerships that give a concrete example of effective interventions that focus their effectiveness on cooperation are Mobility Centres. Mobility Centres are units that operate internally to the company in order to assist workers with respect to their future work both inside and outside the company. Each of them oversees a temporary partnership between public and private entities to provide prompt support to those workers and companies that have to make redundancies. The logic is to provide support to the "redundancy" in finding a new job, whilst maintaining their skills and improving their employability (through training).

To ensure the effectiveness of their actions, Mobility Centres work together with a large panel of stakeholders (NL7, p.24):
- Municipal and regional authorities
- The field of education (vocational training centres, secondary schools and higher vocational education, specialised agencies in training-and-study jobs)
- Temporary work agencies and secondment
- Business knowledge centres and Centres for Expertise (COLO)
- Associations of employers and trade unions
- Outplacement organisations.

The effectiveness of Mobility Centres can be sufficient enough to recall some data provided by the Social Affairs Ministry. In 2009, in only 5 months, 43,000 people were able to find a new place of employment due to the work of Mobility Centres. Of these 5,000 passed immediately to the new job; for others it was a wait of a few months.

The action of the Mobility Centre also extends beyond corporate crisis management and related redundancies, intervening even in situations where the firm (or an entire sector) struggles to find personal or business situations where you need to develop initiatives to help conserve staff during a temporary fall in production, and so on.

- Technology, particularly ICT, is crucial and widely used in the Netherlands to improve the efficiency and effectiveness of employment services. Increasingly, the service relationship of the UWV-WERKbedrijf with its clients is organised and "filtered" through the Internet. Use of the network allows more immediate access to information, guidance, completing tests, registration for access to benefits, employment opportunities, assistance of an experienced consultant, allowing clients to access their data at any time and news that may be of interest. In 2008 the "digital profile for each user" (DKD) was introduced, which, once completed and logged into the system, makes one recognisable within the whole chain of employment services and income support, also involving the community as well as internal structures. This will prevent the user from facing the lengthy procedures for authentication every time, and allows a reduction of UWV-WERKbedrijf waste, the fundamental point of view of maximising effectiveness and efficiency (www.uwv.nl).
So thanks to ITC technologies, uniform management of the data makes it possible to register a single time (avoiding duplication), compared to multiple usage (NL2).

D. Support and development for quality

Structures and entities

UWV supports and develops the quality of facilities and a variety of entities:

- The "Objection & Appeal line" department
- The "Client Management" division within UWV
- Clients councils
- The CWI Academy (organises staff development)
- The internal “ICT Group”
- The Strategy Policy and Knowledge Centre.

Plans, projects and national campaigns

There are specific projects and plans that intervene on the key factors involved in the development of quality in the PES system of the Netherlands. We refer on to those actions that already have been described in this profile:

- Plans for staff, skills and professional development
- Plans to strengthen managerial resources, developing the necessary and irreplaceable capacity and guiding skills for transforming the system and supply of PES as a sign of quality
- The evolving project to tighten further the existing close partnership with the Municipalities
- The particular attention brought to the development of technological resources, the unified management of information systems and data, the redefinition of the user logon process assisted by ICT, and the development of online services.

PES system monitoring and continuous improvement

UWV-WERKbedrijf facilities and the municipalities are involved in managing the same services, using continuous performance monitoring systems through grids of indicators, amongst which the following are the most general and significant (www.uwv.nl):

a) Indicators of input
   - Number of jobseekers with a CV registered on the site and in their internal systems
   - Number of site visits and consultations
   - Number of vacancies intercepted (incoming)

b) Indicators of output
   - The flow of beneficiaries
   - Number of vacancies "filled"

c) Performance indicators
- Ability to use the available budget
- Rate of sick leave of staff
- Percentage of indirect personnel out of total staff.

Even the local UWV-WERKbedrijf offices are measured and then classified according to their performance. Through a special method and measurement technique, the performance of each local structure is "filtered" from the influence of possible external factors, in this way generating results of an evaluation and ranking process capable of enhancing the effective "efforts" put in place at the direction of good management and an optimal configuration of employment services (NL35). To facilitate this task of "assessment" there has also been the introduction of a "single user profile" (DKD) by UWV-WERKbedrijf, used by the Municipality to activate the SUWI system (Structure "Uitvoering"/Implementation Work and Income) since 2002 as a means and an important device for measuring performance, covering the entire system (www.pesmonitor.eu).

The implementation of UWV-WERKbedrijf strategy and action plans is handled through the approach and methods typical of the Balanced Scorecard - BSC, which is made to merge all the defined indicators and metrics, structured according to the four classical perspectives of the BSC: economic-financial, client, internal processes, learning and growth (www.pesmonitor.eu). The BSC performance measurement is accessible through the company Intranet, based on a "panel" of forty indicators. Thanks to the results that the BSC provides, the management team of UWV-WERKbedrijf (from central to local level) and the Ministry of Labour have developed a framework of constant reference and updated results on products, their achievement and their evolution in time.

Each year a survey is conducted for all levels and dimensions of the organisation (clients, employees, processes, etc.) for a detailed and truthful overview regarding the evolution of improvements in the functioning of the structure and the quality of services provided. The UWV is certified "COPC-2000® CSP Standard". This is a performance management model developed to achieve high levels of quality and effectiveness in the field of Client Service Providers (CSP), in all client relationships (contact centres, call centres, e-commerce centres, etc.). It is a model recognised worldwide as the "standard" of reference for field solutions at a "best practices" level (NL36, p.4). For continuous improvement COPC Inc. designed a system of automatic "Client Feedback", capable of significantly increasing the participation of clients to improve processes and service management of the UWV (NL36, p.4).

E. Results of operations for quality

CWI (Centrum voor Werk en Inkomen), before incorporation into UWV, had already started on the road to quality (and before the crisis). The results were visible several years ago, as the chart below shows for 2002-2007 in relation to variables: the development of "charges taken", unemployed persons seeking work, performance, and costs (NL2). During the six years of the period under review the workload was reduced by 10%, whilst the aggregate indicator of the performance had a positive increase of 40% and management costs contracted by 30%.
Results of PES improvement in the Netherlands (NL2)

In terms of outcome, and despite the still-fragile recovery of the labour market, in the first eight months of 2010 UWV-WERKbedrijf has succeeded to help 218,100 people find work through its services, including:

- 5,700 people with disabilities
- 177,500 people who received subsidies,
- 9,000 people on social security,
- 18,200 job seekers not making use of benefits,
- 7,700 people employed but at risk of unemployment.

