



**Department of  
Enterprise,  
Trade and  
Employment**

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**Update  
Evaluation of  
the EHRDOP  
2000-06**

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**FGS Consulting**

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# EXECUTIVE SUMMARY AND RECOMMENDATIONS

## 1. Introduction

This is the Executive Summary of the report of the Update (Final) Evaluation of the Employment and Human Resources Development Operational programme 2000-06 (EHRDOP). This Evaluation was prepared by FGS Consulting on behalf of the Departments of Enterprise, Trade and Employment. Professor Philip O'Connell of the ESRI and Professor Gerry Boyle of NUIM provided expert advice to the evaluation team.

The focus of the Update Evaluation is on the ESF co-financed component of the OP. The Terms of Reference require the evaluators to draw conclusions, and recommendations where appropriate, in relation to the following:

- Implementation of the recommendations in the MTE report;
- Significant socio-economic and policy developments since the MTE;
- Progress to date/effectiveness;
- A series of ESF specific issues identified in the Terms of Reference;
- The likely contribution of the ESF measures to the achievement of OP objectives;
- Lessons and priorities for the next round of SF programming in Ireland.

In Sections 2-7 we present our key conclusions on the above topics and in Section 8 we present our recommendations. The main report provides additional detail.

## 2. Implementation of MTE Recommendations

There has been a clear and well documented process for capturing the actions taken in relation to the non-financial recommendations in the MTE report. Key aspects of this include the Opinion of the Monitoring Committee on the MTE report, the requirement for the Managing Authorities of each OP to address the non-financial recommendations and the clear recording, by the Managing Authority, of actions taken.

Our overall conclusion is that appropriate actions have been taken to implement the non-financial recommendations made in the MTE report. There has been a high level of action in relation to the recommendations where the Monitoring Committee felt action was appropriate. Of the 23 recommendations, where action was deemed appropriate, concrete actions have been taken for 21. We describe the actions taken in detail in Section 3.3 of Chapter 3 in the main report.

The Managing Authority recognises there is a need to monitor on an ongoing basis the impact that actions taken have had and a process is in place to do this. We recommend that this process should continue for the remainder of the programme period see recommendation CP1 in Section 8.2 of this Executive Summary.

The two cases where action has not been taken to implement a recommendation relate to a recommendation to jointly organise follow-up survey and a recommendation for the Monitoring Committee to explore the implications of the National Spatial Strategy for balanced regional development in the context of the OP. We conclude that given the limited time period now available and given the current priorities facing the Managing Authority that the most appropriate action is to address these issues as part of the development of a new ESF OP. We make a recommendation in this regard in Section 8.2 of this Executive Summary.

The process of prioritisation of measures for Horizontal Principles and efforts to better integrate the HPs has been a useful one. However, it is important that Implementing Bodies remain aware that purpose of selecting a reduced number of measures for each HPs is to support a learning process of how to better integrate the HPs into mainstream programmes. It does not suggest that the HPs are not relevant, in the broader sense, to the measures that have not been selected. The experience also highlights the need for specialised units or expertise to assist in the integration of the HPs. This is because the process of integration is not a simple or straightforward process. We feel this experience offers a number of lessons for the introduction of new concepts into programme planning and we return to these in recommendation FP3 in Section 8.2 of this Executive Summary.

The financial re-allocations exercise has also been clearly documented and we discuss this in detail in Section 3.4 of Chapter 3 in the main report. The primary focus of the re-profiling exercise was to ensure the maximum drawdown of ESF funding for Ireland while still maintaining a focus on strategic considerations. Overall this has been achieved. The transfers from measures were consistent with the conclusions in the MTE report as to the likelihood of achieving expenditure forecasts. In addition, the financial allocation for In-Company Training was maintained given its strategic importance, in line with the MTE recommendation. We discuss progress in relation to this measure in more detail in Section 5 of this Executive Summary.

### **3. Significant Socio-economic Developments Since the MTE**

Chapter 4 in the main report documents significant socio-economic developments since the MTE. It highlights the very strong employment growth in the construction sector since the MTE. And we see in Chapter 6 that this has since in increased activity under the co-financed measure 14A Apprenticeship/Traineeship. Developments under 14A Apprenticeship/Traineeship also had knock-on implications, in term of staff capacity, for measure 18A In-Company Training - FÁS.

Section 4.6 of Chapter 4 in the main report shows the significant increase in the number of immigrants from the new EU member states following their accession in May 2004. We see in Chapter 6 that the accession of new member states also has direct implications for measure 3 the National Employment Service. Since May 2004 people from these countries no longer require work permits thereby

reducing activity in this aspect of the measure. However, the increased number of migrants from these countries has also increased activity in areas.

The measures implemented by the Department of Education and Science, by their nature, tend to be more structural and less influenced by short-term swings in the economic cycle.

In Section 4.7 of Chapter 4 in the main report we conclude that socio-economic developments since the MTE point to a number of key HRD issues for Ireland post 2006. Key developments since the MTE point to the following:

- There is renewed competitive pressure to increase the productivity of those in employment. A key factor contributing to Ireland's economic growth over the last number of years has been the rapid expansion in employment. However, the level of growth in employment in the medium-term will be less than that over the previous decade and as a result the stimulus to economic growth will be less. It follows that increasing productivity of those in employment will be a more important for driving Ireland's economic growth;
- There will be increased demand for preventive actions focusing on the short-term unemployed, to ensure that growing job losses do not lead to increased long-term unemployment. Inflows into short-term unemployment are likely to increase in the medium-term, arising in particular from increased wage competition for lower skilled manufacturing jobs and a decline in output from the construction sector. Increased investment will therefore be required to prevent inflows into short-term unemployment from moving into long-term unemployment;
- Increased effort will be needed to increase the employment rates of socially excluded groups such as lone parents, people with a disability and members of the Traveller Community. Despite the rapid growth in employment and the rapid reduction in unemployment over recent years the employment rate of certain groups remain significantly lower than that in the rest of the population;
- The need to attract and integrate into the labour force high level of immigrants, in particular skilled migrants. It is estimated that Ireland requires *net* in-migration of 109,000 in the medium-term to sustain our economic growth. There will therefore be an increased role for the education and training system for integrating immigrants into the labour force;
- The need for increased focus on the quality of jobs rather than quantity of jobs for women. Ireland has been successful in increasing female employment rates over recent years. There is now a need for a greater focus on the quality of jobs for women and so on addressing the gender pay gap. While most of the focus under this OP has been on the supply side of the labour market there is now an increased need to address the demand side of the labour market and in particular to promote increased provision of flexible working arrangements.

These issues, along with other longstanding issues, will need to be considered in the development of ESF priorities for 2007-2013 and we list these in recommendation FP1 in Section 8.3 of this Executive Summary.

## 4. Significant Policy Developments Since the MTE

We note in Section 5.5 of Chapter 5 in the main report that the Enterprise Strategy Group report recommended the establishment of a 'One Step-up Initiative' in Ireland to increase the education and training levels of the workforce. The report highlights the fact that most of the workforce of 2013 are currently in work but their skills will be obsolete by the end of the 2007-2013 programme unless a significant amount of up-skilling occurs.

However, if such a level of up-skilling is to take place in Ireland a number of strategic factors need to be addressed. These include an equal treatment for fees purpose of full and part time learners, the need for some form of learning leave entitlement, increased flexible delivery, increased education and training of workers via the higher education institutions, the need to address information gaps which can generate market failure and lead to under-investment in training, and the need for some form of mechanism for providing education and training resources directly to individuals.

The recommendation of the Enterprise Strategy Group is of particular importance as it highlights the need for Ireland to *'pay particular attention to the people with low levels of qualification and in low-level occupations, who are least likely to receive sufficient access to learning opportunities.'* This is a particularly important issue for this OP as current activity under the In-Company Training measures (including the up and coming second call from the Department) is unlikely to reach employees in the private sector with low skill levels and in the low skilled occupations.

Indeed, it is difficult to see how the HRD system can effectively reach employees with low skill levels unless some form of mechanism is introduced for providing money directly to individual learners. It is also worth pointing out that such an approach has recently been called for by a number of organisations, notably FÁS, the National Centre for Partnership and Performance, and the Irish Congress of Trade Unions.

At an EU level the Third Cohesion Report presents a detailed proposal for the priorities and delivery system for the new generation programmes under cohesion policy in conformity with the broad guidelines set out in the financial perspective. We discuss these in detail in Section 5.3 of Chapter 5 in the main report.

Given the proposal in the Third Cohesion for the future of programmes and the likely levels of funding Ireland will receive it seems highly likely that the number of programme in 2007-2013 will be less than in 2000-2006. In particular it seems that the likely structure could be as follows:

- New ESF OP(s) managed by the Department of Enterprise, Trade and Employment;
- Two Regional OPs managed by the Regional Assemblies and funded by the ERDF;
- A Territorial Co-operation OP managed by the Department of Finance and funded by the ERDF.

Given the proposed reduction in the number of EU funds, i.e. no EQUAL type initiatives, the ESF OP could include EQUAL type projects and/or co-financing of mainstream agency delivery programmes.

In either case funded activity will have to be very closely linked to the recommendations under the European Employment Strategy. These factors will need to be considered when developing priorities for the 2007-2013 programme and we return to this in recommendation FP1 in Section 8.3 of this Executive Summary.

## 5. Effectiveness/Progress to Date

With regard to progress to date our overall conclusion is that ESF co-financed measures have been effective in delivering activity as planned. We see in Chapter 6 of the main report that at an overall level expenditure under the measures is 94% of forecast and the ESF element of expenditure is also broadly as forecast when allowing for the Berlin Profile effect. Expenditure under the measures by NUTS II region is also as forecast.

The fact that the level of activity under the In-Company Training sub-measures is below forecast has been well highlighted and the measure was the subject of a separate evaluation by the NDP/CSF Evaluation Unit. A number of steps have been taken to increase activity under these measures. It is too earlier to judge the effects these steps will have in increasing activity, but this will become clearer over the next 12 months. We return to this in recommendation CP3 in Section 8.3 of this Executive Summary.

Formulating conclusions on the physical progress of the ESF measures is more difficult due to lack of indicator data and or targets. At an output level the data shows that most of the measures, where data is available, are ahead of target. However, data on results and impacts is not available for most measures. Assessing physical progress by gender is also prohibited due to the lack of required data and/or targets.

We feel that the experience of measures under the OP offers a number of lessons in relation to effective programme planning, measure planning and measure implementation and we outline these in recommendations FP2, FP4 and FP5 respectively in Section 8.3 of this Executive Summary.

## 6. ESF Specific Issues

### 6.1 *Principal achievements and Effects*

Section 7.2 of Chapter 7 in the main report discusses the principal ESF achievements by pillar in detail. In summary, the key ESF achievements by pillar have been as follows:

- **Employability:** Across these eight measures a total of €3,655mn has been spent and ESF spend was €415mn. A total of 555,195 people registered with the National Employment Service and 424,178 were placed in jobs or FÁS programmes. With regard to early school leavers 17,458 trainees presented on Youthreach and Traveller training programmes, and there were 15,140 completions under the early school leaver progression programme. An estimated 5,653 students benefited from the Special Fund for Students with Disabilities and 57,076 people completed training as part of the Skills Training for the Unemployed and Redundant Workers and 7,607 people completed traineeships. Less data is available on the actual impact of these

measures but estimates suggest that 43% of those on the live register engaged with by FÁS left the register between 2000 and 2004. An estimated 49% of early school leavers who participated on FÁS programmes proceeded to employment, education or further training while 69% of trainees were in employment at the time of the follow-up survey;

- **Entrepreneurship:** A total of €256mn has been spent across the five measures of the Entrepreneurship pillar including ESF expenditure of some €60mn. It is estimated that 6,246 companies have been in receipt of support for In-Company training with 358 having implemented a high quality training system. In addition, 7,361 people were supported in social economy enterprises during the period. No data is available on the impacts of this pillar;
- **Adaptability:** A total of €690mn has been spent across the four measures of the Adaptability pillar including ESF expenditure of some €97mn. In the Back to Education Initiative there were 133,337 full time PLC trainees in the 2000-04 period. An estimated 126,749 adults availed of literacy services and 387,005 candidates received either HETAC or FETAC certifications;
- **Equality:** An estimated €12mn has been spent across the four measures of the Equality pillar including ESF expenditure of some €5mn. Some 945 people in implementing bodies were trained in issues surrounding gender equality and 1,321 people participated in structured training around the area of gender equality.

We feel the ESF had a number of effects. First of all these was evidence of funding effects in term of measures that otherwise would unlikely to have been funded (e.g. the Social Economy Programme) and of measures that would most likely have been funded but would not have the same level of funding without ESF (e.g. the NDP Gender Equality Unit).

There is also evidence of practice effects where the ESF resulted in increased efforts to address underlying education and labour market needs, e.g. training of employees. The ESF and the input of the Commission also had political effects in terms of fostering and pushing commitment to key concepts. This is most evident in relation to gender equality, wider equality and efforts to develop a coherent lifelong learning strategy in Ireland. This is clear from the initial programming of ESF measures under the OP, from the Commission's ongoing input into the monitoring process and from the recommendations to Ireland under the EES process.

The ESF has had a role during the current and previous programme in creating a stronger evaluation culture and it also has contributed to the monitoring process. However, there is widespread dissatisfaction with the reporting and monitoring process, both from Implementing Bodies and from wider stakeholders on the monitoring committee. Two key issues here are the overly administrative progress reports, which generally lack analytical context, and the size and the structure of the OP that limits potential for strategic debate and discussion.

In addition, there is a widely held view that the ESF was spread across too many measures and too many Implementing Bodies under the current OP. As a result, a number of stakeholders suggested that in designing the OP for 2007-2013 strong consideration should be given to adopting a smaller programme with fewer measures and fewer implementing bodies. It was felt that this would ensure visibility of the ESF and that it would be easier to monitor and to manage. We reflect this view in recommendation FP1 in Section 8.3 of this Executive Summary.

## **6.2 Contribution of ESF Measures to the EES Process**

There was a clear linkage between the ESF co-financed measures under this OP and the EES priorities and Employment Guidelines. This was clear from the Ireland's Objective 3 Policy Frame of Reference (PFR) which was submitted to the Commission with the NDP.

We see in Section 7.4 of Chapter 7, in the main report, that the key themes in the annual recommendations made to Ireland were directly relevant to ESF co-financed measures and there was direct evidence of the ESF measures playing a role in addressing these recommendations. The relevant measures include:

- The In-Company Training measures with regard to the recommendations made to Ireland in relation to in-company training;
- Measure 31B NDP Gender Equality Unit, in particular, in relation to the recommendations made with regard to the position of women in the labour market;
- A number of measures with regard to the recommendations made in relation to inactive groups in the population. Specifically, 2 National Employment Services, 3 Active Measures for the Long-term Unemployed and Socially Excluded Groups, and measures 11A and 11B for early school leavers and 33B Equality Studies Unit;
- A series of measures in relation to the recommendations on Lifelong Learning. In particular measures 9 Third Level Access, 21 Lifelong Learning – Back to Education Initiative and 22 Lifelong Learning – National Adult Literacy Strategy.

Some of recommendations made by the Council could not be directly addressed by the ESF measures, or indeed the OP as a whole. These include the recommendations in relation to increased childcare provision (for which there was ESF funding under the two Regional OPs) and removing tax barriers.

## **6.3 Contribution of ESF Measures to National Labour Market Policies**

Three EU Guidelines played a particularly important role in influencing Irish policy and it is noteworthy that ESF co-financed measures under the OP supported these areas. These were:

- Guideline 1: Preventative Strategy, supported by the co-financed measure 2 National Employment Service);
- Guideline 4: The Lifelong Learning Strategy, supported by a number of the co-financed measures);
- Guideline 16: The Gender Mainstreaming Strategy, supported by the co-financed measure 31B NDP Gender Equality Unit.

However, it is difficult to determine the extent to which the ESF and the EES process were the driving force of these national policies. This is because labour market policy in Ireland is the result of a set of complex interactions and relationships – specifically Government policies and objectives, and the social partnership process.

Examining relevant literature (see Section 7.5 of Chapter 7 in the main report) shows that the priorities and objectives of the social partnership programme were highly consistent with the EES, with the Guidelines and with the priorities of the NEAPs. Indeed, in practice national and EU policy making in the labour market have become mutually reinforcing to a high degree, and the ESF and the EES process have been an important factor in this.

## **7. Likely Impact of ESF Measures on OP Objectives**

### **7.1 Likely Impact on Objective A**

Our conclusion is that the ESF co-financed measures are likely to make a strong contribution to the achievement of Objective A which aims *'to promote employment growth and improve access to, and opportunities for, employment'*.

Eight of the ESF co-financed measures specifically target Objective A. Total spend across these measures has been €995mn and ESF spend has been €300mn. A total of 555,195 people registered with the National Employment Service and 424,178 were placed in jobs or FÁS programmes. With regard to early school leavers 17,458 trainees presented on Youthreach and Traveller training programmes, and there were 15,140 completions under the early school leaver progression programme. A total of 5,128 companies were supported by FÁS and 1,118 companies were supported by Enterprise Ireland in the support of training of employees between 2000 and 2003. In addition, 404 schools participated in the School Completion Programme under measure 5.

Less data is available on the actual impact of these measures but estimates suggest that 43% of those on the live register engaged with by FÁS left the register between 2000 and 2004. While 49% of early school leavers who participated on FÁS programmes proceeded to employment, education or further training.

We discuss this in more detail in Section 8.3 of Chapter 8 in the main report.

### **7.2 Likely Impact on Objective B**

We conclude that the ESF co-financed measures are likely to make a significant contribution to the achievement of Objective B which aims *'to mobilise all potential sources of labour supply and enhance its quality in order to address skills and labour shortages across the economy as a whole'*.

Six measures directly aim to address this Objective. Spend across these measures to date €1,759mn and ESF expenditure has been €217mn. While there are gaps in the data it is estimated that in terms of training, 57,076 completed training under measure 13 and 7,607 people completed traineeships. In relation to the education schemes there were 133,337 full time PLC trainees under measure 21, 126,749 participants availed of literacy services under measure 22, there were 16,100 university places under measure 26, and 290,173 students received FETAC certification while 96,832 received HETAC certification under measure 29B.

Evidence on results and impacts is more limited although there were 27,841 completions with certification under measure 13. Under measure 14A, 69% of trainees were employed at the time of the follow up survey. Given the nature of the measures and the level of expenditure and output activity it is clear that the ESF co-financed measures contributed to Objective B. However, given the absence of impact data it is not possible to be specific on the exact level of impact they had on the OP objective. We discuss this in more detail in Section 8.4 of Chapter 8 in the main report.

### **7.3 Likely Impact on Objective C**

The aim of objective C is *'to promote the development of a strategic lifelong learning framework'*. Lifelong Learning is defined as 'all learning activity undertaken throughout life, with the aim of improving knowledge, skills and competencies with a personal, civic and social and/or employment related perspective'. Given the broad definition of Lifelong Learning it can be argued that most of the ESF measures, by their nature, contributed to the achievement of Objective C.

However, more widely we would concur with the conclusion of the European Commission report on the Employment Action Plan 2004/05 that *'The policy response for the need to implement a coherent lifelong learning strategy is limited . . . further concrete steps will be needed to drive forward progress in this complex policy area'*.

### **7.4 Likely Impact on Objective D**

We conclude that the ESF co-financed measures are likely to make a strong contribution to the achievement of Objective D which is to *'to promote equal opportunities between men and women, in particular through a gender mainstreaming approach'*. While there are gaps in the data across measures available data shows that an estimated 116,912 male completions and 153,131 female completions across measures 3, 11A, 13, and 14A (traineeship only). In addition, 298,254 men and 256,941 women registered under measure 2 and 2,940 men and 4,421 women were supported in Social Economy enterprises. Participation rates and impacts, where available, were also generally good and even across men and women.

In addition, the co-financed measures also contributed to Objective D through gender specific actions as detailed in this Chapter. Furthermore, the work under the NDP Gender Equality Unit also made an important contribution to this objective. Section 8.6 of Chapter 8 in the main report discusses this in more detail.

### **7.5 Likely Impact on Objective E**

We conclude that the ESF co-financed measures are likely to make a strong contribution to the achievement of OP Objective E which aims *'to promote social inclusion with particular reference to the re-integration of the socially excluded and the long term unemployed into the labour force'*.

Socially excluded groups are the target groups of a number of the co-financed measures. While there are gaps in the data we have seen that the co-financed measures have provided services to a wide range of socially excluded groups. Assistance was provided to the unemployed, the long-term unemployed, early school leavers, lone parents, people with a disability, members of the Traveller

Community, people with low levels of educational attainment and literacy difficulties, non-nationals, homeless people, ex-offenders and drug-users. In addition, a number of actions to support social inclusion were also reported on by the co-financed measures. We detail these in Section 8.7 of Chapter 8 of the main report.

## **7.6 Likely Impact on Objective F**

Objective F *'to strive for balanced regional development by addressing the existing and potential education, training and skills deficits of the BMW and S&E regions'* is the third horizontal objective under the OP. We conclude that the ESF co-financed measures have made a contribution to addressing education, training and skills needs in both regions.

Expenditure at NUTS II region under the co-financed measures was broadly on target. Expenditure in the Southern and Eastern Region was €3,335mn or 94% of target and ESF expenditure was 358.22 or 84%. In the Border, Midland and Western Region expenditure under the co-financed measures was 1,283mn, also 94% of forecast, and ESF expenditure was 222mn or 85% of forecast. While there are gaps in the data we saw that an estimated 69,634 completions in the BMW region and 200,406 in the S&E region across measures 3, 11A, 13, and 14A (traineeship only). In addition, 148,805 people registered in the BMW region and 406,390 in the S&E region under measure 2 and 3,202 people were supported in Social Economy enterprises in BMW region and with 4,159 in the S&E region. Participation shares by NUTS II region were generally in line with each regions share of the overall population.

## **7.7 Likely Impact on Objective G**

We conclude that the ESF co-financed measures are likely to broadly contribute to the achievement of OP objective G which aims *'to contribute to the protection and improvement of the environment.'* It is the fourth horizontal objective under the OP.

This stems from the fact that four of the co-financed measures are likely to have a direct positive impact on the environment. There are Measure 3 Active Measures for the Long-term Unemployed and Socially Excluded (specifically community based environment improvement projects), measure 18A In-Company Training – FÁS (namely activity under the Environment Training), measure 18B In-Company Training – Enterprise Ireland (i.e. initiatives under 'Strategy Assessment and Formulation' to improve the environmental performance and raise environmental awareness) and measure 19A Social Economy (i.e. development of several enterprises aimed at promoting the local environment e.g. estate management, recycling, energy awareness, energy conservation etc).

However, we also conclude that the benefit of adopting Objective G as an overall OP objective, as opposed to a Horizontal Principle *per se*, was questionable given the nature of the OP. Section 8.9 of Chapter 8 in the main report discusses this in more detail.

## **7.8 Impact on the Wider Equality Grounds**

We conclude that the ESF co-financed measures are likely to make a strong contribution to the achievement of equality for the wider equality grounds. We present the basis for our conclusion in detail in Section 8.10 of Chapter 8 in the main report.

With regard to older people we have seen that in 2004 under measure 2 a total of 4,459 registrants were over 55 years of age, there were 5,208 completions by people aged over 55 on measure 3 and 44% of those over 55 were placed at the end of the programme. With regard to measure 13 a total of 775 of training completions were aged 55 or over and 43% of those over 55 progressed to job/training/education. Under measure 22 an estimated 29% of clients were over 45.

In relation to members of the Traveller Community, in 2003 an estimated 6.5% of young people targeted for support under measure 5 were members of the Traveller Community and there were 835 member of the Traveller Community participating under measure 21.

For ethnic minority groups, In 2003 there were 19 refugees/asylum seekers in Youthreach centers under measure 11B. In 2004 refugees/asylum seekers made up 7% of participants numbering 1,228 under measure 21.

For people with a disability, in 2003 a total of 1,095 students benefited from the Fund for Students with Disabilities under measure 9 and a total of 1,499 students in 2004. In 2004 an estimated 4,812 of those receiving a disability payment were placed in jobs/FÁS programmes and under measure 3 an estimated 5,286 of completions were in receipt of a disability payment. Under measure 11A an estimated 37 of completions were in receipt of a disability payment and under measure 13 it is estimated that 71 of training completions were in receipt of a disability payment. Finally, under measure 21 people with disability made up an estimated 17% of participants numbering 3,096.

In addition, a number of specific actions to assist these groups were reported across the ESF co-financed measures. We discuss these in detail in Section 8.10 of Chapter 8 in the main report. Furthermore, the ESF also co-financed measure 33A Equality Studies Unit also made progress in relation to identifying and advising on data deficits, improving the understanding of the labour market needs of these groups and in working with Implementing Bodies to identify actions that could be taken to support these groups.

## 8. Recommendations

### 8.1 Overview

This section sets out the recommendations of the Update Evaluation. The recommendations are grouped into two categories as follows:

- **Recommendations for the 2000-2006 Programme:** These recommendations relate to the current programme, are denoted by the acronym CP (i.e. current programme) and are then numbered sequentially;
- **Recommendations for the 2007-2013 Programme:** These recommendations relate to the future programme and are based on the lessons from the current programme. They are denoted by the acronym FP (i.e. future programme) and the recommendations are then numbered sequentially.

The basis for the first set of recommendations is presented in Sections 2 and 5 of this Executive Summary and in Chapters 3 and 6 of the main report. The basis for the second set of recommendations is dispersed throughout this Executive Summary and the main report. This is due to the fact that the second set of recommendations draw on the lessons of the current programme and are wide ranging. They relate to criteria for developing future ESF priorities; lessons for programme planning, monitoring and implementation; lessons for introducing new concepts into programmes; lessons for effective measure planning; and lessons for measure implementation.

### 8.2 Recommendations for the 2000-2006 Programme

#### Recommendation CP 1:

##### Process for monitoring the implementation of the non-financial recommendations in the MTE.

**We recommend that the current process, put in place by the Managing Authority, to record actions taken in relation to the non-financial recommendations in the MTE report and the associated impact of these actions be continued for the remainder of the programme.**

There has been a clear and well documented process for addressing the non-financial recommendations in the MTE report. This has included the Opinion of the Monitoring Committee on the MTE report and the requirement for the Managing Authorities of each OP to address the non-financial recommendations at the Spring 2004 Monitoring Committee meetings. In addition, an ongoing process has been put in place by the Managing Authority to record actions taken in relation to the recommendations and also records where additional action needs to be taken. This information is provided and updated in the document 'Non-financial recommendations in the Mid-term Evaluation Report of the EHRDOP' in advance of Monitoring Committee meetings. This process should continue over the remainder of the programme period.

### Recommendation CP 2:

**Addressing the two non-financial recommendations where action has not been taken to date.**

**The two non-financial recommendations where specific actions has not been taken to date should be addressed as part of the development of a new ESF OP rather than trying to address them as part of the current programme.**

For two of the non-financial recommendations made in the MTE report specific action has not been taken to date. These were the recommendation to put in place jointly organised follow-up surveys (PI6) and the recommendation for the Monitoring Committee to explore the implications of the NSS for balance regional development in the context of the OP (MM8).

We conclude that given the limited time period now available and given the current priorities facing the Managing Authority that the most appropriate action would be to address these issues as part of the development of a new ESF OP rather than trying to address them as part of the current programme.

### Recommendation CP 3:

**The need to continue to closely monitoring developments in relation to In-Company Training.**

**The Monitoring Committee should monitor activity levels under the In-Company Training measure very closely over the next 12-18 months.**

The below forecast level of activity under the In-Company Training measure has been well highlighted. Indeed, the measure was the subject of a separate evaluation by the NDP/CSF Evaluation Unit and has been discussed at Monitoring Committee meetings. A number of steps have been taken to increase activity under these measures. It is too earlier to judge the effects these steps will have in increasing activity, but this will become clearer over the next 12 months or so. Therefore, the Monitoring Committee needs to monitor the progress of the measure very closely over the coming 12-18 months.

### 8.3 *Recommendations for the 2007-2013 Programme*

#### Recommendation FP 1:

#### Criteria for Developing Priorities for Potential EU Co-funded Programmes in Ireland.

**We recommend that the following criteria be considered when developing the 2007-2013 ESF programme for Ireland:**

**1. The key medium-term labour market challenges facing the country, which are as follows:**

- The need to increase the productivity of those in employment;
- The need to ensure that growing job losses do not lead to increased long-term unemployment, especially relevant to lower skilled manufacturing jobs and the construction sector;
- The need to increase the employment rates of socially excluded groups such as early school leavers, lone parents, people with a disability and members of the Traveller Community;
- The need to attract and integrate into the labour force high level of immigrants, in particular skilled migrants;
- The need for increased focus on the quality of jobs rather than quantity of jobs for women, and to increase the focus on the demand side of the labour market via more provision of flexible working arrangements and enhanced childcare provision;
- The need to address the high incidence of low levels of educational attainment among our older population, especially in the 35 plus age group, through Lifelong Learning;
- The need to address sub-regional pockets of employment black-spots.

**2. The changes required given the implications of EU reforms to new ESF programmes, which are as follows:**

- It is currently estimated that Ireland will receive no more than €350mn from the ESF over the period 2007-2013, i.e. an average of €50mn per annum. Of course Ireland's final allocation will not be determined until the overall EU Budget is finalized. Nevertheless, this suggests that there will be a single ESF OP managed by the Department of Enterprise, Trade and Employment, and that it will be notably smaller than the current OP;
- Given the proposed reduction in the number of EU funds, i.e. no EQUAL type initiatives, the ESF OP could include EQUAL type projects and/or co-financing of mainstream agency delivery programmes. Consideration should therefore be given to the Mid-term Evaluation and the Update Evaluation of the EQUAL Initiative in Ireland, and on the role of project type interventions in the new ESF OP;
- In either case funded activity will have to be very closely linked to the recommendations under the European Employment Strategy.

**3. Lessons from the current round on how to maximise the impact of the ESF, as follows:**

- It is widely felt that the impact of the ESF would be greater in the 2007-2013 programme if the number of co-financed measures (20 plus in the current OP) and the number of implementing bodies (six in the current OP) is reduced. It is felt that this will increase the visibility of the ESF and also make it easier to manage and to monitor;
- The influence of the ESF is greatest when it is very closely linked to a wider EU policy or directive (e.g. gender and wider equality, in-company training) or theme such as evaluation.

## Recommendation FP 2:

### Lessons for Programme Planning, Monitoring and Implementation

We strongly recommend that the lessons from the EHRDOP, in terms of programme planning, be reflected in the development of future human resource development programmes in Ireland. The key lessons are as follows:

1. **Ex-ante analysis/planning is the most important stage in the programming cycle.** The planning stage offers the only real opportunity to 'innovate' and to introduce new approaches into programme delivery. It also puts in place the structure upon which considerable reporting and monitoring will subsequently take place.
2. **It follows from the above that evaluation/independent advice is most beneficial at ex-ante stage, provided of course it is provided early enough.** A feature of recent programme planning in Ireland is that ex-ante analysis has been taken at a somewhat broad level, e.g. at the overall national investment needs level as opposed to the HRD level. While an ex-ante analysis was undertaken of the 1994-99 Human Resources Development OP it was undertaken at a stage when the document was more or less complete.
3. **A programme should have a clear, simple and well defined set of overall objectives. Each sub-programme should aim to address a single programme objective, and the measures under each sub-programme should aim to address the sub-programme objective. In addition, each overall objective (and hence sub-programme objective) should be clearly linked to the labour market, e.g. to train people in employment, to help socially excluded to gain employment etc.** Such a structure would allow for more meaningful debate about programme progress and strategic direction. The 2000-2006 OP lacks such a simple structure and the current pillar structure is not particularly helpful, with the exception of the Equality Pillar. The HRD 1994-99 OP on the other hand had a more useful sub-programme structure as follows: Initial Education and Training; Continuing Training for the Unemployed; Social Exclusion; Adaptation to Industrial Change; Improvement of the Quality of Training; and Technical Assistance.
4. **A programme and its associated measures should be presented in as a clear and simple a way as possible, and it should be easy for members of the Monitoring Committee to find out information on the various education and training schemes.** This is not the case under the current OP. For example, some of the programmes biggest schemes are 'hidden' under 'measure titles'. The Community Employment Scheme is located under measure 3 Active Measures for the Long-term Unemployed and Socially Excluded, and the Back to Work Allowance Scheme along with the Back to Education Allowance Scheme are located under measure 15 Employment Support Services. In addition, a number of measures relate not to education and training schemes but to the spectrum of education and training schemes members of a target group participate in with an agency, making difficult to access information on the number under various schemes.

## Recommendation FP 2: Continued

### Lessons for Programme Planning, Monitoring and Implementation

5. **A fundamental review of current reporting arrangements should be undertaken.** This should focus on reducing the level of administrative reporting currently undertaken and increasing the analytical context of reports, and so enhancing the value of the reporting process. A key focus should be on providing core monitoring indicators (expenditure, outputs, results and impacts) and providing a brief 'analysis' as opposed to a purely 'descriptive account' of progress in relation to these indicators. In designing new reporting arrangements consideration should be given to using external independent assistance due to capacity constraints faced by Implementing Bodies.
6. **If targets are not set and if indicators are not defined at the beginning of the programme then it is very difficult to get agreement on targets and indicators during the programme.** Where necessary expert advice should be sought as part of the development of a programme to assist in the establishment of indicators and targets.
7. **Greater use of technical assistance resources during the planning stages should be used than has been the case for previous programmes.** This should draw on expert advice from specialised units in the public sector as well as drawing on expertise from the private sector where necessary.
8. **Greater rigour in the establishment of forecasts and targets should be applied as this is the basis of good planning.** In particular, it is important to avoid adopting artificial expenditure forecasts as this dilutes the very benefit of having forecasts in the first place. Related to this, there is also a need to establishment some level of consistency between multi-annual forecasts and the annual estimates process. For example, the setting of indicative targets which can be amended in the light of budgetary constraints.
9. **Some form of 'stick and/or carrot' mechanism should be built into the programme to facilitate effective programme management.**

### Recommendation FP 3:

#### Lessons for Introducing New Concepts into Programme Planning

We feel the experience of the OP in relation to the Horizontal Principles offers a number of lessons for the introduction of new concepts into programme planning in general. We recommend that the lessons of the current programme be taken on board if and when new concepts are introduced into programmes. In particular, we recommend that the issues below should be addressed before the programme commences or at least during the early years of the programme.

1. **Detailed ex-ante analysis should be undertaken.** There is a need to identify the relevance of the concept to the programme and its measures. In particular, there is a need for very clear objectives in relation to what is to be achieved by the new concept. Some form of prioritisation is also required, in order to establish whether the concept is of equal relevance or importance to all measures. In addition, a clear menu of possible actions should be available to Implementing Bodies to assist them to incorporate and to address the concept.
2. **The new concept should be effectively incorporated into programme design and monitoring arrangements.** There is a need for very clear reporting procedures, including examples of good practice in reporting. It should be clear as to what, if anything, is required in relation indicator production – bearing in mind the capacity for data collection and analysis. There also needs to be some form of ‘stick and carrot’ mechanism in place to reward good practice and to address a lack of co-operation.
3. **The new concept should be incorporated into plans for future evaluations.** It is important to be clear on how the concept will feature in future evaluations and to build it into the appropriate evaluation framework. In particular, it is important for future evaluates to focus on the ‘process’ *and* the ‘impacts’ of the concepts. For example, in the case of social inclusion it is important for the evaluations to examine what impact the measures is having on social inclusion and not just the process through which social inclusion is being integrated into measures, such as reporting etc.
4. **It should be recognised that the introduction and integration of new concepts is an ongoing process.** There is a need to recognise that the introduction of any new concept is an ongoing learning process and to reflect this in ongoing monitoring and evaluation. There is therefore a role for ongoing technical assistance and expert advice in this regard.

## Recommendation FP 4:

### Key Steps for Effective Measure Planning

We feel the experience of the OP and relevant research offers a number of lessons for planning measures (HRD interventions). We recommend that these lessons be taken on board in the planning of measures for the next Programme. While this entire set of lessons is most pertinent to the planning of new measures (HRD interventions) many are also relevant to the potential fine-tuning of existing measures (interventions).

1. **The underlying education or labour market issue to be addressed should be very clearly identified and the objective of the intervention should be specified in terms of how it will address this need or issue.** The underlying human resource development need or issue should be clearly identified. Having done this the next step is to specify the objective of the intervention and do so as specifically as possible. In specifying the objective it is important to clearly state what the measure is trying to achieve in relation to the underlying HRD need. It also important to be clear on how the intervention links with the labour market. Where it felt that an intervention has more than one objective it is very important to have a primary and secondary objective otherwise an intervention can loose focus.
2. **It should be clear how new measures complement mainstream education and training provision.** The planning of new measures should include complementarities with existing provision in the mainstream education and training system.
3. **Following this the target group(s) should be carefully selected.** There is a need for very clear target groups. In defining these it is important to start with the needs the project is trying to address and then moving to the type of people for whom this is relevant. In order to avoid overlap and duplication it is also important to take into account which existing HRD interventions currently target relevant groups and how the planned intervention differs from these.
4. **It is very important to use the most appropriate selection process.** Having considered the target group it is important to design the most appropriate participant selection process. For certain types of interventions thresholds or cut-offs will be sufficient, e.g. time on the Live Register. However, in such case it is important to allow for flexibility, e.g. spouses of people on the Live Register who not on the Register, people who were on for required period, got a job but lost it quickly etc. More generally there is a need to consider if the selection criteria used in the past remain as valid today. For instance, in a context of near-full-employment and labour shortages, consideration should be given to whether the Live Register remains the appropriate basis for determining eligibility for access to ALMPs etc. Related to this for many types of interventions more qualitative selection process will be required.
5. **Careful consideration should be given to the design and delivery arrangements of the intervention.** In designing the intervention careful consideration should be given to the following:
  - **Size:** International research shows that schemes normally have diminishing marginal returns beyond a certain point and this should be factored into any scheme when determining it optimal size;
  - **Duration:** Determining the optimal duration of an intervention involves striking a balance. The intervention should be sufficiently long to achieve substantial results but not so long that participants become locked into the programme and less active in the labour market;
  - **Delivery:** The typical methods of delivery as they currently stand under the OP, i.e. primarily full-time attendance during “office hours”, are not in themselves appropriate to up-skilling the workforce and the general population in the context of lifelong learning. Careful consideration needs to be given to the development of more flexible delivery times. This is particularly important to increase participation by and access for women returning to the labour force.

## Recommendation FP 4: Continued

### Key Steps for Effective Measure Planning

6. **Clear linkages should be established with the intervention and with the wider HRD system and labour market.** Irish and international research has shown that the stronger a scheme's linkages with the labour market (e.g. provision of specific labour market skills, or work experience) the more likely it is to have a positive net impact on participants' employment and earnings prospects. If a project is a step or two back from direct employment then it is important to have clear pathways to eventual employment for participants. For example, a list of courses they could attend next or employers who would give them a chance. Having clear and explicit progression pathways through the HRD system is especially important for individuals who require a number of separate interventions before they are ready to enter the work force.
7. **There is a need to ensure that the intervention remains responsive.** Once a project is up and running it can be difficult for it to be flexible. There can be a nature tendency for a project manager to focus on what the project has always been doing. In particular when the numbers are there for the project it can be very difficult for those involved in its delivery to see why they should do anything differently. International literature points to the need for continual responsiveness. Interventions need to be responsive not just to their target groups but also to the overall economic climate. Ongoing monitoring and evaluation can support this process. We discuss this in more detail at step 8 below.
8. **The role of ongoing monitoring and evaluation should be built into the intervention from the design stage.** Ongoing monitoring and evaluation is necessary to ensure that an intervention delivers maximum benefits to its clients. Central to effective monitoring and evaluation is the definition and provision of data on monitoring (performance) indicators. In line with good practice three types of monitoring indicators should be defined, as follows:
  - **Output indicators:** Represent the product of the operators' activity or more precisely that which is obtained in exchange for public expenditure. An example in the case of a training intervention is the number of people partaking in a training course;
  - **Result indicators:** Represent the immediate advantage of an intervention for the direct addresses. An example in the case of a training intervention is the number of participants who achieve certification;
  - **Impact indicators:** Represent the consequences of an intervention beyond its direct and immediate interaction with addresses. An example in the case of a training intervention is the number of graduates from a programme who are in employment one year following completion of the course.

For the vast majority of HRD interventions, especially those that involve the education or training of people, there is no reason why an output, result or impact indicator *cannot* be defined. The definition of indicators is challenging. But going through steps 1-7 above can greatly assist in this process.

For instance, if there is difficulty in defining the result indicator then perhaps this is because the objective of the intervention is not sufficiently clear (step 1). If there is difficulty in defining an impact indicator then perhaps this is because the linkages between the measure, the wider HRD system and labour market are not sufficiently clear (step 6). Provided sufficient time, effort, resources and expertise are allocated to the task it should be possible to define and ensure the collection of data for most HRD interventions.

### Recommendation FP 5: Lessons for Measure Implementation

The experience of the EHRDOP programme provides a number of lessons for measure implementation. We recommend that these be taken account in the next programme. These lessons are as follows:

1. **New measures take longer to get up and running than typically allowed for in the planning process.** A key issue here is the length of time it can take to secure appropriate staff.
2. **It is important to ensure that participant selection criteria do not exclude suitable candidates.** For example, a requirement for participants to be on the Live Register can disadvantage certain groups of women, such as the wives of men on the Live Register who may not be on the Register themselves.
3. **There is a need for flexible delivery and supports to promote participation by disadvantaged groups.** For example, delivery of education and training outside 'normal office hours', paying for childcare and travel allowances.
4. **There is a need to promote a greater focus on results and impacts from measure implementing bodies.** This is because there is a tendency for implementing bodies to focus on spend and 'outputs' and not on 'results' or 'impacts'.

# 1 INTRODUCTION

## 1.1 Evaluation Objectives

This is the final report of the Update (Final) Evaluation of the Employment and Human Resources Development Operational programme 2000-06 (EHRDOP). The focus of the Update Evaluation is on the ESF co-financed component of the OP.

The key objectives of the evaluation, as set out in the Terms of Reference, are to:

- *‘Provide an analysis of financial and physical progress . . . to end-2004,’*
- *‘Assess its likely eventual impact [i.e. the impact of the ESF component on the OP objectives],’*
- *‘Identify lessons/issues for the next round of SF programming which runs from 2007-13.’*

This Evaluation was prepared by FGS Consulting on behalf of the Departments of Enterprise, Trade and Employment. Professor Philip O’Connell of the ESRI and Professor Gerry Boyle of NUIM provided expert advice to the evaluation team.

A Steering Group guided the Evaluation. The Steering Group included The Department of Enterprise, Trade and Employment, the European Commission and representatives of Government Departments and Implementing Bodies with a role in ESF component the OP. The Department of Enterprise, Trade and Employment chaired the Steering Group.

## 1.2 Terms of Reference

### 1.2.1 Analytical Tasks

The Update Evaluation is a requirement of the European Structural Funds regulations. The Terms of Reference for this Evaluation reflect this requirement and the specific role of the ESF in the EHRDOP.

The Terms of Reference sets out four core analytical tasks which must be performed as part of the evaluation, with 11 specific sub-tasks within these. These tasks and sub-tasks are set out in full in Figure 1.1. They form the basis of the evaluation approach and method that we adopted, whereby, we examined each of the co-financed measures or sub-measures in the EHRDOP in terms of the series of evaluation issues raised by the tasks and sub-tasks.

**Figure 1-1: Analytical Tasks and Sub-tasks**

<b>1. Review of Developments since Mid-Term Evaluation</b>	
<b>1.a</b>	Review the key findings, conclusions and recommendations (including the more general recommendations related to programme management, etc., of the OP as a whole) of the Mid-Term Evaluation and assess the extent to which these were implemented in the subsequent Mid-Term Review of the programme, or taken on board later in programme implementation.
<b>1.b</b>	Comment on any <u>significant</u> external socio-economic or policy developments (EU or national) that have influenced or affected the implementation of the EU co-funded measures in the programme since the mid-term evaluation.
<b>2. Effectiveness/Progress to Date</b>	
<b>2.a</b>	Review financial progress at EU co-funded sub-measure/measure/priority and OP level compared to revised OP forecasts up to end 2004. This analysis should be carried out on a cumulative basis as well as looking at trends within the first five years. This expenditure analysis should be carried out at regional and sub-regional level.
<b>2.b</b>	Assess the physical progress of the OP at regional and sub-regional (NUT III) level on the basis of the performance indicators (output and result) at EU co-funded measure/sub-measure level on a cumulative basis to end 2004 (if available). In the case of measures where the indicators relate to participation by individuals, the analysis should be carried out on a gender basis (data permitting).
<b>2.c</b>	Identify any constraints (internal or external to the programme) that have affected progress over the last couple of years.
<b>2.d</b>	Review, in the light of the assessment of financial and physical progress above, programme outputs, results and impacts (data permitting) in relation to expenditure incurred at measure/sub-measure level.
<b>3. ESF Specific Issues</b>	
<b>3.a</b>	Review the principal ESF achievements in each of the Priorities;
<b>3.b</b>	Assess the direct and indirect effects of the measure on individuals and/or systems, including any unintended consequences which can be discerned.
<b>3.c</b>	Assess the added value (other than in financial terms), if any, of the ESF towards the achievement of OP objectives listed in the previous section.
<b>3.d</b>	How the co-financed measures are linked to the EES and linked to national labour market policies, with a particular focus on: <ul style="list-style-type: none"> <li>(i) How the measures contribute to the EES and to the National Action Plan on Employment;</li> <li>(ii) The extent to which the measures have played a role in addressing annual recommendations made to Ireland under the EES process;</li> <li>(iii) The extent to which the measures contribute to the Lifelong Learning agenda.</li> </ul>
<b>4. Programme Impact</b>	
<b>4.a</b>	The likely final impact of the CSF on OP objectives.

### 1.2.2 *Conclusions and Recommendations Required*

The Terms of Reference contain a number of statements in relation to the conclusions and recommendations required from the Evaluation. In particular it notes that conclusions and recommendations should be drawn as follows:

- In relation to tasks in the Terms of Reference [i.e. as per Figure 1.1];
- On the likely impact of the co-financed component of the programme objectives;
- On any other matters related to co-financed expenditure . . . provided these are supported by the findings and conclusions;
- On priorities for potential future EU co-funded programmes in Ireland post 2006, drawing on the experience in the current programming period and having regard to the emerging focus of EU Cohesion Policy in Ireland in the 2007 to 2013 period.

This evaluation report is focused on addressing these requirements in a comprehensive, systematic and clear manner. This should be evident from Section 1.3 which explains our approach` and method, and Section 1.4 which describes the report structure.

## 1.3 **Evaluation Approach and Method**

In order to ensure that we fulfilled the requirements in the Terms of Reference we applied the following approach:

- We accepted the analytical tasks in the Terms of Reference as the basis of the Evaluation;
- We translated these into a set of questions against which to compare the Programme;
- We collected evidence relevant to these questions through our work programme;
- We based our conclusions and recommendations based on this information.

As described above our approach was to move from issues to findings, from findings to conclusions and from conclusions to recommendations. Central to this is a clear distinction between the nature of findings, conclusions and recommendations as follows:

- **Findings:** Findings are factual pieces of evidence. For example, that physical progress under a measure is below target;
- **Conclusions:** Conclusions are the Evaluator's interpretation of findings. For example, finding that the physical progress under a measure is below target and that the numbers in the target group have declined considerably may lead one to conclude that the physical targets are now too high;
- **Recommendations:** Recommendations are the Evaluator's suggestions on actions, if any, that should be taken given their findings and conclusions. The Terms of Reference for this Evaluation emphasise the need to identify lessons from the 2000-06 period.

Each of the research tools in our methodology was specifically designed to collect or analyse the information required to successfully answer the key evaluation questions. Our multi-faceted methodology enabled us to generate findings (both quantitative and qualitative) upon which to generate rigorous conclusions and draw robust recommendations.

Our methodology used the following research methods:

- **Review of literature:** We reviewed reports and other documentation including the Mid-term Evaluation report, revisions to the programme complement, progress reports, and significant policy documents since the Mid-term Evaluation;
- **Data analysis:** We analysed formal programme monitoring data along with wider contextual labour market and socio-economic data;
- **Scoring technique:** As part of our analysis of financial and physical progress we assigned scores ranging from 0 to 10 across measures and sub-programmes. This offers a number of advantages, in particular it attenuates the effect of outliers and it allows aggregation of physical progress to sub-priority level using share of planned expenditure as weights. Figure 1.2 shows the values used for transferring progress in percentage terms to a score ranging from 0 to 10;
- **Survey of Measure Managers:** We developed a standard checklist or questionnaire, tailored this for each co-financed measure/sub-measure and sent these to each Implementing Body in advance of meetings;
- **Consultations:** Members of the Monitoring Committee were requested to complete a questionnaire in order to gain their views on the key evaluation issues.

**Figure 1-2: Codification of Percentage Values for Financial and Physical Progress**

Percentage Range	Score out of 10
0%	0
0-29%	2
30-39%	4
40-49%	5
50-59%	6
60-69%	7
70-79%	8
80-89%	9
>90%	10

## **1.4 Report Structure**

### **1.4.1 Overview**

This report is structured around the principal evaluation tasks in the Terms of Reference, i.e. developments since the MTE, progress to date, etc. Each chapter deals with all ESF co-financed measures under the respective heading. We adopt this structure in order to provide a holistic approach for the co-financed component of the OP, rather than merely a set of individual measure-level reviews.

The remainder of the main report contains eight chapters. Chapters 2-8 present the research and findings under the main evaluation issues. We present a set of conclusions at the end of each Chapter, and our overall conclusions and recommendations are presented in the Executive Summary. A brief description of the content of each Chapter is provided in Section 1.4.2 below, and Section 1.4.3 shows in detail where the report addresses each sub-task from the Terms of Reference.

### **1.4.2 Content of Individual Chapters**

#### ***Chapter 2 Role of the ESF in the EHRDOP***

Chapter 2 outlines the objectives of the EHRDOP, and describes the role of the ESF in terms of level and direction of funding. In addition, it summaries key issues emerging, e.g. the need to consider the effect of the ESF etc.

#### ***Chapter 3 Implementation of the MTE Recommendations***

Chapter 3 examines the extent to which non-financial recommendations made in the MTE report have been implemented and/or the extent to which appropriate actions have been taken to implement recommendations. It also describes the financial re-profiling exercise that took place following the Mid-term Review process. In addition, it identifies a series of lessons for introducing new concepts into programme that emerge from the experience of the OP.

#### ***Chapter 4 Socio-economic Developments Since the MTE***

Chapter 4 describes significant policy and socio-economic developments since the MTE, i.e. since 2003. Socio-economic developments are viewed in terms of developments in the macro-economic context, the labour market, wider socio-economic developments such as poverty levels and the accession of the new EU member states.

#### ***Chapter 5 Policy Developments Since the MTE***

Chapter 5 discusses key policy developments such as the Report of the Enterprise Strategy Group and a number of developments at EU level such as the new Employment Guidelines, the renewed Lisbon Strategy and the Commission's proposals for the future direction of EU cohesion policy. It also discusses the implications of these developments for education and training policy in Ireland post 2006.

### **Chapter 6 Progress to Date/Effectiveness**

Chapter 6 compares financial and physical outturns to planned outturns for the ESF co-financed measures over the years 2000-2004. It also considers physical outcomes relative to expenditure and documents the experience of constraints to progress. This chapter also draws out lessons for future measure implementation and programme planning.

### **Chapter 7 ESF Specific Issues**

Chapter 7 addresses the ESF specific issues outlined in the Terms of Reference. Specifically, it describes the principal ESF achievements by Priority and the effects of the ESF. It also examines the extent to which the ESF contributes to the EES process and to national labour market policies.

### **Chapter 8 Likely Impact of the ESF on OP Objectives**

Chapter 8 examines the impact of the ESF in helping to achieve the OP objectives. It discusses the availability of evidence on the impact of the ESF on OP Objectives A-G.

#### **1.4.3 Addressing the Terms of Reference**

Figure 1.3 shows where each evaluation issue/sub-issue in the Terms of Reference (i.e. as per Figure 1.1 in Section 1.2) is addressed in the report.

**Figure 1-3: Table of Contents and TOR Issues**

<b>Chapter 3 Implementation of the MTE Recommendations</b>	
<b>1.a</b>	Review the key findings, conclusions and recommendations (including the more general recommendations related to programme management, etc., of the OP as a whole) of the Mid-Term Evaluation and assess the extent to which these were implemented in the subsequent Mid-Term Review of the programme, or taken on board later in programme implementation.
<b>Chapter 4 Socio-economic Developments</b>	
<b>1.b.i</b>	Comment on any <u>significant</u> external socio-economic . . . developments that have influenced or affected the implementation of the EU co-funded measures in the programme since the mid-term evaluation.
<b>Chapter 5 Policy Developments</b>	
<b>1.b.ii</b>	Comment on any <u>significant</u> external . . . policy developments that have influenced or affected the implementation of the EU co-funded measures in the programme since the mid-term evaluation.

Chapter 6 Effectiveness/Progress to Date	
<b>2.a</b>	Review financial progress at EU co-funded sub-measure/measure/priority and OP level compared to revised OP forecasts up to end 2004. This analysis should be carried out on a cumulative basis as well as looking at trends within the first five years. This expenditure analysis should be carried out at regional and sub-regional level.
<b>2.b</b>	Assess the physical progress of the OP at regional and sub-regional (NUT III) level on the basis of the performance indicators (output and result) at EU co-funded measure/sub-measure level on a cumulative basis to end 2004 (if available). In the case of measures where the indicators relate to participation by individuals, the analysis should be carried out on a gender basis (data permitting).
<b>2.c</b>	Identify any constraints (internal or external to the programme) that have affected progress over the last couple of years.
<b>2.d</b>	Review, in the light of the assessment of financial and physical progress above, programme outputs, results and impacts (data permitting) in relation to expenditure incurred at measure/sub-measure level.
Chapter 7 ESF Issues	
<b>3.a</b>	Review the principal ESF achievements in each of the Priorities;
<b>3.b</b>	Assess the direct and indirect effects of the measure on individuals and/or systems, including any unintended consequences which can be discerned.
<b>3.c</b>	Assess the added value (other than in financial terms), if any, of the ESF towards the achievement of OP objectives listed in the previous section.
<b>3.d</b>	How the co-financed measures are linked to the EES and linked to national labour market policies, with a particular focus on: <ul style="list-style-type: none"> <li>■ How the measures contribute to the EES and to the National Action Plan on Employment;</li> <li>■ The extent to which the measures have played a role in addressing annual recommendations made to Ireland under the EES process;</li> <li>■ The extent to which the measures contribute to the Lifelong Learning agenda.</li> </ul>
Chapter 8 Likely Impact on OP Objectives	
<b>4.a</b>	The likely final impact of the CSF on OP objectives.

## 2 OVERVIEW OF THE EHRDOP AND THE ESF<sup>1</sup>

### 2.1 Chapter Introduction

This Chapter provides an overview of the EHRDOP and the ESF. It does not address a specific item in the Terms of Reference. Instead it sets the scene for the subsequent Chapters each of which address specific items in the Terms of Reference.

Section 2.2 outlines the OP's main objectives and the strategic objective of the ESF. Section 2.3 describes the overall allocation of OP and ESF resources. The allocation of ESF resources by measure is discussed in Section 2.4 and Section 2.5 describes the allocation of the ESF within the OP by public assistance rationale type. The number of Implementing Bodies involved in the delivery of ESF co-financed measures is discussed in Section 2.6. Finally, Section 2.7 outlines the main chapter findings and conclusions.

### 2.2 Objectives

The purpose of the EHRDOP is to address the labour market and human capital needs of the Irish economy over the 2000-06 period. The OP has seven overall objectives which are to:

- *'Promote employment growth and improve access to, and opportunities for, employment;*
- *Mobilise all potential sources of labour supply and enhance its quality in order to address skills and labour shortages across the economy as a whole;*
- *Promote the development of a strategic lifelong learning framework;*
- *Promote equal opportunities between women and men, in particular through a gender mainstreaming approach;*
- *Promote social inclusion with particular reference to the reintegration of the socially excluded and the long-term unemployed into the labour force;*
- *Strive for balanced regional development, by addressing the existing and potential education, training and skills deficits of the Border, Midland and Western and Southern and Eastern regions;*
- *Contribute to the protection and improvement of the environment.'* (EHRDOP page 62-63)

The European Commission aims to utilise the ESF to have a strategic and value-added role in contributing towards the achievement of the OPs labour market and human resources development objectives. Ireland's Objective 3 Policy Frame of Reference sets out the context for ESF assistance for human resource development, including the relationship with the four pillars under the European Employment Strategy (EES) process.

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<sup>1</sup> The description of the EHRDOP in this Chapter is based on the original OP and Programme Complement, i.e. the original number of measures and the original financial allocations. Throughout this report the term measure is used to refer to measures and sub-measures for ease of expression.

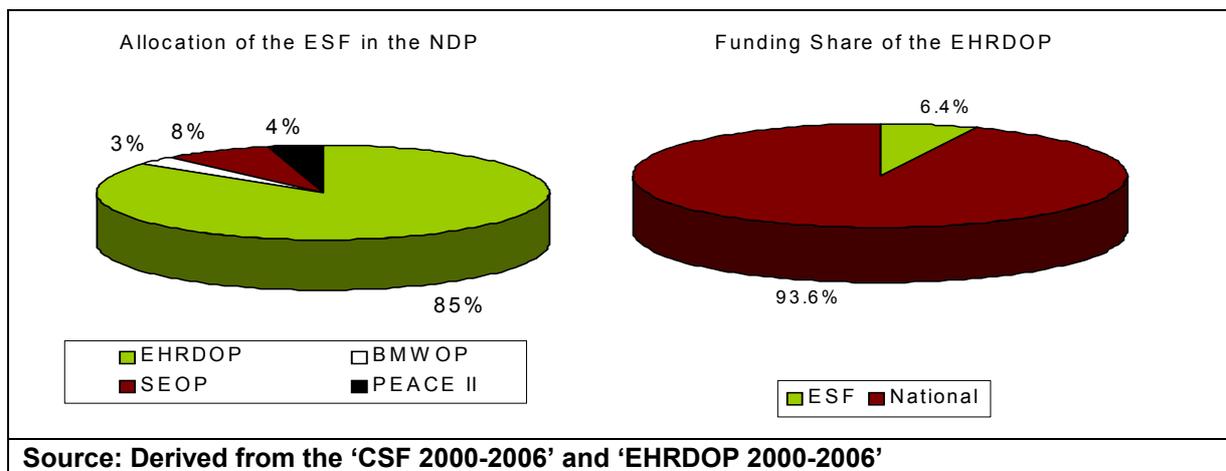
The overall aim of the ESF is to support and complement the EHRDOP's labour market and human resources development objectives by contributing to actions in support of the EES, the Annual Guidelines on Employment and the implementation of relevant Employment Recommendations. We discuss this in more detail in Chapter 7.

### 2.3 Overall OP and ESF Resources

The EHRDOP involves a total investment of €14.2bn. As such it is the second largest OP under the NDP/CSF, with planned expenditure equivalent to 27% of the National Development Plan (NDP). Planned expenditure on HRD has increased threefold over the 1994-99 HRD programme, albeit some of this increase is because some of the HRD investment funded under the current OP took place outside of the NDP framework.

The European Social Fund (ESF) funds €0.9bn or 6.4% of planned EHRDOP spend. This constitutes 85% of the total €1.057bn ESF funding available under the Irish CSF 2000-06. Figure 2.1 shows that the EHRDOP is the largest recipient of ESF funding in the National Development Plan but that the ESF represents a relatively small percentage of total OP spend.

**Figure 2-1: ESF in the NDP and the ESF's Funding Share of the EHRDOP**



### 2.4 Allocation of the ESF Resources by Measure

The EHRDOP consists of 51 measure/sub-measures and 21 or 41% of these are co-financed. Table 2.1 shows that the concentration of ESF co-financed measures varies by OP sub-programme.

All of the measures under the Entrepreneurship, Equality and Technical Assistance sub-programmes are co-financed whereas 36% (8 out of 22) of the measures under the Employability sub-programme and 22% (4 out of 18) of the measures under the Adaptability sub-programme are co-financed.

In terms of funding the ESF accounts for more than 40% of planned spend for the Equality and Technical Assistance sub-programmes, nearly 30% of the Entrepreneurship sub-programme and less than 7% of the Employability and Adaptability sub-programmes.

**Table 2-1: ESF Co-financed Measures by Sub-programme**

	All Measures	ESF Co-financed Measures	% of Measures with ESF Co-financing	ESF Share of Total Planned
Employability	22	8	36%	7.0%
Entrepreneurship	4	4	100%	30.0%
Adaptability	18	4	22%	5.0%
Equality	3	3	100%	45.8%
Technical Ass.	2	2	100%	47.9%
Infrastructure	2	0	0%	0.0%
<b>EHRDOP</b>	<b>51</b>	<b>21</b>	<b>41%</b>	<b>6.4%</b>

**Source: Derived from the DETE 'Human Resources Development Operational Programme'**

Table 2.2 lists all the measures under the EHRDOP and shows the ESF measures in the dark red colour. It shows that the share of planned spend accounted for by the ESF ranges from 2% to 75% across the 21 co-financed measures.

However, care needs to be taken in interpreting these figures, as in certain cases the ESF contribution relates to a specific component within the overall measure. The description of ESF co-financed measures in Appendix A describes the specific ESF co-financed element of each measure as well as describing each measure as a whole.

**Table 2-2: Planned Expenditure and ESF Expenditure by Measure, 2000-06**

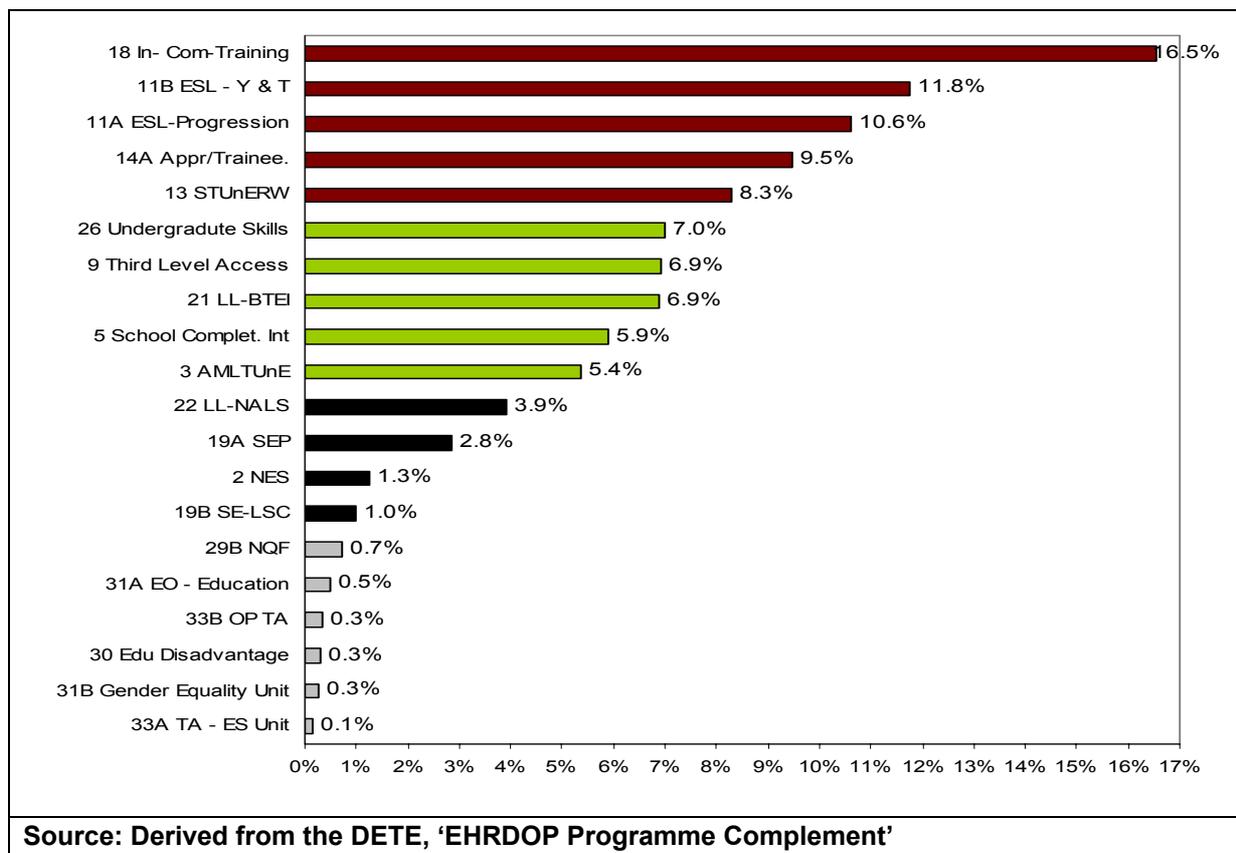
Code	Priority/Measure/Sub-measure	Total	ESF	ESF % of Total
	<b>Employability</b>	<b>7,677.5</b>	<b>539.7</b>	<b>7.0%</b>
1	Action Programme for the Unemployed	875.2	0.0	0.0%
<b>02 ESF</b>	<b>National Employment Service</b>	<b>276.0</b>	<b>11.5</b>	<b>4.2%</b>
<b>03 ESF</b>	<b>Active Measures for LTU and Socially Excluded</b>	<b>2,018.4</b>	<b>48.6</b>	<b>2.4%</b>
4	Early Education	103.1	0.0	0.0%
<b>05 ESF</b>	<b>School Completion Initiative</b>	<b>103.0</b>	<b>53.5</b>	<b>52.0%</b>
6	Early Literacy	16.0	0.0	0.0%
7	Traveller Education	13.5	0.0	0.0%
8	School Guidance Service	134.8	0.0	0.0%
<b>09 ESF</b>	<b>Third Level Access</b>	<b>129.1</b>	<b>62.8</b>	<b>48.7%</b>
10	School Modern Languages	31.8	0.0	0.0%
<b>11A ESF</b>	<b>Early School Leavers Progression</b>	<b>313.4</b>	<b>96.2</b>	<b>30.7%</b>
<b>11B ESF</b>	<b>ESL- Youthreach and Travellers</b>	<b>324.7</b>	<b>106.5</b>	<b>32.8%</b>
12A	SET-Tourism School Leavers	75.8	0.0	0.0%

12B	SET- Tourism	49.6	0.0	0.0%
12C	SET- Tourism (Education)	88.9	0.0	0.0%
12D	SET- Agriculture	81.8	0.0	0.0%
<b>13 ESF</b>	<b>Skills Training for the Unem. and Redundant Workers</b>	<b>182.4</b>	<b>75.0</b>	<b>41.1%</b>
<b>14A ESF</b>	<b>Apprenticeships/Traineeships-FÁS</b>	<b>967.5</b>	<b>85.7</b>	<b>8.9%</b>
14B	Apprenticeship- Education	120.4	0.0	0.0%
15	Employment Support Services	1,526.6	0.0	0.0%
16	Vocational Training and Pathways to Employment for People with Disabilities	240.7	0.0	0.0%
17	Integrate Ireland Language and Training Ltd (previously RLSU)	4.8	0.0	0.0%
	<b>Entrepreneurship</b>	<b>614.3</b>	<b>184.3</b>	<b>30.0%</b>
<b>18A ESF</b>	<b>In-Company Training- FÁS</b>	<b>146.5</b>	<b>61.0</b>	<b>41.7%</b>
<b>18B ESF</b>	<b>In-Company Training- EI</b>	<b>118.9</b>	<b>88.6</b>	<b>74.5%</b>
<b>19A ESF</b>	<b>Social Economy Programme</b>	<b>331.9</b>	<b>25.7</b>	<b>7.7%</b>
<b>19B ESF</b>	<b>Social Economy- Local Social Capital</b>	<b>17.0</b>	<b>9.0</b>	<b>53.1%</b>
	<b>Adaptability</b>	<b>3,369.9</b>	<b>167.6</b>	<b>5.0%</b>
20	Lifelong Learning- General Training	15.6	0.0	0.0%
<b>21 ESF</b>	<b>Lifelong Learning-BTEI</b>	<b>1,183.0</b>	<b>62.5</b>	<b>5.3%</b>
<b>22 ESF</b>	<b>Lifelong Learning-National Adult Literacy Strategy</b>	<b>101.2</b>	<b>35.4</b>	<b>35.0%</b>
23	Lifelong Learning- Further Education Support Services	48.6	0.0	0.0%
24a	Ongoing Sectoral Training- Cultural, Gaeltacht and Film	30.9	0.0	0.0%
24b	OST-Seafood	13.8	0.0	0.0%
24c	OST-Forestry	17.0	0.0	0.0%
24d	OST-Equine institute	1.9	0.0	0.0%
24e	OST-Agriculture	8.5	0.0	0.0%
24f	OST-Tourism	23.6	0.0	0.0%
24g	OST-Tourism Education	20.9	0.0	0.0%
25	MLT/HLTBS	1,581.9	0.0	0.0%
<b>26 ESF</b>	<b>Undergraduate Skills</b>	<b>117.5</b>	<b>63.2</b>	<b>53.8%</b>
27	Postgraduate Conversion Courses	63.9	0.0	0.0%
28A	Training for Trainers-Primary, Post-primary, and FE	86.4	0.0	0.0%
28B	Training for Trainers-FÁS	9.6	0.0	0.0%
29A	Quality Assurance (including training for trainers)	31.3	0.0	0.0%
<b>29B ESF</b>	<b>Quality Assur. cert. and national Qualifications Framework</b>	<b>14.4</b>	<b>6.5</b>	<b>45.0%</b>
	<b>Equality</b>	<b>20.8</b>	<b>9.5</b>	<b>45.8%</b>
<b>30 ESF</b>	<b>Educational Disadvantage</b>	<b>6.1</b>	<b>2.6</b>	<b>42.5%</b>
<b>31A ESF</b>	<b>Equal Opp Promotion and Monitoring- education</b>	<b>9.3</b>	<b>4.4</b>	<b>47.5%</b>
<b>31B ESF</b>	<b>Equal Opp Promotion and Monitoring- NDP</b>	<b>5.4</b>	<b>2.5</b>	<b>46.6%</b>
	<b>Infrastructure</b>	<b>2,504.3</b>	<b>0.0</b>	<b>0.0%</b>
32A	Education Infrastructure	2,431.9	0.0	0.0%
32B	Training infrastructure	72.4	0.0	0.0%
	<b>Technical Assistance</b>	<b>8.9</b>	<b>4.3</b>	<b>47.9%</b>
<b>33A ESF</b>	<b>Technical Assistance-Equality Studies</b>	<b>2.2</b>	<b>1.3</b>	<b>58.4%</b>
<b>33B ESF</b>	<b>OP Technical Assistance</b>	<b>6.8</b>	<b>3.0</b>	<b>44.4%</b>
	<b>Total</b>	<b>14,199.1</b>	<b>905.4</b>	<b>6.4%</b>

Figure 2.2 shows the share of planned ESF across each ESF co-financed measure. It shows that measures fall into four size categories as follows:

- Measures with an allocation of more than €85mn in ESF or more than 8% of the total ESF allocation for the OP. These measures include In-Company Training, Early School Leaving, Apprenticeship/Traineeship and Skills Training for the Unemployed and Redundant Workers (indicated by the dark red bars);
- Measures with an allocation of €48-63mn in ESF or 5-7% of the total ESF allocation for the OP. These measures include Undergraduate Skills, Third Level Access, Lifelong Learning – Back to Education Initiative, the School Completion Initiative and Active Measures for the Long-term Unemployed and Socially Excluded;
- Measures with an allocation of €9-35mn in ESF or 1-5% of the total ESF allocation for the OP. These measures include the National Adult Literacy Strategy, the National Employment Service and the two measures related to the Social Economy (see the black bars);
- Measures with an allocation of less than €6.5mn in ESF or less than 1% of the total ESF allocation for the OP. These include the three measures under the Equality sub-programme, the two technical assistance measures and measure 29B Quality Assurance/Certification and National Qualifications Framework (see the grey bars below).

**Figure 2-2: Share of Planned ESF Expenditure by Measure**



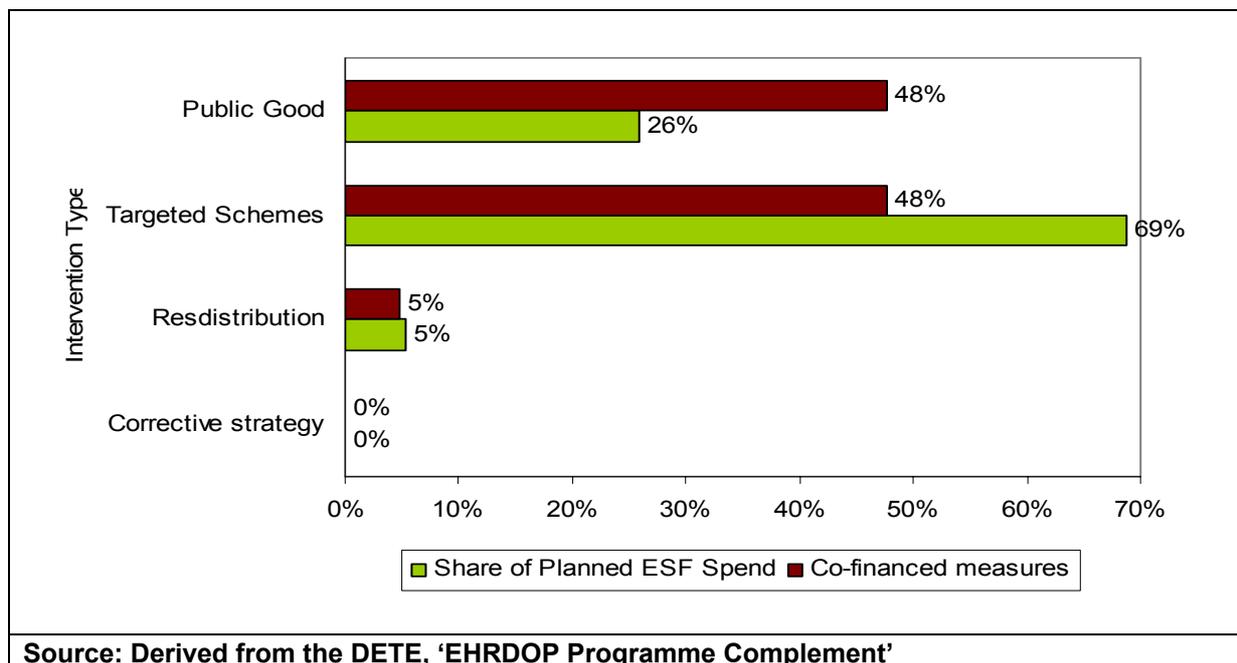
## 2.5 Allocation of the ESF by Intervention Type

Another way of examining planned ESF spend is in terms of the primary rationale for an intervention or the public assistance rationale types (PART), a classification developed by the ESRI during the Mid-Term Evaluation of the 1994-99 CSF. According to this classification there are four public assistance rationales as follows:

- Public Good: Spending to provide services that are thought to have a ‘public good’ characteristic that would inhibit their optimal provision in the private sector;
- Targeted Schemes: Designed to alter behaviour where private agents are thought to be inadequately informed, or where a specific externality exists;
- Redistribution: Subsidies whose primary effect is re-distributional in character;
- Corrective strategy: Schemes chiefly designed to alter relative prices facing private firms and individuals in order to correct for some externality.

Figure 2.3 shows the spread of the *number* of ESF co-financed measures by public assistance rationale type (indicated by the dark red bars) and the spread of planned ESF *spend* by public assistance rationale type (see the line green bars).

**Figure 2-3: Spread of ESF Co-financed Measures and Planned ESF Expenditure by PART**



Examining the co-financed measures by these rationale types shows that for ten measures the primary rationale is public good, ten can be regarded as targeted schemes and one measure can be categorised as redistributive (i.e. Active Measure for the Long-term Unemployed and Socially Excluded). The distribution of the co-financed measures by PART is not significantly different to the distribution of the non-co-financed measures by PART.

Examining the share of planned ESF spend by PART reveals a different picture - with a higher share of resources going to targeted schemes than public goods, 69% versus 26%. This reflects the relatively high share of ESF allocated to the targeted scheme type measures, in particular In-Company training, Lifelong Learning and Early School Leavers.

## 2.6 Allocation of the ESF by Implementing Body

Finally, we now examine the number of Implementing Bodies involved in the implementation of co-financed measures. Table 2.3 lists the six organisations involved in the implementation of co-financed measures, and the organisations that only implemented non-co-financed measures under the OP.

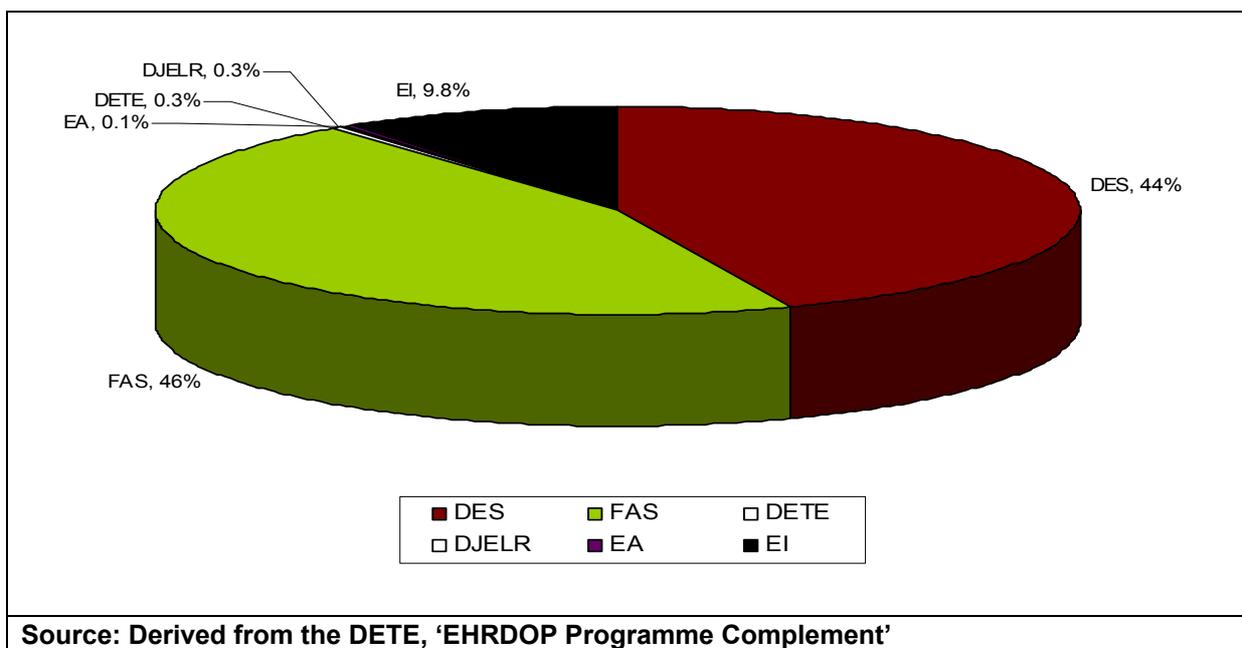
**Table 2-3: Implementing Bodies of Co-financed and Non-co-financed Measures**

Co-financed Measures	Non-co-financed Measures Only
Department of Education and Science	Department of Social and Family Affairs
FÁS	Fáilte Ireland
Department of Justice, Equality and Law Reform	Teagasc
Enterprise Ireland	Coillte
Equality Authority	Údarás na Gaeltachta
Department of Enterprise, Trade and Employment	Dept. of Agriculture and Food
	BIM

**Source: Derived from the DETE, 'EHRDOP Programme Complement'**

The allocation of ESF resources across the Implementing Bodies is shown in Figure 2.4. It shows that 90% of planned ESF funding goes to FÁS and, the Department of Education and Science.

**Figure 2-4: Spread of ESF Co-financed Measures and Planned ESF Expenditure by PART**



## 2.7 Chapter Conclusions

This Chapter provides an overview of the EHRDOP and the role of the ESF within the OP. It explains that the overall aim of the ESF is to help achieve the OP objectives through a focus on the EES process. An important factor in determining the added value of the ESF is the extent to which the ESF co-financed measures are linked to the EEG and how they contribute to the process of addressing recommendations under the NEAP process. We examine this issue in Chapter 7.

This Chapter also shows that while the EHRDOP is the largest recipient of ESF funding in the Irish CSF, accounting for 85%, the ESF only accounts for a small share (6.4%) of total funding in the OP. Furthermore, this relatively small share of funding is broadly spread across the OP. While the ESF accounts for only 6.4% of planned OP spend, more than 40% of the OP measures are co-financed (21 out of 51) and more than 45% (6 out of 13) of the Implementing Bodies implement co-financed measures.

The formulation of the next OP needs to factor in the advantages and disadvantages of such an approach. This is particularly important, as we see in Chapter 5, the level of ESF funding Ireland receives for the 2007-2013 period will be down considerably from the level in the current OP's.

Before we return to this issue in Chapter 7, Chapter 3 discusses the extent to which the MTE recommendations have been implemented, Chapter 4 discusses significant socio-economic developments, policy developments are described in Chapter 5 and Chapters 6 discusses financial and physical progress of ESF co-financed measures.

## 3 IMPLEMENTATION OF MTE RECOMMENDATIONS

### 3.1 Chapter Introduction

This Chapter examines the extent to which the recommendations in the Mid-term Evaluation of the EHRDOP were implemented as part of the Mid-term Review process or subsequently taken on board in programme implementation. It addresses item 1.a in the Terms of Reference, as shown below.

<b>1.a</b>	<i>'Review the key findings, conclusions and recommendations (including the more general recommendations related to programme management, etc., of the OP as a whole) of the Mid-Term Evaluation and assess the extent to which these were implemented in the subsequent Mid-Term Review of the programme, or taken on board later in programme implementation.'</i>
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Section 3.2 explains the process for addressing the conclusions and recommendations of the MTE report. Section 3.3 describes steps taken to implement the non-financial recommendations. Section 3.4 discusses the outcomes from the financial re-profiling exercise that took part during the Mid-term Review process. Finally, Section 3.5 presents the Chapter conclusions and identifies a number of lessons.

### 3.2 Addressing the MTE Conclusions and Recommendations

A Mid-Term Evaluation (MTE) of the EHRDOP was carried out and completed in September 2003 in accordance with Article 42 of Council Regulation 1260/1999. The MTE report, together with the Opinion of the Monitoring Committee on the report was transmitted to the European Commission at the end of October 2003. In early 2004 the Commission confirmed its acceptance of the Mid-Term Evaluation report. The evaluation of the EHRDOP fed into the wider Mid Term Review of the National Development Plan and Community Support Framework.

The conclusions and recommendations of the MTE report fall into two broad categories, non-financial recommendations and conclusions and recommendations relevant to the financial re-profiling exercise. The non-financial recommendations fall under the remit of the OP Monitoring Committee and Section 3.3 discusses progress in relation to the implementation of these. The financial conclusions and recommendations feed into the financial re-profiling process undertaken between the Managing Authority and Implementing Bodies. Section 3.4 discusses the financial re-profiling exercise that took place since the MTE and its consistency or otherwise with the conclusions and recommendations in the MTE report.

### 3.3 Implementation of Non-Financial Recommendations

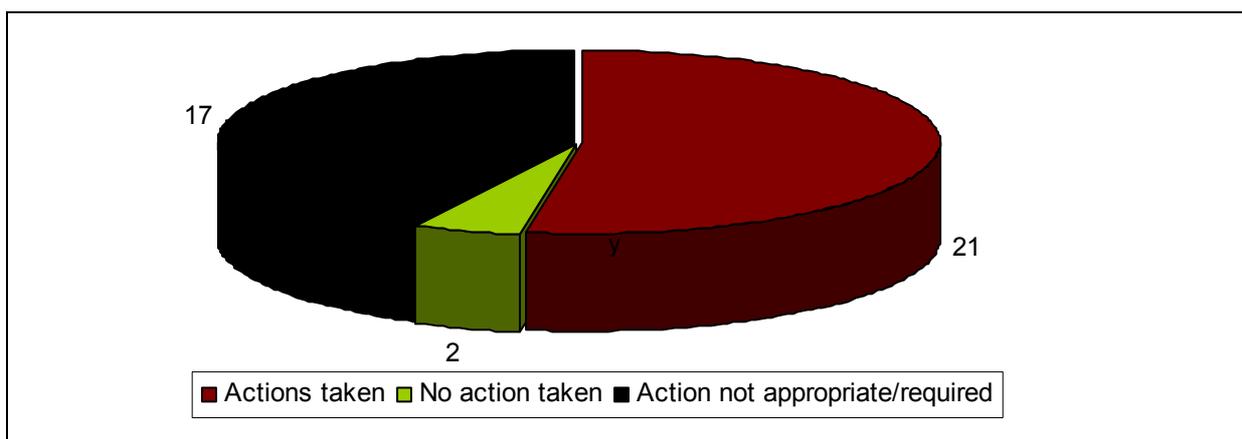
There has been a clear and well documented process for addressing the non-financial recommendations in the MTE report. Key aspects of this include the following:

- The Opinion of the Monitoring Committee on the MTE report, adopted in September 2003, which presents the Committee’s view on the non-financial recommendations;
- The requirement for the Managing Authorities of each OP to address the non-financial recommendations at the Spring 2004 Monitoring Committee meetings;
- The clear and concise recording of the views of the Monitoring Committee on the recommendations, on actions taken and on further actions required. This information is provided and updated in the document ‘Non-financial recommendations in the Mid-term Evaluation Report of the EHRDOP’ in advance of Monitoring Committee meetings.

Examining the status of the non-financial recommendations we see that they fall into three categories, as follows:

- **Action was deemed not to be appropriate or required:** For 17 of the 40 recommendations it was judged by the Monitoring Committee, in its formal opinion, that action was not appropriate or required. This category includes recommendations that are beyond the remit of the Monitoring Committee and recommendations that relate to general good practice rather than specific steps that could be taken within the remainder of the OP;
- **Action has been taken to implement the recommendation:** Action has been taken to implement 21 of the 23 recommendations that were deemed appropriate or required;
- **Action has not been taken to implement the recommendation:** Action has not been taken in relation to 2 of the 21 where action was deemed appropriate. See Figure 3.1.

**Figure 3-1: Number of Non-financial Recommendations Where Action Has Been Taken**



Source: Derived from ‘Non-financial recommendations in the Mid-term Evaluation Report of the EHRDOP – Update for the EHRDOP Monitoring Committee Meeting 22<sup>nd</sup> April 2005’

Figure 3.2 shows the status of the non-financial recommendations according to the areas in which recommendations were made, e.g. performance indicators, the horizontal principles, cost effectiveness etc. The dark red colour shows the number of recommendations in each area for which action has been taken, the lime green shows the number of recommendations where action has not been taken, and the black bars shows where the Monitoring Committee, in its formal Opinion on the MTE report, decided that action was not appropriate or required. It shows that most of the recommendations in this latter group fall into the categories of project selection and cost effectiveness.

**Figure 3-2: Status of Non-financial Recommendations by Category**

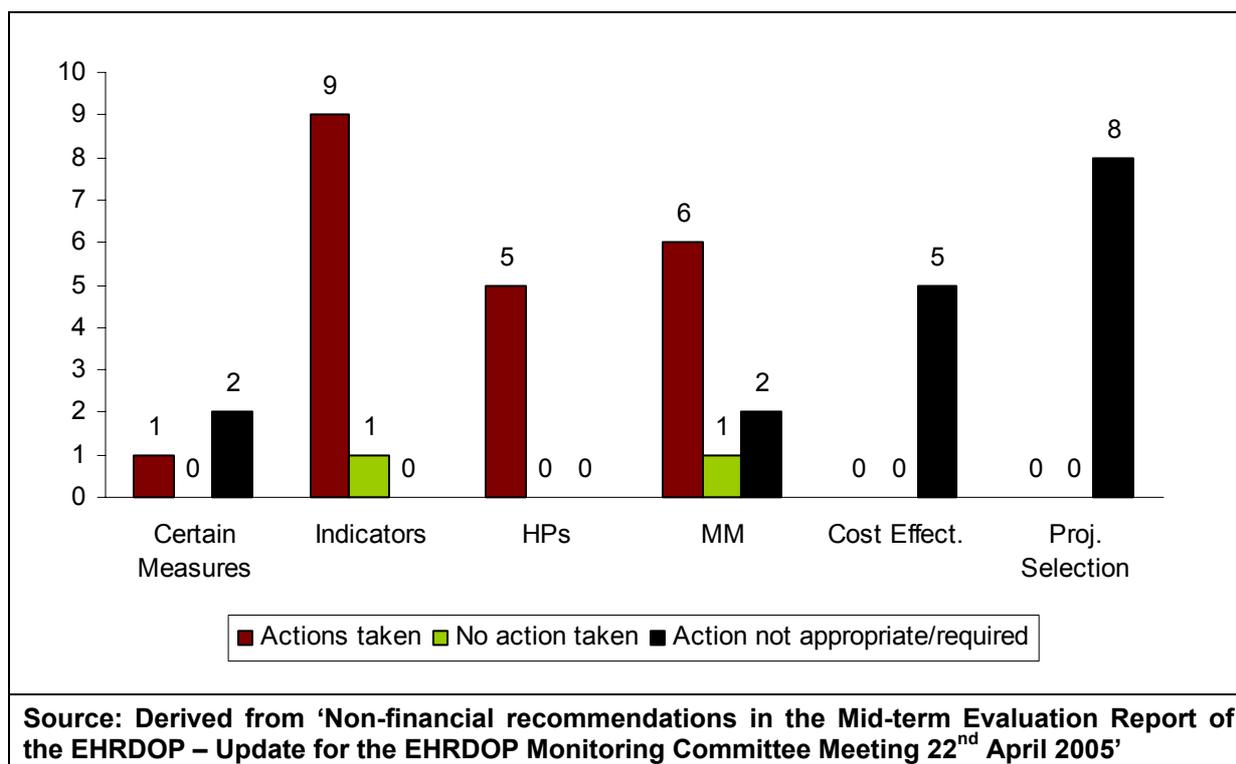


Figure 3.2 also shows the high level of action taken to implement recommendations in relation to Performance Indicators and Management and Monitoring. The actions taken in relation to these recommendations, and indeed all the recommendations, are summarised in the next six pages.