Customer Satisfaction results are clearly visible in the diagram "Targets and results of UWV Customer Satisfaction". You can see how over 4 years, the target of 80% satisfied and very satisfied has been reached (blue/purple line), parallel to the target of 5% of clients who say they are very little satisfied that has been met and exceeded (green line) (NL36, p.2).

The latest trends of customer satisfaction show a positive trend. The level of overall satisfaction of employees and benefit recipients increased from 6.1 on a scale of 1-10 in 2005 to 6.7 in 2007, to 6.9 in 2009, to 7.1 at the end of August 2010. The degree of satisfaction of employers also seems to have increased in recent years: from 5.0 in 2005, rising to 5.4 at the end of 2007 and 5.9 in 2009, to 6.1 in 2010 (www.uwv.nl).

It’s interesting to note that apart from the positive trend, the level of satisfaction for employers is generally lower than that expressed by the workers.
Tools for the Quality of Employment Services in Europe

Targets and results of UWV customer satisfaction (NL36)

**UWV’s Achievements**

With the approach to quality assured by COPC Inc., many more issues have been resolved with the client by telephone as early as the first call. In addition, personnel management has become more accurate, and operational processes are more responsive to the objectives and standards. This has allowed UWV to contain the costs of service delivery, with an annual saving of about €3 million. On the internal side of the staff there are also interesting results related to the adoption of an approach to quality. Employee satisfaction of Contact Centres, where the better development action was implemented by COPC Inc., has increased significantly, with a score of 7.5 in 2008/09, compared to the average score of 6.9 from the 20,000 UWV employees.

Even monthly staff absences in these facilities have been reduced and are now below 5%, much lower than many other public and private structures. A reduction in absenteeism has in fact allowed for more efficient planning and a further reduction in costs. With a motivated team, managers have been shown to improve the contribution of individuals engaging in developing new activities, which constitute an added value for UWV (NL36).

In 2008, "UWV KCC's Customer Service Operations" have successfully obtained the COPC® Customer Service Provider Standard certification. This is the first public agency to receive certification for client service operations. Given the virtuous results of this certification, the Dutch government has decided that all public sector contact centres adopt the approach of COPC "performance improvement" from 2015 (NL36).

The adoption of new technology solutions and ICT systems introduced have produced visible results on several fronts. The ORACLE - SIEBEL system has resulted in significant operational innovation, with virtuous consequences for the whole UWV-WERKbedrijf system (NL2, p.26):
More efficient (significant decrease in operating costs and simultaneous increase in productivity),
More effective (better results and output, ability to handle a growing number of clients),
The installation of standard software (CRM) for primary business applications,
The introduction of I-procurement,
Automatic scanning and "matching" of invoices
Adoption of e-HRM (self-service for employees).

The approach to quality is manifested in more tangible things, at first sight less important, but only apparently, than the physical material used. "We are not responsible only for our direct operating income, but also for the consequences of our actions to people and the environment. This means that we treat people and the environment with respect. There are several ways to do this. A more open attitude towards society requires conscious entrepreneurship, enabling informed choices" (www.uwv.nl).

An example of a conscious business choice is the purchase of products according to criteria of maximum sustainability: photocopier paper from responsibly managed forests, use of green energy and green fuel for company cars, working with companies that in turn responsibly deal with people and the environment, and so on. It is a well-established practice in UWV to encourage their employees to participate actively in social networks and relevant and useful initiatives, as well as to perform actions and functions important to society. It is UWV that gives their employees the availability use their accumulated knowledge and experience in working outside the organisation, in broader contexts of service designed to provide answers to social needs (www.uwv.nl).

The results obtained thanks to UWV's approach are more markedly oriented to quality and have been officially recognised, as evidenced by several awards in recent years (NL36):

2006: Bronzen NCCA-Award
2007: NCCA HRM Award
2007: Tele'train Customer Excellence Award
2007: Callcenter Manager of the Year Nomination
2008: Contact Centre Promotion Award.
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8. COUNTRY PROFILE: UNITED KINGDOM

United Kingdom Key Points

A. At the forefront in Europe (founded in the Anglo-Saxon context of New Public Management) in the definition and use of performance indicators, monitoring of the same and the ameliorative adjustment of operations. Operational targets are defined, the measures are defined, and data from monitoring and evaluation are analysed to arrive at the elaboration of strategies and processes in a more efficient and effective manner. It attaches great importance to the results and follows the PDCA cycle.

B. A lot of attention to clients. Widespread surveys of client satisfaction and segmentation systems to better meet the needs of users. Information and client data as a basis for evaluating service performance.

C. The use of partnerships with the private sector (including third sector) is particularly developed in the PES system in Great Britain. As such it improves the effectiveness of services offered to citizens and businesses.

D. In general, one can say that there is a quite strong "control room" in terms of employment policies. It is represented by the Department for Work and Pensions (DWP), the ministerial body that deals with work, benefits and pensions, in which Jobcentre Plus employment services operate.

A. Organisational institutional architecture - recent changes

The delivery system of public employment services in the United Kingdom adopted its present structure in 2002. Prior to 2002, employment policies and employment services on the one hand, and the management and provision of unemployment benefits and social benefits on the other, were provided by two separate state agencies, the Employment Service and the Benefits Agency respectively. Since 2002, the two services have been made to converge into a single organisation and the specific employment service, Jobcentre Plus, has been created. Today, therefore, the PES is carried out through the network of Jobcentre Plus, which is headed by the DWP, which also handles the management and provision of unemployment benefits and social benefits.

B. The "place" of clients

The focus on clients and their needs is certainly a strong characteristic of the system of employment services in the United Kingdom. An OECD study in 2005 said that since the ’80s employment policies were implemented with a particular focus on the client. There was then comparative research on changes in the number of registered unemployed according to the different intervention programmes and services offered (UK2). This approach has continued and strengthened in various ways and with various instruments.
(including the studies and analysis on the New Deals and Employment Zones for the unemployed), including the analysis of customer satisfaction promoted by the DWP. Every year the DWP prepares field surveys concerning customer satisfaction. They are always regarding the overall situation at the national level, and often guided by more limited and targeted initiatives that develop a specific topic, such as an analysis carried out exclusively on dissatisfaction with services received (UK30).

The analytical techniques used include various approaches and methods: telephone surveys, analysis of complaints and claims, self-completion cards, Internet surveys, interviews, etc. The focus on the "client", and the knowledge of their needs and opinions, manifests itself both to citizens/workers (labour supply) and to enterprises (labour demand).