The process of prioritisation of measures for Horizontal Principles (HPs) and efforts to better integrate the HPs addressed or superseded the recommendations in relation to the HPs. This process of direct engagement between the Implementing Bodies and the specialised units was felt to be particularly useful by most stakeholders. We feel this offers a number of lessons for the introduction of new concepts into programme planning and we return to these in the chapter conclusions in Section 3.5.

We recommend that the development of future programmes learn from these lessons, see recommendation FP 3 in Section 8.3 in the Executive Summary.

### Certain Measure (PF): Recommendations

**PF4:** *The Community Employment Programme (Measure 03) should be divided into three separate schemes:*

*(a) a labour market progression-related element which remains in FÁS; (b) a mainstream element, for activities currently funded under CE but which essentially involve the provision of mainstream public services, which transfers to the relevant government department or agency; (c) a community development (non-progression) element, which transfers to the Department of Community, Rural and Gaeltacht Affairs.*

Part (a) would remain in EHRD and in DETE/FÁS. Part (b) would cease to be NDP funded. Part (c) would transfer to the two Regional OPs.

**PF5:** *The Social Economy Measure (Measure 19A), as a non-HRD activity, should transfer out of the EHRDOP/ETE/FÁS to the Regional OPs/Department of Community, Rural and Gaeltacht Affairs*

**PF6:** *In the case of In-company Training we recommend that a new Sub-Measure 18C be adopted with the aim of ensuring that the indicative 2004-06 allocation for Measures 18A and 18B be spent, i.e. the difference between likely spend under Measures 18A and 18B and the total amount allocated for in-company spend. This financial allocation is shown in Table 1 and is estimated at €32.6mn. Activity under this Measure should include projects funded under the first call for proposals (estimated at €10.7mn) and projects funded as a result of the recent work of the sub-group set up by the Monitoring Committee. Furthermore, there should be an additional open call to the market.*

*In putting it out to further tender, the scope and definition of eligible applicants and activities should be re-examined so as to better reflect the lifelong learning agenda. Specifically, a wider concept of 'training in companies' where employees rather than employers are the main beneficiaries should be considered, and the bar on applications by individual companies and commercial training providers should be re-considered in terms of their continued relevance in this context. In addition, the call for proposals should be much more widely promoted, including use of national newspapers and other media.*

### Certain Measures (PF): Actions Taken?

**PF4-PF5:** No, judged not to be appropriate. In its formal Opinion on the MTE the Monitoring Committee agreed that, as Community Employment and the Social Economy Programme were being discussed in other fora, and were the subject of formal reviews, it was not appropriate for the Monitoring Committee to form an opinion on these recommendations in the MTE report.

**PF6:** Yes, a number of actions have been taken. The amount of ESF funding available was maintained at approximately €60mn. FÁS began to roll out additional In-Company training activity in Spring 2005 and the DETE will be launching a second public Call for Proposals from mid-2005 (and has appointed a Technical Support Unit to assist in the process).

These recommendations have been implemented, where deemed appropriate, and no further action is required other than continued monitoring of progress with regard to CM3.

### Performance Indicators (PI): Recommendations

**PI1:** *Indicators should be defined where this is not already the case;*

**PI2:** *Once indicators have been defined, these should be assembled and up to date;*

**PI3:** *OP level indicators should be defined so that they reflect funded activities (the current OP indicators are largely context indicators);*

**PI4:** *Priority-level indicators should be redefined so that they are consistent with funded activities, target values should be set and indicators should be monitored and reported to the Monitoring Committee;*

**PI5:** *There should be a review of data collection and reporting systems at Implementing Body level with a view to improving current procedures so that in*

*all cases output and result indicators are reported on an annual basis;*

**PI6:** *Follow-up surveys should be organised jointly, on a common basis, for the OP as a whole, given the failure to date of individual agencies (with the exception of FÁS) to do it individually. Whether this involves a single or individual contracts with surveyors is an operational matter for the Implementing Bodies involved;*

**PI7:** *The DES needs to assign clear responsibility internally and in each implementing agency for assembling and reporting agreed OP indicators;*

**PI8:** *NUTS II level indicators should be assembled and reported and targets should be set. Progress reports for inter-regional Measures should include commentary on progress by NUTS II Region;*

**PI9:** *Regarding NUTS III level, there should be some minimum level of regular reporting and commentary, e.g. NUTS III expenditure data could be provided, and Progress Reports could comment on any major trends or developments at NUTS III level;*

**PI10:** *There should be centralised activities, e.g. seminars and workshops in Implementing Bodies which would create interest in and culture of performance measurement so that it will not be seen as a purely meaningless burden, but rather as a useful tool for gauging progress and assisting proactive management and best use of resources.*

#### Performance Indicators (PI): Actions Taken?

**PI1-PF2:** Yes, in early 2004 the NDP/CSF Evaluation Unit reviewed the performance indicators for all measures in the OP, in consultation with the Implementing Bodies, and made proposals for changes where appropriate. Revised performance indicators were reflected in the new Programme Complements agreed in December 2004, although it is acknowledged that further work is recommended for some measures.

**PI3-PF4:** Yes, but requires additional action. The text of the OP was revised through a Commission Decision in December 2004 to allow for the Monitoring Committee to re-define indicators at OP and Priority level. The Managing Authority has signalled it would welcome the assistance of the NDP/CSF Evaluation Unit in progressing these recommendations further.

**PI5:** Yes, a number of Implementing Bodies have reviewed their data collection and reporting systems.

**PI6:** No. Following discussion of this recommendation, it became clear that the Implementing Bodies have mixed views about the practicality of jointly organised follow-up surveys and point out that for some measures (e.g. those focusing on systems and structures), follow-up surveys are not appropriate. There are also concerns that multi-agency engagement with some client groups could distort the data, by double-counting clients.

**PI7:** Yes, the DES held seminars for its measure managers in early 2005.

**PI8:** Yes, the Managing Authority issued a revised template for measure-level Progress Reports in Spring 2005, highlighting the fact that indicators should be reported against the targets in the Programme Complements, which are at NUTS II level. Financial progress is reported at this level for each measure.

**PI9:** Yes, the revised Progress Report template also restates the requirement to report at NUTS III level, where appropriate.

**PI10:** Yes. The DES held a number of seminars for its measure managers. The Managing Authority has noted that it is open to the holding of seminars on indicators, but this would require the assistance of the NDP/CSF Evaluation Unit. The holding of any such seminars has to be balanced against other priorities for the management of the OP, the preparation of material for the 2007-2013 Structural Funds and the level of resources available to both the Managing Authority and the Evaluation Unit.

These recommendations have been largely implemented although ongoing monitoring will be needed in relation to the impact of the actions taken. Further action would be required in relation to PI 3, PI 4 and PI 6.

### Horizontal Principles (HP): Recommendations

**HP1:** in relation to gender equality, actions should continue and intensify to fully mainstream it across the Operational Programme. Specifically:

- all Measures should collect and report their participant information on a gender-disaggregated basis. Although already a requirement, this is not happening across all relevant Measures, and is particularly limited with regard to result and impact indicators;
- reporting of positive actions to promote gender balance (female and male) should continue. Where current Measure reporting is very generic it should become specific and reporting of progress should focus on specific tangible actions, e.g. revision of eligibility criteria, provision of childcare;
- provision of more flexible training delivery should be extended, including increased part-time provision.

**HP2:** in relation to wider equal opportunities:

- the data collection system should be reviewed as to the feasibility of collection of data under the four grounds (which is essentially personal characteristics of people);
- there is a need to consider how this should be usefully reported for Monitoring Committee purposes;
- that the results of research by the EA Equality Studies Unit on how Measures should address this horizontal principle should be considered by the Monitoring Committee when available

**HP3:** in relation to social inclusion:

- that data on the pre- and post-course status be collected, e.g. profile of participants in identified 'at risk' groups;
- that the planned leavers survey focus on this issue;
- that the focus on individual action plans and progression paths under the National Employment Service be ramped up (consistent with our financial proposals).

**HP4:** in relation to environment:

- that a number of key Measures where this is most relevant should be chosen;
- that information collection and reporting requirements should apply only to these Measures;
- in relation to rural development:

**HP 5:** in relation to rural development:

- the RD horizontal principle should be defined as ensuring that people in rural areas have, within reason, reasonable access to EHRDOP-funded education and training;
- the extent to which this is the case could be regularly reported upon in the Monitoring Committee reports;
- no data need be used to monitor this horizontal principle.

### Horizontal Principles (HP): Actions Taken?

**HP1-HP5:** Yes. Most of the recommendations under this heading have been addressed or superseded by the rationalised reporting arrangements for the Horizontal Principles agreed in 2004 by the OP Monitoring Committee and the NDP/CSF Monitoring Committee. In addition, the revised measure-level Progress Report template, issued by the Managing Authority in Spring 2005, has reminded the Implementing Bodies of the need to provide data on a gender-disaggregated basis; the template also summarised the relevant Horizontal Principle(s) to be reported on for each measure. The Horizontal Principles Co-ordinating Units will analyse the reports on the Principles - provided for the first time in the new agreed format for the Spring 2005 Monitoring Committee - and will report to the Autumn 2005 meeting on any issues arising.

### OP Management and Monitoring (MM): Recommendations

**MM1:** *The focus of the Monitoring Committee meetings needs to be consistently wider than reviewing expenditure issues which often currently predominate, but should be more proactive in addressing issues such as bottlenecks and delays, such as costs and cost-effectiveness, performance indicators, and wider strategic issues. In this context full rather than half-day meetings could be considered to allow additional time for such discussion;*

**MM2:** *More resources need to be devoted to the central OP management and monitoring function, specifically technical assistance resources on problematic areas such as performance indicators, reporting formats and horizontal principles. This would be put at the disposal of individual Implementing Bodies to help overcome specific issues or difficulties, e.g. Department of Education and Science in relation to improved assembly and reporting of performance indicators;*

**MM3:** *Consideration should be given to establishing a smaller management sub-committee within the overall Monitoring Committee, as the latter is too large and meets too infrequently to take on any effective shorter-term managerial role;*

**MM4:** *Consideration should also be given to establishment of a number of working groups on specific issues (as has been done in relation to in-company training) such as lifelong learning, indicators and reporting, and the horizontal principles. These should have a role in discussing particular problems, agreeing actions to be taken and ensuring that action are undertaken effectively. These should be kept small, have practical and tangible objectives, develop specific work programmes, meet frequently, but have a limited life;*

**MM5:** *Progress reports should be sent to Monitoring Committee members in advance of meetings, be shorter, have less description and more analysis and commentary, and more identification and tracking of agreed actions. In addition it could be more clearly indicated to Monitoring Committee members in advance of meetings what the key issues are and what is the nature of the issues to be discussed. We recognise that timely provision of reports is subject to the Managing Authority receiving timely and appropriate inputs from all Implementing Bodies;*

**MM6:** *The Monitoring Committee structure should have a role, at least consultative, in decisions with regard to annual financial allocations, both co-financed and other, to Measures;*

**MM7:** *Members of the Monitoring Committee should take an active role in the Committee proceedings and should not see themselves as merely defenders of the interest of their individual organisations, (or of the part of organisations for whom they work);*

**MM8:** *The Monitoring Committee should explore the implications of the National Spatial Strategy approach to balanced regional development for EHRD up to 2006 and beyond. This would be in line with Departmental commitments to examine the implications of the NSS for them;*

**MM9:** *The Managing Authority and the Department of Finance should discuss the further role of the NDP/Structural Funds computer system in terms of monitoring expenditure and associated physical indicators (e.g. outputs and results). Following this a clear indication should be given to Monitoring Committee members as what monitoring information, if any, will be directly accessible from the NDP/Structural Funds computer system.*

### Recommendations (MM): Actions Taken?

**MM1:** Yes, the Managing Authority has widened the focus of Monitoring Committee meetings and each meeting now examines wider strategic issues related to the ESF as well as the standard progress reports. Use has been made of full-day meetings where the agenda requires it.

**MM2:** Yes, the issues covered by this recommendation have substantially been dealt with - see actions taken under Performance Indicators and Horizontal Principles.

**MM3:** No, action deemed not to be appropriate. There was consensus, in the Monitoring Committee's Opinion on the MTE report, that the establishment of a Management Sub-Committee would result in the exclusion of some members and could undermine the requirement under the

EU Regulation for broad representation on the Monitoring Committee.

**MM4:** Yes, in essence. There was broad agreement with this recommendation, provided that the work of these groups does not overlap with, or displace the work of, groups established under the Social Partnership process and that any such working groups would have to add value to the work of the Monitoring Committee. In practical terms, issues such as performance indicators and the Horizontal Principles have been dealt with through bilateral contacts with Implementing Bodies, without the need for Sub-Committees.

**MM5:** Yes. The Managing Authority has reviewed reporting arrangements since early 2004, firstly by improving the accuracy and quality of financial reporting tables and secondly by reviewing and revising, where necessary, the template for measure-level progress reports. It has been emphasised to Implementing Bodies that progress reports should be shorter, with less description and more commentary on progress made under the measure..

**MM6:** No, action deemed to be inappropriate. It was agreed that the annual Estimates process is a matter for Government and, while the views expressed in the Monitoring Committee could be reflected back to the Department of Finance, there is no direct role for the Committee in the Estimates process.

**MM7:** Yes. More active participation by the Implementing Bodies in the Monitoring Committee meetings has been facilitated by the Managing Authority. A system has also been introduced by the Managing Authority to ensure systematic follow-up to issues raised at Monitoring Committee meetings.

**MM8:** No.

**MM9:** Yes. The revised progress report template issued by the Managing Authority in Spring 2005 reminded Implementing Bodies of the requirement to input data on the Structural Funds computer system. The requirement has also been brought to the attention of the Implementing Bodies by the Department of Finance at Monitoring Committee meetings.

Most of the above recommendations have been addressed by the Managing Authority.

#### Costs, Cost Effectiveness and Value for Money (CEV): Recommendations

**CEV1:** *The issue of costs, cost-effectiveness and VFM should become a much greater preoccupation at Monitoring Committee level, and agencies should be asked to report on it (although we are fully aware of the danger that if not done in the right spirit this could merely add another requirement to an already over-extended list);*

**CEV2:** *Research should be carried out with regard to the levels and make-up of costs in particular types of education and training, e.g. the extent between the balance of labour and non-labour costs, the extent to which costs are fixed or variable, etc;*

**CEV3:** *The Committee should review procedures used across the OP for ensuring cost-effectiveness and value for money. This is not suggesting that such processes do not exist, indeed it is likely that in some cases quite effective processes may exist, e.g. comparisons of typical costs;*

**CEV4:** *More competition in delivery and a wider range of providers should both be used as a method of both benchmarking OP costs and helping to keep these costs down;*

**CEV5:** *Use of the PPP process should be extended as a potential tool for achieving cost-effective education and training infrastructure provision.*

#### Costs, Cost Effectiveness and Value for Money (CEV): Actions Taken?

**CEV1-5:** No, judged not to be appropriate. In the Committee's Opinion on the MTE report it was agreed that it was not the role of the Monitoring Committee to engage in specific reviews. In addition, the capacity of the Committee to undertake such assessment/evaluation work was questioned, as

was the added value that a Committee of this nature could bring to such a technical area given Implementing Bodies arrange quite a lot of this type of activity already. The formal Opinion acknowledged the need for cost effectiveness and value for money in the OP and the Committee agreed that it could, perhaps look at specific evaluation reports on occasion but could not conduct reviews of specific matters itself.

#### Project Selection (PS): Recommendations

**PS1:** Provider selection at Measure/Sub-measure level should normally be undertaken by a Selection Committee or Steering Group, comprised of relevant stakeholders and with some external input;

**PS2:** The use of scoring, weighting and rating techniques should be applied in the selection process, all providers should be informed, in advance, of the selection criteria and of their relative importance;

**PS3:** Increased competition (tendering) in provider selection should be ensured at Measure/Sub-measure level for the remainder of the OP. At a minimum, 'restricted' tendering processes should be undertaken for provider selection in all measures. (The OP, Section 9.3.3, contained a commitment to consider the results of a previous approach on the potential for a more market-driven approach to EHRDOP provision);

**PS4:** The provider selection process at Measure/Sub-measure level should be extended to include a wider range of potential providers e.g. private education colleges, community education providers, and private training providers (including Northern Ireland ones);

**PS5:** Necessary promotion and supports to be put in place to encourage applications from a wider range of providers, and to assist potential applicants who may be unfamiliar with public funding procedures (e.g. regional seminars, clear contact points);

**PS6:** Provider selection to be subject to on-going monitoring. It should be reported upon at Measure/Sub-measure level in the six monthly and annual Progress Reviews. Progress made in increasing competitiveness in provider selection should specifically be reported;

**PS7:** Good practice guidelines in project/provider selection should be developed and circulated to all implementing agencies in the OP and future potential providers;

**PS8:** Project selection details in the Programme Complement to be updated, based on the good practice guidelines.

#### Project Selection (PS): Actions Taken?

**PS1-PS8:** No, implementation of these recommendations was judged not to be required/relevant. In its official Opinion of the Monitoring Committee on the MTE it was noted that the principles of competitive tendering (PS 3), pre-announced selection criteria and rating systems (PS 2) are followed where applicable, for example in selecting projects under the In-Company Training measure, or in Implementing Bodies commissioning reports or evaluations, etc. With regard to PS4, i.e. the broadening of the provider selection process to include a wider range of providers, it was noted that this could be challenged on the grounds that it could be contrary to existing policy and would raise practical difficulties in its implementation. The practicality of implementing recommendation PS1 was questioned by the Monitoring Committee as the recommendation appeared to be more appropriate to measure level and not to project level. The feasibility of acting on the remaining recommendations was judged to be questionable in the context of the particular nature of the measures in the OP, which are often delivered through the statutory education and training systems.

### 3.4 Financial Re-profiling Since the MTE

The EHRDOP Managing Authority carried out a detailed assessment, in collaboration with the relevant implementing bodies, of the progress of each ESF-funded measure during late 2003 and early 2004. As a general rule, the proposals for reallocation of ESF aid was based on the potential spend of each measure over the entire 2000-2006 period.

On the advice of the European Commission the Managing Authority was advised that allocations for 2000-2003 could not be reallocated, although implementing bodies could continue to incur expenditure and make claims against the 2000-2003 allocations up to the end of the programme. However, if the level of the 2000-2003 allocation is not reached the ESF allocation is lost to the programme.

The EHRDOP Monitoring Committee approved the re-profiling of ESF resources at the Monitoring Committee meeting of 31<sup>st</sup> March 2004. The following were the key results from this process:

- An increased allocation of ESF of €37.84mn for the Employability sub-programme, a reduction of €13.58mn for the Entrepreneurship sub-programme, a reduction of €32mn for the Adaptability sub-programme, a reduction of €0.18mn for the Equality sub-programme and a reduction of €1.1mn for the technical assistance measures;
- The transfer of €9mn in ESF aid from the EHRDOP to Childcare provision in the two Regional OPs. The money came from the Local Social Capital measure (19B), which had not commenced activity and which it had been determined was unlikely to produce activity eligible for ESF support. Transferring the resources to Childcare provision was a strategic response to the recommendations made in successive Joint Employment Reports and in the report of the Employment Taskforce (the "Kok Report") that Ireland should provide additional and more affordable childcare places to enable increased participation in the labour market, particularly by women;
- Identification that €9.42mn is likely to be lost to the OP and the NDP altogether, due the fact that 2000-2003 allocations which are not likely to be spent and cannot be re-allocated.

Table 3.1 shows the reallocation of resources for each co-financed measure.

**Table 3-1: Reallocation of ESF Resources 2004-06**

Measure/Sub-programme	Agency/body	Reallocation €m.
<b>Employability</b>		<b>37.840</b>
2 National Employment Service	FÁS	0.000
3 Active Measure for the LTU	FÁS	0.000
5 School Completion Initiative	D/ES	4.218
9 Third Level Access	D/ES	-17.430

11A	ESL Progression	FÁS	0.000
11A	ESL Progression	D/ES	-1.532
11B	ESL – Youthreach & Travellers	D/ES	48.004
13	Skills Training for Unemployed	FÁS	11.580
14A	Apprenticeship/Traineeship	FÁS	-7.000
	<b>Entrepreneurship</b>		<b>-13.580</b>
18A	In Company Training	FÁS	0.000
18B	In Company Training	ENT. Irl.	-67.280
18C	In Company Training		-67.280
19A	Social Economy Programme	FÁS	-8.180
19B	Local Social Capital	FÁS	-5.400
	<b>Adaptability</b>		<b>-32.001</b>
21	Lifelong Learning – BTEI	D/ES	-21.070
22	Lifelong Learning – Adult Literacy	D/ES	0.000
26	Undergraduate Skills	D/ES	-12.190
29B	Quality Assurance – Certification & NQF	D/ES	1.259
	<b>Equality</b>		<b>-0.180</b>
30	Educational Disadvantage	D/ES	-1.259
31A	Equal Opps. Promotion & Monitoring	D/ES	-0.700
31B	Equal Opps. Promotion & Monitoring - NDP	D/JELR	0.000
31B1	Equality for Women	D/JELR	1.779
	<b>Technical Assistance</b>		<b>-1.079</b>
33A	Technical Assistance – Equality Studies	Equality Auth	-0.179
33B	OP Technical Assistance	D/ETE	-0.900
	<b>OP Total</b>		<b>-9.000</b>

An important issue is the extent to which these recommendations are consistent with the conclusions in the MTE report. Given that the basis for these re-allocations was the potential spend of each measure over the entire 2000-2006 period, the most relevant section in the MTE report is Section 5.6.3 which presents the evaluators conclusions on whether measures were likely to meet their financial forecasts. There is consistency with the evaluator’s conclusions, in Table 5.21 in Section 5.6.3 of the MTE, with the measures where money has been re-allocated. That is, for the measures where money has been re-allocated as part of the financial re-profiling exercise, the evaluator had concluded that these measures were unlikely to achieve their financial forecasts.

Another important question is whether the MTE identified any measures that it felt were so important that financial re-profiling should not take place on the basis of potential spend based on progress to date. We saw in Section 3.4 that the MTE singled out In-Company Training in this regard and indeed the financial re-profiling is consistent with this recommendation, i.e. money was not transferred from this measure.

Figure 3.3 on the next page summaries the reasons for transfer of ESF funds for each relevant ESF co-financed measure.

**Figure 3-3: Reasons for Measure Level Reductions in ESF Allocations**

<p><b>09 Third Level Access:</b> The DES estimated that ESF expenditure over the entire OP period would be €45.37mn, which equates to the allocation for the period 2000-2003. The ESF allocation for the period 2004-2006 was reduced to nil and transferred to measure 5 School Completion Initiative (€4.218mn) and measure 11B Youthreach and Travellers Training Workshop (€13.212mn).</p>
<p><b>11A Early School Leavers Progression – CTW, DES:</b> The DES estimated their part of this Measure will spend €5.971mn, €1.532mn below the ESF allocation. The ESF allocation was reduced by €1.532mn and transferred to measure 11B Youthreach and Travellers Training Workshop.</p>
<p><b>14A Traineeship:</b> FÁS estimated the original allocation would not be spent and the 2004-2006 ESF was reduced by €7mn and transferred to measure 13 Skills Training for the Unemployed and Redundant Workers.</p>
<p><b>19A Social Economy:</b> FÁS estimated total spend would be €11.7mn, leaving a potential shortfall of €14mn. The 2004-2006 allocation of €8.18mn was reduced to nil and re-allocated as follows: €3.6 million to the Regional OPs for Childcare provision; €4.58 million to Measure 13 (Skills Training). Therefore, unless the ESF drawdown rate can be increased to match the 2000-2003 allocation of €17.52mn, there will be a loss of ESF funds to Ireland under this measure of €5.82mn.</p>
<p><b>19B Local Social Capital:</b> The 2004-2006 allocation was reduced to nil and the €5.4mn re-allocated to the Regional OPs. When this measure was included in the OP, it was envisaged that further research into the concept of Local Social Capital would be required before a programme of activity could be designed and implemented. It was decided not to proceed with this Measure, in light of the fact that no activity and debate existed as to what the conception of local social capital meant. An ESF loss to Ireland of €3.6mn seems inevitable.</p>
<p><b>26 Undergraduate Skills:</b> The DES estimated, pending the outcome of the test claims, it could draw down the OP Forecast of €38.84mn for 2000-2003 and proposed that half the 2004-06 OP Forecast for ESF aid of €24.38m be transferred to Youthreach and Travellers Training Workshop (Measure 11B) involving an amount of €12.19 n.</p>
<p><b>21 LLL Back to Education:</b> The DES estimated there could be a potential shortfall of €26.391mn. The ESF allocation for 2004-2006 was reduced to nil and transferred to measure 11B Youthreach and Travellers Training Workshop. To avoid a loss of ESF aid in respect of the 2000-2003 allocation, the DES will have to produce claims over the OP period to the amount of €41.38m.</p>
<p><b>30 Education and Equality Initiative:</b> The DES proposed a transfer of €1.259mn to measure 29B Certification and National Qualifications Framework to reflect its expansion to encompass HETAC and FETAC (which are engaged in similar work and complement the NQAI).</p>
<p><b>31 Equal Opportunities Promotion and Monitoring – Education:</b> The DES proposed that €0.7 million be re-allocated from the 20004-2006 allocation for this Measure to Measure 31B1 (Equality for Women).</p>
<p><b>33A Equality Studies Unit:</b> The 2004-2006 allocation for this Measure was reduced by €179,000 and that this sum was re-allocated to Measure 31B1.</p>
<p><b>33B OP Technical Assistance:</b> The 2004-2006 ESF allocation was transferred to measure 31B1 (Equality for Women), operated by the Department of Justice, Equality and Law Reform. Match funding will have to be found from that Department's own resources.</p>

## **3.5 Chapter Conclusions**

### **3.5.1 Overview**

In this Chapter we examined evidence in relation to the first task in the Terms of Reference, i.e. task 1.a actions taken to implement the recommendations of the MTE report. We now conclude, in Section 3.5.2, on the extent to which the recommendations have been implemented. In Section 3.5.3 we draw out lessons for the introduction of new concepts into programme planning which we feel emerge from the experience of the Horizontal Principles under the OP.

### **3.5.2 Extent of Implementation**

We saw in Section 3.3 that there has been a clear and well documented process for capturing the actions taken in relation to the non-financial recommendations in the MTE report. Key aspects of this include the Opinion of the Monitoring Committee on the MTE report, the requirement for the Managing Authorities of each OP to address the non-financial recommendations and the clear recording, by the Managing Authority, of actions taken.

Our overall conclusion is that appropriate actions have been taken to implement the non-financial recommendations in the MTE report. There has been a high level of action in relation to the recommendations where the Monitoring Committee felt action was appropriate. Of the 23 recommendations, where action was deemed appropriate, concrete actions have been taken for 21. It is also recognised by the Managing Authority that there is a need to monitor on an ongoing basis the impact that actions taken have had and a process is in place to do this. In the Executive Summary we recommend that this process continue for the remainder of the current programme, see recommendation CP 1 in Section 8.2.

The process of prioritisation of measures for Horizontal Principles and efforts to better integrate the HPs has been a useful one. However, it is important that Implementing Bodies remain aware that purpose of selecting a reduced number of measures for each HP is to support a learning process of how to better integrate the HPs into mainstream programmes. It does not suggest that the HPs are not relevant, in the broader sense, to the measures that have not been selected. The experience also highlights the need for specialised units or expertise to assist in the integration of the HPs. This is because the process of integration is not a simple or straightforward process. We recommend that the development of future programmes learn from these lessons, see recommendation FP 3 in Section 8.3 in the Executive Summary.

The financial re-allocations exercise has also been clearly documented. The primary focus of the re-profiling exercise was to ensure the maximum drawdown of ESF funding for Ireland while still maintaining a focus on strategic considerations. Overall this has been achieved. The transfers from measures were consistent with the conclusions in the MTE report as to the likelihood of achieving expenditure forecasts. In addition, the financial allocation for In-Company Training was maintained given its strategic importance. However,

### 3.5.3 *Lessons for Introducing New Concepts into Programme Planning*

We feel the experience of the OP in relation to the HPs offers a number of lessons for the introduction of new concepts into programme planning, in general, as presented below.

1. **There is a need to undertake detailed ex-ante analysis.** There is a need to identify the relevance of the concept to the Programme and its measures. In particular, there is a need for very clear objectives in relation to what is to be achieved by the new concept. Some form of prioritisation is also required, in order to establish whether the concept is of equal relevance or importance to all measures. In addition, a clear menu of possible actions should be available to Implementing Bodies to assist them incorporate and address the concept.
2. **There is a need to effectively incorporate the concept into programme design and monitoring arrangements.** There is a need for very clear reporting procedures, including examples of good practice in reporting. It should be clear as to what, if anything, is required in relation indicator production – bearing in mind the capacity for data collection and analysis. There also needs to be some form of ‘stick and carrot’ mechanism in place to reward good practice and to provide a disincentive to lack of adoption of the concept.
3. **There is a need to plan for future evaluations.** It is important to be clear on how the concept will feature in future evaluations and to build it into the appropriate evaluation framework. In particular, it is important to for future evaluates to focus on the ‘process’ *and* the ‘impacts’ of the concepts. For example, in the case of social inclusion it is important for the evaluations to examine what impact the measures is having on social inclusion and not just the process through social inclusion is being integrated into measures, such as reporting etc.
4. **There is a need to recognise it is an ‘ongoing’ process.** There is a need to recognise that the introduction of any new concept is an ongoing learning process and to reflect this in ongoing monitoring and evaluation. There is a role for ongoing technical assistance and expert advice in this regard.

We recommend, in recommendation FP3 in Section 8.3 of the Executive Summary that the lessons of the current programme be taken on board if and when new concepts are introduced into programmes. In particular, we recommend that the issues above should be addressed before the programme commences or at least during the early years of the programme.

## 4 SOCIO-ECONOMIC DEVELOPMENTS

### 4.1 Chapter Introduction

This Chapter discusses significant socio-economic developments since the MTE, i.e. the first element of task 1.b in the Terms of Reference as shown below.

**1.b** 'Comment on any *significant* external socio-economic developments . . . that have influenced or affected the implementation of the EU co-funded measures in the programme since the mid-term evaluation.'

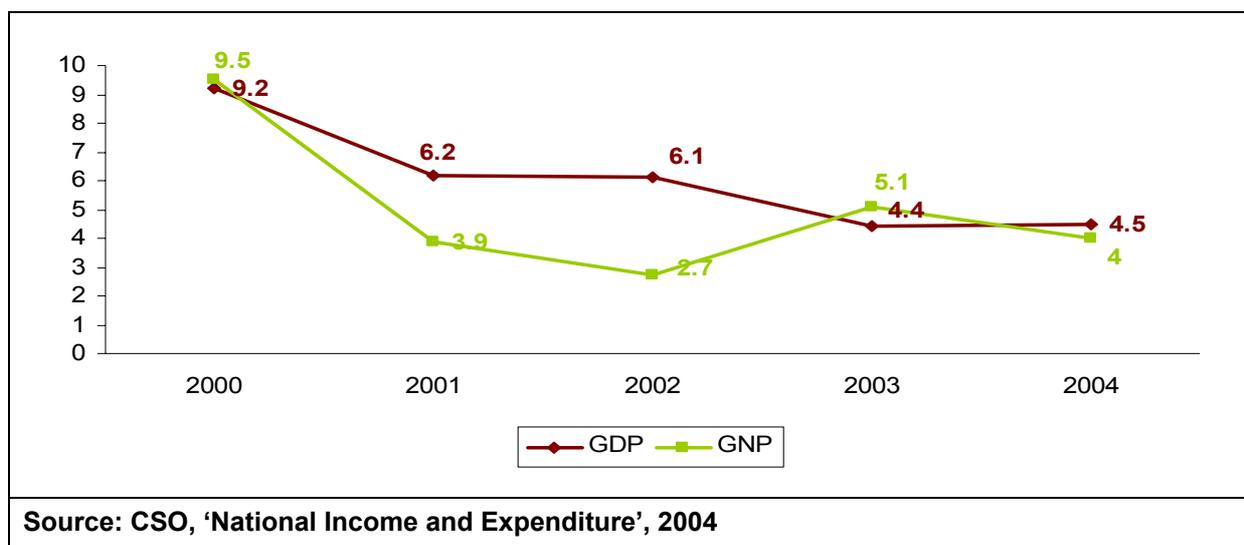
Section 4.2 discusses developments in the macro-economic context. Developments in employment are addressed in Section 4.3 and Section 4.4 describes trends in unemployment. Wider socio-economic developments are discussed in Section 4.5 and the implications of the new member states joining the EU in May 2004 are presented in Section 4.6. Finally, Section 4.7 concludes on the implications of these developments for ESF co-financed measures and the possible implications for the future 2007-2013 programme.

### 4.2 Macro-economic Developments

#### 4.2.1 Trends in GDP and GNP

Figure 4.1 shows the trends in Gross Domestic Product (GDP), or national output, and in Gross National Production (GNP), or national income, over the period 2000-2004. It shows that both GDP and GNP have grown by 4-5% since the MTE.

Figure 4-1: Trend in Real GDP and in Real GNP 2000-2004



This data points to a continued solid economic performance by Ireland. More detailed examination of the data suggests that consumer demand picked up while investment expenditure slowed. The closer the rate of growth in GDP and GNP since the MTE reflects a reduction in profit repatriation from multi-nationals activity.

#### 4.2.2 Trends in Wages and Consumer Prices

Figure 4.2 shows the trend in average wages and in consumer prices over period 2000-2004. It shows that since the MTE wages increased by 5.4% in 2003 and by 5.8% in 2004. This rate of growth was less than that experienced over the first three years of the programme when wages increased by more than 7% each year.

There has been a similar pattern in consumer prices, i.e. the rate of increase in the two years since the MTE has been less than that recorded during the first three years of the programme. The consumer price index (CPI) increased by 3.5% in 2003 and by 2.2% in 2004 compared to increases of more than 4.6% over each of the first three years of the programme.

The reduction in wage growth over the last two years reflects the increase in supply relative to demand. Nevertheless, while the rate of wage growth since the MTE has been less than that of the earlier years of the programme so too has the rate of inflation growth. As a result workers continued to experience growth in real earnings.

The National Statement in relation to 'Examination of Ireland's 4<sup>th</sup> and 5<sup>th</sup> Reports under the Convention on the Elimination of All Forms of Discrimination Against Women' notes that progress has been made in relation to the gender pay gap which is close to the EU average of 16%.

Figure 4-2: Trend in Wages and in the CPI 2000-2004



Source: ESRI, 'Quarterly Economic Commentary', Various Years

### 4.2.3 Trends in Population and Migration

Table 4.1 shows the change in population since the programme began. The CSO estimates the population increased to over 4.04mn in 2004. This is an estimated increase of 126,600 since the MTE, up from 3,917,200 in 2002 to 4,043,800 in 2004. This represents an increase of 3.2%, a similar increase to that experienced between 2000 and 2002.

**Table 4-1: Estimated Change in Population by Age Group 2000-2004**

Year	2000	2002	2004	% Change 2000-02	% Change 2002-04
<4	266.1	277.6	291.1	4.3%	4.9%
5-14	561.8	549.8	552.1	-2.1%	0.4%
15-19	329.4	313.2	300.8	-4.9%	-4.0%
20-24	311.9	328.3	338.7	5.3%	3.2%
25-39	847.1	908.3	950.1	7.2%	4.6%
40-54	724.6	752.4	779.5	3.8%	3.6%
55-64	324.0	351.6	380.6	8.5%	8.2%
64+	424.7	436.0	450.9	2.7%	3.4%
<b>Total</b>	<b>3,789.6</b>	<b>3,917.2</b>	<b>4,043.8</b>	<b>3.4%</b>	<b>3.2%</b>

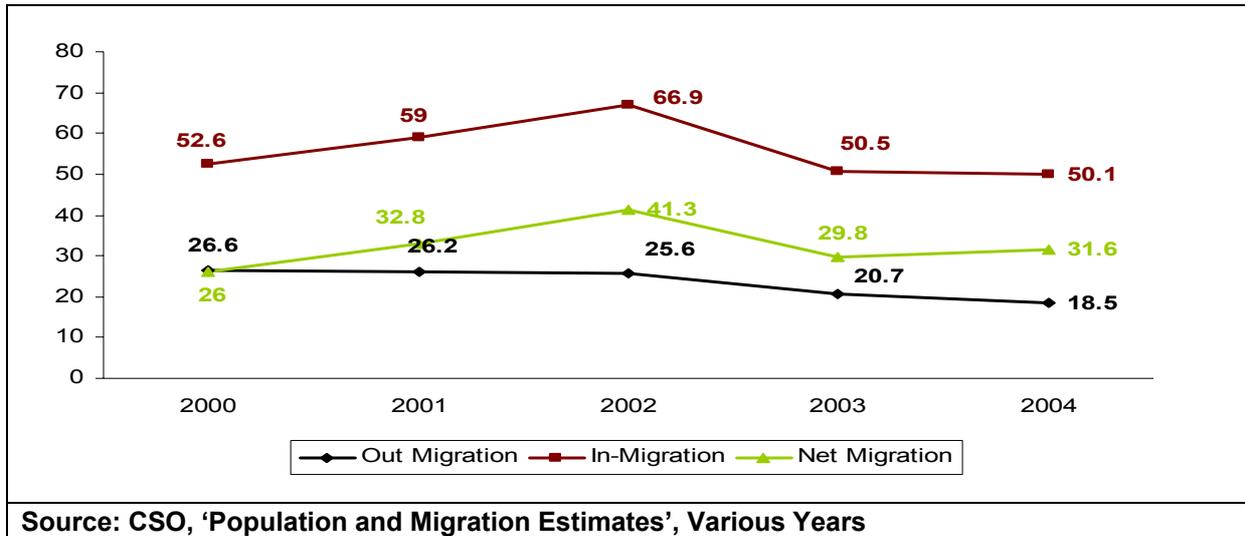
**Source: CSO, 'Population and Migration Estimates', Various Years**

All ages groups experienced an increase in size between 2002 and 2004, with the exception of the 15-19 year old age group. This age group, which is the key age group for secondary and tertiary education, decreased by 4% or by 12,400.

The age groups with the largest increases were those aged 20-24 and 25-39. The former group includes both the main age group for tertiary education and labour market entrants. This pattern is similar to that during the early years of the programme. As in the earlier years of the programme the growth in the number of people aged 55-64 was also strong, at 8.2%, reflecting the beginning of our population aging process.

An important factor in Ireland's population growth over the last decade or so has been the net in-migration of people experienced since the mid-1990s. Figure 4.3 shows that this continued since the MTE, with net in-migration of 29,800 in 2003 and 31,600 in 2004. Levels of net in-migration were lower in these years than in 2002 but broadly comparable with those of 2000 and 2001.

**Figure 4-3: Trend in Migration 2000-2004**



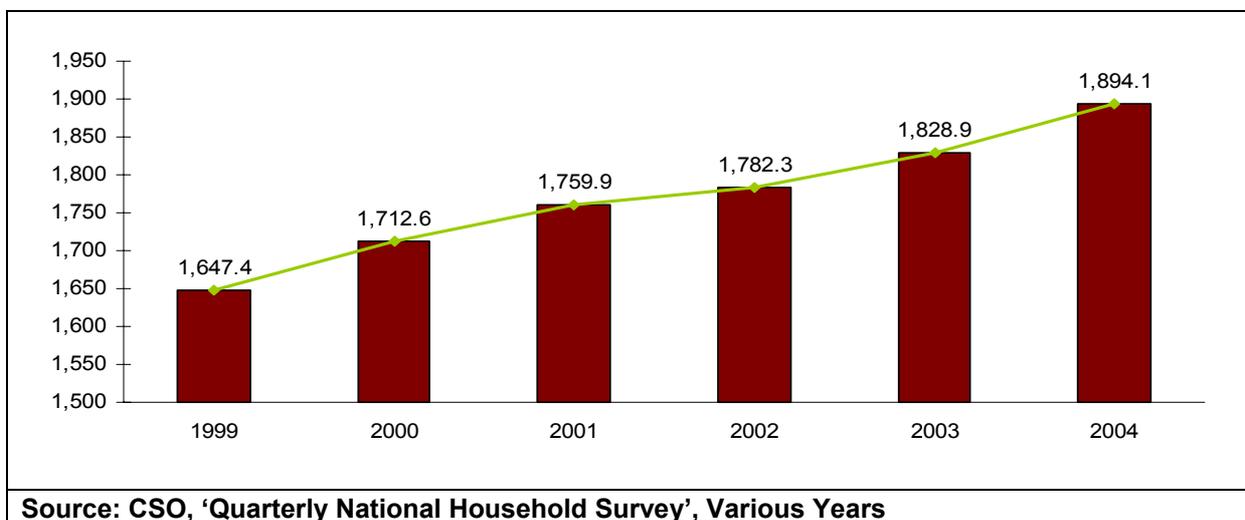
## 4.3 Employment Developments

### 4.3.1 Trends in Employment

Figure 4.4 shows the trends in employment over the 2000-2004 period, the bars show the overall level of employment and the line highlights the trend in employment. Figure 4.4 shows that employment increased by 46,600 (2.6%) to 1,828,900 in 2003 and by 65,200 (3.6%) to 1,894,100 in 2004.

Employment increased continuously over the period of the programme, with positive growth rates each year. The annual growth rate followed a v-shaped pattern. In 2000 annual employment growth was 4%, it declined to 2.8% in 2001 and declined further to 1.3% in 2002. It then increased to 2.6% in 2003 and increased again to 3.6% in 2004.

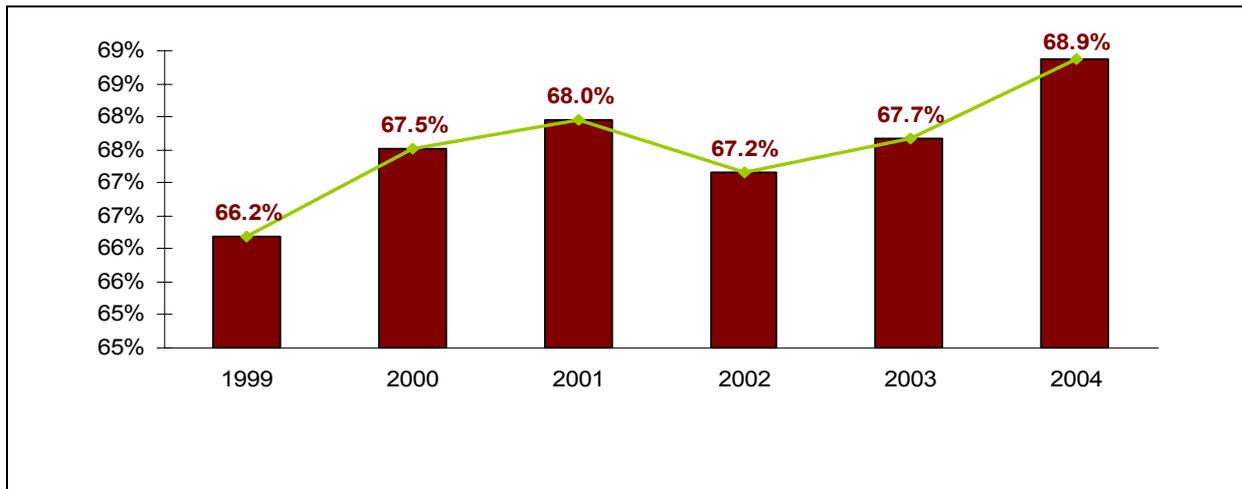
**Figure 4-4: Trend in Employment Q4 1999 to Q4 2004**



Overall employment rates, those in employment as a percentage of people of working age 15-64, increased to 67.7% in 2003 and to 68.9% in 2004. This followed on the back of a decrease in employment rates in 2002 which arose from the low employment growth in 2002 (at just 1.3%) relative to the increase in the working age population.

Following on from the increase in the rate of employment growth, since then, rates have increased and the employment rate in 2004 is the highest it has even been. See Figure 4.5.

**Figure 4-5: Trend in Employment Rates Q4 1999 to Q4 2004**



Source: CSO, 'Quarterly National Household Survey', Various Years

Table 4.2 shows the trend in employment since the MTE by sector. It shows the very rapid growth in employment in the construction sector, where employment increased by 19% or 36,100 since end 2002. In fact the sector accounted for 29% of the growth in employment over the period. However, this level of growth is unlikely to continue in the construction sector and in the medium-term we are likely to see a reduction in employment numbers arising from the reduction in housing completions and the reduced level of infrastructure investment post 2006.

**Table 4-2: Trend in Employment by Sector Q4 2002 to Q4 2004 ('000s)**

Economic Sector	Q4 2002	Q4 2004	Change	% Ch.
A-B Agriculture, Forestry and Fishing	123.1	112.5	-10.6	-8.6%
C-E Other Production Industries	305	301.1	-3.9	-1.3%
F Construction	191.3	227.4	36.1	18.9%
G Wholesale and Retail Trade	251.5	265.4	13.9	5.5%
H Hotels and Restaurants	111.5	112.6	1.1	1.0%
I Transport, Storage and Communication	113.3	115.7	2.4	2.1%
J-K Financial and Other Business Services	224.5	247.7	23.2	10.3%
L Public Administration and Defence	88.3	94.4	6.1	6.9%
M Education	112.3	118.5	6.2	5.5%
N Health	163.2	182.5	19.3	11.8%
O Other Services	98.3	116.3	18	18.3%
<b>Total</b>	<b>1782.3</b>	<b>1894.1</b>	<b>111.8</b>	<b>6.3%</b>

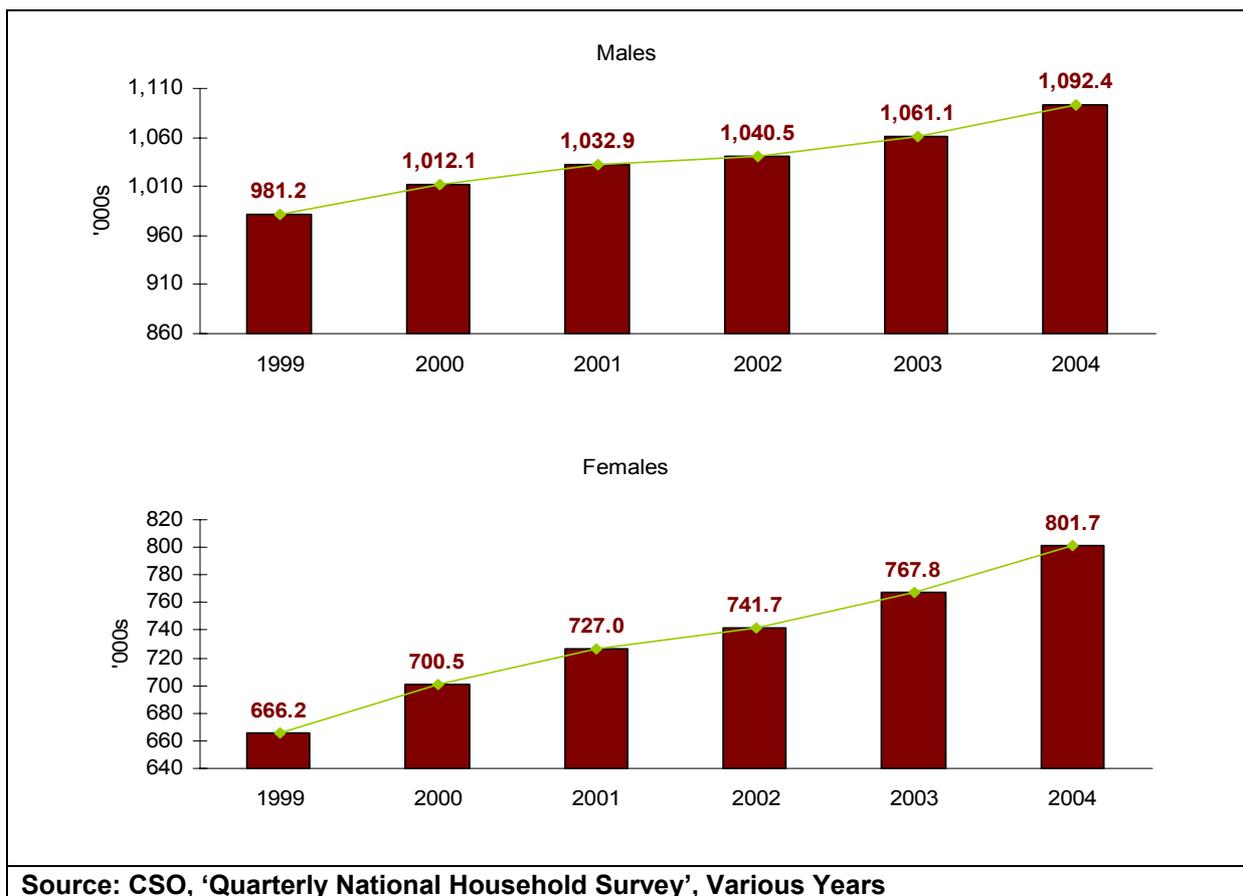
### 4.3.2 Trends in Employment by Gender

The trend in male and female employment was similar to the overall trend in employment. For both males and females employment increased year on year over the period of the programme, with the annual employment growth rates following a v-shaped pattern. That is growth rates declined from 2000 to 2002 and then increased thereafter.

During the earlier years of the programme female employment increased more rapidly than male employment and this pattern has continued since the MTE. In 2003 female employment increased by 3.5% (26,100) and in 2004 it increased by 4.4% (33,900). Over the same two years male employment increased by 2% (20,600) and by 2.9% (31,300). See Figure 4.6.

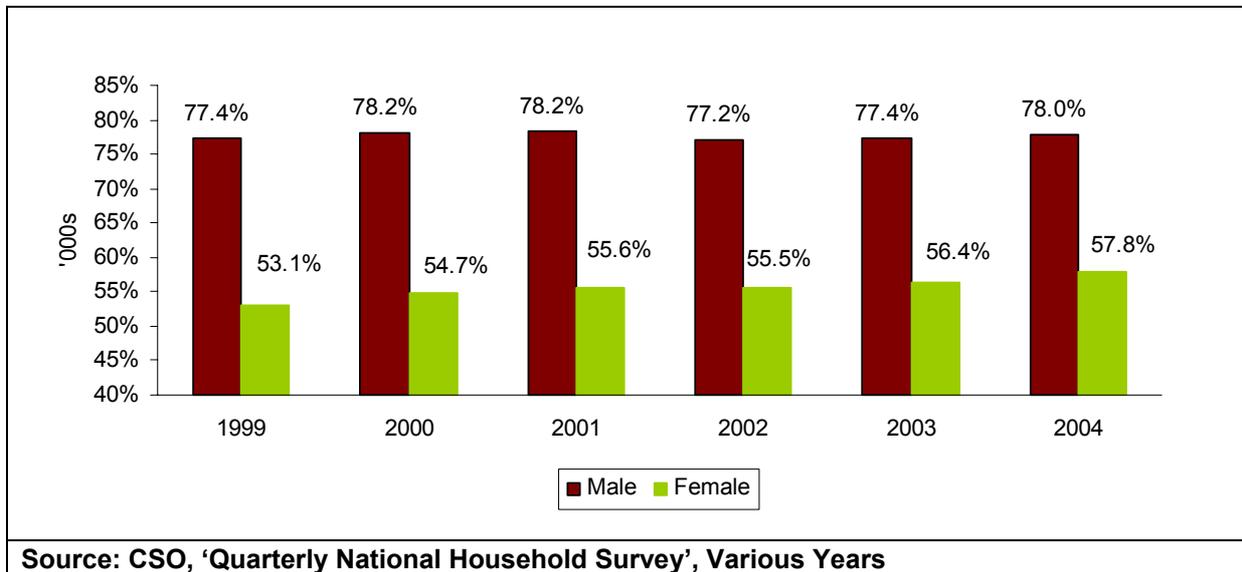
As a result of this more rapid rate of female employment growth the female share of employment increased persistently. It increased from 40.4% at the end of 1999 to 41.6% at the end of 2002 and to 42.3% at the end of 2004. At the end of 2004 the total number of females in employment was 801,700 and the total number of males was 1,092,400.

**Figure 4-6: Trend in Employment by Gender Q4 1999 to Q4 2004**



Employment rates of both men and women increased in 2003 and in 2004 as shown in Figure 4.7. This reflected the upturn in the labour market which resulted in employment growth rates ahead of the growth rates in the population of working age. As a result of the particularly rapid increase in female employment, the female employment rate reached the Lisbon target of 57% in late 2004.

**Figure 4-7: Trend in Employment Rates by Gender Q4 1999 to Q4 2004**



### 4.3.3 Trends in Employment by NUTS II Region

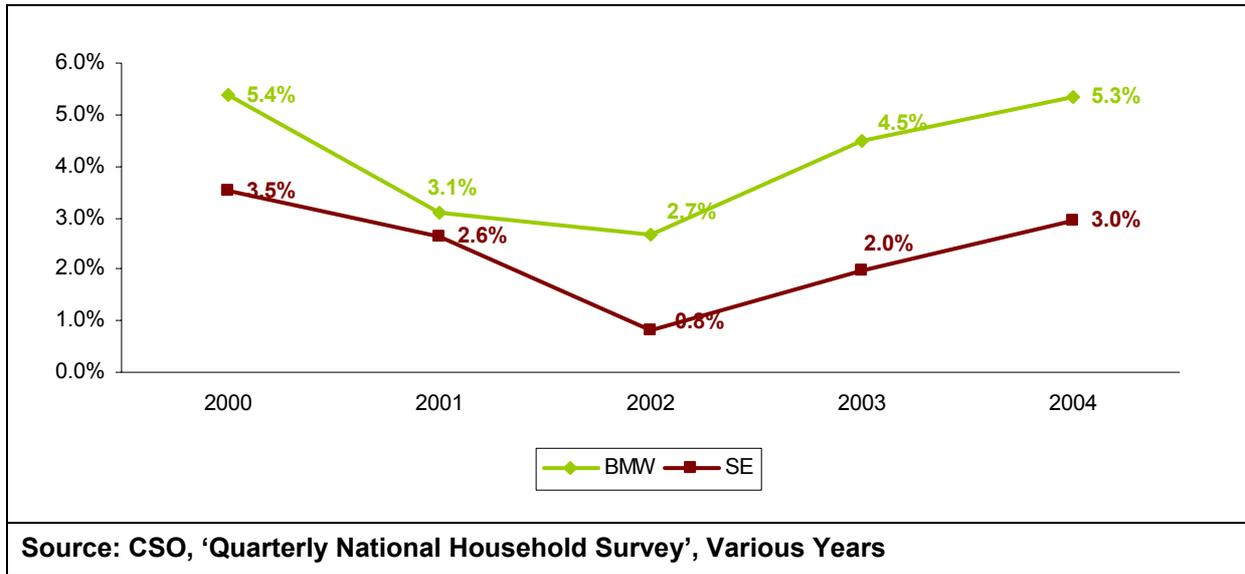
Figure 4.8 shows the annual growth rates in employment in the Southern and Eastern Region and in the Border, Midland and Western Region for 2000 to 2004. It shows that both regions experienced positive growth rates year on year over the period of the programme. It also highlights the v-shaped pattern of annual employment growth rates mentioned in earlier sections. This reflects the decline in rates of growth to 2002 and the rise thereafter.

Another notable feature of Figure 4.8 is that employment growth in the Border, Midland and Western Region was greater than that in the Southern and Eastern Region for each year of the programme – this is reflected by the higher lime line in Figure 4.8.

As a result of this the Border, Midland and Western Region increased its share of national employment from 24.3% at the end of 1999 to 25% at the end of 2002 and to 25.9% at the end of 2004. The total number of people employed at the end of 2004 in the Border, Midland and Western Region was 490,800 and the number employed in the Southern and Eastern Region was 1,403,300.

Employment rates in the Border, Midland and Western Region remained below those in the Southern and Eastern Region, 67.4% compared to 68.1% in Q4 2004.

**Figure 4-8: Trend in Employment by NUTS II Region Q4 1999 to Q4 2004**



## 4.4 Unemployment Developments

### 4.4.1 Trends in Unemployment

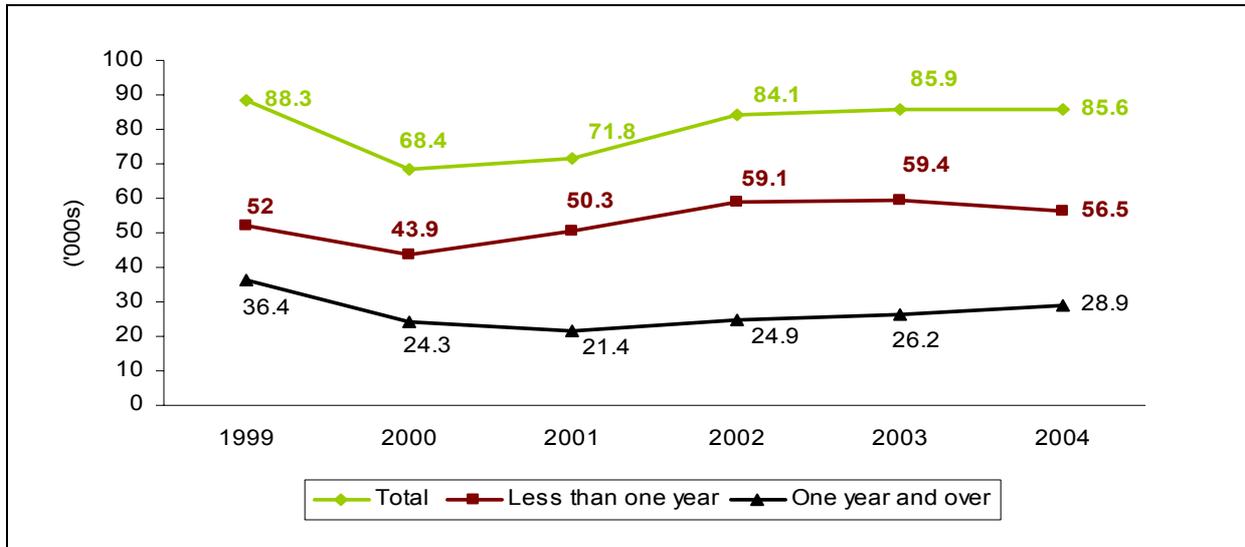
Unemployment increased by 1,500 to 85,600 at the end of 2004 from 84,100 at the end of 2002. Since the MTE the number of short-term unemployed decreased by 2,600 (4.4%) and the number of long-term unemployed increased by 4,000 (16.1%).

This trend in short-term versus long-term growth patterns contrasts with than during the earlier years of the programme, when short-term unemployment increased and long-term unemployment decreased. This is shown in Figure 4.9. These contrasting trends reflect the peaking of short-term unemployed in 2002 and its decline in 2004.

Over the period as a whole, i.e. from end 1999 to end 2004, the total level of unemployment decreased by 3.1% or by 2,700. This reflected an increase in the number of short-term unemployed and a decrease in the number of long-term unemployed.

The number of notified redundancies increased from 25,361 in 2002 to 27,702 in 2003 and then decreased to 23,371 in 2004. Looking at the numbers on the live register at the end of each year we see that the numbers increased from 166,100 in 2002 to 170,600 in 2003 and then decreased to 158,800 in 2004.

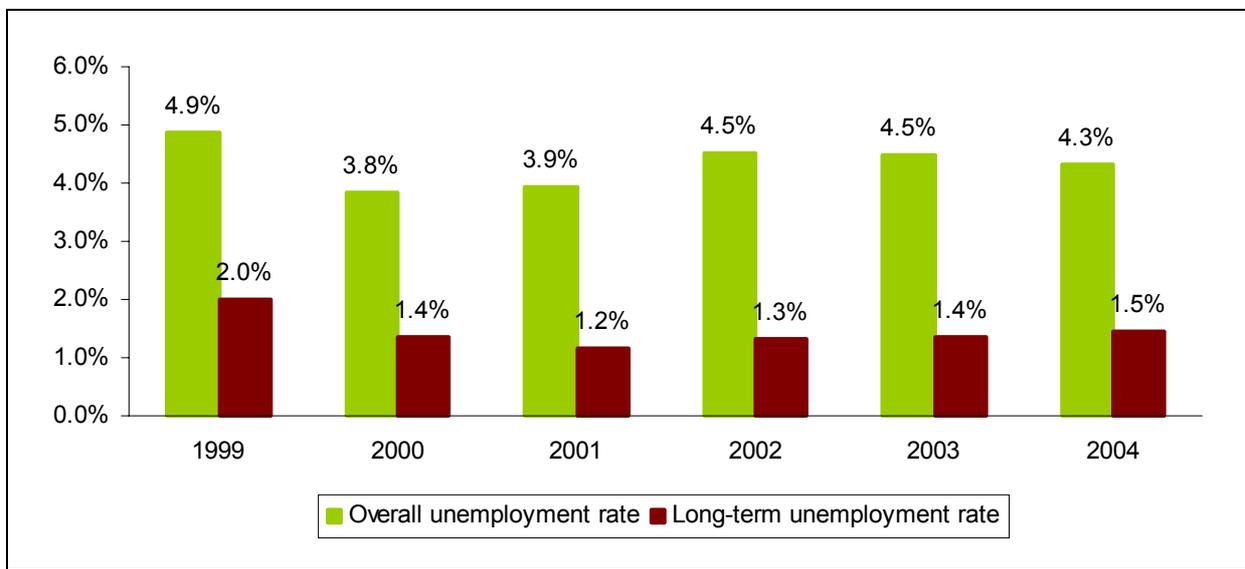
**Figure 4-9: Trend in Unemployment Q4 1999 to Q4 2004**



Source: CSO, 'Quarterly National Household Survey', Various Years

Since the MTE unemployment rates have changed very little. Over the period of the programme both the overall and the long-term unemployment rate decreased, from 4.9% and 2% in Q4 1999 to 4.3% and 1.5% in Q4 2004 respectively. As a result, Ireland has one of the lowest unemployment rates in Europe. Medium-term forecasts suggest that the unemployment will increase to around 5.5%. Nevertheless, this will still be very low by both international standards and by Irish historic standards.

**Figure 4-10: Trend in Unemployment Rates 2000-2004**



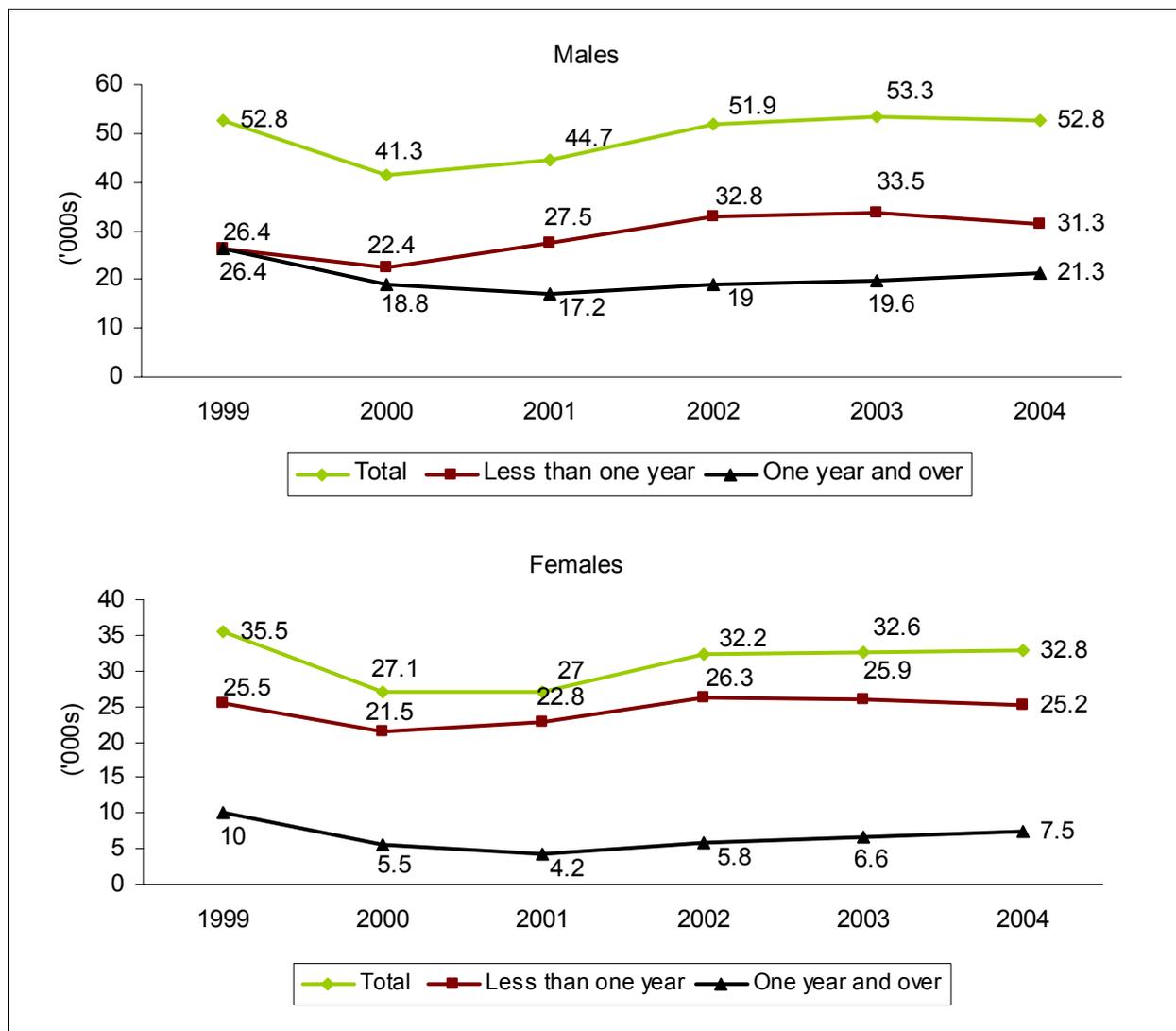
Source: CSO, 'Quarterly National Household Survey', Various Years

#### 4.4.2 Trends in Unemployment by Gender

The trend in male and female unemployment since the MTE was similar to the overall trend in unemployment. For both males and females short-term unemployment has declined slightly since the MTE while long-term unemployment has increased slightly.

This pattern contrasts with that of the earlier years of the programme over the period as whole, i.e. end 1999 to end 2004, short-term unemployment is up and long-term unemployment is down for both males and females. The number of short-term unemployed males is up from 26,400 to 31,300 and the number of long-term unemployed males is up from 26,400 to 21,300. For females, the number of short-term unemployed is the same at 25,200 and the number of long-term unemployed is down from 10,000 to 7,500.

Figure 4-11: Trend in Unemployment Q4 1999 to Q4 2004



Source: CSO, 'Quarterly National Household Survey', Various Years

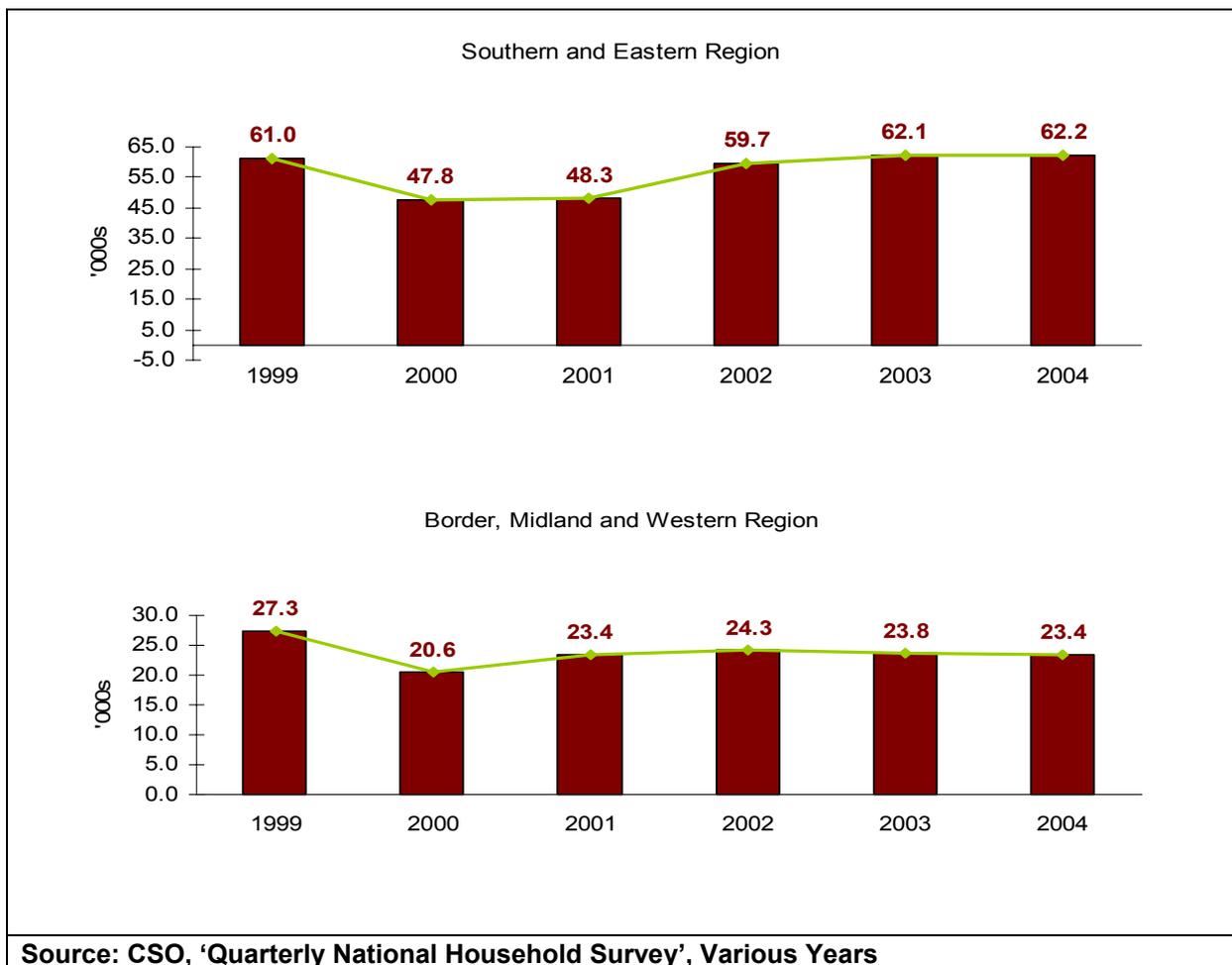
The female unemployment rate decreased more significantly than the male unemployment over the period. The female rate decreased from 5.1% at end 1999, to 4.2% at end 2002 and to 3.9% at end 2004. The male unemployment rate decreased from 5.1% at end 1999, to 4.7% at end 2002 and to 4.6% at end 2004.

#### 4.4.3 Trends in Unemployment by NUTS II Region

Figure 4.12 shows the trend in unemployment in the Southern and Eastern Region, and in the Border, Midland and Western Region over the period Q4 1999 to Q4 2004. It shows that both regions experienced a similar trend in unemployment over the earlier years of the programme. However, since the MTE or end 2002 the level of unemployment in the Southern and Eastern Region increased while the level of unemployment in the Border, Midland and Western Region decreased.

The level of unemployment increased by 2,500 or 4.2% in the Southern and Eastern Region from 59,700 at end 2002 to 62,200 at end 2004. Over the same period unemployment decreased in the Border, Midland and Western Region by nearly 1,000 or 3.7% from 24,300 to 23,400.

**Figure 4-12: Trend in Unemployment by NUTS II Region Q4 1999 to Q4 2004**



Over the period as a whole unemployment in the Border, Midland and Western Region declined significantly by 14.3% or by 3,900. In contrast it increased over the period in the Southern and Eastern Region by 1,200 or 2%.

As a result the unemployment rate in the Border, Midland and Western Region decreased more significantly than the unemployment rate in the Southern and Eastern Region. The unemployment rate decreased in the former from 6.4% at end 1999, to 5.2% at end 2002 and to 4.6% at end 2004. While it decreased in the latter from 4.7% at end 1999, to 4.3% at end 2002 and to 4.2% at end 2004.

## **4.5 Wider Socio-economic Developments**

### **4.5.1 Updated Data on the Employment Status of People with a Disability**

Updated data from the CSO's Quarterly National Household Survey: Disability Update showed that 298,300 or 10.9% of the people of working age, i.e. aged 15-64, had a disability or long standing health problem.

This data also showed that the employment rate of people with a disability remains much lower than that of people without a disability. The employment rate of people with a disability or long standing health problem was only 37% compared to 63.8% for the total population in Q1 2004. In addition, people with a disability tend to work fewer hours and in lower skilled occupations than people without a disability.

Research commissioned by the Equality Studies Unit in the Equality Authority also showed, using econometric analysis undertaken by the ESRI, that having a disability is a significant determinant of a person's labour market status even allowing for other factors which influence participation such as age, gender etc.

### **4.5.2 New Data on the Employment Status of Members of the Traveller Community**

Data became available on the labour market status of members of the Traveller Community with the publication of data from the Census of Population 2002. Census 2002 included for the first time a question 'Are you a member of the Irish Traveller Community?'. Because this question asks people to self-select it captures people who live a nomadic lifestyle and also those who are 'settled'.

Analysis of this data shows that the labour market position of the Irish Traveller Community is much worse than that of the rest of the population. Only 19% of people of working age in the Traveller Community are employed compared to 66% of people of working age in the rest of the population. In addition, members of the Irish Traveller Community who are employed typically work shorter hours and work in occupations with lower skill levels than other workers.

### 4.5.3 Trends in the Number of Social Welfare Recipients

The total number of people in receipt of social welfare payments increased since the MTE, see Table 4.2 below.

**Table 4-3: Trend in the Number of Social Welfare Recipients 2000-2004**

Category	2000	2001	2002	2004	% Ch. '02-04
Old age pensions	267.8	276.1	287.4	304	6%
Widowed and One parent Families	206.1	209	211.4	213	1%
Child related Payments	8.1	12.1	12.7	12	-6%
Illness, disability and caring	181.6	193.5	206.1	227.3	10%
Unemployment supports	116.1	126.4	138.0	131.5	-5%
Employment supports	64.8	56.6	50.9	40.2	-21%
Other	90.3	86.3	32.5	30.1	-7%
<b>Total</b>	<b>934.8</b>	<b>960</b>	<b>939</b>	<b>958</b>	<b>2%</b>

Source: Department of Social and Family Affairs

### 4.5.4 New Data on the Experience of Discrimination

New data also became available, from the CSO's QNHS Equality release, on people's experience of discrimination. It shows that in Q4 2004 almost 382,000 or 12.5% of people aged 18 and over felt they had been discriminated against in the past two years.

The majority of those who had experienced discrimination stated they had been discriminated against more than one. And a quarter of people who felt discriminated against stated it had a serious effect on their lives.

The experience of discrimination in the workplace was high and so too was the feeling of discrimination when looking for work. Of the 382,000 people who reported experiencing discrimination 100,600 (26%) experienced it in the work place and 73,900 (19%) experienced it when looking for work.

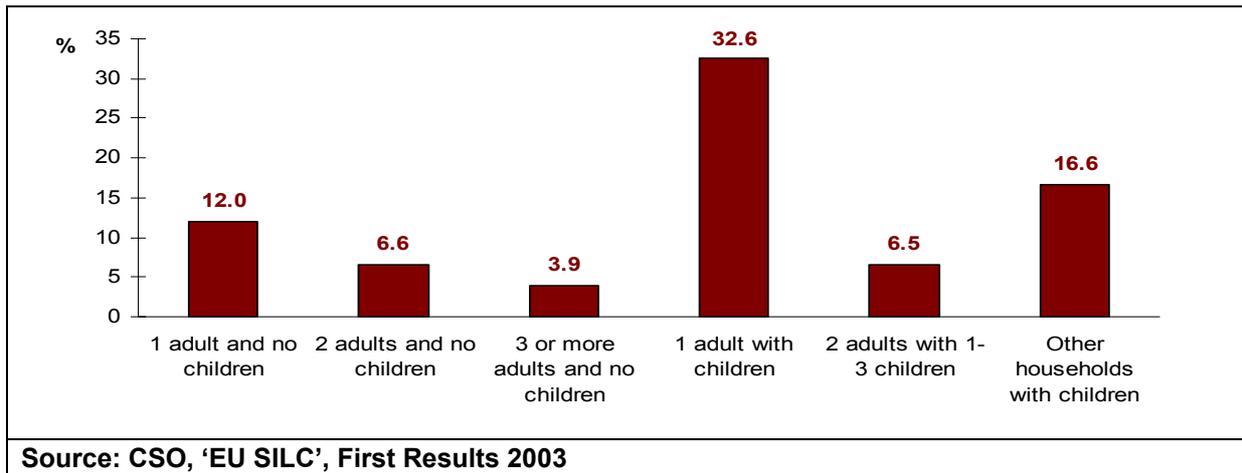
### 4.5.5 First Results from the EU Survey on Income and Living Conditions

The first results from the EU Survey on Income and Living Conditions (SILC) were published in January 2005. The EU SILC replaced the Living in Ireland Survey (LIIS), from which poverty data was previously obtained. Because of changes in methodology data is not comparable between the SILC and the LIIS, so it is not possible compare poverty trends from 2001 to 2003.

The results from the SILC show that in 2003 almost 23% of the population were 'at risk' of poverty. That is 23% of people were living in households where income (on an equivalised basis) is less than 60% of the median at an individual level.

The survey shows that 9% of the population were in 'consistent poverty'. That is 9% of people were living in households where income was less than 60% of the median income level and where they lacked at least one of eight basic deprivation indicators. The incidence of 'consistent poverty' varies considerably by household composition and the incidence is very high for lone parents at 33%. This is shown in Figure 4.13.

**Figure 4-13: Consistent Poverty (at 60% Level) By Household Composition**



## 4.6 Accession of New Member States

In May 2004 the ten accession countries joined the EU. This had the effect of increasing the size of the labour supply, as measured by the labour force, in the Union by 33.3mn an increase of 19%. This increase in potential labour supply is very timely for Ireland as it occurs when our demand for immigrant labour, especially graduate labour, is at its highest. As such the accession of the new members provides Ireland with an excellent opportunity to enhance its labour supply with migrants from the new member states.

Indeed, the recent round of accession gave the opportunity for citizens of these countries to gain PPS numbers without work permits. Following this the number of PPS numbers issued in Ireland more than doubled between 2003 and 2004. The number of PPS numbers issued increased from 45,438 to 92,467, an increase of 104%. This increase was driven primarily by the increase in numbers of workers in Ireland from Poland, Lithuania, Latvia, Slovakia, the Czech Republic and Estonia. See Table 4.4.

In addition, to providing opportunities the accession of the new Member States also provides a competitive threat – in the form of increased competition for foreign direct investment. In particular, the new member states offer an attractive stock of graduate labour at average wages cost less than those in Ireland. This further emphasises the need for continued efforts to increase the productivity of people in employment in Ireland and of new entrants to the labour market.

**Table 4-4: EU-25 Member States: Key Labour Supply Statistics**

Countries	Labour Force	Graduate Labour Force	Average Graduate Earnings in PPS relative to Ireland	Number of PPS Numbers Issues in 2004
Germany	39,597,900	9,404,800	179%	3,147
UK	28,865,400	8,526,900	144%	13,909
France	26,740,800	n.a.	128%	4,678
Italy	24,020,000	3,069,800	133%	2,927
Spain	19,081,000	5,486,300	106%	4,456
Poland	16,668,900	2,681,100	67%	27,295
Netherlands	8,401,000	2,058,500	149%	924
Portugal	5,172,300	617,600	124%	680
Czech Republic	5,064,700	648,800	75%	3,298
Greece	4,740,300	894,800	104%	158
Sweden	4,515,800	1,209,800	105%	943
Belgium	4,463,500	1,501,300	136%	383
Hungary	4,117,400	755,700	77%	1,839
Austria	3,888,200	666,200	164%	851
Denmark	2,848,700	875,100	127%	267
Slovakia	2,633,600	324,800	69%	5,187
Finland	2,573,600	847,900	95%	346
Ireland	1,916,700	535,100	100%	n.a.
Lithuania	1,586,800	415,600	35%	12,817
Latvia	1,098,800	214,600	34%	6,266
Estonia	977,600	205,100	43%	1,788
Slovenia	633,900	181,300	100%	64
Cyprus	345,900	110,300	98%	27
Luxembourg	194,200	32,900	172%	12
Malta	158,300	20,500	n/a	205

Source: Eurostat

## **4.7 Chapter Conclusions**

### **4.7.1 Overview**

In this Chapter we addressed the first part of task 1.b in the Terms of Reference, namely significant socio-economic developments since the MTE. We now consider, in Section 4.7.2, the extent to which these developments can be expected to influence the implementation of the ESF co-financed measures during 2003 and 2004. In Section 4.7.3 we conclude on the issues raised by these developments for human resource development post 2006.

### **4.7.2 *Affect of Socio-economic Developments on Co-financed Measures***

We would expect the strong employment growth in the construction sector since the MTE to result in increased activity under the co-financed measure 14A Apprenticeship/Traineeship and indeed Chapter 6 shows that this is indeed the case. The extent of growth in activity in this measure could also have impacts on other FÁS measures where members of staff are involved in the implementation of other measures. We see in Chapter 6 that developments under 14A Apprenticeship/Traineeship did indeed have knock-on implications for measure 18A In-Company Training - FÁS.

The accession of new member states also has direct implications for measure 3 the National Employment Service. Since May 2004 people from these countries no longer require work permits thereby reducing activity in this aspect of the measure. However, the increased number of migrants from these countries is also likely to increase activity and the mix of clients under the measure.

The measures implemented by the Department of Education and Science, by their nature, tend to be more structural and less influenced by short-term swings in the economic cycle and we see this is the case in Chapter 6.

We do not expect these socio-economic developments to have significant implications for activity under measures 331B NDP Gender Equality Unit or 33A Equality Studies Unit. Instead the re-focused activity arising from the Mid-term Review process, for renewed efforts to engage and integrate the horizontal principles, is likely to have been more of a factor.

### **4.7.3 *Implications of Socio-Economic Developments for HRD Post 2006***

The socio-economic developments since the MTE point to the following issues post 2006.

1. There is renewed competitive pressure to increase the productivity of those in employment. A key factor contributing to Ireland's economic growth over the last number of years has been the rapid expansion in employment. However, the level of growth in employment in the medium-term will be less than that over the previous decade and as a result the stimulus to economic growth will be less. It follows that increasing productivity of those in employment will become a more important in driving Ireland's economic growth.

2. There will be increased demand for preventive actions focusing on the short-term unemployed, to ensure that growing job losses do not lead to increased long-term unemployment. Inflows into short-term unemployment are likely to increase in the medium-term, arising in particular from increased wage competition for lower skilled manufacturing jobs and a decline in output from the construction sector. Increased investment will therefore be required to prevent these inflows into short-term unemployment moving into long-term unemployment.
3. Increased effort needed to increase the employment rates of socially excluded groups such as lone parents, people with a disability and members of the Traveller Community. Despite the rapid growth in growth and rapid reduction in unemployment over recent years the employment rate of certain groups remain significantly lower than those in the rest of the population.
4. The need to attract and integrate into the labour force high level of immigrants, in particular skilled migrants. It is estimated that Ireland required *net* in-migration of 109,000 in the medium-term to sustain our economic growth. There will therefore be an increased role for the education and training system for integrating these immigrants into the labour force.
5. The need for increased focus on the quality of jobs rather than quantity of jobs for women. Ireland has been successful in increasing female employment rates over recent years. There is now a need for a greater focus on the quality of jobs of women and so on addressing the gender pay gap.

These developments will need to be considered when developing priorities for potential EU co-funded programmes in Ireland for the 2007-2013 period and this is reflected in recommendation FP1 in Section 8.3 of the Executive Summary.

## 5 POLICY DEVELOPMENTS

### 5.1 Chapter Introduction

Having reviewed labour market developments in Chapter 4 this Chapter discusses significant policy developments since the MTE, i.e. the second element of task 1.b in the Terms of Reference as shown below.

**1.b** *'Comment on any significant external policy developments that have influenced or affected the implementation of the EU co-funded measures in the programme since the mid-term evaluation.'*

Section 5.2 discusses the new Employment Guidelines. The key aspects proposed under the Third Cohesion Report are presented in Section 5.3. In Section 5.4 we discuss the New Integrated Economic and Employment Guidelines. The key points, relevant to HRD, from the Enterprise Strategy Group are discussed in Section 5.5. Finally, Section 5.6 presents our chapter conclusions.

### 5.2 The New Employment Guidelines

The European Employment Strategy has been instrumental in promoting convergence of labour market policies and structural improvement to EU labour markets since 1997, when the EU leaders agreed to pool their efforts to achieve more and better jobs at their special employment summit in Luxembourg.

The Lisbon strategy of 2000 has given a further boost to employment policy reform. The Commission reviewed the European Employment Strategy in 2002, after five years' operation, in order to take account of new challenges facing a soon-to-be enlarged EU such as further globalisation, technological change, the demographic challenge and social change.

The new, results-oriented European Employment Strategy aims to contribute more effectively to delivering more jobs, better jobs and an inclusive labour market. The renewed employment guidelines focus on:

- Building the key points of the Lisbon strategy into the European Employment Strategy, in particular through adoption of three overarching objectives reflecting the balance of the Lisbon agenda: full employment; quality and productivity at work, and cohesion and an inclusive labour market;
- Adopting a medium-term time horizon (2010, with a mid-term review in 2006);
- Simplifying and further clarifying the policy objectives and priorities, with a stronger focus on results.

The Commission sets 10 priorities for action in Member States, wherever practicable to be accompanied by targets, and makes individual recommendations to each Member State on what the focus of its reform efforts should be. It also calls on governments, business and trade unions not to relax their effort during this difficult and uncertain period but rather to intensify the push for reform.

The new guidelines identify 10 priorities ('10 commandments') for action across Member States as follows:

1. Help unemployed and inactive to find a job, prevent long-term unemployment;
2. Encourage entrepreneurship and improve climate for business start-ups;
3. Promote adaptability of workers and firms to change;
4. Provide more and better investment in human capital;
5. Increase labour supply and promote active ageing;
6. Promote gender equality in employment and pay;
7. Combat discrimination against disadvantaged groups;
8. Improve financial incentives to make work pay;
9. Reduce undeclared work substantially;
10. Promote occupational and geographical mobility.

A consequence of the focus on results is that the proposals are backed up by a series of specific targets, against which progress will be measured. The targets are as follows:

- Personalised job search plan for all unemployed before fourth month of unemployment by 2005;
- Work experience or training for all unemployed before twelfth month of unemployment (before six months for young and vulnerable) by 2005;
- 30% of long-term unemployed in work experience or training by 2010 reduction of 15% in rate of accidents at work, and a reduction of 25% for high-risk sectors by 2010;
- 80% of 25-64 year olds to have at least upper secondary education by 2010;
- Increase rate of participation of adults in education and training to 15% on average in the EU, and to at least 10% in every Member State by 2010;
- Increase in investment by companies in training of adults from the existing level of the equivalent of 2.3% of labour costs up to 5% of labour costs on average in the EU by 2010;
- An increase in the effective average exit age from the labour market from 60 to 65 years on average in the EU by 2010;
- Elimination of gender gaps in employment and halving of gender pay gaps in each Member State by 2010;
- Childcare places available for 33% of 0-3 year olds and 90% of those from 3 years to mandatory school age in each Member State by 2010;
- Halving of the school drop-out rate in each Member State and reduction of EU average drop-out rate to 10% by 2010;

- Reduction by half in each Member State in the unemployment gaps for people defined as being at a disadvantage in accordance with national definitions by 2010;
- Reduction by half in each Member State in the employment gap between non-EU and EU nationals by 2010;
- All job vacancies advertised by national employment services should be accessible and be able to be consulted by anyone in the EU by 2005.
- National targets to be set for: business training; reduction of red tape for start-ups; per capita increase of public and private investment in human resources; tax burden on low-paid workers; undeclared work.

## **5.3 Third Report on Economic and Social Cohesion**

### **5.3.1 Overview**

The Third Cohesion Report presents a detailed proposal for the priorities and delivery system for the new generation of programmes under cohesion policy in conformity with the broad guidelines set out in the financial perspective.

In effect, the Commission proposes that actions supported by cohesion policy should focus on investment in a limited number of Community priorities, reflecting the Lisbon and Gothenburg agendas, where Community intervention can be expected to bring about a leverage effect and significant added value.

For employment related programmes, the focus will be on implementing the reforms needed to progress towards full employment, improve quality and productivity at work, and promote social inclusion and cohesion, in line with the guidelines and recommendations under the European Employment Strategy.

We discuss key aspects of the report for Ireland in the following Sections.

### **5.3.2 Three Community Priorities**

The Third Cohesion Report notes that the pursuit of the priority themes would be organised around a simplified and more transparent framework with the future generation of programmes grouped under three headings:

1. Convergence: supporting growth and job creation in the least developed Member States and regions. This objective would concern, first and foremost, those regions, in which per capita GDP is less than 75% of the Community average;
2. Regional competitiveness and employment: anticipating and promoting change;
3. European territorial cooperation: promoting the harmonious and balanced development of the Union territory.

Ireland would fall under the regional employment and competitiveness objective. Under the 'Helping people to anticipate and respond to change' actions would be delivered through national programmes with the aim of reinforcing the introduction and implementation of structural reforms in the labour market and strengthening social inclusion, in line with the objectives and guidelines of the EES. To this end, support should focus on three policy priorities that are crucial for the implementation of the EES and where Community funding can provide added value by:

- Increasing the adaptability of workers and enterprises, by investing in skills and in-company training and supporting the development of efficient life-long learning strategies;
- Attracting more people into employment and preventing early exit from the labour market, in particular through active ageing policies and measures to support the participation of women;
- Increasing the employment potential of people who face greater difficulties in accessing the labour market and retaining their job, such as people with disabilities, ethnic minorities and migrants.

The single funding source at the European level for the new programmes would be the ESF.

### 5.3.3 Architecture for New Funds

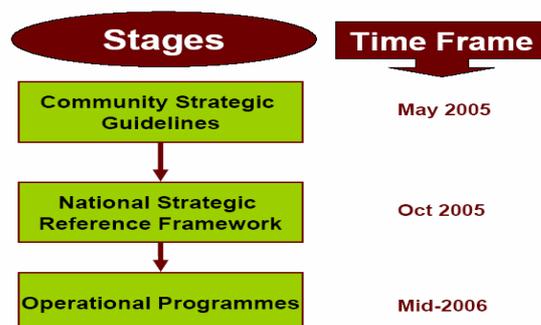
The Commission proposes that an overall strategic document for cohesion policy should be adopted by the Council, after an opinion of the Parliament, in advance of the new programming period and on the basis of a Commission proposal, defining clear priorities for Member States and regions.