Attention to clients

The CS survey for the period 2009-2010 was performed in a total of 4,125 telephone interviews. In addition to the usual details of the investigation there was an important detail, namely the reasons why people turn to Jobcentre Plus, with attention to their expectations regarding services, and the degree of responsiveness after using the services. The results showed that the majority of respondents expected the "level" of treatment they received, 37% found better treatment than expected, and for 13% it fell below their expectations. In the CS analysis of 2010-2011 a specific focus is devoted to understanding the "reasons" that are the basis of several client reviews, identifying "drivers" of satisfaction that are very useful for the design and improvement of services (factors/drivers can be the results of course, but also the kindness of the staff, hospitality, comfort, environment, etc.).

The CS investigation is made with reference to the various channels of access to system services. In addition to physical branches, there is telephone, Internet, and so on. For example, the CS analyses those accessing services through the Job Seeker Direct call centre.

A large majority of people who use this channel say they are totally satisfied with the service, with reasons ranging from prompt response received, the knowledge and skills demonstrated by the staff, courtesy, the time of execution, ease of access, and the convenience of not having to go physically to the Jobcentre Plus (UK31).

In addition to citizens and workers, the CS also investigates client companies. The survey is done annually on a sample of approximately 4,000 companies through telephone interviews. The areas of satisfaction explore many different aspects:

- Professionalism and willingness to listen to staff,
- Degree of knowledge of the local labour market by the JCP staff,
- Proactiveness of local staff in maintaining active contact with the client once the job is published,
- Response times in providing candidates,
- Total number of candidates presented,
- Degree of adequacy with respect to the professional profile of candidates sought.

For the last three years the levels of client satisfaction in the company are substantially stable, with high levels of satisfaction with the timing and mode of service delivery, but lesser degrees of satisfaction with the results of the service, particularly in terms of the suitability of candidates to the needs of employers (UK28 - UK37).
Using knowledge about clients

In general it can be said that the attention given to clients and their opinions are not delineated in sterile research for the sole purpose of producing statistical analysis, but rather are used as tools for the monitoring and analysis of satisfaction levels, which act as a basis for setting performance targets to reach and exceed in the future. It follows that the knowledge about clients returns very useful input and evaluations of the performance of service. The same system of indicators on which the CS are built are taken into account within the Departmental Strategic Objective Seven (DSO7), the contents of which says that the DWP should be "an exemplar of effective service delivery for all customers, including both individuals and employers". The 4 DSO7 indicators that serve as "guidelines" for customer surveys, and whose results in turn allow one to assess progress on the ground of the Strategic Objective 7, include (see diagram on the sub-drivers reported):

- ease of access to DWP service
- treatment received
- timeliness of DWP service
- outcome (with respect to expectations).

The use of the CS contents are closely interconnected to the same strategic objectives of the DWP and Jobcentre Plus (UK29). The use of knowledge provided by the CS investigations spills into the activity of user segmentation, in order to set the best operational services and business processes. It is done with reference to citizens/workers looking for a job, and in the United Kingdom with reference also to entrepreneurs and businesses. The logical segmentation of clients according to their age and employment status has served as the basis for the creation of different client segments that are targeted by the programmes that provide support for employment (such as Flexible New Deal 2008-2009). This segmentation, in concert with the Employment Zones programme, has also brought various state subsidies to the definition of unemployment:

- New Deal for Young People - (18-25)
- New Deal 25 Plus - (over 25)
- New Deal 50 Plus - (over 50)
- New Deal for Lone Parents
- New Deal for Disabled People
- Pathways to Work - (persons with various disabilities and illnesses)
- Progress2work/linkup - (for recovering addicts, homeless, ex-prisoners).

See www.dwp.gov.uk.
C. Interventions on the "enabling factors" for quality

Staff

The activation and the contribution of human resources, their training and preparation are considered very important for the quality of PES. The professionalism and expertise of the staff are an integral part of the improvement process. In the "Jobcentre Plus Delivery Plan 2011-2012" reads: "Our main priority in the coming year is to involve, develop and support our people through what will be a year of significant change and at times, some uncertainty, as we reorganise Jobcentre Plus both in operations and central directorates". (UK42). To give substance to this priority several specific objectives are articulated, which will be followed by actions for implementation, including:

- Carry out staff surveys to determine what needs to be done to increase commitment.
- Support managers so that they know how to motivate and inspire staff to change.
- Improve the welfare of employees and reduce absenteeism from the workplace.
- Remotely train employees.
- Encourage the ability to provide increasingly customised service through the training workshops.
- Effectively manage performance, skill and personal behaviour evaluations to focus on bettering them.

The whole PES system in the UK has a very goal-oriented approach based on "Management by Objectives" (MBO) in which the achievement of performance targets determines the allocation of resources by the DWP and the Ministry of the Treasury. ([http://www.pesmonitor.eu/Database/CountryReport.aspx?PES=11&Lang=EN](http://www.pesmonitor.eu/Database/CountryReport.aspx?PES=11&Lang=EN)). From the
perspective of the staff, this results in a series of performance indicators that measure the activity of individual operators in the achievement of certain targets. This system of organisation is closely related to the management and development of staff skills (UK27). The staff is supported and enabled to execute activities to their best ability. An interesting service is that of “job advisers” (the point of contact between job seekers and JCP), via the DWP: the reports and information are available in a toolbox on their website:

- The latest laws
- New projects in the pipeline,
- Data and statistical information relevant to employment
- Etc. (www.dwp.gov.uk/advisers)

Operational and planning processes

All JCP operations are very results oriented. This is also reflected in the design and definition of processes, from planning to operations to individual service lines. The planning processes come from some basic strategic objectives, from which annual targets are set, on which system performance is evaluated:

a. help people find jobs corresponding to the Job Outcome Target
b. help enterprises hire according to the Employer Engagement Target
c. offer an excellent service to clients matching the Client Service Target
d. provide the specific job support required at the right time, which corresponds to the Interventions Delivery Target
e. deliver timely benefits requested per the Average Actual Clearance Time

The definition of internal operating processes is derived from the contents of these strategic objectives, and management continuously based on accurate performance measurement. A new evaluation framework that provides for the "loss" of some performance indicators (Interventions Delivery Target, Customer Service Target, Employer Engagement Target) will enter into force for 2011-2012. This new approach brings attention to two key priorities: a) help people to "exit" the system of unemployment benefits and incentives and enter the world of work; b) reduce the loss of money due to fraud or error in the process of providing unemployment benefits. These two new priorities have already pushed the organisation to move towards the construction of new indicators, which will be carefully monitored: an indicator of the movements of people "out" of the system of benefits, and an indicator of the processes and policies for granting incentive services, along with an indicator of productivity and perception of the service by clients (UK40 - UK41 - UK42 - www.dwp.co.uk).