The programming system would be simplified as follows:

- **Simplification at the political level:** on the basis of the strategic document adopted by the Council, each Member State would prepare a policy document on its development strategy, which would be negotiated with the Commission and constitute the framework for preparing the thematic and regional programmes, but not having the role – as the existing Community Support Framework – of a management instrument;
- **Simplification at the operational level:** on the basis of the policy document, the Commission would adopt national and regional programmes for each Member State. The programmes would be defined at an aggregate or high priority level only, highlighting the most important measures. Additional detail, reflected today in the so-called “programme complement” would be abandoned as well as management by measure.

The key stages and timeframes in 2005 and 2006 are summarised below.

### Architecture for new Funds



Other proposed changes include the following:

- **Reduced number of funds:** The number of funds would be limited to three (ERDF, ESF and Cohesion Fund) compared to the current six (i.e. no EU wide Equal type initiative but principles could be mainstreamed);
- **Single fund programmes:** As opposed to current multi-Fund programmes, future ERDF and ESF interventions would aim at operating with only one Fund per programme.
- **Financial management:** Payments would be made at the level of each high-level priority and no longer, as today, at the lower level of the 'measure'. The system of payments (advances and reimbursement) as well as the essential principle of automatic de-commitment (the 'n+2' rule) would be maintained.

### 5.3.4 *Financial Resources*

For the period 2007-2013, the Commission has proposed in the financial perspectives to allocate a sum equivalent to 0.41% of the GNI (which equates to 0.46% before the transfers to the proposed single rural and fisheries instruments) in support of the three priorities of the reformed cohesion policy. This percentage corresponds to €336.3 billion over the period (or €344.9 billion taking into account the administrative expenditures and the Solidarity Fund).

It is proposed that approximately 78% of the budget should go to the Convergence objective, 18% to the Regional Competitiveness and Employment Objective and 4% to the Territorial co-operation objective. The implications of this are that Ireland is unlikely to receive more than €350mn in ESF. Although nothing is decided until everything is agreed at EU level. We return to this issue in the Chapter conclusions.

## 5.4 **The New Integrated Economic and Employment Guidelines**

In March 2005 the Heads of State and Government of the EU endorsed the revision of the Lisbon Strategy as proposed by the Commission 'Working Together for Growth and Jobs: A New Start for the Lisbon Strategy'. This arose because after taking stock of the unsatisfactory results half way to the 2010 target, the Commission proposed a fundamental revision of the original strategy.

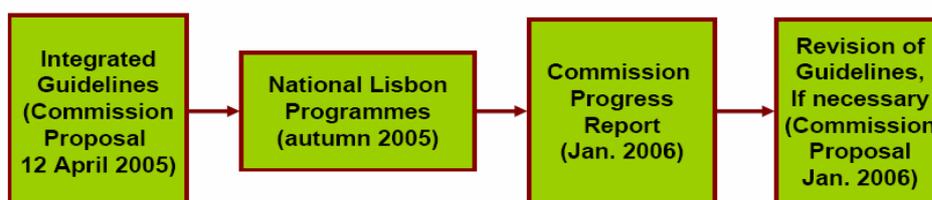
To overcome the rather limited implementation of reform in Member States so far, the Commission has proposed focusing partnership with Member States on growth and jobs and introduced a Lisbon Action Plan. This outlines actions to be taken at EU and at national level under three policy areas as follows:

- Making Europe a more attractive place to invest and work;
- Knowledge and innovation for growth;
- Creating more and better jobs.

A new simplified and integrated guideline package (IGP) has been established that brings together two sets of existing guidelines: the Broad Economic Policy Guidelines (BEPGs, Treaty art. 128) and the Employment Guidelines (EGs; Treaty art. 99). The new integrated guidelines are the central policy-making instrument for the development and implementation of the Lisbon strategy.

The new integrated guidelines will apply over a three-year period, i.e. 2005-2008. In 2006 and 2007, updates of the guidelines could be issued if needed. The next set of new guidelines will be adopted at the beginning of the new three-year cycle in the summer of 2008. The proposed integrated guidelines will constitute the beginning of a new governance cycle. On the basis of the guidelines, Member States will draw up 3-year national reform programmes. Member States will report each autumn on the implementation of the reform programmes in a single national Lisbon report. The Commission will analyse and summarise these reports in an EU Annual Progress Report in January each year. On the basis of the progress report, the Commission can propose amendments to the integrated guidelines, if necessary. The new governance cycle is summarised below. An important issue in developing the new programme will be ensuring consistency with the new guidelines.

### New annual governance cycle (calendar for the 2005-2006 exercise in brackets)



## 5.5 The Enterprise Strategy Group Report

The Enterprise Strategy Group Report was published in 2004 and it made a number of recommendations in relation to human resource development in Ireland. The most significant recommendation, relevant to the EHRDOP, is the recommendation for a 'One Step Up' initiative.

Specifically, the report recommended that Ireland '*Establish a national "One Step Up" initiative, facilitated by the National Framework of Qualifications. While this initiative seeks to engage with the workforce as a whole, it should pay particular attention to the people with low levels of qualification and in low-level occupations, who are least likely to receive sufficient access to learning opportunities.*'

The report also identified the responsibility for implementation of this recommendation with the Department of Enterprise, Trade and Employment, and with the Department of Education and Science.

A key finding highlighted in the Enterprise Strategy Report was the OECD conclusion that 80% of the workforce of 2015 is already at work but most of their skills will be obsolete by then. This raises very important issues for the education and training of workers in Ireland post 2006 and we discuss this in the Chapter conclusions.

## 5.6 Chapter Conclusions

### 5.6.1 Overview

In this Chapter we discuss significant national and EU policy developments since the MTE. We now draw our conclusions on the implications of these, which we feel relate to the importance of education and training of workers (see Section 5.6.2) and the likely implications of EU reform proposals for programmes in Ireland post 2006 (see Section 5.6.3).

### 5.6.2 Education and Training of Workers

The recommendation in the Enterprise Strategy Group for Ireland to establish a 'One Step-up Initiative' highlights the fact that most of the workforce of 2013 are currently in work but their skills will be obsolete by the end of the 2007-2013 programme unless a significant amount of up-skilling occurs. However, if such a level of up-skilling is to take place in Ireland a number of strategic factors need to be addressed.

These include an equal treatment for fees purpose of full and part time learners, the need for some form of learning leave entitlement, increased flexible delivery, increasing education and training of workers via the higher education institutions, and some form of mechanism for providing of resources directly to individuals.

Another issue that needs to be addressed are information gaps which can generate market failure and lead to under-investment in training. This therefore represents an appropriate area for state intervention – to overcome these information gaps. Such intervention could take the form, of:

- Provision and dissemination of information to both employers and employees on levels of skills and competences by sector and occupation;
- Collection and dissemination of information on quality and cost of training courses and training providers;
- Investment in research to rigorously assess the returns from training to employers and to employees.

The recommendation of the Enterprise Strategy Group is of particular importance as it highlights the need for Ireland to '*pay particular attention to the people with low levels of qualification and in low-level occupations, who are least likely to receive sufficient access to learning opportunities.*' This is a particularly important issue for this OP as current activity under the In-Company Training measures (including the up and coming second call from the Department) is unlikely to reach employees in the private sector with low skill levels and in the low skilled occupations.

Indeed, it is difficult to see how the HRD system can effectively reach employees with low skill levels unless some form of mechanism is introduced for providing resources directly to individual learners. It is also worth pointing that such an approach has recently been called for by a number of organisations, notably FÁS, the National Centre for Partnership and Performance, and the Irish Congress of Trade Unions. We reflect this in recommendation FP1 in Section 8.3 of the Executive Summary.

### **5.6.3      *Implications of EU Reform Proposals for Programmes 2007-2013***

Given the proposal in the Third Cohesion for the future of programmes over the 2007-2013 period and the likely levels of funding Ireland will receive it seems highly likely that the number of programme in 2007-2013 will be less than in 2000-2006. In addition, it is clear that the new ESF OP will be smaller than the current one.

Given the proposed reduction in the number of EU funds, i.e. no EQUAL type initiatives, the ESF OP could include EQUAL type projects and/or co-financing of mainstream agency delivery programmes. In either case funded activity will have to be very closely linked to the recommendations under the European Employment Strategy.

We recommend, in recommendation FP1 in Section 8.3 of the Executive Summary, that these issues be considered when developing priorities for potential EU Co-funded programmes in Ireland.

## 6 PROGRESS TO DATE/EFFECTIVENESS

### 6.1 Introduction

This Chapter examines progress to date or the effectiveness of the ESF co-financed measures, i.e. it addresses the second main analytical task in the Terms of Reference as shown below.

2.a	<i>'Review financial progress at Sub-measure/Measure/Priority and OP level compared to OP forecasts (as revised in the Mid-Term Review process) up to end 2004. This analysis should be carried out on a cumulative basis as well as looking at trends within the first five years of the programme. The expenditure analysis should be carried out at a national and NUTS II regional level'</i>
2.b	<i>'Assess the physical progress of the OP on the basis of the performance indicators (output and result) at Measure/Sub-Measure level on a cumulative basis to end 2004 (data permitting). Where data availability permits, this analysis should be carried out at NUTS II level. Where the indicators relate to participation by individuals, the analysis should be carried out on a gender basis.'</i>
2.c	<i>'Identify any constraints (internal or external to the programme) that have affected progress since the Mid-Term Evaluation.'</i>
2.d	<i>'Review, in the light of the assessment of financial and physical progress above, programme outputs, results and impacts (data permitting) in relation to expenditure incurred at Measure/Sub-Measure level'</i>

Section 6.2 assesses financial progress across the ESF co-financed measures. Section 6.3 describes physical progress and physical outcomes relative to relative to expenditure are discussed in Section 6.4. Constraints to progress since the MTE are discussed in Section 6.5. Finally, Section 6.6 presents the key chapter conclusions and identifies lessons for the future programme planning, for measure planning and for measure implementation.

## 6.2 Financial Progress<sup>2</sup>

### 6.2.1 Cumulative Expenditure

Overall expenditure on the ESF co-financed measures was €4,618mn or 94% of forecast for the 2000-2004 period. ESF expenditure alone has also been broadly as forecast, at 580mn or 84% of forecast. In addition, expenditure by the ESF co-financed measures at NUTS II level has also been broadly at forecast, with expenditure at 94% of forecast in the Southern and Eastern Region, and in the Border, Midland and Western Region. See Figure 6.1.

<sup>2</sup> In comparing progress the forecast/target taken is the original for the years 2000-2003 and for 2004 the adjusted forecast which emerged from the financial re-profiling exercise at the Mid-term Review stage is used. In the small number of cases where the original OP forecast for 2000-2003 was revised by the Monitoring Committee prior to the Mid-term Review these revised figures are used. In keeping with the MTE progress is judged to be on target if the actual data is 90-110% of the forecast/target.

**Figure 6-1: Expenditure as a % of Forecast for ESF Co-financed Measures**

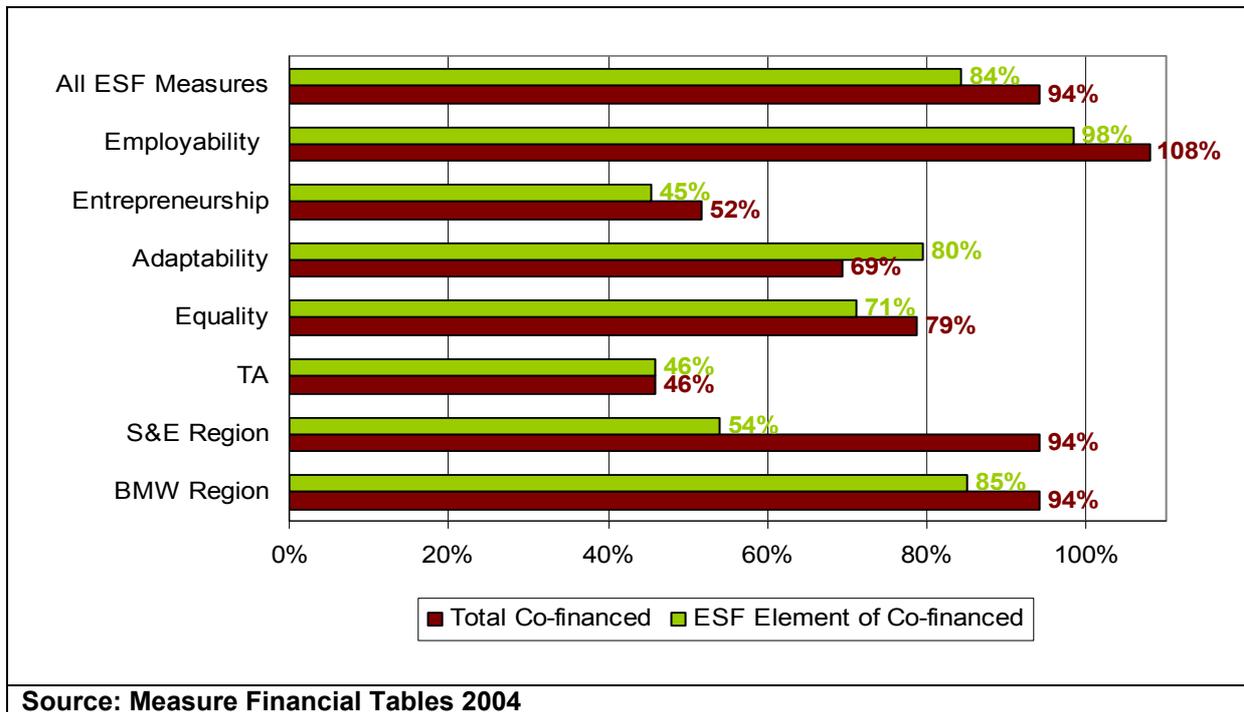


Figure 6.1 also shows that there have been some differences in expenditure as a percentage of forecast across the sub-programmes. Employability, Adaptability and Equality spent a higher share of forecast than the Entrepreneurship and Technical Assistance sub-programmes. We discuss this in more detail in the following sections. Table 6.1 shows the actual level of expenditure for all ESF co-financed measures, for ESF co-financed measures at NUTS II regional level, and under each sub-programme.

**Table 6-1: Cumulative Expenditure as a % of Forecast for ESF Co-financed Measures**

	Total Expenditure			ESF Expenditure		
	€mn	% of Forecast	Score	Actual €mn	% of Forecast	Score
<b>ESF Co-financed measures</b>	4,617.95	94%	10	580.17	84%	9
<b>S&amp;E Region</b>	3,335.39	94%	10	358.22	84%	9
<b>BMW Region</b>	1,282.56	94%	10	221.95	85%	9
<i>Sub-Programme:</i>						
<b>Employability</b>	3,655.61	108%	10	415.90	98%	10
<b>Entrepreneurship</b>	256.95	52%	6	60.53	45%	5
<b>Adaptability</b>	690.49	69%	7	96.25	80%	9
<b>Equality</b>	12.07	79%	8	5.08	71%	8
<b>Technical Assistance</b>	2.82	46%	5	1.41	46%	5

Source: Measure Financial Tables 2004

Examining expenditure at measure/sub-measure level shows that expenditure on 14 measures was below forecast, expenditure on three measures was broadly on target and expenditure on six measures was above forecast. The fact that most measures were actually below forecast but total spend was on forecast reflects the fact that the larger measures were generally spending in line with expectations. Table 6.2 summarises financial progress at measure level. A common feature across some of the measures with below forecast expenditure is the fact that these measures were relatively 'new' and took longer to get up and running than allowed for in the financial planning process.

**Table 6-2: Total Expenditure and ESF Expenditure by Measure**

Code	Priority/Measure/Sub-measure				
		€ Spend	% of Forecast	€ ESF Spend	% of Forecast
02 ESF	National Employment Service	271.5	128%	11.5	100%
03 ESF	Active Measures for LTU and Socially Excluded	1745.9	103%	33.9	92%
05 ESF	School Completion Initiative	71	84%	33.9	76%
09 ESF	Third Level Access	103	113%	22.2	49%
11A ESF	Early School Leavers Progression	139.3	67%	63.7	74%
11B ESF	ESL- Youthreach and Travellers	256.5	103%	130.8	138%
13 ESF	Skills Training for the Unem. and Red. Workers	412.2	247%	75	126%
14A ESF	Apprenticeships/Traineeships-FÁS	656.3	96%	45	82%
18A ESF	In-Company Training- FÁS	73.1	82%	39.3	75%
18B ESF	In-Company Training- EI	71.5	142%	12	128%
18C	In-Company Training- DETE	1.9	23%	1.2	24%
19A ESF	Social Economy Programme	110.4	41%	7.9	45%
19B ESF	Social Economy- Local Social Capital	0	0%	0	0%
21 ESF	Lifelong Learning-BTEI	435.3	53%	9.4	23%
22 ESF	Lifelong Learning-National Adult Literacy Strategy	82.4	114%	32	100%
26 ESF	Undergraduate Skills	137	163%	51	119%
29B ESF	Quality Assur. cert. and National Qual. Frame.	35.7	290%	4.9	84%
	Equality				
30 ESF	Educational Disadvantage	2.8	154%	0.3	112%
31A ESF	Equal Opp Promotion and Monitoring-education	2.6	101%	1.22	94%
31B ESF	Equal Opp Promotion and Monitoring- NDP	2.4	63%	1.2	67%
31B1 ESF	Equality for Women	4.3	60%	2.4	63%
33A ESF	Technical Assistance-Equality Studies	1.1	63%	0.5	55%
33B ESF	OP Technical Assistance	1.7	39%	0.9	42%
	<b>Total</b>	<b>4,617.95</b>	<b>94%</b>	<b>580.17</b>	<b>84%</b>

## 6.2.2 Trend in Expenditure

Table 6.3 shows the trend in expenditure as a percentage of forecast for the ESF co-financed measures over the years 2000 to 2004. It shows that expenditure as a percentage of forecast increased steady over the period. For instance, expenditure as a percentage of forecast increased from 82% in 2000 to 93% in 2004.

This trend is also evident across the two NUTS II regions. Expenditure as a percentage of forecast increased from 83% in 2000 to 95% in 2004 in the Southern and Eastern Region, and it increased from 81% to 88% in the Border, Midland and Western Region.

The increase in expenditure as a percentage of forecast is particularly noticeable for ESF co-financed measures under the Entrepreneurship, Equality and Technical Assistance sub-programmes. See Table 6.3 below. As we noted earlier a number of measures under the Equality and Technical Assistance sub-programmes took longer to get up and running than allowed for in the financial forecast.

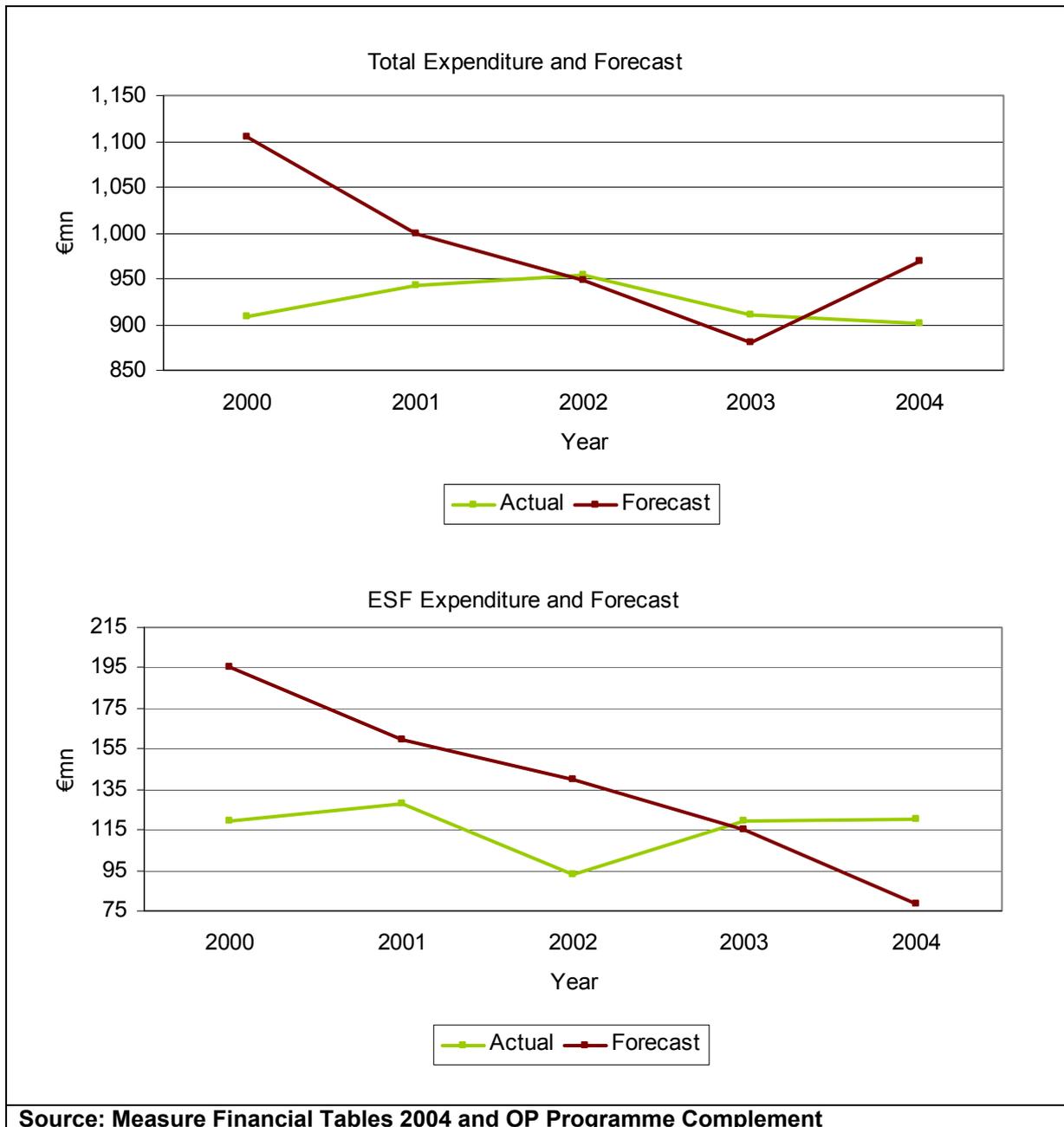
**Table 6-3: Total Expenditure as % of Forecast 2000 to 2004**

	2000	2001	2002	2003	2004
<b>ESF co-financed measures</b>	82%	94%	101%	103%	93%
<b>Southern and Eastern Region</b>	83%	95%	99%	102%	95%
<b>Border, Midland and Western Region</b>	81%	93%	105%	107%	88%
<b>Sub-Programme:</b>					
<b>Employability</b>	96%	115%	121%	116%	95%
<b>Entrepreneurship</b>	32%	35%	61%	77%	73%
<b>Adaptability</b>	67%	60%	58%	75%	91%
<b>Equality</b>	3%	35%	64%	147%	334%
<b>Technical Assistance</b>	2%	36%	74%	74%	232%
<b>Source: Measure Financial Tables 2004</b>					

However, caution is needed when interpreting these figures as expenditure as a percentage of forecast is as much determined by the trend in forecast expenditure as actual expenditure. This is shown clearly in Figure 6.2 which shows that forecast expenditure follows a downward trend over the period, as indicated by the dark red line in the figure.

This effect, referred to as the Berlin profile, has the effect of frontloading expenditure which results in expenditure as a percentage of target being less than may otherwise have been the case. Consequently, in early years the gap between forecast and actual expenditure is larger than in subsequent years. In fact Figure 6.2 shows that expenditure over the five years to 2004 has been relatively steady and the increase in expenditure as a percentage of forecast is driven by the downward trend in forecast as opposed to actual expenditure.

**Figure 6-2: Trend in Actual and Forecast Expenditure under ESF Co-financed Measures**



Examining the trend in expenditure for measures under the Employability sub-programme shows that for most of the measures expenditure increased over the period, see Figure 6.3.a. The notable exception is the largest measure under the sub-programme, measure 3 Active Measures for the Long Term Unemployed, where expenditure declined from €441mn in 2000 to €256mn in 2004, reflecting a Government policy decision to reduce activity under the Community Employment scheme. It is also clear from the Figure that expenditure under measure 5 School Completion Initiative and measure 9 Third Level Access increased considerably over the period.

The trend in expenditure in measures under the Entrepreneurship sub-programme is more mixed. Figure 6.3.b shows that expenditure under measure 19A Social Economy Programme increased, while expenditure under 18B In-company Training – Enterprise Ireland decreased. However, caution is needed here as some of the apparent ‘decrease’ in expenditure under 18B reflects the fact that there is a time lag for claims by companies and so more recent expenditure figures are subject to upward revision. We also see that, having increased in 2002, expenditure decreased back to 2001 levels for measure 18A In-company Training as delivered by FÁS.

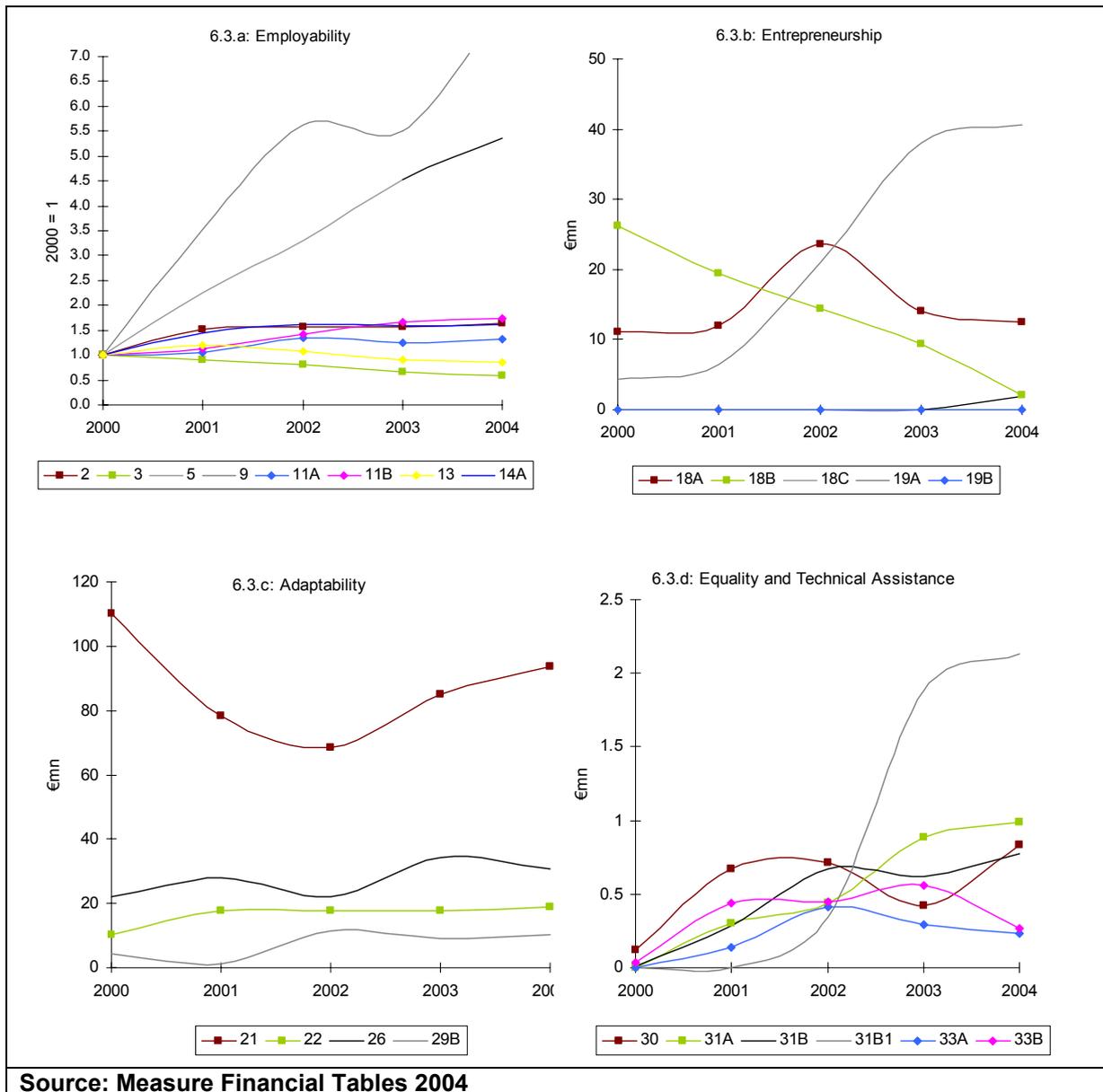
Turning to the Adaptability sub-programme we see that expenditure increased for most of the measures over the period with the exception of measure 21 – Lifelong Learning BTEI where total expenditure decreased from €110mn in 2000 to €93mn in 2004.

For presentational purposes Figure 6.3 shows the trend in expenditure for the co-financed measures under the Equality and Technical Assistance sub-programmes together. With regard to the measures under the Equality sub-programme it shows a significant increase for measure 31B1 Equal Opportunities Promotion and Monitoring, following its establishment in 2002. It also shows an upward trend in expenditure for other measures in this sub-programme.

The measures under the Technical Assistance sub-programme also show an increase from a relatively low level in 2000. Expenditure under 33A OP Technical Assistance peaked in 2002 coinciding with the MTE report, while expenditure in measure 33B Equality Studies Unit peaked in 2003 reflecting, in part, the role of the Unit in the process of engaging with Implementing Bodies to better integrate the wider equality grounds.

Expenditure under both measures 31B NDP Gender Equality Unit and 33B Equality Studies Unit were effected by lower than planned staffing levels for some of the period and were also influenced by the length of time it takes to find appropriately skilled staff.

**Figure 6-3: Trend in Actual and Forecast Expenditure under ESF Co-financed Measures**



## 6.3 Physical Progress<sup>3</sup>

### 6.3.1 Physical Progress Relative to Targets

In this Section we examine the physical progress of measures on the basis of the output, result and impact indicators, that should have been defined, for each measure against the target, that should have been set, in the Programme Complement. There are three classes of performance indicators:

<sup>3</sup> The MTE selected a core output, result and impact indicator to measure the physical progress of each measure. This Section uses those core indicators to measure physical progress. The list of indicators is presented as Appendix B.

outputs e.g. number of participants/uptake; results e.g. number of participants receiving certification; impact e.g. progression rates to employment/other positive outcome.

Figure 6.4 summarises physical progress relative to targets across the ESF co-financed measures. Probably the most striking feature of Figure 6.4 is that the grey shaded bars dominate, signalling that in most cases it is not possible to systematically compare physical progress to target due to a lack of data or targets. The required output data is not available for seven measures, the result data is not available for 16 measures and the impact data is not available for 19 measures.

**Figure 6-4: Physical Progress for ESF Co-financed Measures 2000 to 2004**

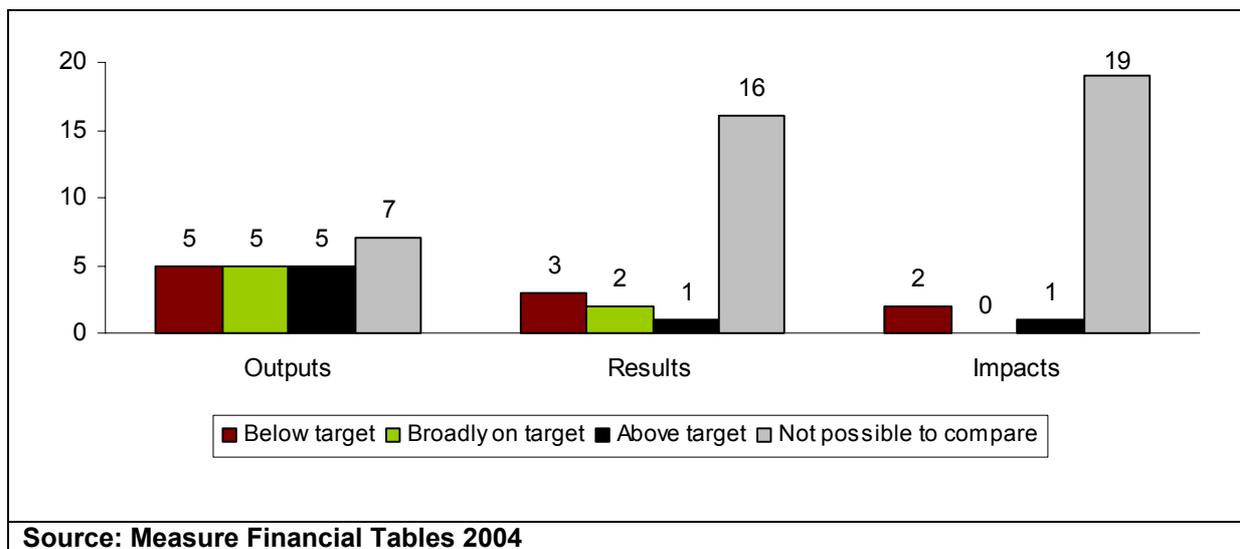


Figure 6.4 shows that of the fifteen measures where it is possible to systematically compare progress, five are below target, five are broadly on target and five are above target. The five measures that are below target are 11A Early School Leavers Progression, 11B ESL Youthreach and Travellers, 19A Social Economy Programme, 19B Social Economy – Local Social Capital (which did not start) and 31B NDP Gender Equality Unit. Caution is also needed in relation to 31B NDP Gender Equality Unit, where the indicator is the number of people in implementing bodies who were trained, as it could be argued that the process following the MTE of increased engagement with Implementing Bodies could, at least in part, be included as an output under this measure. The output indicators on measure 11A and 11B were below target as the original OP target for these measures was probably too high, and the below target outputs from the Social Economy Programme arose because it took longer than expected to get the measure up and running.

Examining the result indicator data and we see that of the six measures where data is available three were below target, two was broadly on target and one was above target. Table 6.4 shows that the three measures that were below target were 3 Active Measures for the Long Term Unemployed and Socially Excluded, 14A Apprenticeship/Traineeship and 18B In-company Training – Enterprise Ireland.

Turning to the three measures where impact indicators were available, we see that two were below target and one was above target. The measures where impacts were below target were 2 National Employment Service and 3 Active Measures for the Long-term Unemployed and Socially Excluded. Appendix B lists the indicators used for each measure for Table 6.4

**Table 6-4: Physical Progress of Measures, 2000-2004**

Code	Measure	Output		Result		Impact	
		Actual	Target	Actual	Target	Actual	Target
02 ESF	NES	555,195	580,000	424,178	460,000	43%	69%
03 ESF	A. M. LTU and SE	190,220	181,000	32%	55%	45%	53%
05 ESF	SCI	404	n/a	n/a	n/a	n/a	n/a
09 ESF	TLA	5,653	2,714	n/a	n/a	n/a	n/a
11A ESF	ESL - Progression	15,140	18,100	n/a	n/a	49%	43%
11B ESF	ESL- Y and T	17,458	29,592	n/a	n/a	n/a	n/a
13 ESF	Skills Training	57,076	30,700	27,841	20,200	n/a	n/a
14A ESF	Appren. /Train.	32,936	33,131	16,321	21,300	n/a	69%
18A ESF	In-CT- FÁS	n/a	10,000	n/a	n/a	2.66%	n/a
18B ESF	In-CT- EI	1,118	1,144	37	75	2.16%	n/a
19A ESF	SEP	7,361	11,580	n/a	n/a	n/a	n/a
19B ESF	SE – LSC	n/a	n/a	n/a	n/a	n/a	n/a
21 ESF	LL-BTEI	133,337	148,166	n/a	n/a	n/a	n/a
22 ESF	LL-NALS	126,749	78,800	n/a	n/a	n/a	n/a
26 ESF	U. S.	16,100	15,911	n/a	n/a	n/a	n/a
29B ESF	Quality Assur.	405,876	n/a	n/a	n/a	n/a	n/a
30 ESF	Ed. Disadvan.	n/a	n/a	n/a	n/a	n/a	n/a
31A ESF	EO – Ed.	n/a	n/a	n/a	n/a	n/a	n/a
31B ESF	EO – NDP GU	945	1,300	n/a	n/a	n/a	n/a
31B1 ESF	Equality for Women	1,321	414	n/a	n/a	n/a	n/a
33A ESF	TA -Equality Studies	5	9	n/a	n/a	n/a	n/a
33B ESF	OP TA	n/a	n/a	n/a	n/a	n/a	n/a

As seen above a number of measures have not associated physical data for the entire 2000-04 period. Table 6.5 below shows the data collected for each measure for 2004. It shows that the reporting of indicator data has increased since the MTE.

**Table 6-5: Physical Progress of Measures, 2004**

Code	Measure	Output		Result		Impact	
		Actual	Target	Actual	Target	Actual	Target
02 ESF	NES	89,336	100,000	97,133	100,000	43%	75%
03 ESF	A. M. LTU and SE	25,115	29,000	35%	37%	53%	60%
05 ESF	SCI	404 (academic year 03/04)	n/a	n/a	n/a	n/a	n/a
09 ESF	TLA	1,739 (academic year 04/05)	814	n/a	1.5%	n/a	n/a
11A ESF	ESL - Progression	2,361	2,700	n/a	n/a	49%	40%
11B ESF	ESL- Y and T	3,619	6,096	n/a	n/a	72%/55%	73%/56%
13 ESF	Skills Training	7,513	10,700	3,721	5,200	71%	80%
14A ESF	Appren. /Train.	6,052	6,500	5,579	4,500	62%	80%
18A ESF	In-CT- FÁS	n/a	2,000	n/a	n/a	n/a	2.5%
18B ESF	In-CT- EI	61	286	2	15	1.5%	2%
18C	In-CT- DETE	n/a	n/a	n/a	n/a	n/a	n/a
19A ESF	SEP	2,765	1,580	306	75	n/a	n/a
19B ESF	SE – LSC	n/a	n/a	n/a	n/a	n/a	n/a
21 ESF	LL-BTEI	29,353	29,533	n/a	77%	n/a	69%
22 ESF	LL-NALS	33,873	20,800	n/a	n/a	n/a	n/a
26 ESF	U. S.	2,973	4,093	1,009	1,103	n/a	n/a
29B ESF	Quality Assur.	118,088	107,656	n/a	n/a	n/a	n/a
30 ESF	Ed. Disadvan.	220	n/a	n/a	n/a	n/a	n/a
31A ESF	EO – Ed.	22	n/a	4	n/a	n/a	n/a
31B ESF	EO – NDP GU	77	260	n/a	n/a	n/a	224
31B1 ESF	Equality for Women	643	207	118	63	n/a	6
33A ESF	TA -Equality Studies	2	2	n/a	n/a	n/a	n/a
33B ESF	OP TA	n/a	n/a	n/a	n/a	n/a	n/a

### 6.3.2 Physical Progress by Gender

The Terms of Reference noted that 'where indicators relate to participation by individuals, the analysis should be carried out on a gender basis'. Of the 23 co-financed measures 16 have indicators relating to participation by individuals. The seven measures whose indicators do not relate to individuals

include the In-Company Training sub-measures (where the indicators relate to companies), the Social Economy Programme (which did not start but the indicators related to projects), measures 31B NDP Gender Equality Unit and 33B Equality Studies Unit (where the indicators relate to research projects), and measure 33A OP Technical Assistance.

Figure 6.5 summarises physical progress relative to targets across the 16 relevant ESF co-financed measures for males and females. The striking feature of Figure 6.5 is that the grey shaded bars dominates, signalling that in most cases it is not possible to systematically compare physical progress to target for men and women due to a lack of data or targets. Of the 16 measures where indicators relate to participation by people it is only possible to compare output progress to targets for five measures, it is not possible to compare progress on result indicators to targets for any measure and it is only possible to compare progress on impacts to target for one measure. **The lack of results data is mainly due to a lack of target setting and Chapter 8 discusses the actual figures obtained for these indicators.**

**Figure 6-5: Physical Progress by Gender for Co-financed Measures 2000-2004**

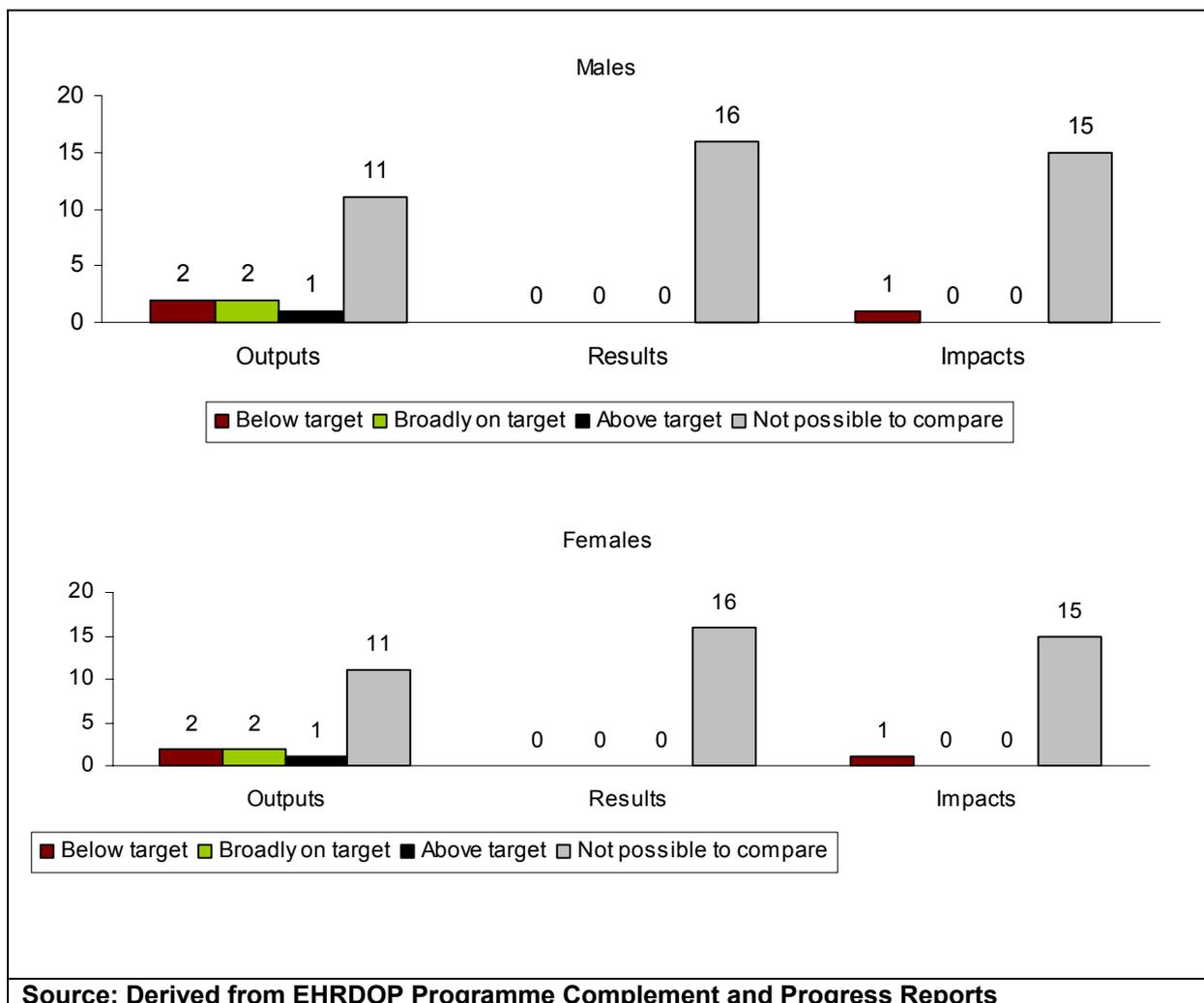


Table 6.6 shows data available for each measure. It shows that for three of the five measures where it is possible to compare progress to target by gender, that male and female progress relative to targets were similar and were in line with the overall pattern on the measure. For instance, the number of males and females completing programmes in FÁS under measure 3 Active Measure for the Long-term Unemployment and Socially Excluded were both on target, the number of males and females participating under measure 13 Skills Training for the Unemployed and Redundancy Workers were both ahead of target and the number of males and females benefiting under measure 19A Social Economy Programme were both below target.

Progress relative to target differed from this pattern for measure 11A Early School Leaving Progression and measure 14A Apprenticeship/Traineeship. The number of females under 11A was on target while the number of males was below target. The opposite was true in relation to 14A where the number of females was behind target and the number of males was on target.

**Table 6-6: Comparison of Physical Progress to Target by Gender 2000-2004**

Code	Measure/Sub-measure	Outputs: Actual (Target)		Results: Actual (Target) Results		Impacts: Actual (Target) Impacts	
		Male	Female	Male	Female	Male	Female
02 ESF	NES	n/a	n/a	n/a	n/a	40% (68%)	50% (70%)
03 ESF	A. M. LTU and SE	83,251 (83,320)	106,969 (97,680)	n/a	n/a	n/a	n/a
05 ESF	SCI	n/a	n/a	n/a	n/a	n/a	n/a
09 ESF	TLA	n/a	n/a	n/a	n/a	n/a	n/a
11A ESF	ESL - Progression	8,032 (10,571)	7,108 (7,529)	n/a	n/a	n/a	n/a
11B ESF	ESL- Y and T	n/a	n/a	n/a	n/a	n/a	n/a
13 ESF	Skills Training	22,181 (12,400)	34,895 (18,300)	n/a	n/a	n/a	n/a
14A ESF	Appren. /Train.	32,811 (32,950)	125 (181)	n/a	n/a	n/a	n/a
19A ESF	SEP	2,940 (5,640)	4,421 (5,940)	n/a	n/a	n/a	n/a
21 ESF	LL-BTEI	n/a	n/a	n/a	n/a	n/a	n/a
22 ESF	LL-NALS	n/a	n/a	n/a	n/a	n/a	n/a
26 ESF	U. S.	n/a	n/a	n/a	n/a	n/a	n/a
29B ESF	Quality Assur.	n/a	n/a	n/a	n/a	n/a	n/a
30 ESF	Ed. Disadvan.	n/a	n/a	n/a	n/a	n/a	n/a
31A ESF	Equal Opp. Ed.	n/a	n/a	n/a	n/a	n/a	n/a
31B1 ESF	Equal For Women	n/a	n/a	n/a	n/a	n/a	n/a

Physical progress by gender for 2004 for each of the measures is shown in Table 6.7 below. It shows that more data has been reported by NUTS II region since the MTE, especially for DES measures.

**Table 6-7: Comparison of Physical Progress to Target by Gender 2004**

Code	Measure/Sub-measure	Outputs: Actual (Target)		Results: Actual (Target) Results		Impacts: Actual (Target) Impacts	
		Male	Female	Male	Female	Male	Female
02 ESF	NES	47,797 (53,000)	41,539 (47,000)	50,066 (60,000)	40,067 (40,000)	39% (75%)	49% (75%)
03 ESF	A. M. LTU and SE	10,001 (13,000)	15,114 (16,000)	32% (37%)	37% (37%)	53% n/a	53% n/a
05 ESF	SCI	n/a	n/a	n/a	n/a	n/a	n/a
09 ESF*	TLA	772 (218)	727 (257)	n/a	n/a	n/a	n/a
11A ESF	ESL - Progression	1,312 (1,485)	1,049 (1,215)	n/a	n/a	41% n/a	35% n/a
11B ESF	ESL- Y and T	n/a	n/a	n/a	n/a	n/a	n/a
13 ESF	Skills Training	2,689 (4,000)	4,824 (6,700)	1,396 (1,900)	2,325 (3,300)	73% n/a	69% n/a
14A ESF	Appren. /Train.	6,031 (6,450)	21 (50)	n/a	n/a	n/a	n/a
18A ESF	In-CT- FÁS	n/a	n/a	n/a	n/a	n/a	n/a
18B ESF	In-CT- EI	n/a	n/a	n/a	n/a	n/a	n/a
18C	In-CT- DETE	n/a	n/a	n/a	n/a	n/a	n/a
19A ESF	SEP	1,068 (640)	1,697 (940)	n/a	n/a	n/a	n/a
21 ESF	LL-BTEI	8,228 (8,276)	21,125 (21,257)	n/a	n/a	n/a	n/a
22 ESF	LL-NALS	14,227 (7,450)	19,646 (13,349)	n/a	n/a	n/a	n/a
26 ESF	U. S.	n/a (2,858)	n/a (1,235)	695 (798)	314 (305)	n/a	n/a
29B ESF*	Quality Assur.	54,029 (54,586)	52,455 (53,070)	n/a	n/a	n/a	n/a
30 ESF	Ed. Disadvan.	n/a	n/a	n/a	n/a	n/a	n/a
31A ESF	Equal Opp. Ed.	n/a	n/a	n/a	n/a	n/a	n/a
31B1 ESF	Equal For Women	n/a	n/a	n/a	n/a	n/a	n/a

\* Academic year 2003/2004.

### 6.3.3 Physical Progress by NUTS II Region

The Terms of Reference also noted that ‘where data availability permits, the analysis should be carried out at NUTS II level’. The relevant measures to examine physical progress at NUTS II level are therefore the 16 measures we examined in Section 6.3.2, i.e. where indicators relate to people and so could be presented in terms of beneficiaries in the Southern and Eastern Region, and in the Border, Midland and Western Region.

Figure 6.6 summarises physical progress relative to targets by NUTS II region. Again the striking feature is the large number of measures where it is not possible to compare progress to targets. Of the 16 relevant measures it is only possible to compare progress to target by NUTS II region at output level for four measures, at result level for no measures and at impact level for no measures either. **The lack of results data is mainly due to a lack of target setting and Chapter 8 discusses the actual figures obtained for these indicators.**

Figure 6-6: Physical Progress by NUTS II Region for Co-financed Measures 2000-2004

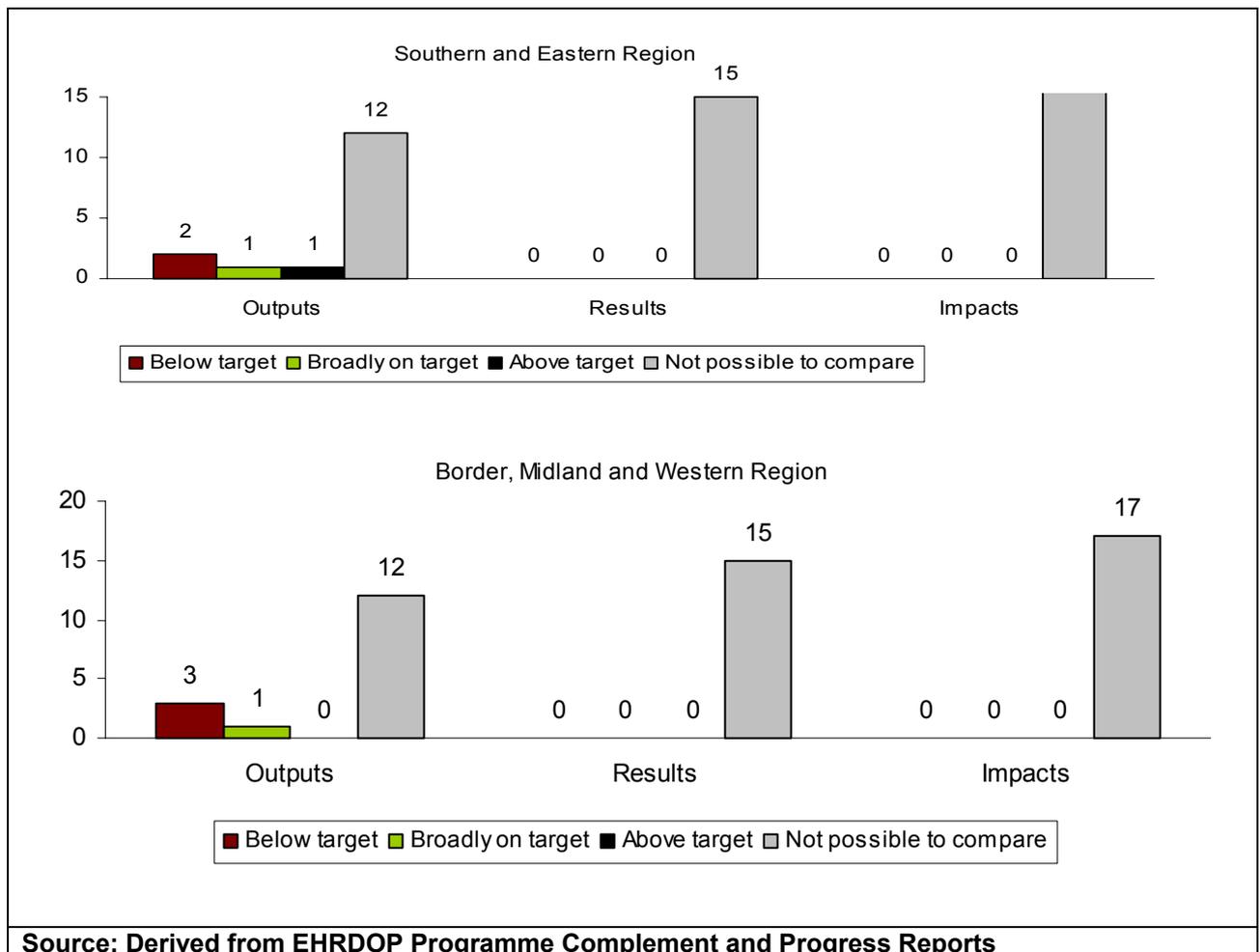


Table 6.8 shows data available for each measure by NUTS II region and compares it to target. It shows that progress relative to target at NUTS II region was broadly similar within each measure, i.e.

the progress in the Southern and Eastern Region was similar to that in the Border, Midland and Western Region.

**Table 6-8: Comparison of Physical Progress to Target by NUTS II Region 2000-2004**

Code	Measure/Sub-measure	Outputs: Actual (Target)		Results: Actual (Target) Results		Impacts: Actual (Target) Impacts	
		S&E	BMW	S&E	BMW	S&E	BMW
02 ESF	NES	406,390 (434,800)	148,805 (145,200)	n/a	n/a	n/a	n/a
03 ESF	A. M. LTU and SE	140,671 (125,180)	49,549 (55,820)	n/a	n/a	n/a	n/a
05 ESF	SCI	n/a	n/a	n/a	n/a	n/a	n/a
09 ESF	TLA	n/a	n/a	n/a	n/a	n/a	n/a
11A ESF	ESL - Progression	12,004 (13,909)	3,136 (4,191)	n/a	n/a	n/a	n/a
11B ESF	ESL- Y and T	n/a	n/a	n/a	n/a	n/a	n/a
13 ESF	Skills Training	n/a	n/a	n/a	n/a	n/a	n/a
14A ESF	Appren. /Train.	n/a	n/a	n/a	n/a	n/a	n/a
19A ESF	SEP	4,159 (7,430)	3,202 (4,191)	n/a	n/a	n/a	n/a
21 ESF	LL-BTEI	n/a	n/a	n/a	n/a	n/a	n/a
22 ESF	LL-NALS	n/a	n/a	n/a	n/a	n/a	n/a
26 ESF	U. S.	n/a	n/a	n/a	n/a	n/a	n/a
29B ESF	Quality Assur.	n/a	n/a	n/a	n/a	n/a	n/a
30 ESF	Ed. Disadvan.	n/a	n/a	n/a	n/a	n/a	n/a
31A ESF	Equal Opp. Ed.	n/a	n/a	n/a	n/a	n/a	n/a
31B1 ESF	Equal For Women	n/a	n/a	n/a	n/a	n/a	n/a

Physical progress to target by NUTS II region in 2004 is given in Table 6.9 below. It shows that more data has been reported by NUTS II region since the MTE.

**Table 6-9: Comparison of Physical Progress to Target by NUTS II Region 2004**

Code	Measure/Sub-measure	Outputs: Actual (Target)		Results: Actual (Target) Results		Impacts: Actual (Target) Impacts	
		BMW	S&E	BMW	S&E	BMW	S&E
02 ESF	NES	27,595 (30,000)	61,741 (70,000)	29,437 (28,000)	67,696 (72,000)	46%	43%
03 ESF	A. M. LTU and SE	5,883 (8,000)	19,232 (21,000)	34% (33%)	35% (38%)	49%	61%
05 ESF*	SCI	92	312	n/a	n/a	n/a	n/a
09 ESF*	TLA	320 (77)	1,179 (398)	n/a	n/a	n/a	n/a
11A ESF	ESL - Progression	470 (600)	1,891 (2,100)	n/a	n/a	34%	40%
11B ESF	ESL- Y and T	1,234 (1,878)	2,385 (4,218)	n/a	n/a	n/a	n/a
13 ESF	Skills Training	1,648 (2,250)	5,865 (8,450)	554 (1,100)	3,167 (4,100)	69%	71%
14A ESF	Appren. /Train.	1,432 (1,500)	4,620 (5,000)	n/a	n/a	57%	67%
18A ESF	In-CT- FÁS	n/a	n/a	n/a	n/a	n/a	n/a
18B ESF	In-CT- EI	n/a	n/a	n/a	n/a	n/a	n/a
18C ESF	In-CT- DETE	n/a	n/a	n/a	n/a	n/a	n/a
19A ESF	SEP	1,055 (950)	1,710 (630)	137 (40)	169 (35)	n/a	n/a
21 ESF*	LL-BTEI	5,708	23,645	n/a	n/a	n/a	n/a
22 ESF	LL-NALS	11,219	22,654	n/a	n/a	n/a	n/a
26 ESF	U. S.	570	2,403	124	885	n/a	n/a
29B ESF	Quality Assur.	34,762	78,771	n/a	n/a	n/a	n/a
30 ESF	Ed. Disadvan.	n/a	n/a	n/a	n/a	n/a	n/a
31A ESF	Equal Opp. Ed.	n/a	n/a	n/a	n/a	n/a	n/a
31B1 ESF	Equal For Women	225 (44)	513 (163)	32 (15)	86 (30)		

\* Academic year 2003/2004.

## 6.4 Physical Outputs Relative to Expenditure

This section examines how the physical outputs to date compare to planned expenditure. Where feasible, the planned physical outputs relative to expenditure are calculated for each measure, using data in the Programme Complement by dividing the budget for each measure by the relevant targets for output. Actual physical outputs relative to expenditure are calculated on a similar basis and then actual physical outputs relative to expenditure are expressed as a percentage of physical outputs relative to expenditure.

While straightforward in principle, there are a number of practical difficulties with this approach:

- Targets have not been specified for all measures for outputs. This means that unit costs cannot be calculated for all indicators for all measures based on data provided in the Programme Complement;
- A single budget figure is given to each measure and as a result all the selected output indicators are divided by this single budget figure;
- The significance of departures from projected unit costs depends on the validity of the original projection, e.g. it could be artificially high or low. This is especially important given the Berlin profiling of expenditure.

These are significant constraints to objective evaluation of efficiency of all measures based on a comparison of physical outputs relative to expenditure. The Steering Committee appears to have anticipated these constraints when they inserted the qualification 'data permitting' in the Terms of Reference. In interpreting the data, these constraints should be borne in mind.

The Table below compares the expected physical outputs and expenditure for measures within the EHRDOP for the period 2000-04 where data is available. It has been possible to make actual verses planned comparisons for 12 of the output indicators (not including the technical assistance measures). It has not been possible to calculate for eight measures, mainly due to the lack of target data, and so it is impossible to comment on the efficiency of these measures.

Actual percentages are above expected percentages for seven of the measures and below forecast for the five remaining measures. Actual percentages vary over the range of 25% to 156%. **However, given the limitations of the data we feel that it is not possible to draw any systematic conclusions.**

Measure	Physical Output as % of Expenditure	Measure	Physical Output as % of Expenditure
2	75%	18C	n/a
3	102%	19A	156%
5	n/a	19B	n/a
9	n/a	21	n/a
11A	125%	22	124%
11B	57%	26	66%
13	75%	29B	n/a
14A	25%	30	n/a
18A	n/a	31A	n/a
18B	122%	31B	110%

## 6.5 Constraints to Progress

In general the ESF co-financed measures have not faced significant constraints to progress since the MTE. However, a small number of measures have reported constraints to their progress since the MTE. These constraints arose from wider budgetary constraints in case of measure 21 Lifelong Learning – Back to Education Initiative and constraints also arose in relation to restricted staffing levels under measure 18A In-Company Training - FÁS.

## 6.6 Chapter Conclusions

### 6.6.1 Overview

In this Chapter we addressed the second main analytical task of Progress to Date and Effectiveness, i.e. items 2.a-2.d in the Terms of Reference. We now draw our conclusions on progress to date and highlight any lessons we feel have emerged from progress to date.

### 6.6.2 Conclusions on Progress to Date

Our overall conclusion is that ESF co-financed measures have been effective in delivering activity as planned. At an overall level expenditure under the measures is 94% of forecast and the ESF element of expenditure is also broadly as forecast when allowing for the Berlin Profile effect. Expenditure under the measures by NUTS II region is also as forecast.

The fact that the level of activity under the In-Company Training sub-measures is below forecast has been well highlighted and the measure was the subject of a separate evaluation by the NDP/CSF Evaluation Unit. A number of steps have been taken to increase activity under these measures. It is too earlier to judge the effects these steps will have in increasing activity, but this will become clearer

over the next 12 months. We discuss this further in our recommendations in Section 8.2 of the Executive Summary.

Formulating conclusions on the physical progress of the ESF measures over the entire period is more difficult due to lack of indicator data and or targets. At an output level the data shows that most of the measures, where data is available, are ahead of target. However, new measures take longer to get up and running than typically allowed for in the planning process. A key issue here is the length of time it can take to secure appropriate staff. In addition, data on results and impacts is not available for most measures. Assessing physical progress by gender is also prohibited due to the lack of required data or targets.

The progress under the programme offers a number of lessons for future programme planning which are outlined below.

### **6.6.3 Lessons for Programme Planning**

The experience of the programme also highlights a number of lessons for future programmes:

1. Ex-ante analysis/planning is the most important stage in the programming cycle. It offers the only real opportunity to 'innovate' and to introduce new approaches into programme delivery. It also puts in place the structure upon which considerable reporting and monitoring will subsequently take place.
2. It follows from the above that evaluation/independent advice is most beneficial at ex-ante stage, provided of course it is provided early enough. A feature of recent programme planning in Ireland is that ex-ante analysis has been taken at a somewhat broad level, e.g. at the overall national investment needs level as opposed to the HRD level. While an ex-ante analysis was undertaken of the 1994-99 Human Resources Development OP it was undertaken at a stage when the document was more or less complete.
3. A programme should have a clear, simple and well defined set of overall objectives. Each sub-programme should aim to address a single programme objective, and the measures under each sub-programme should aim to address the sub-programme objective. In addition, each overall objective (and hence sub-programme objective) should be clearly linked to the labour market, e.g. to train people in employment, to help socially excluded to gain employment etc. Such a structure would allow for more meaningful debate about programme progress and strategic direction. The 2000-2006 OP lacks such a simple structure and the current pillar structure is not particularly helpful, with the exception of the Equality Pillar. The HRD 1994-99 OP on the other hand had a more useful sub-programme structure as follows: Initial Education and Training; Continuing Training for the Unemployed; Social Exclusion; Adaptation to Industrial Change; Improvement of the Quality of Training; and Technical Assistance.
4. A programme and its associated measures should be presented in as a clear and simple a way as possible, and it should be easy for people to find out information on the various education and training schemes. This is not the case under the current OP. For example, some of the programmes biggest schemes under the scheme are 'hidden' under 'measure titles', the Community Employment Scheme is located under measure 3 Active Measures for the Long-term Unemployed and Socially Excluded, and the Back to Work Allowance Scheme along with the

Back to Education Allowance Scheme are located under measure 15 Employment Support Services. In addition, a number of measures relate not to education and training schemes but the spectrum of education and training schemes members of a target group participate with that agency, making difficult to access information on the number under various schemes.

5. If targets are not set and if indicators are not defined at the beginning of the programme then it is very difficult to get agreement on targets and indicators during the programme. Where necessary expert advice should be sought as part of the development of a programme to assist in the establishment of indicators and targets.
6. Greater use of technical assistance resources during the planning stages should be used than has been the case for previous programmes. This should draw on expert advice from specialised units in the public sector as well as drawing on expertise from the private sector where necessary.
7. Greater rigour in the establishment of forecasts and targets should be applied as this is the basis of good planning. In particular, it is important to avoid adopting artificial expenditure forecasts as this dilutes the very benefit of having forecasts in the first place. Related to this, there is also a need to establishment some level of consistency between multi-annual forecasts and the annual estimates process.
8. Some form of 'stick and/or carrot' mechanism should be built into the programme to facilitate effective programme management.

#### **6.6.4 Lessons for Measure Planning**

We feel the experience of the OP and relevant research offers a number of lessons for planning measures (HRD interventions) as follows:

1. The underlying education or labour market issue to be addressed should be very clearly identified and the objective of the intervention should be specified in terms of how it will address this need or issue. The underlying human resource development need or issue should be clearly identified. Having done this the next step is to specify the objective of the intervention and do to so as specifically as possible. In specifying the objective it is important to clearly state what the measure is trying to achieve in relation to the underlying HRD need. It also important to be clear on how the intervention links with the labour market. Where it felt that an intervention has more than one objective it is very important to have a primary and secondary objective otherwise an intervention can loose focus.
2. It should be clear how new measures complement mainstream education and training provision. The planning of new measures should include complementarities with existing provision in the mainstream education and training system.
3. Following this the target group(s) should be carefully selected. There is a need for very clear target groups. In defining these it is important to start with the needs the project is trying to address and then moving to the type of people for whom this is relevant. In order to avoid overlap and duplication it is also important to take into account which existing HRD interventions currently target relevant groups and how the planned intervention differs from these.
4. It is very important to use the most appropriate selection process. Having considered the target group it is important to design the most appropriate participant selection process. For certain types of interventions thresholds or cut-offs will be sufficient, e.g. time on the Live Register. However, in such case it is important to allow for flexibility, e.g. spouses of people on the Live Register who not on the Register, people who were on for required period, got a job but lost it quickly etc. More generally there is a need to consider if the selection criteria used in the past

remain as valid today. For instance, in a context of near-full-employment and labour shortages, consideration should be given to whether the Live Register remains the appropriate basis for determining eligibility for access to ALMPs etc. Related to this for many types of interventions more qualitative selection process will be required.

5. Careful consideration should be given to the design and delivery arrangements of the intervention. In designing the intervention careful consideration should be given to the following:
  - Size: International research shows that schemes normally have diminishing marginal returns beyond a certain point and this should be factored into any scheme when determining its optimal size;
  - Duration: Determining the optimal duration of an intervention involves striking a balance. The intervention should be sufficiently long to achieve substantial results but not so long that participants become locked into the programme and less active in the labour market;
  - Delivery: The typical methods of delivery as they currently stand under the OP, i.e. primarily full-time attendance during “office hours”, are not in themselves appropriate to up-skilling the workforce and the general population in the context of lifelong learning. Careful consideration needs to be given to the development of more flexible delivery times. This is particularly important to increase participation by and access for women returning to the labour force.
6. Clear linkages should be established with the intervention and with the wider HRD system and labour market. Irish and international research has shown that the stronger a scheme’s linkages with the labour market (e.g. provision of specific labour market skills, or work experience) the more likely it is to have a positive net impact on participants’ employment and earnings prospects. If a project is a step or two back from direct employment then it is important to have clear pathways to eventual employment for participants. For example, a list of courses they could attend next or employers who would give them a chance. Having clear and explicit progression pathways through the HRD system is especially important for individuals who require a number of separate interventions before they are ready to enter the work force.
7. There is a need to ensure that the intervention remains responsive. Once a project is up and running it can be difficult for it to be flexible. There can be a natural tendency for a project manager to focus on what the project has always been doing. In particular when the numbers are there for the project it can be very difficult for those involved in its delivery to see why they should do anything differently. International literature points to the need for continual responsiveness. Interventions need to be responsive not just to their target groups but also to the overall economic climate. Ongoing monitoring and evaluation can support this process. We discuss this in more detail at step 8 below.
8. The role of ongoing monitoring and evaluation should be built into the intervention from the design stage. Ongoing monitoring and evaluation is necessary to ensure that an intervention delivers maximum benefits to its clients. Central to effective monitoring and evaluation is the definition and provision of data on monitoring (performance) indicators. In line with good practice three types of monitoring indicators should be defined, as follows:
  - Output indicators: Represent the product of the operators’ activity or more precisely that which is obtained in exchange for public expenditure. An example in the case of a training intervention is the number of people partaking in a training course;
  - Result indicators: Represent the immediate advantage of an intervention for the direct addresses. An example in the case of a training intervention is the number of participants who achieve certification;

- Impact indicators: Represent the consequences of an intervention beyond its direct and immediate interaction with addresses. An example in the case of a training intervention is the number of graduates from a programme who are in employment one year following completion of the course.

For the vast majority of HRD interventions, especially those that involve the education or training of people, there is no reason why an output, result or impact indicator *cannot* be defined. The definition of indicators is challenging. But going through steps 1-9 above can greatly assist in this process.

For instance, if there is difficulty in defining the result indicator then perhaps this is because the objective of the intervention is not sufficiently clear (step 1). If there is difficulty in defining an impact indicator then perhaps this is because the linkages between the measure, the wider HRD system and labour market are not sufficiently clear (step 6). Provided sufficient time, effort, resources and expertise are allocated to the task it should be possible to define and ensure the collection of data for most HRD interventions.

### **6.6.5 Lessons for Measure Planning**

The experience of the EHRDOP programme provides a number of lessons for measure implementation as follows:

1. New measures take longer to get up and running than typically allowed for in the planning process. A key issue here is the length of time it can take to secure appropriate staff.
2. It is important to ensure that participant selection criteria do not exclude suitable candidates. For example, a requirement for participants to be on the Live Register can disadvantage certain groups of women, such as the wives of men on the Live Register who may not be on the Register themselves.
3. There is a need for flexible delivery and supports to promote participation by disadvantaged groups. For example, delivery of education and training outside 'normal office hours', paying for childcare and travel allowances.
4. There is a need to promote a greater focus on results and impacts from measure implementing bodies. This is because there is a tendency for implementing bodies to focus on spend and 'outputs' and not on 'results' or 'impacts'.

## 7 ESF SPECIFIC ISSUES

### 7.1 Chapter Introduction

This Chapter assesses a number of ESF specific issues raised in the Terms of Reference, as shown below.

<b>3.a</b>	<i>'Review the principal ESF achievements in each of the Priorities.</i>
<b>3.b</b>	<i>Assess the direct and indirect effects of the measure on individuals and/or systems, including any unintended consequences which can be discerned.</i>
<b>3.c</b>	<i>Assess the added value (other than in financial terms), if any, of the ESF.</i>
<b>3.d</b>	<p><i>How the co-financed measures are linked to the EES and linked to national labour market policies, with a particular focus on:</i></p> <ul style="list-style-type: none"> <li><i>i. How the measures contribute to the EES and to the National Action Plan on Employment;</i></li> <li><i>ii. The extent to which the measures have played a role in addressing annual recommendations made to Ireland under the EES process;</i></li> <li><i>iii. The extent to which the measures contribute to the Lifelong Learning agenda.'</i></li> </ul>

Section 7.2 reviews the principal ESF achievements in each of the four OP priorities. In Section 7.3 we discuss the linkage between the ESF co-financed measures and the European Employment Strategy (EES) and the National Employment Action Plan process. The contribution of the ESF co-financed measures to the EES process is discussed in Section 7.4 and their contribution to national policies is discussed in Section 7.5. The added value of the ESF and direct and indirect effects are examined in Section 7.6. Finally, Section 7.7 presents our Chapter conclusions.

### 7.2 Principle ESF Achievements by Priority<sup>4</sup>

#### 7.2.1 Employability

Across these eight measures a total of €3,655mn has been spent and ESF spend was €415mn. A total of 555,195 people registered with the National Employment Service and 424,178 were placed in jobs or FÁS programmes. With regard to early school leavers 17,458 trainees presented on Youthreach and Traveller training programmes, and there were 15,140 completions under the early school leaver progression programme. An estimated 5,653 students benefited from the Special Fund for Students with Disabilities and 57,076 people completed training as part of the Skills Training for the Unemployed and Redundant Workers and 7,607 people completed traineeships.

<sup>4</sup> Where possible this Section focuses on indicators that relate to the specific ESF funded element of each measure. For example, for measure 21 Lifelong Learning – BTEI we report data for the part-time options. Where indicators are not available solely for the ESF funded element of a measure we report the main indicator for each measure as per Chapter 6.

Less data is available on the actual impact of these measures is available over the entire period.<sup>5</sup> But estimates suggest that 43% of those on the live register engaged with by FÁS left the register between 2000 and 2004. An estimated 45% of early school leavers who participated on FÁS programmes proceeded to employment, education or further training while 69% of trainees were in employment at the time of the follow up survey. See Table 7.1 below.

**Table 7-1: Principles Achievements under the Employability Pillar**

<p><b>02 National Employment Service</b></p> <p>ESF Focus: Development of innovative ICT applications in support of the measure in the areas of collection and dissemination of information on job vacancies and education/training opportunities.</p> <p>Total/ESF Spend (€mn): 271.5/ 11.5</p> <p>Outputs: 555,195 people registered in the 2000-2004 period</p> <p>Results: 424,178 people were placed in jobs or FÁS programmes</p> <p>Impacts: 43% of those on the live register left the register between 2000-2004</p>
<p><b>03 Active Measures for the Long-term Unemployed and Socially Excluded Groups</b></p> <p>ESF Focus: For LTU (including lone parents). Training courses and related support measures as necessary.</p> <p>Total/ESF Spend (€mn): 1745.9/ 33.9</p> <p>Outputs: 190,220 people completed FÁS programmes</p> <p>Results: 32% of training programme participants were placed at the end of the programme</p> <p>Impacts: 45% of training programme participants were in employment/training/ education at the time of the follow up survey</p>
<p><b>05 School Completion Initiative</b></p> <p>ESF Focus: School completion programme</p> <p>Total/ESF Spend (€mn): 71/ 33.9</p> <p>Outputs: 404 schools participated in the School Completion Programme</p> <p>Results: n/a</p> <p>Impacts: n/a</p>
<p><b>09 Third Level Access</b></p> <p>ESF Focus: Student support e.g. student assistance fund, the fund for students with disabilities, the millennium fund and the top up grant; the provision of outreach services and the provision of support services</p> <p>Total/ESF Spend (€mn): 103/ 22.2</p> <p>Outputs: 5,653 students benefited from the Special Fund for Students with Disabilities in the 2000-2004 period. DES figures suggest that approximately 31,621 students benefited from the Student Assistance Fund and approximately 27,832 students benefited from the Top Up Grant.</p> <p>Results: n/a</p> <p>Impacts: n/a</p>
<p><b>11A ESL Progression</b></p> <p>ESF Focus: Early school leavers, Foundation and Progression options</p> <p>Total/ESF Spend (€mn): 139.3/ 63.7</p> <p>Outputs: In 2000-2004 there were 15,140 completions</p>

<sup>5</sup> An impact indicator was defined for measure 11B in the original Programme Complement. However, following the MTE it was decided that this indicator would more appropriately be categorised as an output indicator. So data for this indicator does not capture the impact of this measure.

<p>Results: n/a Impacts: 49% of participants proceeded to employment, education or further training</p>
<p><b>11B ESL Youthreach and Travellers</b> ESF Focus: Youthreach and Senior Traveller Training programmes Total/ESF Spend: 256.5/ 130.8 Outputs: 17,458 trainees presented on Youthreach and Traveller training programmes Results: n/a Impacts: n/a</p>
<p><b>13 Skills Training for the Unemployed</b> ESF Focus: All elements of the programme Total/ESF Spend (€mn): 412.2/ 75 Outputs: 57,076 completed training between 2000 and 2004 Results: There were 27,841 completions with certification Impacts: n/a</p>
<p><b>14A Apprenticeship/Traineeship</b> ESF Focus: Traineeship element of the programme Total/ESF Spend (€mn): 656.3/ 45 Outputs: 7,607 people completed traineeships Results: 56% of trainees had been placed at the end of the programme Impacts: 69% of trainees were in employment at the time of the follow up survey</p>

### 7.2.2 Entrepreneurship

A total of €256mn has been spent across the five measures of the Entrepreneurship pillar including ESF expenditure of some €60mn. It is estimated that 6,246 companies have been in receipt of support for In-Company training with 358 having implemented a high quality training system. In addition, 7,361 people were supported in social economy enterprises during the period. No data is available on the impacts of this pillar. See Table 7.2 below.

**Table 7-2: Principles Achievements under the Entrepreneurship Pillar**

<p><b>18A In Company Training</b> ESF Focus: All activities including the analysis of sectoral training needs and the implementation of programmes to meet these needs Total/ESF Spend (€mn): 73.1/ 39.3 Outputs: From 2000-2003 5,128 companies had been in receipt of FÁS support Results: From 2000-2003 321 companies had a recognised, high quality training system Impacts: n/a</p>
<p><b>18B In Company Training</b> ESF Focus: All activities to develop firms' internal capability to meet HR development skills as an integral part of business development. Total/ESF Spend (€mn): 71.5/ 12 Outputs: 1,118 companies had been in receipt of support for HRD</p>

Results: 37 companies had a recognised, high quality training system  
Impacts: n/a

### 19A Social Economy Programme

ESF Focus: Cost of local enterprise start-ups and from October 2004, wage costs

Total/ESF Spend (€mn): 110.4/ 7.9

Outputs: 7,361 people were supported in social economy enterprises

Results: n/a

Impacts: n/a

## 7.2.3 Adaptability

A total of €690mn has been spent across the four measures of the Adaptability pillar including ESF expenditure of some €97mn. In the Back to Education Initiative 28,267 people participated in a part-time course in 2003 and 2004. An estimated 126,749 adults availed of literacy services and 405,876 candidates received either HETAC or FETAC certifications. See Table 7.3 below.

**Table 7-3: Principles Achievements under the Entrepreneurship Pillar**

### 21 Lifelong Learning BTEI

ESF Focus: BTEI Part-Time options. The full time element became ESF eligible for 2005.

Total/ESF Spend (€mn): 435.3/ 9.4

Outputs: Part time element only began in 2003. There were 28,267 part time trainees in 2003 and 2004

Results: Part time element only began in 2003. 34% of participants presented for certification in 2004

Impacts: Part time element only began in 2003. 91% of participants continued to other part-time courses, full time employment or training in 2004.

### 22 Lifelong Learning Adult Literacy

ESF Focus: Delivery of literacy/numeracy tuition, basic ICT tuition, awareness raising, co-ordination and research and development.

Total/ESF Spend (€mn): 82.4/ 32

Outputs: 126,749 participants availed of literacy services

Results: n/a

Impacts: n/a

### 26 Undergraduate Skills

ESF Focus: Provision of third level places to meet the identified skill needs of the high-technology sector, with particular emphasis on Information and Communication Technologies (ICT's) and chemical and biological sectors.

Total/ESF Spend (€mn): 137/ 51

Outputs: 16,100 additional university places were created

Results: n/a

Impacts: n/a

### 29B Quality Assurance – National Qualifications Framework

ESF Focus: National Qualifications Authority of Ireland (NQAI), Further Education and Training Council (FETAC) and Higher Education and Training Council (HETAC).

Total/ESF Spend (€mn): 35.7/ 4.9

Outputs: 290,173 students received FETAC cert. and 96,832 received HETAC certification  
 Results: n/a  
 Impacts: n/a

### 7.2.4 Equality

An estimated €12mn has been spent across the four measures of the Equality pillar including ESF expenditure of some €5mn. Some 945 people in implementing bodies were trained in issues surrounding gender equality and there were 1,321 participants under measure 31B1. See Table 7.4.

**Table 7-4: Principles Achievements under the Equality Pillar**

<p><b>30 Educational Disadvantage</b>          ESF Focus: All activities in aid of economically disadvantaged women          Total/ESF Spend (€mn): 2.8/ 0.3          Outputs: 1,722 participants have completed training since 2001          Results: n/a          Impacts: n/a</p>
<p><b>31A Equal Opportunities Promotion and Monitoring</b>          ESF Focus: A dedicated Equality Unit to co-ordinate and monitor the process of mainstreaming a gender perspective into all areas of the educational system. A computerised Management Information System (MIS) for further education programmes not embraced at present by the post-primary pupil database.          Total/ESF Spend (€mn): 2.6/ 1.22          Outputs: n/a          Results: n/a          Impacts: n/a</p>
<p><b>31B Equal Opportunities Promotion and Monitoring - NDP</b>          ESF Focus: All activities under the Measure.          Total/ESF Spend (€mn): 2.4/ 1.2          Outputs: 945 people in implementing bodies were trained in 2000-2004          Results: n/a          Impacts: n/a</p>
<p><b>31B1 Equality For Women</b>          ESF Focus: All activities under the Measure.          Total/ESF Spend (€mn): 4.3/ 2.4          Outputs: There were 1,321 participants in 2000-04.          Results: n/a          Impacts: n/a</p>

## 7.3 Linkages of ESF Measures with the EES and the NEAP

The European Employment Strategy, initiated at the Luxembourg European Council, provides a framework for member states to establish a set of common objectives and targets for employment

policy. The European Employment Strategy is organised around four key pillars: Employability; Entrepreneurship; Adaptability; Equal Opportunities between Men and Women.

It is designed as the main tool to give direction to and ensure coordination of the employment policy priorities to which Member States should subscribe at EU level. The coordination of national policies is to be achieved through the following:

1. Employment Guidelines, which set out common priorities for Member States' employment policies on an annual basis;
2. National Action Plans drawn up by member states which describe how the guidelines are put into practice at national level;
3. The Joint Employment Report in which the Commission and the Council examine each National Action Plan, present new proposals to revise the Employment Guidelines for the following year, and comment on Member States progress in achieving the EES;
4. Recommendations, in which the Council, in consultation with the Commission, issue country-specific recommendations on the implementation of the EES and associated Guidelines.

Ireland's Objective 3 Policy Frame of Reference (PFR) sets out the context for ESF assistance for human resource development, including the relationship with the four pillars under the European Employment Strategy (EES) process. Table 7.5 lists the ESF co-financed measures and also indicates the Policy Field and Guideline to which they relate.

Table 7.5 shows that there is a clear linkage between the ESF co-financed measures and the Employment Guidelines. It also shows that a number of the co-financed measures relate to multiple Employment Guidelines. For example, measure 21 Lifelong Learning - Back to Education Initiative relates to Guidelines 5, 6, 21 and 22; measure 02 National Employment Service relates to Guidelines 1, 2 and 3; measure 11B ESL – Youthreach and Travellers relates to Guidelines 7, 8 and 9; measure 22 relates to Guidelines 5, 6 and 21; and measure 31B Gender Equality Unit relates to Guidelines 18, 19 and 21.

**Table 7-5: ESF Measures, EES Policy Field and Employment Guidelines**

Policy Field		Employment Guidelines
<b>Active Labour Market Measures €428.81mn</b>		
02 ESF	National Employment Service	1, 2 and 3
05 ESF	School Completion Initiative	7 and 8
11A ESF	Early School Leavers Progression	7 and 8
11B ESF	ESL- Youthreach and Travellers	7, 8 and 9
14A ESF	Apprenticeships/Traineeships-FÁS	17
<b>Social Inclusion €118.80mn</b>		
03 ESF	Active Measures for LTU and Socially Excluded	3 and 9
09 ESF	Third Level Access	17
33A ESF	Technical Assistance-Equality Studies	18
<b>Lifelong Learning €99.45mn</b>		

21 ESF	Lifelong Learning-BTEI	5, 6, 21 and 22
22 ESF	Lifelong Learning-National Adult Literacy Strategy	5, 6 and 21
<b>Adaptability and Entrepreneurship €251.50mn</b>		
13 ESF	Skills Training for the Unemployed and Redundant Workers	21
18AESF	In-Company Training- FÁS	17
18BESF	In-Company Training- EI	17
19A ESF	Social Economy Programme	12
19B ESF	Social Economy- Local Social Capital	12
26 ESF	Undergraduate Skills	17
29B ESF	Quality Assurance/certification and national Qualifications Framework	5 and 6
<b>Gender Equality €9.53mn</b>		
30 ESF	Educational Disadvantage	19
31A ESF	Equal Opp Promotion and Monitoring- education	19
31B ESF	Equal Opp Promotion and Monitoring- NDP	18, 19 and 21
<sup>1</sup> . The table does not show Measure 33B OP Technical Assistance separately. However, expenditure figures include the pro-rata allocation of technical assistance. The Fund operates within the five Policy Fields which are set out in detail under Article 2 of the ESF Regulation 1262/1999/EEC. As required under Article 2 of the Regulation, the Fund also aims to take account, as appropriate, of support for local employment initiatives as well as the social/labour market dimensions of the information society and equal opportunities as part of an overall mainstreaming approach.		
<b>Source: DETE, EHRDOP</b>		

## 7.4 Contribution of ESF Measures to the EES Process

### 7.4.1 Overview

In this Section we discuss the contribution of the ESF measures to the EES process. In order to do this we first of all describe the institutional framework and the process involved in the formulation of recommendations to Ireland under the EES process and in formulating Ireland's response, see Section 7.4.2. Having done this we examine the recommendations made to Ireland under the process (in Section 7.4.3) and then we consider the contribution of the ESF measures to the EES process in Section 7.4.4.

### 7.4.2 EES Process and Institutional Framework

The process of developing and reviewing the Annual NEAP is led by the Department of Enterprise, Trade and Employment and approved by the Minister of that Department. Other Departments engaged in the process are: Department of Social and Family Affairs; Department of Education and Science; Department of Justice, Equality and Law Reform; and Department of Finance. FÁS also

contributes to the review and updating process, and the Social Partners also play a role.<sup>6</sup> Figure 7.1 summarises steps and the annual dates associated with the process during the years 2000 to 2003.

**Figure 7-1: EES Process – Key Steps and Annual Dates**

Dates	Steps
September	1. Draft Guidelines produced at EU level and circulated for comment
	2. DETE propose comments on the Guidelines and submit to the EU
	3. Guidelines approved by the Council of Ministers
December	4. Guidelines disseminated at national level to the relevant Departments/ agencies* and Social Partners** with a template indicating areas to be updated, and highlighting recommendations made by the EU on the previous NEAP
February	5. Material for the next NEAP prepared using the agreed template by individual Departments/ FÁS
February	6. Written comments submitted by the Social Partners
February	7. NEAP drafted and circulated for comment
March	8. Final draft NEAP written and sent to the Minister for approval
April	9. NEAP approved by the Government
May	10. NEAP submitted to Brussels
June/ July	11. Discussions held on the NEAP at EU level with Irish representatives.
September	12. Peer review process gone through
September	13. JER drafted and Recommendations submitted
<small>*Department of Finance, Education and Science, Social Community and Family Affairs and Justice, Equality and Law Reform; FÁS, The Employment and Training Agency. ** IBEC, ICTU and representatives of the Community and Voluntary Pillar</small>	
<b>Source: C Murphy, in Section 5, 'Impact Evaluation of the European Employment Strategy in Ireland' O'Connell et al, ESRI</b>	

### **7.4.3 Recommendations to Ireland**

Figure 7.2 on page 34 summarises the Council's recommendations to Ireland. Three themes have been emphasised in the annual Council Recommendations. These are as follows:

- The need to strengthen efforts to mobilise and integrate into the labour market economically inactive people, particularly women;
- The need to pursue efforts to sustain productivity growth and upgrade skills, through in-company training and lifelong learning;

<sup>6</sup> The main Social Partners involved in the process are: IBEC- Irish Business and Employers Confederation; ICTU- Irish Congress of Trade Unions; and Representatives of the Community and Voluntary Pillar, led by the Irish National Organisation of the Unemployed (INOUE).

- The need to take further comprehensive action to address regional imbalances in employment, unemployment and job creation.

#### **7.4.4 Contribution of ESF Measures**

There was a clear linkage between the ESF co-financed measures under this OP and the EES priorities and Employment Guidelines. This was evident from the Ireland's Objective 3 Policy Frame of Reference (PFR) which was submitted to the Commission with the NDP.

As it turns out the key themes in the annual recommendations made to Ireland were directly relevant to ESF co-financed measures. For example, the Council made repeated recommendations to Ireland to increase efforts in relation to In-Company Training, and the In-Company Training measures under the OP were co-financed. In addition, the influence of the Commission was an important factor in sustaining efforts to increase activity under these measures. The role of the co-financed measure 31B NDP Gender Equality Unit also had a direct role in increasing efforts to improve the position of women in the labour market, both by mainstreaming gender equality and by promoting specific actions to support women's involvement and progression in the labour market.

In addition, efforts under a number of co-financed measures were highly relevant to actions to increase labour supply from inactive groups. Particularly, relevant were measures 2 National Employment Services, 3 Active Measures for the Long-term Unemployed and Socially Excluded Groups, and measures 11A and 11B for early school leavers and 33B Equality Studies Unit. With regard to the recommendations on Lifelong Learning measures 9 Third Level Access, 21 Lifelong Learning – Back to Education Initiative and 22 Lifelong Learning – National Adult Literacy Strategy were clearly relevant.

A number of the recommendations made by the Council could not be directly addressed by the ESF measures, or indeed the OP as a whole. These include the recommendations in relation to increased childcare provision (for which there was ESF funding under the two Regional OPs) and removing tax barriers.

There was potential for tension between the multi-annual planning reflected in the ESF measures under the OP and the annual process of policy review and adoption of new strategic directions as reflected in the EES process. However, in practice this tension did not emerge to a significant extent. The shift to a multi-annual process for setting medium-term guidelines, recommendations and action plans from 2003 under the new Employment Guidelines (see Chapter 5) removed this possible tension in policy development.