JCP services are accessed from different channels. The processes of access, the definition of assets and service standards are developed, tested and implemented with the support staff. This was the case for example with the Standard Operating Model (SOM), which defines how JCP is involved in responding to requests for subsidies. This operational standard has recently been revisited due to some critical analysis received from government, which they deemed not efficient enough in terms of time, and sometimes costly to clients. It was then revisited and redefined, introducing some new elements:

- Toll-free calls from landlines
- Completion of the process with a single call rather than two
- A new Intelligent auto-responder for information requests
- A system of call allocation on a national scale in order not to wait for clients
- A classification system that provides telephone inquiries the chance to immediately schedule face-to-face interviews for more complex issues.

Many of the innovations made in the SOM receive their inspiration from the perspective of "lean thinking", rationalising and streamlining activities. (UK27 - UK35). The operation and performance levels of JCP service processes are communicated to users via the Customer's and Employer's Charters. They are defined by Jobcentre Plus with the Department for Innovation & Skills and BusinessLink, and appear as the charters of the "rights and duties" for job seekers and businesses. The Customer's chart also sets levels of service that clients can expect from JCP, such as a "fair treatment", a "fair result", speed and ease of access (UK32-Uk33).

Management and leadership

The theme of management and leadership is of increasing importance in view of the British civil service. It is a clear demonstration of the existence of such services, such as "Public Service Leadership", a network of different organisations that promote leadership development in their organisations, sharing best practices. There are also government initiatives for the promotion of leadership in one's local area, such as "Local Government Leadership" (www.publicserviceleadership.org.uk). However, even if it seems generally debated, this issue is not a very passionate one in the reality of public employment services. It is treated in a mostly "indirect" manner, as in the case of operations analysis, particularly relating to the performances it produces for clients. In the case of managers, more than anything else the way they evaluate the operational staff and leadership style is emphasised, which they propose to maximise the results of the entire office (UK27). However, awareness of the centrality of the theme is present if, in next year's JCP planning document, there is talk of promoting some professional courses ("Management Trainee Scheme") to develop leaders within the organisation and their ability to lead and motivate others (UK42).

Other enabling factors (strategy, partnerships, technology)

The development of the partnership experience in the practice of PES in the United Kingdom dates back in time. In particular with the partnership of agencies, private entities and local authorities to manage effective and efficient employment services, it is common and consolidated practice. The relations of cooperation between public and private services in the field of integration have come from various points of view:

- JCP enjoys the support of many private agencies for the employment of 'difficult' candidates
- Cooperation with "specialist" private partners has made it possible to place particular groups of clients (such as over-40 and over-50) who are more difficult to employ
- Collaboration between JCP and private partners has produced positive results including: the use of Jobcentre Plus offices for conducting job interviews, for tests and visiting days, joint marketing, organising events for the promotion of employment, training, etc.
For the success of the collaboration the following become important: a clear agreement on the level of services, effective operational planning, the clear identification of a designated official of the partnership.

Obstacles to the realisation of a successful partnership include missed or slow feedback from agencies about candidates, the lack of accuracy about the vacant positions, and reduced communications.

In recent years, with the introduction of the "Flexible New Deal", the focus was on strengthening partnerships with private agencies in carrying out plans to increase the employment rate in the Employment Zones ("employment areas" into which the country was divided), which have the highest unemployment rate. With a view to developing local partnerships there was the launch of the "Local Employment Partnership" in 2007. It is a form of partnership between the local JCP and employers, aiming to respond to the challenge of skills, re-qualification and retraining of the unemployed (and people with low employability in general) in the labour market. The service requires that Jobcentre Plus ensures that the unemployed are ready for hire through targeted training and consulting assistance. Employers, for their part, are called on to make themselves available for training in the workplace, job placement tests, assistance and apprenticeships. A previous evaluation found positive results. JCP, which could "exploit" the opportunity to strengthen policies and "marketing" services in the approach to business, registered tangible results in the employment of "difficult clients". Employers said they were satisfied with the hires and have been able to make free use of job training provided by JCP (UK34).

The PES in the UK make extensive use of the use of technology, with high levels of efficiency and integration with the organisation. In addition to internal databases and management information services, many services have been developed online, starting from finding jobs for "jobseekers", through the portal of JCP (in www.jobseekers.direct.gov.uk). Attention is also given to businesses through the portal www.businesslink.gov.uk for reporting vacancies through "Employer Direct online". Contact centre services have also been developed, reachable by telephone, which is very often the "gateway" to JCP services as well as a valuable support to the ordinary services (UK48). To support the "Employer Engagement" project software has been developed called "Employer Relationship Management", which allows one to manage relationships with businesses, segmentation, and ad hoc marketing strategies. There are many collaborations enabled by JCP with professionals and experts from research institutes, universities and consulting firms that work with the DWP in drawing up the research and monitoring reports. Amongst others, some of these structures are:

- Warwick Institute for Employment Research - University of Warwick
- Research Institute of Leeds Metropolitan University.
- London King's College.
- GHK
- TNS-BMRB Social Research.
- Institute of Employment Studies

D. Support and development for quality

**Structures and entities**
There are multiple structures and organisations involved in various roles in supporting the development of quality and performance improvement at the PES of the United Kingdom. Given the high commitment of the employment services system in implementing the continuation and improvement of performance, this is particularly relevant inside the PMAD - Jobcentre Performance Measurement and Analysis Division. Its task is to keep performance at regional and national levels monitored on a weekly basis. The facility prepares monthly reports for managers. Amongst the external actors the British PES often turn to for analytical studies and research aimed at improving the services provided, IES - Institute of Employment Studies deserves mention. It is one of the largest independent entities of research and analysis of employment trends, policies and practices of human resource management (http://www.employment-studies.co.uk).

The Local Government Group is part of the central government that carries out projects for the dissemination of knowledge regarding policies of excellence and innovation in local government. Within the Local Government Group, the Improvement and Development Division is responsible for carrying out TQM specific projects in local institutions, elective and not. (http://ideamlp.wetpaint.com).

Plans, projects and national campaigns

The issue of development plans, research and national projects for the promotion of quality is certainly an issue in the United Kingdom. To promote these initiatives there are mainly national institutions such as the DWP, sometimes in collaboration with other government stakeholders such as the Department for Business, Innovation and Skills (BIS), universities, and research institutes. The approach of the United Kingdom in implementing these plans is based on the design and realisation of contributions to the overall improvement of the effectiveness (in terms of service performance), and efficiency of the system (in terms of resources used). In 2006 research was conducted by the Committee of Public Accounts (one of the committees of the British Parliament) to improve the effectiveness of Personal Advisers - PA (the JCP figure which helps clients navigate the world of work), in relation to achieving the difficult goal of 80% employment promoted by the government. The research was conducted by collecting data from multiple institutional sources, and by observation of a sample of PA "in the field". The results have highlighted the need to recover work efficiency, reducing or eliminating those activities that distracted the "advisers" from their main activity, i.e., in-depth interviews and support to clients. Important practical arrangements include:

- Identify and remove unnecessary bureaucracy
- Take advantage of the shared calendars to better schedule interviews with the client
- To emphasise their responsibilities to clients more clearly, particularly with regard to interviews, to reduce the number of missed appointments
- (Medium to long term) make better use of data available locally to better plan the time of "advisers"; remove all those actions that do not add value for users (UK45).

In confirmation of the attention to which the issue of performance in the British system of PES is given the DWP in 2009 made an interesting "International review of performance management systems in Public Employment Services" (UK26). The analysis provides a comparison of PES systems in Europe, North America and Australia, highlighting that there are multiple approaches to the issue. The main
components of these approaches are summarised in relation to measures of input, output and outcomes:

- **Input measures** to bring attention to the relationship between resource use and overall performance achieved
- **Output measures** to look at the volume and quantity produced by the activities of the PES (e.g., number of registered clients, job vacancies posted, client satisfaction)
- **Outcome measures** to look at more general results and in particular the impact, which can be a) intermediate (e.g., the number of people leaving unemployment benefits) or b) final (e.g., the national/local level of unemployment).

The conclusions of the analysis revealed that a good performance management system should:

- Ensure that performance measures are based on reliable and numerous data
- Have complete and timely data collection, in order to intervene quickly
- Also take into account the costs and benefits of the measurement system
- Hedge against the "perverse effects" that become "good" within the measure itself (the means become the end)
- Consider that the value of the measurement can vary depending on the organisational levels.

In terms of attention brought to relationships with clients, in 2010 an in-depth analysis was commissioned by the DWP to improve customer satisfaction. The working title is "Feasibility Study for the future Jobcentre Plus Customer Satisfaction Survey". The goal is to understand how to improve the reliability and significance of customer satisfaction surveys. To do so an analysis was made of the questionnaires submitted through 2009, and rated the degree of coverage of the Departmental Strategic Objective 7 by several questions. A new draft of the questionnaire was made to be discussed with institutional stakeholders. The results of this study will provide suggestions for improvement for customer satisfaction surveys that are taking place from 2011 forward.

**PES system monitoring and continuous improvement**

At the base of and a key factor in the development of active policies in the United Kingdom has been a goal-oriented culture, where the results and the effects of national plans are continuously tracked, and where less effective projects are abandoned and replaced with better solutions. Essential support of this approach are the abundant activity and performance monitoring results carried out by institutions regarding Jobcentre Plus (UK2).

This premise is certainly true also with a view to "macro" national employment plans, such as the "Flexible New Deal," which introduced changes from the previous New Deal in the services of JCP. Through monitoring activities it could be concluded that the results of the programme, although good, were not satisfactory in terms of economic sustainability. It is estimated that the cost in terms of contributions to private individuals has reached a very high value ("cost-per-job" amounting to £31,284 per job created), and the plan was revised just 2 years after its introduction, and incorporated into the Work Programme of 2011. In the new plan, whilst maintaining the idea to make use of private contractors to promote employment, there is an outpouring of contributions
If we turn the attention more specifically to the monitoring that accompanies the system of public employment services (PES), we note that it is essentially based on 2 main tools, both linked to the development of policies for ageing of the quality of services delivered by JCP. These tools are:

a. **JCP performance monitoring**
   - implemented throughout the national region in a timely manner each year, through the preparation of annual reviews, designed to give a snapshot of results and products for people-clients (report on JCP), and for business-clients (activity reports on BusinessLink);

b. **research on Customer Satisfaction**
   - commissioned annually by the Department for Work and Pension, explores a variety of dimensions of JCP user satisfaction of citizens/workers (with annual customer surveys) and businesses (with annual employer surveys).

There are also 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. There is still a third category of documents that monitors results related to specific plans and initiatives, as we have seen in the case of the plan on "Local Employment Partnerships".

With reference to the more substantive technical tools for the analysis of performance models based on input - output - outcome, the approach adopted by Jobcentre Plus definitely puts the accent on the last two dimensions. There is a "mixed" measurement system that investigates:

- The **output** in terms of quantitative/qualitative analysis on the level of service and related processes
- The **outcomes** of the survey results produced, recorded according to predetermined indicators.

The survey measures are based on KPIs (Key Performance Indicators) that serve to evaluate the performance of activities appropriate to achieving the macro objectives of the DWP. The development of systems for monitoring and measuring prefigures the adoption of a model that incorporates measures relating to input, to be connected into a single evaluation framework with measures of output and outcomes, and underlines the usefulness of having a more detailed qualitative analysis of context, which can better motivate the explanation of the results obtained (UK26).

The internal DWP system, dedicated to the identification and measurement of performance results, is in charge of preparing special reports every four months that give an account of the partial results of operations. They are published on the DWP site, anticipating the annual report, with the aim to monitor the ongoing approach (or not) to the target goals. The system of indicators used is constantly monitored, reviewed and updated. Some indicators are intended to cease and be replaced with new and more refined measures (UK42). Some indicators are already being replaced:

- Interventions Delivery Target (IDT) - ceased at the end of June 2010
- Customer Service Target (CST) - ceased at the end of September 2010
To foster continuous improvement, since 2007 there has been a project that applies "Lean strategies" to the employment centres of Scotland. (UK4) The project was sponsored by the DWP and implemented in concert with private consulting agencies (Ad-Esse Consulting and CapGemini). The first approach was aimed at promoting the training of a number of subjects chosen from JCP staff and helping them become "Lean Practitioners", and then interpreters and bearers of a "lean" mentality and culture aimed at optimising resources, eliminating waste and non-value-added activities. The most important results obtained were:

- 18 Lean Practitioners (March 2009)
- 1 Lean Expert (March 2009)
- More than 1,000 workers “touched by the Lean”
- More than 50 operating information centres created (June 2009).

The British trade union PCS ("Public and Commercial Services Union") has, however, regarded this with suspicion because in past DWP initiatives, similar operations were then translated into staff cuts.

E. Results of operations for quality

The "Jobcentre Plus Annual Report and Accounts 2010-11" presents the annual results of the activities of JCP. Its purpose is to provide an overview of JCP activity, particularly the degree of achievement of defined targets in order to recalibrate objectives and activities for the following year. As we have seen, the 5-point strategic goal is:

- Help people in job searches
- Help companies in recruiting
- Provide an excellent service to clients
- Provide specific employment support at the right time
- Process requests for benefits in a timely manner.