**Figure 7.2: European Council Recommendations to Ireland under the EES Process**

YEAR	Council Notes		Council Recommendations: Ireland should:	
	2000	<ol style="list-style-type: none"> <li>1. Protracted economic and employment growth;</li> <li>2. Tightening labour market;</li> <li>3. Gender gap in employment;</li> <li>4. Low levels of participation of workers in employment and education (around 5%);</li> <li>5. Employment rate in services lags EU average.</li> </ol>	<ol style="list-style-type: none"> <li>1. Pursue strategy to increase proportion of women in employment;</li> <li>2. Pursue recent policies (regulatory, educational and fiscal measures) to further exploit potential for job growth in the service sector;</li> <li>3. Intensify policy efforts to expand and improve in-company training.</li> </ol>	
2001	<ol style="list-style-type: none"> <li>1. Exceptional economic and employment performance – the employment rate overtook the EU average;</li> <li>2. Avoiding labour market shortages and associated wage inflation is a core problem;</li> <li>3. The participation rate for women remains below the EU average;</li> <li>4. Labour market shortages underlines need to invest in education and training for both employed and unemployed.</li> </ol>	<ol style="list-style-type: none"> <li>1. Pursue strategy to increase proportion of women in employment;</li> <li>2. Pursue efforts to sustain productivity growth and upgrade skills – in-company training and lifelong learning.</li> </ol>		
2002	<ol style="list-style-type: none"> <li>1. Very good economic and employment performance – in 2000 the overall employment rate, 65.1% was higher than EU average and unemployment is low;</li> <li>2. Employment rate for women, 54%, has just reached the EU average ;</li> <li>3. Further effort is needed to increase rates of further learning, particularly those in employment;</li> <li>4. Regional disparities.</li> </ol>	<ol style="list-style-type: none"> <li>1. Pursue further its strategy to increase labour supply and employment rates – particularly economically inactive sub-groups;</li> <li>2. Pursue efforts to sustain productivity growth and upgrade skills – in-company training and lifelong learning;</li> <li>3. Address regional imbalances in employment, unemployment, job creation and human capital endowment.</li> </ol>		
2003	<ol style="list-style-type: none"> <li>1. Steady progress towards achieving Stockholm and Lisbon employment targets;</li> <li>2. Sharp slowdown in economic growth;</li> <li>3. Increased female labour force participation, but remaining gap in employment and earnings;</li> <li>4. Regional disparities;</li> <li>5. Strategic framework on lifelong learning has not yet been implemented and development of in-company training is still awaited.</li> </ol>	<ol style="list-style-type: none"> <li>1. Take further comprehensive action to address regional imbalances in employment, unemployment and job creation;</li> <li>2. Increase in-company training and expedite implementation of a coherent lifelong learning strategy, with overall targets;</li> <li>3. Strengthen efforts to mobilise and integrate into the labour market economically inactive people, particularly women, by continuing to remove tax barriers, increasing childcare places and addressing factors underlying the gender pay gap.</li> </ol>		

## 7.5 Contribution of ESF Measures to National Policies

We saw in the previous Section that the ESF played a role in addressing the recommendations to Ireland under the EES process, and that the EES process in turn influences the policy-making process through the Guidelines, recommendations process and the National Employment Action Plans. We now consider the extent to which the ESF contributed to the formulation of national labour market policies.

The 'Impact Evaluation of the European Employment Strategy in Ireland' (O'Connell, et.al. 2002) identifies three EU Guidelines that played a particularly important role in influencing Irish policy and it is noteworthy that ESF co-financed measures under the OP supported these areas. There were:

- The Preventative Strategy (Guideline 1), which was supported by the co-financed measure 2 National Employment Service;
- The Lifelong Learning Strategy (Guideline 4), which was supported by a number of the co-financed measures;
- The Gender Mainstreaming Strategy (Guideline 16), which was supported by the co-financed measure 31B NDP Gender Equality Unit.

However, it is difficult to identify the extent to which the ESF and the EES process were the driving force of these national policies. As noted in the MTE *'labour market policy in Ireland is the result of a set of complex interactions and relationships. In addition to objectives and policy priorities set by Government, a key role is accorded to the social partnership process, which, over the first three years of the EHRDOP, took the form of the Programme for Prosperity and Fairness (2000-02).'* We can see from the extract from the PPF that its priorities and objectives are highly consistent with the EES and Guidelines and with the priorities of the NEAPs.

*"The core objective of the Programme is to build a fair, inclusive society in Ireland based on:*

- *A dynamic and competitive economy;*
- *Full employment and the effective elimination of long-term unemployment;*
- *Equal opportunity;*
- *Lifelong learning;*
- *Adaptation to the Information Society;*
- *The promotion of research and development;*
- *Balanced and sustainable development between and within regions and between urban and rural areas;*
- *An entrepreneurial culture; and*
- *Ireland playing its full part in the European Union and the international community."*

With regard to wider labour market policy formulation processes national and EU policy making in the labour market have become mutually reinforcing to a high degree. And the ESF and the EES process have been an important influence on this.

## 7.6 ESF Added Value and Indirect Effects

The Terms of Reference ask the Evaluation to consider the added value and any indirect effects of the ESF. We feel the ESF had a number of effects as follows:

- **Funding Effects:** The ESF has resulted in funding effects under the OP at two levels, by funding measures that otherwise would unlikely to have been funded, e.g. the Social Economy Programme, and funding measures that would most likely have been funded but would not have the same level of funding without ESF, e.g. the NDP Gender Equality Unit and the In-Company Training;
- **Practice Effects:** There is also evidence of practice effects where the ESF resulted in increased efforts to address underlying education and labour market needs. This is clearly evident in relation to In-Company Training. Factors driving this effect were the ongoing focus on the ESF as part of the ongoing monitoring process, the input of the Commission to the Monitoring Committee meetings, and the 'N+2' rule;
- **Political Effects Enhances:** The ESF and the input of the Commission have had a number of political effects in terms of fostering and pushing commitment to key concepts. This is most evident in relation to gender equality, wider equality and efforts to develop a coherent lifelong learning strategy in Ireland. This is clear from the initial programming of ESF measures under the OP (as discussed in Chapter 2), the Commission's ongoing input into the monitoring process and the recommendations to Ireland under the EES process (as discussed in Section 7.3 and in Section 7.4);
- **Monitoring and Evaluation Effects:** The ESF has had a role during the current and previous programme in creating a stronger evaluation culture. For example, it is noteworthy that this Update Evaluation covers only ESF measures and that the measures that are not co-financed are not part of the Update Evaluation. The ESF has also contributed to the monitoring process. However, there is widespread dissatisfaction with the reporting and monitoring process, both from Implementing Bodies (who feel the reporting process is overly onerous) and from wider stakeholders on the monitoring committee (who feel reporting and monitoring process could add more value). Two key issues here are the overall administrative progress reports, which generally lack analytical context, and the size and the structure of the OP, which mitigate against strategic debate. We make a number of recommendations to address these issues in Section 8.3 of the Executive Summary;
- **Indirect Effects:** The ESF has resulted in some indirect effects or effects that were probably not intended as part of the original programming. For example, as part of the continuing efforts to increase activity under In-Company Training the Managing Authority issued a public call to interested parties, something which was not originally envisaged. A second area relates to the wider equality grounds. The original OP document does not contain an explicit commitment to mainstream the wider equality grounds and they were not a horizontal principle under the OP. Nevertheless, the ESF co-financed the Equality Studies Unit, the wider equality grounds were included in the Mid-term Evaluation and following the Mid-term Review process a number of measures were selected for greater integration efforts in relation to the wider equality grounds. As a result the wider equality grounds now effectively have 'official' horizontal principle status across a number of measures in the OP.

There was a widely held view, across the Monitoring Committee, that the OP was too large, while still not being comprehensive of the HRD system. There was also a widely held view that the ESF was spread across too many measures and too many Implementing Bodies (the spread of the ESF is described in Chapter 2). As a result it was suggested by a number of stakeholders that in designing the OP for 2007-2013 strong consideration should be given to adopting a smaller programme with fewer measures and fewer implementing bodies. It was felt that this would ensure visibility of the ESF and that it would be easier to monitor and to manage. These concerns are reflected in recommendation FP1 in Section 8.3 of the Executive Summary.

## **7.7 Chapter Conclusions**

### **7.7.1 Overview**

In this Chapter we discuss a series of ESF issues raised in the Terms of Reference. In this Section we summarise our key chapter conclusions.

### **7.7.2 Contribution of ESF Measures to National Policies**

There was a clear linkage between the ESF co-financed measures under this OP and the EES priorities and Employment Guidelines. This is evident from the Ireland's Objective 3 Policy Frame of Reference (PFR) which was submitted to the Commission with the NDP.

The key themes in the annual recommendations made to Ireland were directly relevant to ESF co-financed measures and there was direct evidence of the ESF measures playing a role in addressing these recommendations. The relevant measures include the In-Company Training measures (in-company training recommendations); 31B NDP Gender Equality Unit (position of women in the labour market); 2 National Employment Services, 3 Active Measures for the Long-term Unemployed and Socially Excluded Groups, and measures 11A and 11B for early school leavers and 33B Equality Studies Unit (inactive population); and Lifelong Learning measures 9 Third Level Access, 21 Lifelong Learning – Back to Education Initiative and 22 Lifelong Learning – National Adult Literacy Strategy (Lifelong Learning recommendations).

A number of the recommendations made by the Council could not be directly addressed by the ESF measures, or indeed the OP as a whole. These include the recommendations in relation to increased childcare provision (for which there was ESF funding under the two Regional OPs) and removing tax barriers.

### **7.7.3 Contribution of ESF Measures to National Policies**

Three EU Guidelines played a particularly important role in influencing Irish policy and it is noteworthy that ESF co-financed measures under the OP supported these areas. These were: Guideline 1: Preventative Strategy (supported by the co-financed measure 2 National Employment Service); Guideline 4: The Lifelong Learning Strategy (supported by a number of the co-financed measures); and Guideline 16: The Gender Mainstreaming Strategy (supported by the co-financed measure 31B NDP Gender Equality Unit).

However, it is difficult to pinpoint the exact extent to which the ESF and the EES process were the driving force of these national policies as labour market policy in Ireland is the result of a set of complex interactions and relationships – specifically Government policies and objectives and the social partnership process. The priorities and objectives of the social partnership programme were highly consistent with the EES and Guidelines and with the priorities of the NEAPs. In practice national and EU policy making in the labour market have become mutually reinforcing to a high degree, and the ESF and the EES process have been an important influence on this.

#### **7.7.4 ESF Added Value and Indirect Effects**

We feel the ESF had a number of effects. First of all there is evidence of funding effects in terms of measures that otherwise were unlikely to have been funded (e.g. the Social Economy Programme) and in terms of funding measures that would most likely have been funded but would not have the same level of funding without ESF (e.g. the NDP Gender Equality Unit).

There is also evidence of practice effects where the ESF resulted in increased efforts to address underlying education and labour market needs. The ESF and the input of the Commission have had a number of political effects in terms of fostering and pushing commitment to key concepts. This is most evident in relation to gender equality, wider equality and efforts to develop a coherent lifelong learning strategy in Ireland. This is clear from the initial programming of ESF measures under the OP, the Commission's ongoing input into the monitoring process and the recommendations to Ireland under the EES process (see Section 7.3-7.5).

The ESF has had a role during the current and previous programme in creating a stronger evaluation culture and also contributed to the monitoring process. However, there is widespread dissatisfaction with the reporting and monitoring process, both from Implementing Bodies and from wider stakeholders on the monitoring committee. Two key issues here are the overall administrative progress reports, which generally lack analytical context, and the size and the structure of the OP, which mitigate against strategic debate. We make a number of recommendations to address these issues in Section 8.3 of the Executive Summary.

In addition, there was a widely held view that the ESF was spread across too many measures and too many Implementing Bodies. As a result it was suggested by a number of stakeholders that in designing the OP for 2007-2013 strong consideration should be given to adopting a smaller programme with fewer measures and fewer implementing bodies. It was felt that this would ensure visibility of the ESF and that it would be easier to monitor and to manage. We recommend that this be considered when developing the 2007-2013 ESF programme for Ireland, see recommendation FP1 in Section 8.3 of the Executive Summary.

## 8. PROGRAMME IMPACTS

### 8.1 Chapter Introduction

This Chapter assesses the likely impact of the ESF co-financed measures on the achievement of the OP objectives and on the wider equality grounds, i.e. the fourth and final analytical tasks in the Terms of Reference as indicated below.

**4.a** The likely impact of the CSF on OP objectives . . . and on the wider equality grounds.

Section 8.2 explains our conceptual approach for examining for evidence on the impact of the ESF co-financed measures on the OP objectives. Sections 8.3 to 8.10 then examine for evidence on impacts for each of the Objectives A-G and for the wider equality grounds. Finally, Section 8.11 presents our Chapter conclusions.

### 8.2 Conceptual Approach

The first step in establishing the likely impact of the ESF co-financed measures on the achievement of OP objectives is to identify the OP objective that each measure aimed to achieve. Figure 8.1 maps each ESF co-financed measure to the OP objective it aims to achieve, based on the information provided in the Programme Complement (we have not mapped measures 31B, 33A or 33B because they aim to address most of the OP objectives).

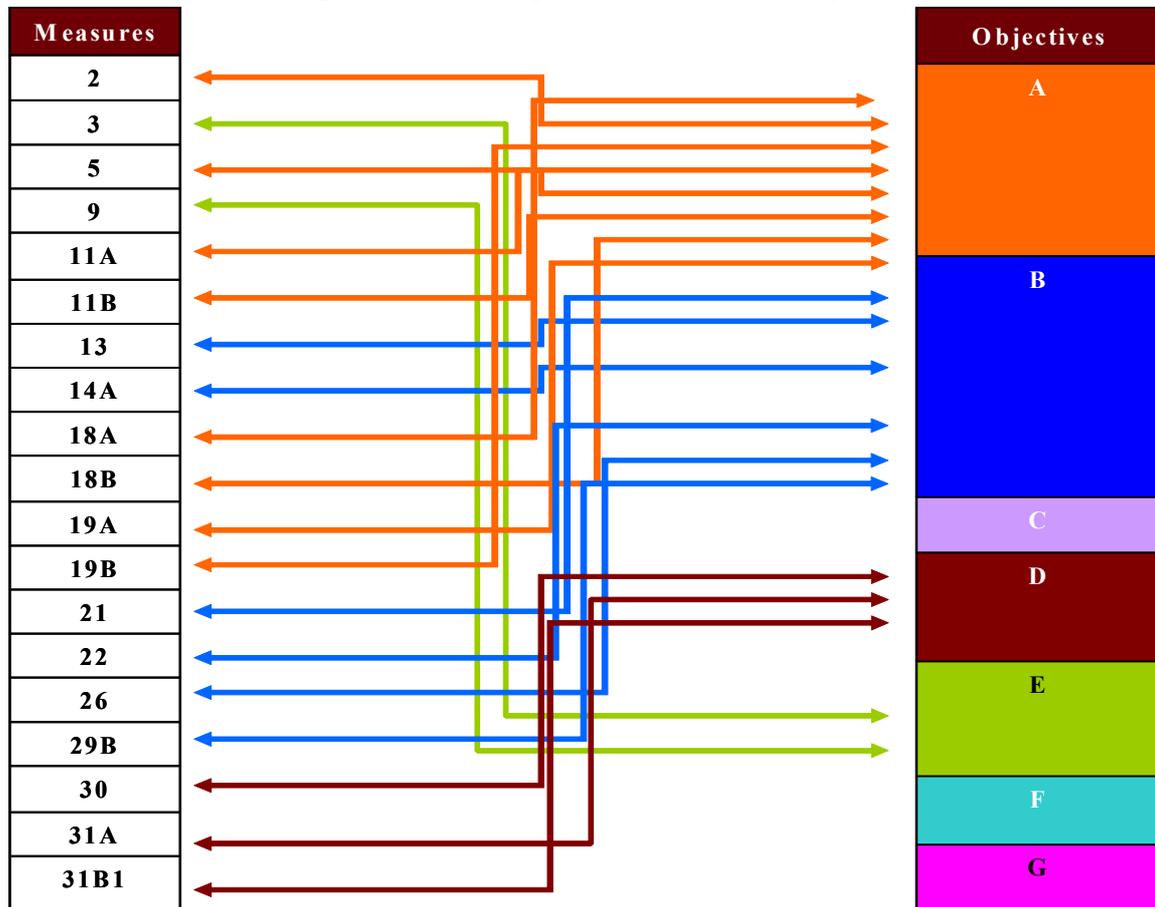
Figure 8.1 shows that each measure targets a single OP objective. It also shows that the measures are concentrated on the achievement of objectives A and B. The absence of an *education and training* measure focusing on objectives D to G reflects their status as horizontal principles.

In the following sections we assess whether the measures contribute to the achievement of the OP objectives and adopt the following approaches:

- For Objectives A to C we examine indicator evidence for the measures that specifically aim to address each objective;
- For gender equality, social inclusion and the wider equality grounds we examine for evidence on the extent to which the measures have impacted on groups relevant to these principles and also identify specific actions taken by measures to support these principles;
- For Objective F, balanced regional development, we examine for evidence on the activity of measures in the NUTS II regions and for actions to support the rural development horizontal principle;

- For Objective G, the environment, we consider evidence as to whether the measures are likely to impact on the environment and also examine for specific actions taken to support environmental protection.

Figure 8.1: Mapping of Measures to OP Objectives



### 8.3 Impact on Objective A

In this Section we examine evidence on the impact of the ESF co-financed measures on the achievement of Objective A 'To promote employment growth and improve access to, and opportunities for, employment'.

We saw in Section 7.2 that eight measures specifically target objective A. These are measures 2 National Employment Service, 5 School Completion Initiative, 11A Early School Leaving – Progression, 11B Early School Leavers – Youthreach and Travellers, 18 In-Company Training (18A to 18C), 19A Social Economy Programme and 19B Social Economy – Local Social Capital (which did not commence). Table 8.1 shows outputs, result and impact indicators across these measure where available.

Across these eight measures a total of €995mn has been spent and ESF spend has been €300mn. A total of 555,195 people registered with the National Employment Service and 424,178 were placed in

jobs or FÁS programmes. With regard to early school leavers 17,458 trainees presented on Youthreach and Traveller training programmes, and there were 15,140 completions under the early school leaver progression programme. A total of 5,128 companies were supported by FÁS and 1,118 companies were supported by Enterprise Ireland in support of training of employees.

Less data is available on the actual impact of these measures but estimates suggest that 45% of those on the live register engaged with by FÁS left the register between 2000 and 2004. While 49% of early school leavers who participated on FÁS programmes proceeded to employment, education or further training. It is clear that the ESF co-financed measures contributed to the achievement of this OP objective given the level of activity under the co-financed measures. However, it is not possible to conclude on the exact level of impact given the limitations of impact data.

**Table 8-1: Objective A Output, Results and Impact Indicator Data 2000-2004**

	Output	Result	Impact	
<b>MEASURES</b>	<b>2</b>	555,195 people registered in the 2000-2004 period	424,178 people were placed in jobs or FÁS programmes	45% of those on the live register left the register between 2000-2004
	<b>5</b>	404 schools participated in the School Completion Programme since its inception in 2002	n/a	n/a
	<b>11A</b>	In 2000-2004 there were 15,140 completions	n/a	49% of participants proceeded to employment, education or further training
	<b>11B</b>	17,458 trainees presented on Youthreach and Traveller training programmes	n/a	n/a
	<b>18A</b>	From 2000-2003 5,128 companies had been in receipt of FÁS support	From 2000-2003 321 companies had a recognised, high quality training system	n/a
	<b>18B</b>	1,118 companies had been in receipt of support for HRD	37 companies had a recognised, high quality training system	n/a
	<b>19A</b>	7,361 people were supported in social economy enterprises	n/a	n/a

**Source: EHRDOP, Progress Reports**

## 8.4 Impact on Objective B

Objective B aims 'to mobilise all potential sources of labour supply and enhance its quality in order to address skills and labour shortages across the economy as a whole'. The six measures which directly aim to address this objective are 13 Skills Training for the Unemployed and Redundant Workers, 14A Apprenticeships/Traineeships, 21 Lifelong Learning-BTEI, 22 Lifelong Learning-National Adult Literacy Strategy, 26 Undergraduate Skills and 29B Quality Assurance Certification and National Qualifications Framework. Expenditure under these measures to over the 2000-2004 period was €1,759mn, €217mn of which was ESF money. Table 8.2 present data for output, result and impact indicators where available across these measures.

In terms of training, 57,076 completed training under measure 13 and 7,607 people completed traineeships. In relation to the education schemes there were 133,337 full time PLC trainees under measure 21, 126,749 participants availed of literacy services under measure 22, there were 16,100 university places under measure 26, and 290,173 students received FETAC certification while 96,832 received HETAC certification under measure 29B

Evidence on results and impacts is more limited although there were 27,841 completions with certification under measure 13. Under measure 14A, 56% of trainees were placed at the end of the programme and 69% of trainees were employed at the time of the follow up survey.

Given the nature of the measures and the level of expenditure and output activity it is clear that the ESF co-financed measures contributed to Objective B. However, given the absence of impact data it is not possible to be specific on the exact level of impact they had on the OP objective.

**Table 8.2: Objective B Output, Results and Impact Indicator Data 2000-2004**

MEASURES		Output	Result	Impact
	13	57,076 completed training between 2000 and 2004	There were 27,841 completions with certification	n/a
	14A	7,607 people completed traineeships	56% of trainees had been placed at the end of the programme	69% of trainees were in employment at the time of the follow up survey
	21	There were 133,337 Full time (PLC only) trainees	n/a	n/a
	22	126,749 participants availed of literacy services	n/a	n/a
	26	16,100 additional university places were created	n/a	n/a
	29B	290,173 students received FETAC cert. and 96,832 received HETAC certification	n/a	n/a
<b>Source: EHRDOP, Progress Reports</b>				

## 8.5 Impact on Objective C

The aim of objective C is *'to promote the development of a strategic lifelong learning framework'*. We saw in Section 7.2 that none of the co-financed measures specifically target Objective C.

Lifelong Learning is defined by the OECD as *'all learning activity undertaken throughout life, with the aim of improving knowledge, skills and competencies with a personal, civic and social and/or employment related perspective'*. Given the broad definition of Lifelong Learning it can be argued that most of the ESF measures, by their nature, contributed to the achievement of Objective C. In particular measure 21 Lifelong Learning – BTEI and measure 22 Lifelong Learning – Adult Literacy. There were 133,337 full time PLC trainees under measure 21 and 126,749 participants availed of literacy services under measure 22.

However, more widely we would concur with the conclusion of the European Commission report on the Employment Action Plan 2004/05 that *'The policy response for the need to implement a coherent lifelong learning strategy is limited . . . further concrete steps will be needed to drive forward progress in this complex policy area'*.

## 8.6 Impact on Objective D

Objective D aims *'to promote equal opportunities between men and women, in particular through a gender mainstreaming approach'*. We noted in Section 7.2 that measures 30, 31A and 31B1 specifically list this objective in the Programme Complement. Of course this objective is also addressed through gender mainstreaming of measures and through the activity of 31B NDP Gender Equality Unit.

Table 8.3 presents data on output, result and impact indicators by gender for the 2000-2004 period. It shows that there was an estimated 116,912 male completions and 153,131 female completions across measures 3, 11A, 13, and 14A (traineeship only). In addition, 298,254 men and 256,941 women registered under measure 2 and 2,940 men and 4,421 women were supported in Social Economy enterprises. Participation rates and impacts, where available, were also generally good and even across men and women.

**Table 8-3: Objective D Output, Results and Impact Indicator Data, 2000-2004**

	Output	Result	Impact
<b>2</b>	298,254 men and 256,941 women were trained in the 2000-2004 period	248,136 men and 176,042 women were placed in jobs or FÁS programmes	44% of men and 47% of women left the live register
<b>3</b>	83,251 men and 106,969 women completed FÁS programmes	27% of men and 35% of female training programme participants were placed at the end of the programme	42% of male and 46% of female training programme participants were in employment/training/education at the time of the follow up survey
<b>5</b>	n/a	n/a	n/a
<b>9</b>	n/a	n/a	n/a
<b>11A</b>	8,032 men and 7,108 women completed the programme	n/a	54% of male and 46% of female FÁS participants proceeded to employment/education or further training
<b>11B</b>	n/a	n/a	n/a
<b>13</b>	22,181 men and 34,895 women completed training	10,627 men and 17,214 women received certification	n/a
<b>14A</b>	3,448 men and 4,159 women completed traineeships	59% of male and 54% of female trainees were placed at the end of the programme	n/a
<b>18A</b>	n/a	n/a	n/a
<b>18B</b>	n/a	n/a	n/a
<b>18C</b>	n/a	n/a	n/a

		Output	Result	Impact
	<b>19A</b>	2,940 men and 4,421 women were supported in Social Economy Enterprises	n/a	n/a
	<b>21</b>	n/a	n/a	n/a
	<b>22</b>	n/a	n/a	n/a
	<b>26</b>	n/a	n/a	n/a
	<b>29B</b>	n/a	n/a	n/a
	<b>30</b>	n/a	n/a	n/a
	<b>31A</b>	n/a	n/a	n/a
	<b>31B1</b>	n/a	n/a	n/a
<b>Source: EHRDOP, Progress Reports</b>				

Table 8.4 below shows gender disaggregated data collected for 2004 where it is available for each measure. It shows that the number of measures reporting gender disaggregated data has increased since the MTE.

**Table 8-4: Objective D Output, Results and Impact Indicator Data, 2004**

		Output	Result	Impact
	<b>2</b>	47,797 men and 41,359 women registered in 2004.	57,066 men and 40,067 women were placed in jobs or FÁS programmes	39% of men and 49% of women left the live register
	<b>3</b>	10,001 men and 15,114 women completed FÁS programmes	32% of men and 37% of female training programme participants were placed at the end of the programme	53% of male and 53% of female training programme participants were in employment/training/ education at the time of the follow up survey
	<b>5</b>	n/a	n/a	n/a
	<b>9</b>	In academic year 03/04 772 male and 727 female students benefited from the fund for disabilities  In 03/04 3,482 men and 7,107 women benefited from the Student Assistance Fund  In 03/04 4,097 men and 7,432 women benefited from the Top Up Grant	n/a	n/a
	<b>11A</b>	1,312 men and 1,049 women completed the programme	n/a	41% of male and 35% of female FÁS participants proceeded to employment/education or further training
	<b>11B</b>	n/a	n/a	n/a

		<b>Output</b>	<b>Result</b>	<b>Impact</b>
	<b>13</b>	2,689 men and 4,824 women completed training	1,396 men and 2,325 women received certification	73% of men and 69% of women were in employment at the time of the follow up survey
	<b>14A</b>	669 men and 1,008 women completed traineeships	68% of male and 66% of female trainees were placed at the end of the programme	67% of men and 70% of women were in employment at the time of the follow up survey
	<b>18A</b>	n/a	n/a	n/a
	<b>18B</b>	n/a	n/a	n/a
	<b>18C</b>	n/a	n/a	n/a
	<b>19A</b>	1,068 men and 1,697 women were supported in Social Economy Enterprises	n/a	n/a
	<b>21</b>	4,327 men and 14,108 women participated in part-time courses	1,210 men and 4,390 women received a certification for a part time course	n/a
	<b>22</b>	14,227 men and 19,646 women availed of literacy services	n/a	n/a
	<b>26</b>	In academic year 03/04 2,206 men and 1,184 women took additional university places	695 men and 314 women graduated with certification from university	n/a
	<b>29B</b>	n/a	n/a	n/a
	<b>30</b>	n/a	n/a	n/a
	<b>31A</b>	n/a	n/a	n/a
	<b>31B1</b>	n/a	n/a	n/a
<b>Source: EHRDOP, Progress Reports</b>				

Another means by which the co-financed measures can contribute to Objective D is through gender specific actions. A list of gender specific actions across the measures, as presented in their progress or horizontal reports, is presented in Figure 8.2.

Examples of specific actions in measures implemented by FÁS include the FÁS Equality Proofing Initiative, the Gateway for Women Programme and the payment of childcare allowances. Specific examples undertaken by Department of Education and Science include the Teenage Parenting Projects, research on the learning styles of men and women, and Men's and Women's Literacy Groups.

In addition, ESF funding for specialised units under the OP has also been a contributing factor towards the achievement of Objective D. This includes in particular measures 31B NDP Gender Equality Unit and 31A Equal Opportunity Promotion and Monitoring – Education. The contribution of these measures has been particularly important both in terms of commissioning research and assisting in the mainstreaming of gender equality. Our overall conclusion therefore is that the ESF co-financed measures have made a strong contribution to Objective D.

**Figure 8.2: Objective D: Continuing and New Gender Specific Actions: 2003 and 2004**

	2003		2004	
	Continuing Actions	New Actions	Continuing Actions	New Actions
<b>2</b>	Guidance, counselling placement and other services are available to both men and women; The FÁS Equality Proofing Initiative, which is being carried out in co-operation with the National Equality Proofing Working Group, will inform and influence actions to support women wishing to return to paid employment and /or training programmes	n/a	The normal practices of gender-neutrality in FÁS Employment Services	A survey of FÁS Employment Services customers
<b>3</b>	FÁS are involved in the planning of an Equality Proofing Initiative Pilot; The Gateway for Women programme continues	An action plan will be developed for the Equality Proofing Initiative Pilot	FÁS has a range of actions to ensure that Gender Equality is maintained. These include procedures to ensure equality of treatment	No specific new actions in 2004
<b>5</b>	Continuing research into the area by the Gender Equality Unit	n/a	Inclusion of 6 Teenage Parenting Projects under the School Completion Programme as a specific gender equality strand. Monitoring of annual and bi-annual reports submitted by SCP projects.	Ensure in-service training for SCP includes a gender equality component; Ensure gender equality exists in the identification of criteria for selection of targeted at-risk children in SCP projects; Devise appropriate positive actions for SCP following consultation with the National Co-ordination Service on gender mainstreaming.
<b>9</b>	n/a	n/a	National Action Plan to achieve equity of access	Development of promotional material to support the rationale of equity of access to higher education; Evaluation of current access and progression routes to higher education programmes to seek to reduce the obstacles participation by the key target groups; Assisting in the introduction of initiatives on teaching development, in-service

	2003		2004	
	Continuing Actions	New Actions	Continuing Actions	New Actions
				and qualifications for higher education teachers/lecturers,
<b>11A</b>	FÁS are involved in the planning of an Equality Proofing Initiative Pilot;	An action plan will be developed for the Equality Proofing Initiative Pilot	FÁS aims to encourage both young men and women to attend its early school leaving measure	Nothing specific
<b>11B</b>	n/a	n/a	n/a	n/a
<b>13</b>	FÁS are involved in the planning of an Equality Proofing Initiative Pilot;	An action plan will be developed for the Equality Proofing Initiative Pilot	Expanding the Workforce initiative, Starting in Dublin, the pilot process was initially extended to the West region and 2004 saw it expand to the North East and North West of the country	ETW is co-operating with Canada Life on a work experience pilot intervention using the Job Training Scheme (JTS) model.
<b>14A</b>	FÁS continue to promote women participation in apprenticeships through: Continuation of the FÁS bursary; Specific promotional activities for female apprentices; The code of practice "Equity in the Recruitment of Apprentices"; Changes to promotional literature to highlight female participation	n/a	FÁS continues to provide a financial incentive (a Bursary) to employers who recruit female apprentices	No additional activities
<b>18A</b>	FÁS are involved in the planning of an Equality Proofing Initiative Pilot;	An action plan will be developed for the Equality Proofing Initiative Pilot	Competency Development Programme	3 training programmes have been developed within the Childcare and the Competency Development Programme
<b>18B</b>	EI is currently working on including issues of gender equality within its training courses for internal staff; EI continues to represent Ireland in the EU sponsored Network to Promote Women's Entrepreneurship (WES), a network of European public sector bodies.	n/a	The organisation continues to represent Ireland in the EU sponsored Network to Promote Women's Entrepreneurship (WES), a network of European public sector bodies	n/a

	2003		2004	
	Continuing Actions	New Actions	Continuing Actions	New Actions
<b>18C</b>	n/a	n/a	n/a	n/a
<b>19A</b>	The FÁS Equality Proofing Initiative (as previous)	n/a	n/a	n/a
<b>21</b>	n/a	Research on the different learning styles of men and women was commissioned by the Department	The Guidelines for the BTEI (Part-time Programme) advocate strategies to promote learner centeredness, equality, accessibility and inclusiveness, recognising and accommodating diversity, quality assurance, local consultation ;	n/a
<b>22</b>	n/a	n/a	Mens and Womens literacy groups as well as Family Learning Clubs have been developed	None
<b>26</b>	All undergraduate skill programmes are open to both male and female applicants that satisfy the selection criteria	n/a	n/a	Running of marketing campaigns to encourage ICT among females;
<b>29B</b>	n/a	n/a	Processes have been developed for quality assurance of providers, both HETAC and FETAC.	The changes to the FETAC Higher Education Links scheme should enhance progression opportunities from FETAC (NCVA Level 2 and 3) courses where female learners predominate.
<b>30</b>	The establishment of specific men's groups to identify their needs and re-engage in learning. This is being developed to build on the success of women's groups and of the Women's Education Initiative in this area in the past	n/a	Men's groups Nexus and Meevagh Resource Group continue	Evaluation of Nexus project to be undertaken Spring 2005. Building outreach with local service providers

		2003		2004	
		Continuing Actions	New Actions	Continuing Actions	New Actions
31A	The Minister for Education and Science approved the setting up of the two committees, <i>Women in Science, Engineering and Technology</i> and <i>Males in Primary Teaching</i> .	Higher Education Networks – Assistance for the higher education networks and for women’s studies courses will help to raise awareness  MIS for the Further Education Sector.	n/a	n/a	
31B1	Information bulletins are published four times annually  Equality for Women website is continually update		Organised a number of conferences/seminars throughout the year	Women in Technology and Science project developed a talent bank comprising a database of 150 women with recognised experience in Science and Technology willing to serve on policy making for a.  Draft documents entitled "Signposts to Gender Equality" were published. These document synergies between the Equality for Women Measure and mainstream measures	

Source: 2004 Horizontal Principle Reports, 2004 and 2003 Progress Reports

## 8.7 Impact on Objective E

Objective E aims 'to promote social inclusion with particular reference to the re-integration of the socially excluded and the long term unemployed into the labour force' and it is the second horizontal objective under the OP. In this section we examine reported data on the profile of measure beneficiaries, in terms of disadvantaged groups, and reported actions to help combat social inclusion.

Socially excluded groups are the target groups of a number of the co-financed measures. Despite this, data on the profile of measure beneficiaries by socially excluded groups is patchy. In Table 8.5 we present available data across all the co-financed measures on groups with a high risk of social exclusion.

Table 8.5 shows that the co-financed measures assisted a wide range of socially excluded groups. Assistance was provided to the unemployed, the long-term unemployed, early school leavers, lone parents, people with a disability, members of the Traveller Community, people with low levels of educational attainment and literacy difficulties, non-nationals, homeless people, ex-offenders and drug-users.

**Table 8.5: Social Exclusion Data Reported on Objective E, 2003-2004**

	2003	2004
Unemployed	Measure 22 - 22.76% of those availing of services were unemployed  Measure 30 - 184 participants were unemployed	Measure 21 - 5,329 of whom information was provided are unemployed  Measure 22- 24.45% of those availing of services were unemployed
Long-term Unemployed		Measure 2 - In 2004, 16,000 long-term unemployed Live Registrants were referred to FÁS  Measure 21 - 1,013 participants had been unemployed for more than 3 years.
Lone Parent	Measure 11B - 441 people in Youthreach and STTC receive Lone Parent Allowance  Measure 14A - 34 Lone Parents participated in traineeships in the first six months of 2003  Measure 19A - Lone Parents comprised 24% of throughput	Measure 21 - 2,406 participants were lone parents
Other groups	Measure 3 - There was a total of 839 ex-offenders participating on Drug Task Force	Measure 5 - 4% of young people

	2003	2004
	<p>Projects</p> <p>Measure 11B - There were 31 homeless people in Youthreach &amp; STTC centres and 70 people were in care</p> <p>Measure 14A - Cumulatively, since the beginning of the OP in 2000, 62% of females and 49% of males who completed traineeships were Long Term Unemployed, Early School Leavers or over 25</p>	<p>targeted for supports are non-nationals</p> <p>Measure 11B - Over 5,000 people presented at Youthreach centres and STTC with a variety of characteristics including substance misuse, dysfunctional families, on probation etc.</p> <p>Measure 21 - Of participants there were 240 drug-users, 119 ex-offenders and 47 homeless</p> <p>Measure 22 - ESOL accounts for 23% of literacy client numbers</p> <p>Measure 31B1 - 28% of reported participants can be categorised as socially excluded (all-encompassing term)</p>
People with low educational levels	<p>Measure 30 - 9 participants had no formal education</p> <p>Measure 22 - 49.93% of all participants had primary or less education</p> <p>Measure 30 - 53 participants had primary education</p> <p>Measure 9 - A total of 3,759 individuals benefited from the Millennium Disadvantage fund</p> <p>Measure 11A - There were 2,592 completions</p>	<p>Measure 9 -The number of disadvantaged students qualifying for the "top-up" grant in 2004 was approximately 11,500 in 2004</p> <p>Measure 11A - There were 2,361 completions</p> <p>Measure 11B - In Youthreach centres 274 people had less than basic literacy levels</p> <p>Measure 21 - 3.71% of all participants had no formal education</p> <p>Measure 11B - In Youthreach centres 438 people had basic literacy and 80% of those entering STTC had less than Junior Cert</p> <p>Measure 21 - 24.52% of all participants had completed primary education and 9.57% of all participants had completed lower second level education</p> <p>Measure 22 - 46.4% had primary or less education and 32.2% of all participants had Junior Cert or equivalent education</p>
<p>Source: EHRDOP 2003 and 2004 Annual Progress Reports and Horizontal Principle Reports</p>		

A number of actions to support social inclusion were also reported on by the co-financed measures. Examples for the FÁS measures include the roll-out of the NEAP process, the High Support Process and the Pathways programmes. Other examples include the collaboration between the Probation and Welfare Service on *Justice Workshops* for offenders and the ability for ex-offenders to qualify for Community Employment when they are referred to FÁS by Probation and Welfare Officers without the need to fulfil the age or period on the live register criteria.

Actions reported by the measures implemented by the Department of Education and Science include: monitoring participation rates of targeted young people by age, gender and minority group, Travellers, non-nationals, etc. The National Office for Equity of Access to Higher Education published a National Action Plan to achieve equity of access. In addition, the Health Promoting Youthreach Initiative was introduced to pilot ways of addressing the significant social, personal and health difficulties presented by many Youthreach participants. And a number of other actions are also reported such as training allowances, meal allowances, mentoring etc.

Reported actions are summarised in Figure 8.3.

Figure 8-3: Objective E: Social Inclusion Continuing and New Actions: 2003 and 2004

MEASURES	2003		2004	
	Continuing Actions	New Actions	Continuing Actions	New Actions
	2	n/a	NEAP Rollout  Development of special support and training measures for LTU and older 1 <sup>st</sup> entrants to the labour market	The High Support Process and the Pathways programmes, are two initiatives that have had a positive impact on many of those engaging with FÁS actions funded under this measure
3	FÁS agreed with ICTU centres to have facilities and support available to CE/JI participants who wish to avail of Net College training online	In 2003, FÁS and the Probation and Welfare Service collaborated with a number of projects called <i>Justice Workshops</i>	Ex-offenders qualify for Community Employment (CE) without the need to fulfil the age or period on the live register criteria when they are referred to FÁS by Probation and Welfare Officers	Links have developed between FÁS and the Training and Education Officers from the Linkage Programme for ex-offenders resulting in new projects being established.
5	n/a	n/a	Monitoring percentage of RAPID schools participating in SCP – Project and SSRI strands;  Monitoring participation rates of targeted young people by age, gender and minority group, Travellers, non-nationals, etc.	Monitoring of data on early school leavers including stage of education where drop-out occurred; Monitoring percentage of pupils in SCP transferring from Primary to Post-Primary; Monitoring percentage of targeted group in receipt of certification during Programme;
9	n/a	n/a	The National Office for Equity of Access to Higher Education published in December, 2004, a National Action Plan to achieve equity of access	n/a
11A	The Advocate programme continued to have a very positive impact to assist both young men and women to avail of the full range of career opportunities available.	n/a	Pathways is a complementary youth work based service for young people between the ages of 15 and 20 years and is being run on a pilot basis	To improve the quality of provision in FÁS-supported Community Training Centres, a new quality framework has been extensively discussed and developed
11B	n/a	The Health Promoting YOUTHREACH Initiative was introduced to pilot ways of addressing the significant social, personal	On- going actions include: training allowances, meal allowances and childcare allowances	n/a

			and health difficulties presented by many Youthreach participants.		
13	FÁS training centres continued to review and adjust the mix of existing and new skills training courses in each training centre		An improved Job and Training Courses website called “FÁS Jobs Ireland” was developed and will be launched in January 2004	n/a	n/a
14A	n/a		n/a	n/a	n/a
18A	n/a		Development of a FÁS/Enterprise Ireland <i>National Register of Approved Trainers</i>  A new Competency Development Programme was introduced by FÁS in January 2003	n/a	n/a
18B	n/a		n/a	n/a	n/a
18C	n/a		n/a	n/a	n/a
19A			The Work Research Centre carried out a review of the Social Economy Programme, which was completed in December 2003	n/a	n/a
21	n/a		A total of 34 Community Education Facilitators(CEFs) were appointed by VECs in 2003	Number of actions including training allowances, meal allowances, mentoring etc.	Assessment Framework will be rolled out in 2005 to better identify levels of progress
22	n/a		n/a	Expansion of provision across the range including family literacy, themed literacy, literacy for homeless families (CDVEC), provision for people with special needs	Payment of a small grant to all VECs for purchase of materials and equipment, small refurbishment and for provision of assistive technology. Budget allocation letter to issue to VECs in late March/early A
26	n/a		n/a	n/a	n/a
29B	n/a		Development of National Framework of Qualifications	n/a	n/a

Source: 2004 Horizontal Principle Reports, 2004 and 2003 Progress Reports

## 8.8 Impact on Objective F

Objective F aims 'to strive for balanced regional development by addressing the existing and potential education, training and skills deficits of the BMW and S&E regions'. It is the third horizontal objective under the OP.

In Chapter 6 we saw that expenditure at NUTS II under the co-financed measures was broadly as forecast. Expenditure in the Southern and Eastern Region was €3,335mn or 94% of forecast and ESF expenditure was 358.22 or 84%. In the Border, Midland and Western Region expenditure under the co-financed measures was 1,283mn, also 94% of forecast, and ESF expenditure was 222mn or 85% of forecast.

Table 8.6 shows output, result and impact indicators where available at NUTS II region. It shows that there were an estimated 69,634 completions in the BMW region and 200,406 in the S&E region across measures 3, 11A, 13, and 14A (traineeship only). In addition, 148,805 people registered in the BMW region and 406,390 in the S&E region under measure 2 and 3,202 people were supported in Social Economy enterprises in BMW region and 4,159 in the S&E region. Participation shares by NUTS II region were generally in line with each regions share of the overall population.

**Table 8.6: Objective F Output, Results and Impact Indicator Data 2000-2004**

		Output	Result	Impact
	<b>2</b>	148,805 people registered in the BMW region and 406,390 in the S&E region	n/a	46% of registrants left the live register in the BMW region and 45% in the S&E region
	<b>3</b>	49,549 people completed the programme in the BMW region and 140,671 in the S&E region	35% BMW training programme participants were placed at the end of the programme. The figure was 37% in S&E	42% of BMW participants were in either education/employment or training. In S&E the figure was 46%
	<b>5</b>	n/a	n/a	n/a
	<b>9</b>	n/a	n/a	n/a
	<b>11A</b>	There were 3,136 completions in the BMW region and 12,004 in the S&E region	n/a	44% of BMW participants continued to in either education/employment or training. In S&E the figure was 59%
	<b>11B</b>	n/a	n/a	n/a
	<b>13</b>	There were 13,905 who completed in the BMW region and 43,171 in the S&E region	There were 6,281 completions with certifications in the BMW region and 21,650 in the S&E region	n/a

		Output	Result	Impact
	<b>14A</b>	In the BMW region there were 3,047 people completing traineeships and 4,560 in the S&E region	59% of trainees in the BMW region were placed at the end of the programme. In the S&E region the figure was 53%.	In BMW regions 66% of trainees were in employment. In S&E the figure was 71%.
	<b>18A</b>	n/a	n/a	n/a
	<b>18B</b>	n/a	n/a	n/a
	<b>18C</b>	n/a	n/a	n/a
	<b>19A</b>	3,202 people were supported in Social Economy enterprises in BMW region. In S&E the figure was 4,159	n/a	n/a
	<b>19B</b>	n/a	n/a	n/a
	<b>21</b>	n/a	n/a	n/a
	<b>22</b>	n/a	n/a	n/a
	<b>26</b>	n/a	n/a	n/a
	<b>29B</b>	n/a	n/a	n/a
	<b>30</b>	n/a	n/a	n/a
<b>Source: Annual Progress Reports 2000-2004</b>				

Data at NUTS II level collected in 2004 is given in Table 8.7 below for the measures where it is available. It shows that the number of measures reporting data at NUTS II level has increased since the MTE.