The achievement of these objectives are measured from specific pre-defined targets, in terms of: Job Outcomes, Employer Engagement, Customer Service, Interventions Delivery, Average Actual Clearance Times (see the table "JCP performance and results 2010 - 2011"). Regarding the first objective targets - Job Outcomes - on the main activities of JCP, to assist and support clients in search of work, we proceed with a method of evaluation points. These points are derived from any action of support and assistance made by JCP, which is assigned a score according to the importance of the action itself (e.g., helping a single parent to find work is worth 12 points, whilst helping an employed person to change jobs is worth 1 point). The target value of 7.32 million points scheduled for October 2010 had been largely exceeded, with 8 million points achieved.

Other objectives targets have also reached the pre-defined level (UK40). Average Actual Clearance Times are all below the thresholds of fixed time targets. Customer Service levels went well beyond the 86% target. Entrepreneurs who were given a positive response after having explained their vacancies to JCP - Employer Engagement - amounted to 92.8%, above the 91% target. The same has occurred for Interventions Delivery, where against a target of 85% interventions that have met
specific timescales have reached 93.8%. Fraud and Error, which amounted to a value above the threshold of 4.2% pursued, was the only objective not met. If you look at the results achieved in 2009-2010 against the target objectives set, JCP is supported by a system of performance that still exceeds the levels set (see the table "JCP performance and results 2009-2010"). It is proof of the capacity of the PES of the United Kingdom to repeat positive results at a high level of performance to meet the needs of the labour market and the stakeholders who move within it.

**JCP Performance and Results 2010-2011**

<table>
<thead>
<tr>
<th>Job Outcomes</th>
<th>Target</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>To achieve a total points score of 11.47 million based on the job outcomes Jcentre Plus achieves</td>
<td>7.32 million points</td>
<td>8.00 million points</td>
</tr>
<tr>
<td>The higher the prioritised by the customer, the more points are achieved. For example:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Helping an unemployed lone parent into work – 12 points</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Helping an employed person change jobs – 1 point</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Average actual clearance times**

<table>
<thead>
<tr>
<th>Income Support</th>
<th>Target</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jobseeker’s Allowance</td>
<td>Target</td>
<td>Achievement</td>
</tr>
<tr>
<td>Employment and Support Allowance</td>
<td>Target</td>
<td>Achievement</td>
</tr>
</tbody>
</table>

**Customer Service**

<table>
<thead>
<tr>
<th>To achieve an 86% customer service level in the delivery of our standards</th>
<th>Target</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jobcentre Plus</td>
<td>86%</td>
<td>89.2%</td>
</tr>
</tbody>
</table>

**Employer Engagement**

<table>
<thead>
<tr>
<th>At least 91% of employers placing their vacancies with Jobcentre Plus will have a positive outcome</th>
<th>Target</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jobcentre Plus</td>
<td>91%</td>
<td>92.8%</td>
</tr>
</tbody>
</table>

**Interventions Delivery**

<table>
<thead>
<tr>
<th>To ensure specified Labour Market Interventions take place within set timescales in 85% of cases</th>
<th>Target</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jobcentre Plus</td>
<td>85%</td>
<td>93.8%</td>
</tr>
</tbody>
</table>

**Fraud and Error**

<table>
<thead>
<tr>
<th>By March 2011, to ensure that loss from fraud and error in working age Income Support and Jobseeker’s Allowance amounts to less than 4.2% of overall expenditure</th>
<th>Target</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jobcentre Plus</td>
<td>Less than 4.2%</td>
<td>5.2%</td>
</tr>
</tbody>
</table>

Source: "JobCentre Plus. Annual Report and Accounts 2010-2011")
The results achieved for client satisfaction in 2011 state that 88% of respondents are satisfied with the services, with 34% describing themselves as very satisfied. The proportion of dissatisfied stops at 10% (see chart "Levels of satisfaction for the 6 most important types of services"). These results improve the performance of the previous year, when 75% of respondents to declare themselves satisfied with the services of the JCP, with 33% very satisfied, and 12% dissatisfied (UK30). The use of the “Tell us what you think” card has collected many opinions of clients and showed more about their overall satisfaction. 11,839 positive reviews were received, in which the friendliness of the operators, the completeness of the information and suggestions received, and general satisfaction with the service received were praised. There were of course negative returns, particularly related to misunderstandings, wrong information, staff behaviour, and length of operations. From these "stimuli" and a continuous improvement three evolutionary perspectives have been identified: better use...
of the "Costumer Charters"; try to resolve complaints quickly through personal contact; programme insights to better understand complaints and overcome obstacles to their explanation (UK47). In recent years the "environmental performance" of the JCP has been activated to monitor the environmental impact of service delivery. The most recent results say that, for example, the energy consumed by the office is decreasing, as well as CO2 emissions and water consumption (UK40 - UK41).

Degree of satisfaction with the 6 most important types of services (transactions)

![Chart showing degree of satisfaction]

Source: DWB, Jobcentre Plus Customer Satisfaction 2011, Research Report No 775
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www.businesslink.gov.uk
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www.local.gov.uk
www.formez.it
APPENDIX A
Criteria that have guided the screening activities

<table>
<thead>
<tr>
<th>Campo di indagine</th>
<th>Oggetto di ricerca</th>
</tr>
</thead>
<tbody>
<tr>
<td>LABOUR SERVICES</td>
<td>APPROCCIO E USO DI STRUMENTI TQM</td>
</tr>
<tr>
<td>EMPLOYMENT SERVICES</td>
<td>NELLA GESTIONE DELLE PERFORMANCE</td>
</tr>
<tr>
<td>PUBLIC EMPLOYMENT SERVICE - PES</td>
<td>DEI SERVIZI PER L’IMPIEGO</td>
</tr>
</tbody>
</table>

Livelli di osservazione

1. **LIVELLO EUROPEO**
   - Commissione e suoi progetti
     - European Employment Strategy EES
     - Europe 2010 Strategy
   - EIPA – Common Assessment Framework CAF
   - EFQM
   - Altri soggetti e organismi sovranazionali

2. **LIVELLO NAZIONALE**
   - Strutture, organismi, istituzioni, ecc.
     - attività e materiali di indirizzo e politiche
   - Soggetti e strutture di assistenza e supporto tecnico
     - attività e materiali di monitoraggio, ricerca, studio, analisi

3. **LIVELLO LOCALE**
   - Strutture, organismi, istituzioni (di Regioni e/o Province o corrispond.)
     - attività e materiali di indirizzo e politiche
   - Soggetti e strutture di assistenza e supporto tecnico (di Regioni e/o Province o corrispond.)
     - attività e materiali di monitoraggio, ricerca, studio, analisi
   - Soggetti, strutture e centri OPERATIVI che curano la erogazione dei servizi per l’Impiego (informazioni, incontro domanda-offerta, orientamento, accompagnamento) o organismi di coordinamento dei servizi a livello locale come Province (in Italia) o corrispondenti

ITALY
FRANCE
GERMANY
NETHERLANDS
UNITED KINGDOM
The importance of the local level

The quality is most concrete where the employment services are provided, meaning CENTRAL OPERATIONS AT THE LOCAL LEVEL.

In addition to the information for other levels (European, national, local, regional and provincial) the local level (because of its importance) must be able to fully answer these questions:

- How present is it? (the appeal and use of management methods and approaches inspired by the principles of TQM and quality)
- In what ways is it present? (such as TQM approaches, quality tools, etc.)
- How "deep" is it? (intensity, systematic)?

<table>
<thead>
<tr>
<th>NON-systematic Approaches (on individual or several organisational dimensions)</th>
<th>SYSTEMATIC Approaches and integrated (on all organisational dimensions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Customer Satisfaction surveys, staff development projects, etc.</td>
<td>CAF - Balanced ScoreCard BSC – PERFORMANCE MANAGEMENT - EFQM - other</td>
</tr>
</tbody>
</table>

| CLIENTS needs, expectations, satisfaction (segmentation, etc.) |
| PROCESSES design of services, input, output, efficiency, etc. |
| PERSONNEL involvement, development and professional growth, recognition |
| LEADERSHIP guiding by example, believes in and supports continuous improvement |
| STRATEGY defined starting from a vision and mission, goals, and strategy map |
| RESULTS AND PERFORMANCE targets and constant measuring of output and outcomes |
Criteria for "quality" research (research_Q)

The first term to work with and that which concerns the dimension of 'QUALITY'. It is the same object of observation in this work. In the last 20 years, following the clear success of TPS, various "schools" have developed in the field of quality: Lean Thinking, Six Sigma, Lean-SixSigma combination, EFQM, Malcolm Baldrige. Each has within its own perspective the recognised principles of quality and what is called Total Quality Management - TQM. These approaches and practices for the management of organisations, their processes, their outcomes (results, output, outcomes). In summary, it is the management of the performance of organisations. It is based on a few basic tenets:

- The client, with his needs and expectations
- Measure, analyse and evaluate
- Continuous improvement

The logic based on quality management and TQM has been developed in the private sector. But for at least a decade there is more and more interest in a fairly widespread application in the public sector. After the experiences of New Public Management - NPM, in the '90s and in particular in the UK, a strong impetus to the approach and logic of TQM in public administration came from the European Institute of Public Administration - EIPA of Maastricht.

In the late '90s a European (common) model (framework) for the evaluation (assessment) of performance and continuous improvement in the public sector was developed, precisely called Common Assessment Framework - CAF. It is an approach which borrows blatantly and explicitly from the basic concepts of the European Foundation for Quality Management - EFQM.
**Criteria for "employment services" research (research_S)**

For the "employment services" an estimate of the research and selection of information, materials, documents, projects, reports, and more follows.

<table>
<thead>
<tr>
<th>First level</th>
<th>Second level</th>
<th>Third level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment services</td>
<td>Career Guidance</td>
<td>Advisor(s)</td>
</tr>
<tr>
<td>Public Employment Services - PES</td>
<td>Vocational Guidance</td>
<td>Job-seeker(s)</td>
</tr>
<tr>
<td>Labour Market Services</td>
<td>Vacancies</td>
<td>Employer(s)</td>
</tr>
<tr>
<td>Public Employment Services</td>
<td>Supply Demand Matching</td>
<td>Employee(s)</td>
</tr>
<tr>
<td></td>
<td>Placement</td>
<td>Trainer(s)</td>
</tr>
<tr>
<td></td>
<td>Apprenticeship</td>
<td>Trainee(s)</td>
</tr>
<tr>
<td></td>
<td>Internship</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Disable People</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Graduates</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Lone Parents</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Unemployed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Unemployment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Employed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Employment</td>
</tr>
</tbody>
</table>
**APPENDIX B**

**Screening profile**

For each document identified as useful during screening, the following summary description and first assessment of the content was completed, regardless if, in preparing the final report, the document was taken into account.

**Webscreening e ricerca materiale e documenti**

<table>
<thead>
<tr>
<th>A</th>
<th>Rilevanza della segnalazione</th>
<th>B</th>
<th>Paese interessato</th>
<th>C</th>
<th>Tipologia materiale segnalato</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Website</td>
</tr>
<tr>
<td></td>
<td>se &quot;altro&quot; specifica</td>
<td></td>
<td>se &quot;altro&quot; specifica</td>
<td></td>
<td>documento scaricato?</td>
</tr>
</tbody>
</table>

1. per website
2. a) indirizzo URL
   b) indirizzo specifico sezione o documento

<table>
<thead>
<tr>
<th>autore</th>
<th>titolo (e sottotitolo)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>luogo data pubblicazione</th>
<th>editore</th>
</tr>
</thead>
</table>

3. **Informazioni sui contenuti**

   | motivi/i di interesse per screening |
   | --- | --- |
   | contenuti/temi affrontati e tipo di approccio/strumento per la qualità | contenuti/temi approssimo, strumento |
   | se "altro" specifica | se "altro" specifica |

<table>
<thead>
<tr>
<th>tipo di servizio lavoro interessato</th>
<th>accompagnamento per soggetti deboli in generale o specifiche figure (care/caring services)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>se &quot;altro&quot; specifica</td>
</tr>
</tbody>
</table>

**Utilità**

<table>
<thead>
<tr>
<th>parti/sezioni significative da segnalare</th>
</tr>
</thead>
<tbody>
<tr>
<td>possibilità citazioni d'interesse, indicando pagina/e</td>
</tr>
</tbody>
</table>

altro da segnalare
APPENDIX C
Tracking for Country Profile preparation

To guide the preparation and writing of each of the Country Profiles to develop a benchmarking study on "Quality in employment services in Europe", a grid was developed and used, with the scope:

- a. of completeness
  to ensure that all the important aspects for the investigation were adequately developed, according to the defined contents

- b. of homogeneity
  to have a high commonality between the "profiles" of individual countries, to best compare the different situations taken into consideration (France, Germany, Italy, Netherlands, United Kingdom).

Following is the tracking, which is articulated in the following content areas:
- Key points of the country
- The "place" of clients
- Interventions in the enabling factors for quality
- "Making quality happen" (support and development)
- The results of quality.

Country Profile Tracking

0. COUNTRY KEY POINTS
What are the typical and characteristic of quality to enhance the central role of employment services, such as public services, in the context of redefining the welfare system.

(Report at least 4-5 typical aspects)

A. 

B. 

C. 

D. 

E. 

1. THE "PLACE" OF THE CLIENT (CLIENT AS COMPASS)

<table>
<thead>
<tr>
<th>Level of attention to clients</th>
<th>a) To know their needs and to listen to clients</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Degree of care and approach</td>
</tr>
<tr>
<td></td>
<td>- Modes/projects/initiatives to meet needs and expectations of clients (client satisfaction)</td>
</tr>
<tr>
<td></td>
<td>- Maturation (adoption and depth) and application level (national/local)</td>
</tr>
<tr>
<td>Typical use of client knowledge</td>
<td>b) Use of client data</td>
</tr>
<tr>
<td></td>
<td>- Internal/external communication (only)</td>
</tr>
<tr>
<td></td>
<td>- Assessing performance and setting targets,</td>
</tr>
<tr>
<td></td>
<td>- Input for improving services and design services (how?, possible examples?)</td>
</tr>
<tr>
<td></td>
<td>- As drivers of audience segmentation to define operations (processes)</td>
</tr>
</tbody>
</table>

2. INTERVENTIONS IN ENABLING FACTORS FOR QUALITY

<table>
<thead>
<tr>
<th>Personnel</th>
<th>a) Prepare and develop a very well cared for staff</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Plans for targeted selections,</td>
</tr>
<tr>
<td></td>
<td>- Preparation and training interventions</td>
</tr>
<tr>
<td></td>
<td>- Enhancing personal skills and knowledge</td>
</tr>
<tr>
<td></td>
<td>- Attention and recognition</td>
</tr>
<tr>
<td></td>
<td>- Internal climate and opinions (employee opinion surveys)</td>
</tr>
<tr>
<td>Operational processes of services delivery</td>
<td>b) The service processes are the focus of creating value for clients</td>
</tr>
<tr>
<td></td>
<td>- Are defined starting from the clients and their needs,</td>
</tr>
<tr>
<td></td>
<td>- Modality of management with attention to results (output/outcomes)</td>
</tr>
<tr>
<td></td>
<td>- Measuring performance and practicing improvement measures</td>
</tr>
<tr>
<td>Management and leadership</td>
<td>c) Developed guiding skills (leadership)</td>
</tr>
<tr>
<td></td>
<td>- To disseminate high value and the social objectives of employment services (develop Mission and Vision)</td>
</tr>
<tr>
<td></td>
<td>- Preparing them to be able to involve staff and external stakeholders</td>
</tr>
<tr>
<td></td>
<td>- Enabling them to manage through monitoring, review and continuous improvement</td>
</tr>
<tr>
<td>other</td>
<td>d) Other significant actions of the enabling factors</td>
</tr>
<tr>
<td></td>
<td>- Developing partnerships and cooperation with other subjects</td>
</tr>
<tr>
<td></td>
<td>- Implementation of technologies</td>
</tr>
<tr>
<td></td>
<td>- Structured means of definition and implementation of the strategy (BSC, CAF, etc.)</td>
</tr>
</tbody>
</table>

3. “MAKING QUALITY HAPPEN” (SUPPORT AND DEVELOPMENT)

<table>
<thead>
<tr>
<th>Structures and entities</th>
<th>a) functions, roles and expertise to develop quality in employment services (PES)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Top-down coordination structures and/or promotion of innovation and quality in the PES,</td>
</tr>
<tr>
<td></td>
<td>- Bottom-up practices and sharing experiences in a network perspective and growth system</td>
</tr>
<tr>
<td></td>
<td>- Dissemination and modality of external expertise</td>
</tr>
<tr>
<td>Plans, projects and national campaigns</td>
<td>b) The implementation of policies and guidelines for the quality of PES</td>
</tr>
<tr>
<td></td>
<td>- National plans for development of modernisation and innovation,</td>
</tr>
<tr>
<td></td>
<td>- Operational projects to implement and deploy quality in the PES</td>
</tr>
<tr>
<td></td>
<td>- Training plans for staff</td>
</tr>
<tr>
<td></td>
<td>- Communication and information campaigns to clients, and the area of intervention</td>
</tr>
<tr>
<td>System monitoring and improvement</td>
<td>c) Measure, analyse, identify and implement improvement plans</td>
</tr>
<tr>
<td></td>
<td>- Systems and practices for developing indicators and measuring output/outcomes</td>
</tr>
<tr>
<td></td>
<td>- Structured systems of measurement and performance evaluation</td>
</tr>
<tr>
<td></td>
<td>- Culture and practice of continuous improvement</td>
</tr>
</tbody>
</table>
4. **RESULTS OF QUALITY**

<table>
<thead>
<tr>
<th>Improvements (or progress) acquired in the standards of operation and service performance of PES, as the results of operations for quality</th>
<th>a) Everything you can detect and report in terms of changes in the delivery system of employment services (PES), through the achievement of better standards of operation and increased performance for clients and the system (welfare). Possible results may include:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Clients/users (satisfaction, etc.)</td>
</tr>
<tr>
<td></td>
<td>- Internal staff (training, skills, etc.)</td>
</tr>
<tr>
<td></td>
<td>- Operating procedures (processes) and efficiency</td>
</tr>
<tr>
<td></td>
<td>- Cooperation with partners (public/private)</td>
</tr>
<tr>
<td></td>
<td>- Innovations</td>
</tr>
<tr>
<td></td>
<td>- Impact (outcomes)</td>
</tr>
</tbody>
</table>
REFERENCES

The following are a few publications with content that is relevant and reported as of interest to the topic covered in the report. The texts mentioned focus on the literature on quality. Other websites that reference publications, references to employment services and to the national cases examined are given in the text, or are mentioned in the presentation and listed at the end of each Country Profile.

Publications, articles and books on quality in general and in the public sector


- CAF Resource Center, *CAF 2006*, Maastricht

- CIVIT (Commissione per la Valutazione la Trasparenza e l’Integrità delle amministrazioni pubbliche), *Indirizzi in materia di Parametri e Modelli di riferimento del Sistema di Misurazione e Valutazione delle Performance* (articoli 13, comma 6, lett.d e 30, del decreto legislativo 27 ottobre 2009, n.150), Delibera n. 89/2010

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- John Morgan, *The Lean Six Sigma Improvement Journey*, BQF (British Quality Foundation) Lean Six Sigma Academy, London


- Marco Sartor, Vincenzo Mazzaro, *Qualità. La gestione, gli strumenti, le best practice, Dall’industria alle società di servizi, alla pubblica amministrazione*, IlSole24Ore, Milano 2010