**Table 8.7: Objective F Output, Results and Impact Indicator Data 2004**

		Output	Result	Impact
	<b>2</b>	27,595 people registered in the BMW region and 61,741 in the S&E region	29,437 people were placed in jobs or FÁS programmes in the BMW region and 67,696 in the S&E region	46% of registrants left the live register in the BMW region and 43% in the S&E region
	<b>3</b>	5,883 people completed the programme in the BMW region and 19,232 in the S&E region	34% BMW training programme participants were placed at the end of the programme. The figure was 35% in S&E	49% of BMW participants were in either education/employment or training. In S&E the figure was 61%
	<b>5</b>	In 03/04 92 schools in the BMW region and 312 in the S&E region	n/a	n/a

		<b>Output</b>	<b>Result</b>	<b>Impact</b>
		participated in the School Completion Programme		
<b>9</b>		In 03/04 320 students in the BMW region and 1,179 in the S&E region benefited from the Special Fund for Students with Disabilities  In 03/04 2,764 students in the BMW region and 7,825 in the S&E region benefited from the Student Assistance Fund  In 03/04 4,847 students in the BMW region and 6,682 in the S&E region benefited from the Top Up Grant	n/a	n/a
<b>11A</b>		There were 470 completions in the BMW region and 1,891 in the S&E region	n/a	34% of BMW participants continued to in either education/employment or training. In S&E the figure was 40%
<b>11B</b>		1,234 trainees in the BMW region participated in Youthreach or Traveller Training Centre courses. In S&E there were 2,385.	n/a	n/a
<b>13</b>		There were 1,648 who completed in the BMW region and 5,865 in the S&E region	There were 554 completions with certifications in the BMW region and 3,167 in the S&E region	69% of BMW participants were in either education/employment or training. In S&E the figure was 71%
<b>14A</b>		In the BMW region there were 3,047 people completing traineeships and 4,560 in the S&E region	61% of trainees in the BMW region were placed at the end of the programme. In the S&E region the figure was 71%.	In BMW regions 57% of trainees were in employment. In S&E the figure was 67%.

		Output	Result	Impact
	<b>18A</b>	n/a	n/a	n/a
	<b>18B</b>	n/a	n/a	n/a
	<b>18C</b>	n/a	n/a	n/a
	<b>19A</b>	3,202 people were supported in Social Economy enterprises in BMW region. In S&E the figure was 4,159.	136 social economy enterprises in the BMW region were being supported for a second time. The figure was 169 in S&E.	n/a
	<b>19B</b>	n/a	n/a	n/a
	<b>21</b>	5,708 full time (PLC) trainees were in the BMW region with 23,645 in the S&E region  5,724 part time trainees were in the BMW region with 12,708 in the S&E region	n/a	n/a
	<b>22</b>	11,219 of those availing of literacy services were in the BMW region. 22,654 were in S&E region.	n/a	n/a
	<b>26</b>	570 additional student places were BMW with 2,403 being S&E region	124 BMW citizens graduated with certification. S&E figure was 885.	n/a
	<b>29B</b>	29,429 FETAC awards were made in the BMW region. In the S&E region this number was 68,216	n/a	n/a
	<b>30</b>	220 participants completed training in 2004.	4 research reports were completed in 2004	n/a
<b>Source: Annual Progress Reports 2000-2004</b>				

None of the co-financed measures were selected for the increased integration for the balanced regional development HP under the Mid-term Review process. As a result Horizontal Reports were not produced for any of the measures in 2004 and reporting of 'actions' in 2004 was limited in the progress reports.

Figure 8.4 shows the actions reported in the Progress Reports. There fall into three types as follows:

- Statements that the measure is delivered across the country and is available to people for both urban and rural areas;
- Examples of ICT developments, such as online services, we allow the delivery of service regardless of the location of beneficiaries;
- Specific examples where activity has taken under measures in rural areas. For example, piloting of initiatives in rural areas and projects in rural parts of the country.

The measures under the Equality and the Technical Assistance sub-programmes also undertook relevant research in relation to rural issues. For example, under measure 31A the Unit produced research on the gaps of role of women in agriculture, which addresses rural issues. The report 'Women and Men on Farms in Ireland' was also produced under the measure. Under measure 31B1 projects dealt with enterprise development for rural women, ensuring that rural women participate in decision-making and in ensuring that the needs of rural women are reflected at social partner level.

Reported actions are summarised in Figure 8.4.

**Figure 8.4: Objective F: Continuing and New Actions in The Sphere of Rural Proofing: 2003 and 2004**

MEASURES	2003		2004		
		Continuing Actions	New Actions	Continuing Actions	New Actions
	2		The development of Callnet and Job-Connect has increased access for rural clients		
	3	For many years FÁS has supported and promoted rural development through the implementation of a very wide range of Community Employment initiatives.			
	5	n/a	n/a		
	9	Open to all regions	n/a		
	11A	Open to all regions	FÁS is particularly aware of transport issues for rural ESLs and is examining the extent to which this affects participation and progression choices		Pathways Programme being piloted in rural Kildare
	11B	n/a	n/a		
	13	FÁS continues to deliver training programmes to areas not directly serviced by its Training Centre network by using Approved External Training providers to deliver the training programmes	FÁS Net College continued to expand its bank of on-line training programmes and uses blended training solutions to deliver training nationwide		
	14A	n/a	n/a		
	18A	n/a	n/a		
	18B	n/a	n/a		
	18C	n/a	n/a		

<b>19A</b>	Several of the enterprises address the particular needs of rural communities such as rural transport, rural tourism development, information technology training, organic farming, care for the elderly, information technology access, craft products etc.	n/a		
<b>21</b>	There are 229 PLC centres and 106 VTOS centres, across the country.	n/a		
<b>22</b>	The literacy service is offered in 776 venues at present. In addition, the use of 1:1 volunteers in the service provides an important flexibility for rural areas where class groups in dispersed locations might not be viable			
<b>26</b>	n/a	n/a		
<b>29B</b>	n/a	n/a	Projects in Donegal, East Mayo and Kerry	

**Source: 2004 Horizontal Principle Reports, 2004 and 2003 Progress Reports**

## 8.9 Impact on Objective G

In this Section we examine evidence on the extent to which the ESF co-financed measures contribute to the achievement of OP Objective G which aims *'to contribute to the protection and improvement of the environment.'* It is the fourth horizontal objective under the OP.

The MTE report noted that a lot of the reporting under the environment HP in progress reports was very general and recommended that a number of key measures under the OP be selected as most relevant. Following the MTR process only two measures were selected across the entire OP for increased integration effort. These were measures 32A Education Infrastructure and 32B Training Infrastructure. Neither of these is co-financed.

Following on from this none of the ESF co-financed measures reported on the environment in 2004. Figure 8.5 shows the information reported in 2002 and 2003. It shows that four of the co-financed measures directly impacted on the environment. There are as follows:

- **Measure 3 Active Measures for the Long-term Unemployed and Socially Excluded:** The Community Employment scheme under this measures involves a number of community based environment improvement projects which have a direct positive effect on the environment;
- **Measure 18A In-Company Training – FÁS:** Under this measure the FÁS Environment Training Unit promoted and implemented a wide range of environmental statute-driven training programmes as shown in Figure 8.5 below;
- **Measure 18B In-Company Training – Enterprise Ireland:** This included dedicated initiatives (under 'Strategy Assessment and Formulation') to improve the environmental performance and raise environmental awareness of client companies;
- **Measure 19A Social Economy:** It supports the development of several enterprises aimed at promoting the local environment e.g. estate management, recycling, energy awareness, energy conservation etc.

It is also possible that a number of the other measures had an indirect impact on the environment by increasing environment awareness either through the delivery of environmental awareness modules or generally increasing educational levels. However, it is not possible to be specific as to what, if any, impact these activities would have had.

Our overall conclusion is that the ESF co-financed measures broadly contributed to the achievement of Objective G. However, we would also make the wider point that the benefit of adopting Objective G as an overall OP objective, as opposed to a Horizontal Principle per se, was questionable.

**Figure 8.5: Objective G: Specific Actions Relevant to the Environment: 2002, 2003 and 2004**

<b>2</b>	<p>The 2003 Progress Report states that “during the period, work continued on the programme to assist access for persons with disabilities to Training Centres and Employment Services Offices.”</p> <p>The 2002 Progress Report also stated that work was continuing on the above programme and also the Board of FÁS approved a new environmental policy statement. A Litter Action Plan, a two stage plan to meet duties and obligations under the Litter Pollution Act, was also developed.</p>
<b>3</b>	<p>The 2003 Progress Report specifies that Environment issues and inputs are covered as and when they are relevant to the courses concerned. In 2003, FÁS continued to discharge its responsibilities to both deliver relevant environment-related training to its trainees and ensure that it was complying with all current and emerging legislative requirements.</p> <p>Activities included the following: New <i>Environment Unit</i> for the Standard Trainee Induction Module; Environmental Quality Policy Sub-Group; Environmental Scoping Study; The 2002 Progress Report also specified that “under the community employment programme FÁS continued to support many community projects that had a positive impact on both urban and rural environments.”</p>
<b>5</b>	<p>The 2003 and 2002 Progress Reports stated that “Environmental education and environmental awareness-raising is an important component of programmes in the education sector.” With regard to the Primary Sector, environmental education is an important element of both the Geography and Science programmes in the revised curriculum. In the Post-Primary Sector, environmental education is an important component in several subjects (i.e. Science subjects; Geography; Civic, Social and Political Education; Business Subjects and Home Economics).</p>
<b>9</b>	<p>The 2002 and 2003 Progress Reports state that this is a socio-economic measure with no direct environmental impact they do specify that there will be an indirect positive impact on the environment “as those benefiting from the fund will be in a position to participate in courses, some of which may have an environmental component.”</p>
<b>11A</b>	<p>Like the other FÁS ESF Co-financed measures (Measure 2 and 3), the PC stated that there was a module or element related to the environment and that the nature of the module was that FÁS trainees would be given an awareness of issues relating to the environment. The 2002 Progress Reports similarly referred to the implementation of the FÁS Environment Policy, together with the introduction of the FÁS Litter Action Plan and the new Environment module.</p>
<b>11B</b>	<p>Both the 2002 and 2003 Progress Report states that there is “improved access to education, training and employment leading to an increase in awareness, social participation and citizenship, and reducing the risks of vandalism. In addition, those completing programmes under this measure may progress to further education/training programmes, which would include courses with environmental modules/elements.”</p>
<b>13</b>	<p>The 2003 Progress Reports stated that “the FÁS environment module will be included in all relevant programmes funded under this measure.” Same as 11a.</p>
<b>14A</b>	<p>The PC states that there is a module on environment and it is intended that all trainees will receive an input on environmental awareness as part of their induction module to their Traineeship.</p> <p>Both Progress Report 2002 and 2003, although not specifically commenting on Progress to date specified that “it is intended that trainees will receive input on environmental awareness as part of the induction module to their Traineeship.” The content of all trades in the Standards Based Apprenticeship is presently being reviewed and relevant environmental issues and topics will be included as approved by the National Apprenticeship Advisory Committee. As per the other FÁS measures, FÁS continued to discharge its responsibilities to both deliver relevant environment-related training to its trainees whilst ensuring that they also complied with all current and emerging legislative requirements.</p>
<b>18A</b>	<p>The PC states that there is a module or training that FÁS provides for workers in local authorities and other industries in a range of environment protection areas including waste management, water treatment plant operation, radon gas remediation, environmental protection, waste facility and phosphorous regulation.</p> <p>According to the Progress Reports 2003, the FÁS Environment Training Unit continued to promote and implement a wide range of environmental statute-driven training programmes. In the period from January–December 2003, some 2,203 persons attended Environment-related courses. FÁS provided a range of</p>

	environmental training programmes in the following areas: Waste Management; Waste Facility Operative; Water Protection & Nutrient Management Planning; Construction & Demolition Waste Management; Site Suitability Assessment for Waste Water Treatment Systems; Radon Gas Remediation & Prevention; Building Regulations & Control; Confined Space Training
18B	<p>The PC stated that Enterprise Ireland, within the Skills appraisal analysis carried out with a company, raised specific questions in relation to environmental issues with the company. If arising from this analysis, the company identified weaknesses in its environmental standards, abilities or awareness, responses can be proposed as part of the human resource strategy within the business development strategy for a company.</p> <p>Dedicated initiatives (under 'Strategy Assessment and Formulation') to improve the environmental performance and raise environmental awareness of client companies will complement the auditing process. For example, The Environmental Management Scheme provides financial assistance to companies, to support and train the company's management in the installation and running of an Environmental Management System. The scheme aims to improve the company's environmental performance while at the same time maintaining business competitiveness. The Environmentally Superior Products (ESP) initiative is designed to support SME manufacturing companies experiencing legal, market and economic pressures to reduce the environmental impact of their products.</p>
19A	Both the 2003 and 2002 Progress Reports stated that "the measure had a positive impact as it supports the development of several enterprises aimed at promoting the local environment e.g. estate management, recycling, energy awareness, energy conservation etc."
21	Both the 2002 and 2003 Progress reports state that "improved access to education training and employment leads to increased awareness, social participation and citizenship, and reduces the risks of vandalism. In addition, those completing programmes under the BTEI may progress to further education/training programmes, which could include courses with environmental modules/elements."
22	Both the 2002 and 2003 Progress reports state that although "the main objective is to provide increased access to literacy programmes, for adults whose skills are inadequate for participation in modern society, it should have an indirect positive impact on the environment to the extent that an appreciation of reading should lead to better literacy skills, thereby giving individuals the skills to learn about and become aware of environmental issues."
26	<p>The 2003 and 2002 Progress reports states that although the initiative is currently chiefly focused on meeting skills needs in the Information Technology sector as well as providing technicians for industry, the skill needs of the economy will change over time and should a skills gap emerge in the environmental area, this measure would be suitable to address such needs.</p> <p>The 2003 and 2002 Progress Reports also state "The Institutes of Technology in conjunction with the Higher Education and Training Awards Council (HETAC) were requested to investigate the possibility of incorporating an environmental module into appropriate courses where no such module existed. In response, an Expert Group established by HETAC developed a number of environmental guidelines that were endorsed by their Council on 10th October 2000. These guidelines encourage environmental education to be promoted at institutional, individual and course level. The guidelines are intended to enable a positive response from HETAC designated institutions in contributing to the protection and improvement of the environment."</p>
29B	Although there is no progress given in the 2004 Progress Report, the 2002 and 2003 Progress Report states that some of the awards, which will be certified by the bodies such as Faille Ireland, FÁS and Teagasc, relate to courses with an environmental module/elements.
30	In the 2002 and 2003 Progress Reports it was stated Participant's employability and social participation skills will be enhanced, leading to improved citizenship. In addition, those completing programmes under this initiative may progress to relevant further education or training such as courses in environmental studies.
<b>Source: 2004 Horizontal Principle Reports, 2004 and 2003 Progress Reports</b>	

## 8.10 Impact on the Wider Equality Objective

This Section addresses wider equality grounds, i.e. equality beyond gender consideration. This affects the following target groups: people with disabilities, members of the Traveller Community, ethnic minority groups (including refugees) and older people.

While gender mainstreaming was originally incorporated into the EHRDOP wider equal opportunities was not. It was agreed in May 2002, by the NDP Monitoring Committee, that the Mid-Term Review Evaluation would also include a relevant focus on the four wider equality grounds.<sup>7</sup> Following the MTE Review and as part of the NDP/CSF Evaluation Units process of prioritisation of measures for greater integration of the HPs a total of 11 measures were prioritised for the wider equality grounds under the EHRDOP.

Five of these 11 measures were co-financed, namely measures 3 Active Measures for the Long-term Unemployed and Socially Excluded Groups, 9 Third Level Access, 11B Early School Leavers – Youthreach and Travellers, 13 Skills Training for the Unemployed and Redundant Workers and 21 Lifelong Learning Back to Education Initiative.

As we noted in Section 8.2, none of the ESF co-financed education and training measures aim to solely address the HRD needs of one of the four wider equality grounds. Across the OP as a whole there were three measures that specifically aim to address the HRD needs of one of the groups, and for which the ground is the sole target group for the measure. These were measure 16 Vocational Training and Pathways to Employment for People with Disabilities, measure 07 Traveller Education and measure 17 Integrate Ireland Language and Training Ltd (previously Refugee Language Support Unit). Of course the core focus of measure 33B Equality Studies Unit is to help prevent the exclusion and discrimination against these groups in the labour market.

A number of the ESF co-financed education and training measures refer to the wider grounds as intended beneficiaries in the OP programme complement. In addition, it is important to note that although not making direct reference to these four grounds in the relevant section of the OP Programme Complement some of the measures did have a focus on these grounds. For example, work from the Equality Studies Unit shows that three measures make reference to these groups in selection material and other relevant documentation, albeit that these measures do not reference the grounds in the Programme Complement. These are measures 19A Social Economy Programme, 21 Lifelong Learning – Back to Education Initiative and 30 Education Equality Initiative.

<sup>7</sup> While the wider equality grounds have general application in this OP their application across other OPs in the NDP is more variable. This issue was discussed at the NDP/CSF Equal Opportunities and Social Inclusion Co-ordinating Committee, October 2001, where clarification was provided as follows: gender equality must be addressed as a statutory requirement of the Structural Fund regulations, and the Irish government decided to extend this requirement to the NDP as a whole, on an administrative basis; the wider equal opportunities requirement in the NDP also extends to three other target groups at which funding is directed - people with disabilities, refugees, and Travellers. This applies only to the Employment and Human Resources Development Operational Programme (subsequent to this meeting the older people category was included); the Economic and Social Infrastructure OP encourages overall general efforts where possible and feasible in relation to the wider equal opportunities area; the Department of Finance clarified that there was no requirement in the NDP to cover all the grounds listed in equality legislation.

Table 8.8 provides data on participation across the ESF co-financed measures by members of the four grounds in 2003 and 2004. It is notable that more data was provided in 2004 than in 2003. It shows the following:

- **Older people:** In 2004 under measure 2 a total of 4,459 registrants were over 55 years of age, there were 5,208 completions by people aged over 55 on measure 3 and 44% of those over 55 were placed at the end of the programme. With regard to measure 13 a total of 775 of training completions were aged 55 or over and 43% of those over 55 progressed to job/training/education. Under measure 22 an estimated 34% of clients were over 45 of age;
- **Members of the Traveller Community:** In 2003 an estimated 6.5% of young people targeted for support under measure 5 were members of the Traveller Community and there were 835 member of the Traveller Community participating under measure 21;
- **Ethnic minority groups:** In 2003 there were 19 refugees/asylum seekers in Youthreach centres under measure 11B. In 2004 refugees/asylum seekers made up 7% of participants numbering 1,228 under measure 21;
- **People with a disability:** In 2003 a total of 1,095 students benefited from the Fund for Students with Disabilities under measure 9 and a total of 1,499 students in 2004. In 2004 an estimated 4,812 of those receiving a disability payment were placed in jobs/FÁS programmes and under measure 3 an estimated 5,286 of completions were in receipt of a disability payment. Under measure 11A an estimated 37 of completions were in receipt of a disability payment and under measure 13 it is estimated that 71 of training completions were in receipt of a disability payment. Finally, under measure 21 people with disability made up an estimated 17% of participants numbering 3,096.

**Table 8.8: Data Reported for Wider Equality Groups 2003-2004**

	2003	2004
Older People	Measure 22 – 29.91% of clients were over 45	Measure 2 - 4,459 of those registering with FÁS are over 55  Measure 3 - 5,208 of completions are over 55, 49 of those completing with certifications are over 55, 44% of over 55 training programme participants placed at the end of the programme  Measure 13 - 775 of training completions are over 55, 416 of those completing with certifications are over 55, 43% of those over 55 progress to job/training/education  Measure 22 – 33.87% of clients were over 45
Members of the Traveller Community	Measure 2 - a total of 162 males and 142 females registered with FÁS including 16 registering as members of the Traveller Community with a disability  Measure 11B - There were 296 members of the Traveller Community in Youthreach centers	Measure 5 - 6.5% of young people targeted for support were from the Traveller Community  Measure 21 - there were 835 members of the Traveller Community participants
Ethnic	Measure 11B - There were 19 refugees/asylum seekers in	Measure 21 - Refugees/Asylum Seekers were 6.66% of participants numbering 1,228

	2003	2004
Minority Groups	Youthreach centers	
People with a Disability	Measure 9 - A total of 1,095 students benefited from the Fund for Students with Disabilities	<p>Measure 2 - 2,502 people registering with FÁS were in receipt of a disability payment, 4,812 of those receiving a disability payment were placed in jobs/FÁS programmes</p> <p>Measure 3 - 5,286 of completions are in receipt of a disability payment, 109 of those completing with certifications are in receipt of a disability payment, 28% of those in receipt of a disability payment training programme participants placed at the end of the programme</p> <p>Measure 9 - A total of 1,499 students benefited from the Fund for Students with Disabilities and 1,095 in 2003</p> <p>Measure 11A – 37 of completions are in receipt of a disability payment, 15 of those completing with certifications are in receipt of a disability payment, 48% of those in receipt of a disability payment training proceed to employment/education/training</p> <p>Measure 11B – there were 57 physically disabled and 167 mentally disabled people in Youthreach and STTC centres</p> <p>Measure 13 – 71 of training completions are in receipt of a disability payment, 42 of those completing with certifications are in receipt of a disability payment, 69% of those in receipt of a disability payment progress to job/training/education</p> <p>Measure 21 – People with Disability were 16.8% of participants numbering 3,096</p>
<b>Source: 2003 and 2004 Annual Progress Reports and Horizontal Principle Reports</b>		

Figure 8.6 lists specific actions to assist these groups reported across the ESF co-financed measures. It is important to note that it only covers reported actions and it may well be the case that additional actions and initiatives are undertaken across the measures which are not documented in the reporting process.

Specific actions to assist these groups under the co-financed measures include the publication of a National Action Plan to achieve equity of access by the National Office for Equity of Access to Higher Education in December 2004 under measure 9. Part of the implementation of its National Action Plan

will involve the establishment of mechanisms for the gathering of data on the ethnic background of entrants to higher education. The Department of Education and Science also reports that under measure 21, outreach and predevelopment work are common strategies when working with these four groups especially those with regard to people with a disability and members of the Traveller Community. In addition, it reports that in some cases specialist equipment and individual support is provided for people with a disability e.g. individual laptops, extra tuition, and transport.

FÁS reports that it provides a variety of activities that support wider equality under measure 13, and other, measures. It notes that one group of activities relates to special initiatives to help members of the Traveller Community. This includes special training courses for traveller women to help them obtain employment in health boards and special initiatives to help train traveller men in traditionally-relevant areas of work.

FÁS also reports that it has responded to the different demands of groups as required. For example, it has provided special areas for prayer in centres. With regard to measure 3 the rules governing Community Employment, which comprises a major part of this measure, were modified in Autumn 2004 to provide greater benefits to older people.

In addition, to these actions taken in the core education, training and employment services measures the ESF also co-financed measure 33A Equality Studies Unit. The Unit made progress in relation to identifying and advising on data deficits, improving the understanding of the labour market needs of these groups and in working with Implementing Bodies to identify actions that could be taken to support these groups.

Based on the above our overall conclusion is that the ESF co-financed measures made a significant contribution towards the achievement of wider equality.

**Figure 8.6: Wider Equality: Continuing and New Actions Specifically Targeting Wider Equality Issues 2004**

MEASURES		Continuing Actions	New Actions
	<b>3</b>	n/a	The rules governing Community Employment, which comprises a major part of this Measure, were modified in Autumn 2004 to provide greater benefits to older persons
	<b>9</b>	<p>The National Office for Equity of Access to Higher Education (National Office), which has been fully operational since February, 2004 published in December, 2004, a National Action Plan to achieve equity of access</p> <p>The key funding intervention measures to facilitate access, aside from the mainstream maintenance grant remain in place</p>	<p>The identified goals and action points in the National Action Plan will be advanced as resources permit</p> <p>An important initiative by the National Office in the implementation of its National Action Plan will be the establishment of mechanisms for the gathering of data on the ethnic background of entrants to higher education</p>
	<b>11B</b>	In 2004 a report of a survey of guidance, counselling and psychological services provision was prepared. This identified key issues in relation to the provision of appropriate supports to participants, addressing such areas as career path planning, personal and social development, mental health treatment, aid in respect of practical problems and inclusion of participants with special educational needs	In 2005 a new service is being developed for Youthreach and Senior Traveller trainees with Special Needs. A sum of €2 million has been allocated to fund the service. An educational psychologist located in Further Education Section is currently developing a model of practice for the support of participants with all forms of special educational needs (including learning disabilities and physical and sensory impairments)
	<b>13</b>	FÁS provides a variety of activities that support wider equality under this, and other, Measures. One group of activities relates to special initiatives to help travellers. This includes special training courses for traveller women to help them obtain employment in health boards. There are also special initiatives to help train traveller men in traditionally-relevant areas of work	On-the-ground experience suggests an increasing diversity of trainees on FÁS training courses. FÁS has responded to the different demands of some of such groups as required – for example by making available special areas for prayer. FÁS also, to a limited extent to date, has provided English language training.
	<b>21</b>	<p>Outreach and predevelopment work are common strategies when working with these four groups especially those with a disability and Travellers</p> <p>In some cases specialist equipment and individual support is provided for persons with a disability e.g. individual laptops, extra tuition, and transport</p>	

## 8.11 Chapter Conclusions

### 8.11.1 Overview

In this Chapter we examined evidence on the likely impact of the ESF co-financed measures on the achievement of the OP objectives and on the wider equality grounds. We summarises our conclusions in the Sections below. The absence of impact indicator data along with the absence of indicators data and targets (outputs, results and impacts) by gender, by NUTS II region and by specific target groups has limited the precision with which we can draw conclusions.

### 8.11.2 Impact on Objective A

Our conclusion is that the ESF co-financed measures are likely to make a strong contribution to the achievement of Objective A which aims *'to promote employment growth and improve access to, and opportunities for, employment'*.

Eight of the ESF co-financed measures specifically target Objective A. Total spend across these measures has been €995mn and ESF spend has been €300mn. A total of 555,195 people registered with the National Employment Service and 424,178 were placed in jobs or FÁS programmes. With regard to early school leavers 17,458 trainees presented on Youthreach and Traveller training programmes, and there were 15,140 completions under the early school leaver progression programme. A total of 5,128 companies were supported by FÁS and 1,118 companies were supported by Enterprise Ireland in the support of training of employees.

Less data is available on the actual impact of these measures but estimates suggest that 45% of those on the live register engaged with by FÁS left the register between 2000 and 2004. While 49% of early school leavers who participated on FÁS programmes proceeded to employment, education or further training.

### 8.11.3 Impact on Objective B

We conclude that the ESF co-financed measures are likely to make a significant contribution to the achievement of Objective B which aims *'to mobilise all potential sources of labour supply and enhance its quality in order to address skills and labour shortages across the economy as a whole'*.

Six measures directly aim to address this Objective. Spend across these measures to date has been €1,759mn and ESF expenditure has been €230mn. While there are gaps in the data it is estimated that in terms of training, 57,076 completed training under measure 13 and 7,607 people completed traineeships. In relation to the education schemes there were 132,094 full time PLC trainees under measure 21, 133,327 participants availed of literacy services under measure 22, there were 16,100 university places under measure 26, and 290,173 students received FETAC certification while 96,832 received HETAC certification under measure 29B. In addition, 404 schools participated in the School Completion Programme under measure 5.

Evidence on results and impacts is more limited although there were 27,841 completions with certification under measure 13, and under measure 13, 56% of trainees were placed at the end of the programme and 69% of trainees were employed at the time of the follow up survey.

Given the nature of the measures and the level of expenditure and output activity it is clear that the ESF co-financed measures contributed to Objective B. However, given the absence of impact data it is not possible to be specific on the exact level of impact they had on the OP objective.

#### **8.11.4 Impact on Objective C**

The aim of objective C is *'to promote the development of a strategic lifelong learning framework'*. The OECD defines Lifelong Learning as *'all learning activity undertaken throughout life, with the aim of improving knowledge, skills and competencies with a personal, civic and social and/or employment related perspective'*. Given the broad definition of Lifelong Learning it can be argued that most of the ESF measures, by their nature, contributed to the achievement of Objective C.

However, more widely we would concur with the conclusion of the European Commission report on the Employment Action Plan 2004/05 that *'The policy response for the need to implement a coherent lifelong learning strategy is limited . . . further concrete steps will be needed to drive forward progress in this complex policy area'*.

#### **8.11.5 Impact on Objective D**

We conclude that the ESF co-financed measures are likely to make a strong contribution to the achievement of Objective D which is to *'to promote equal opportunities between men and women, in particular through a gender mainstreaming approach'*.

While there are gaps in the data across measures available data shows that an estimated 116,912 male completions and 153,131 female completions across measures 3, 11A, 13, and 14A (traineeship only). An estimated, 298,254 men and 256,941 women registered under measure 2 and 2,940 men and 4,421 women were supported in Social Economy enterprises. Participation rates and impacts, where available, were also generally good and even across men and women.

In addition, the co-financed measures also contributed to Objective D through gender specific actions as detailed in this Chapter. Furthermore, the work under the NDP Gender Equality Unit also made an important contribution to this objective.

#### **8.11.6 Impact on Objective E**

We conclude that the ESF co-financed measures are likely to make a strong contribution to the achievement of OP Objective E which aims *'to promote social inclusion with particular reference to the re-integration of the socially excluded and the long term unemployed into the labour force'*.

Socially excluded groups are the target groups of a number of the co-financed measures. While there are gaps in the data we have seen that the co-financed measures have provided services to a wide

range of socially excluded groups. Assistance was provided to the unemployed, the long-term unemployed, early school leavers, lone parents, people with a disability, members of the Traveller Community, people with low levels of educational attainment and literacy difficulties, non-nationals, homeless people, ex-offenders and drug-users. In addition, a number of actions to support social inclusion were also reported on by the co-financed measures, and we detail these in Section 8.9 of this Chapter.

### **8.11.7 Impact on Objective F**

Objective F aims *'to strive for balanced regional development by addressing the existing and potential education, training and skills deficits of the BMW and S&E regions'* and it is the third horizontal objective under the OP. We conclude that the ESF co-financed measures have made a contribution to addressing education, training and skills needs in both regions.

Expenditure at NUTS II under the co-financed measures was broadly on forecast. Expenditure in the Southern and Eastern Region was €3,335mn or 94% of forecast and ESF expenditure was €358.22 or 84% of forecast. In the Border, Midland and Western Region expenditure under the co-financed measures was €1,283mn, also 94% of forecast, and ESF expenditure was €222mn or 85% of forecast.

While there are gaps in the data we saw that an estimated 69,634 completions in the BMW region and 200,406 in the S&E region across measures 3, 11A, 13, and 14A (traineeship only). In addition, 148,805 people registered in the BMW region and 406,390 in the S&E region under measure 2 and 3,202 people were supported in Social Economy enterprises in BMW region and 4,159 in the S&E region. Participation shares by NUTS II region were generally in line with each regions share of the overall population.

### **8.11.8 Impact on Objective G**

We conclude that the ESF co-financed measures are likely to broadly contribute to the achievement of OP objective G which aims *'to contribute to the protection and improvement of the environment.'* It is the fourth horizontal objective under the OP.

Our conclusions stems from the fact that four of the co-financed measures are likely to have a direct positive impacted on the environment. There are Measure 3 Active Measures for the Long-term Unemployed and Socially Excluded (specifically community based environment improvement projects), measure 18A In-Company Training – FÁS (namely activity under the Environment Training), measure 18B In-Company Training – Enterprise Ireland (i.e. initiatives under 'Strategy Assessment and Formulation' to improve the environmental performance and raise environmental awareness) and measure 19A Social Economy (i.e. development of several enterprises aimed at promoting the local environment e.g. estate management, recycling, energy awareness, energy conservation etc).

However, we also conclude that the benefit of adopting Objective G as an overall OP objective, as opposed to a Horizontal Principle *per se*, was questionable given the nature of the OP.

### **8.11.9 Impact on the Wider Equality Grounds**

We conclude that the ESF co-financed measures are likely to make a strong contribution to the achievement of equality for the wider equality grounds.

Following the MTE Review and as part of the NDP/CSF Evaluation Units process of prioritisation of measures for greater integration of the HPs a total of 11 measures were prioritised for the wider equality grounds under the EHRDOP. Five of these 11 measures were co-financed, namely measures 3 Active Measures for the Long-term Unemployed and Socially Excluded Groups, 9 Third Level Access, 11B Early School Leavers – Youthreach and Travellers, 13 Skills Training for the Unemployed and Redundant Workers and 21 Lifelong Learning Back to Education Initiative.

With regard to older people we have seen that in 2004 under measure 2 a total of 4,459 registrants were over 55 years of age, there were 5,208 completions by people aged over 55 on measure 3 and 44% of those over 55 were placed at the end of the programme. With regard to measure 13 a total of 775 of training completions were aged 55 or over and 43% of those over 55 progressed to job/training/education. Under measure 22 an estimated 34% of clients were over 45 years of age.

In relation to members of the Traveller Community, in 2003 an estimated 6.5% of young people targeted for support under measure 5 were members of the Traveller Community and there were 835 member of the Traveller Community participating under measure 21.

For ethnic minority groups, in 2003 there were 19 refugees/asylum seekers in Youthreach centers under measure 11B. In 2004 refugees/asylum seekers made up 7% of participants numbering 1,228 under measure 21.

Finally, for people with a disability in 2003 a total of 1,095 students benefited from the Fund for Students with Disabilities under measure 9 and a total of 1,499 students in 2004. In 2004 an estimated 4,812 of those receiving a disability payment were placed in jobs/FÁS programmes and under measure 3 an estimated 5,286 of completions were in receipt of a disability payment. Under measure 11A an estimated 37 of completions were in receipt of a disability payment and under measure 13 it is estimated that 71 of training completions were in receipt of a disability payment. Finally, under measure 21 people with disability made up an estimated 17% of participants numbering 3,096.

In addition, a number of specific actions to assist these groups reported across the ESF co-financed measures, and we discuss these in detail in this Chapter. In addition, to these actions taken in the core education, training and employment services measures the ESF also co-financed measure 33A Equality Studies Unit. The Unit made progress in relation to identifying and advising on data deficits, improving the understanding of the labour market needs of these groups and in working with Implementing Bodies to identify actions that could be taken to support these groups.

# APPENDICES

**APPENDIX A**  
**DESCRIPTION OF MEASURES AND SUB-MEASURES**

**EHRDOP ESF CO-FINANCED MEASURES AND SUB-MEASURES.**

CODE	MEASURE DESCRIPTION (Implementing Body)
<p><b>02 ESF</b>                      ESF OP Forecast 2000-2006:                      €11.500mn                      Revised Forecast 2000-2006:                      €11.5mn</p>	<p><b>National Employment Service: (FÁS)</b>  <b>Measure Description:</b>                      FÁS will implement an active National Employment Service through its network of 70 + Employment Services Offices, supplemented by part-time offices and improved use of information technology and the internet. These services will incorporate the specialist services of the Local Employment Services for long-term unemployed and socially excluded people. Web-based technology will be used to assist employers to notify and fill vacancies and job-seekers will be able to identify vacancies and post their CVs on the net. Employers will also be able to use the FÁS national call centre to notify vacancies. The National Employment Service will develop its role in identifying the present and changing needs of job-seekers and advising training providers of these needs. Job Clubs will assist unemployed persons to develop their job-seeking skills.</p> <p><b>Description of ESF-Funded element:</b>                      Innovative ICT applications to be developed in support of the measure in the areas of collection and dissemination of information on job vacancies and education/training opportunities. Innovative development of Internet dissemination of guidance and job information including voice over IP technological solutions. Establishment of the Job-Bank/ National Call Centre systems which will enable employers to post job vacancies and company information on the FÁS website. The Job-Bank system will also allow job seekers to find employment by accessing information on these vacancies, and to apply on-line for vacancies of interest.</p> <p><b>Managing Guidance</b> - Training of 70 management/supervisory staff in the management of guidance and counselling in the Employment Services.</p> <p><b>Advocacy</b> – The training and appointment of 100 advocates for young unemployed.</p> <p><b>Supply/Demand Side measures</b> – The training of 250 job advisers in the marketing of employment services in order to address supply side shortages. The further development of a European campaign to enhance mobility through innovative travel and accommodation grants and assistance for relocation jobseekers.</p> <p><b>Long-term Unemployed</b> – The development of special measures for LTU and older first-time entrants to the labour market.</p>
<p><b>03 ESF</b>                      ESF OP Forecast 2000-2006:                      €48.6mn                      Revised Forecast 2000-2006:                      €48.6mn</p>	<p><b>Active Measures for LTU and Socially Excluded: (FÁS)</b>  <b>Measure Description:</b>                      The provision by FÁS, in co-operation with other statutory and non-statutory bodies, of Community Employment and the Job Initiative. In addition, the provision by FÁS of other programmes including training. These Labour Market programmes will assist long-term unemployed and socially excluded people to improve their prospects of obtaining or returning to employment.</p> <p><b>Description of ESF Co-Financed Element Intended Beneficiaries:</b>                      For LTU (including Lone Parents). Training courses, and related support measures as necessary, provided by FÁS directly or on a sub-contract basis. These will include both specific skills and foundation training courses</p> <p>Long-Term Unemployed, persons on One Parent Family Payment, persons with a disability, travellers, other persons defined as socially excluded by the Government from time to time (Note; excludes early school leavers (M11A) and persons on apprenticeship or traineeship (M14A).</p>

**EHRDOP ESF CO-FINANCED MEASURES AND SUB-MEASURES.**

CODE	MEASURE DESCRIPTION (Implementing Body)
<p>05 ESF                      ESF OP Forecast 2000-2006:                      €53.5mn                      Revised Forecast 2000-2006:                      €57.718mn</p>	<p><b>School Completion Initiative: (Department of Education and Science)</b></p> <p><b>Measure Description:</b></p> <p>The School Completion Programme (SCP) incorporates the learning, experience and elements of best practice established by the 8 –15 Year Old Early School Leaver Initiative (ESLI) and the Stay- in-School Retention Initiative at Second Level (SSRI), the pilot phases of which came to an end in August and July 2002 respectively.</p> <p>The School Completion Programme is a key component of the Department’s strategy to discriminate positively in favour of children and young people who are at risk of early school leaving.</p> <p>The Programme supports post-primary and feeder primary schools with low retention rates and provides whole school support based on an integrated approach involving the schools, parents, relevant statutory, voluntary and community agencies.</p> <p>The focus of the School Completion Programme is on young people between the ages of 4 and 18 years and aims to develop local strategies to ensure maximum participation levels in the education process. Funding is provided to projects on the basis of multi annual Retention Plans drawn up and agreed between the Local Management Committee and the Department of Education &amp; Science. The Local Retention Plans contain strategies for the whole-school, targeted strategies for individual students, and those who are already outside of the formal system. Provision includes in-school, after-school, holiday time, home, family and community supports to enhance the young person’s readiness to benefit from education.</p> <p><b>Description continued:</b></p> <p>There are three strands to this initiative: Projects, SSRI and Support/Evaluation</p> <p><b>Projects –</b></p> <p>A total of 82 projects participate in the project strand of this programme. The project strand necessitates the establishment of local management groups to manage the projects at local level, appointment of local co-ordinators, clearly defined process of targeting young people between 4 and 18 years and the provision of in-school, after school, out-of-school and holiday time supports.</p> <p><b>SSRI –</b></p> <p>53 schools are supported under the SSRI strand of the SCP until 31st August 2005. The Stay in School Retention Initiative (SSRI) provides funding to the targeted schools on the basis of multi-annual retention plans drawn up between the schools and the Department. The intention is to empower the schools themselves to tackle early school leaving. The plans provide for a range of targeted measures directed at the particular needs of the individual schools, together with clear targets in terms of increased retention.</p> <p><b>Support/Evaluation –</b></p> <p>SCP is supported by a National Co-ordination Team that comprises a National Co-ordinator, four Assistant National Co-ordinators and a Research &amp; Development Officer. The National Co-ordinator actively facilitates and manages the scheme and it is the task of the National Co-ordination Team to advise and monitor the 82 projects and 53 SSRI Schools that support the young people at risk at local level and to promote best practice throughout the School Completion Programme.</p> <p>SCP will be evaluated at national level, which necessitates the appointment of an external evaluator. A review/evaluation of projects at local level is carried out on an annual basis.</p> <p><b>Description of ESF Co-Financed Element:</b></p> <p>School Completion Programme.</p>

CODE	MEASURE DESCRIPTION (Implementing Body)
<p><b>09 ESF</b>  ESF OP Forecast 2000-2006:  €62.8mn  Revised Forecast 2000-2006:  €45.37mn</p>	<p><b>Third Level Access: (Department of Education and Science)</b>  <b>Measure Description:</b>  The further development of Third Level Access is necessary to promote the participation of students with disabilities, students from disadvantaged backgrounds, including those from the Traveller community, ethnic minorities and mature “second chance” students, in third-level and PLC courses. This measure will seek to facilitate and improve access to the labour market for the beneficiaries whilst improving their long-term employability, through enhancing their educational qualifications. This fund will be used to:  Meet the specific needs of students with disabilities, in terms of equipment and additional support services  Provide financial support to disadvantaged students by way of additional support, to the existing maintenance grants scheme</p> <ul style="list-style-type: none"> <li>■ Promote and assist outreach initiatives currently undertaken by Area Partnerships and colleges which involve links with post-primary schools, in disadvantaged areas</li> <li>■ Expand the provision of particular services such as counselling and mentoring services, to meet the needs of non-traditional students</li> <li>■ Support the activities of the National Office for Equity of Access to Higher Education (Higher Education Authority) the task of which is to promote, facilitate and monitor a coordinated and strategic approach to addressing the under-representation by the identified groups in further and third level education.</li> </ul> <p><b>Description of ESF Co-Financed Element:</b>  Student support e.g. student assistance fund, the fund for students with disabilities, the millennium fund, and the top-up grant; the provision of outreach services, and the provision of support services (including the activities of the National Office for Equity of Access to Higher Education).</p>
<p>11A ESF  ESF OP Forecast 2000-2006:  €88.0mn  Revised Forecast 2000-2006:  €88.0mn</p>	<p><b>Early School Leavers Progression: (FÁS)</b>  <b>Measure Description:</b>  FÁS and the Department of Education and Science provide the Youthreach programme to meet the needs of early school leavers. This includes foundation-training places, bridging training programmes for access to higher skills training, advisory supports to assist progression, FÁS training work-based options.  <b>Description of ESF Co-Financed Element:</b>  Early School Leavers, Foundation and Progression options</p>
<p>11A ESF  ESF OP Forecast 2000-2006:  €7.503mn  Revised Forecast 2000-2006:  €5.971mn</p>	<p><b>Early School Leavers Progression: (DES)</b>  <b>Measure Description:</b>  FÁS and the Department of Education and Science provide the Youthreach programme to meet the needs of early school leavers. This includes foundation-training places, bridging training programmes for access to higher skills training; advisory supports to assist progression, FÁS training work-based options.  <b>Description of ESF Co-Financed Element:</b>  Early School Leavers, Foundation and Progression options</p>

<p>11B ESF ESF OP Forecast 2000-2006: €106.46mn Revised Forecast 2000-2006: €154.464mn</p>	<p><b>ESL – Youthreach and Travellers: (Department of Education and Science)</b></p> <p><b>Measure Description:</b> This measure is the national response to the needs of unqualified early school leavers in Ireland. It is structured around two distinct phases: 1. Foundation phase which seeks to enable the participant to overcome learning difficulties, develop self-confidence and gain a range of competences essential for further learning; 2. Progression phase which provides for more specific development through a range of educational, training and work experience options. Basic skills training, practical work training and general education are features of the programme, and the application of new technology is integrated into all aspects of programme content. The programme provides a strong emphasis on personal development, on the core skills of literacy/numeracy, communications and IT, along with a choice of vocational options. Centres are distributed throughout the country, mostly in disadvantaged areas, in both urban and rural communities in out-of-school settings.</p> <p><b>Description of ESF Co-Financed Element:</b> Youthreach and Senior Traveller Training programmes</p>
<p>13 ESF ESF OP Forecast 2000-2006: €75.0mn Revised Forecast 2000-2006: €86.58mn</p>	<p><b>Skills Training for the Unemployed and Redundant Workers: (FÁS)</b></p> <p><b>Measure Description:</b> Under this Measure, FÁS will deliver a wide range of skills training courses through its network of training centres and through contracted training providers. Through its participation on the Expert Group on Future Skills Needs, Training Committees and regular contact with employers, employer organisations, and Trades Unions, FÁS will ensure that the range of courses provided reflects the recruitment demands of industry. Special assistance will be provided in cases of major factory or business closure. Training courses will also be provided for women who wish to consider returning to the workforce.</p> <p><b>Description of ESF Co-Financed Element:</b> All elements of the programme.</p>

<p><b>14A ESF</b> ESF OP Forecast 2000-2006: €85.65mn Revised Forecast 2000-2006: €78.65mn</p>	<p><b>Apprenticeships/Traineeships: (FÁS)</b> <b>Measure Description:</b> The apprenticeship system will provide the training required to qualify over 6,000 young persons p.a. in the key craft qualifications in Ireland. Apprenticeship comprises seven phases of which three are off-the-job. Phase 2 takes place in FÁS Training Centres or contracted facilities while Phases 4 and 6 take place in Institutes of Technology. The programme leads to the award of a National Craft Certificate. This Measure covers those parts of the system funded by FÁS. Apprentices are recruited and employed by companies. Off-the-job wage costs are funded by FÁS. Traineeships provide occupationally-relevant skills and qualifications to meet the needs of job-seekers and employers. Traineeships consist of a planned mixture of formal off-the-job training and work-based experience. Through close co-operation with relevant employer bodies and trade unions in a diverse range of occupations, standards, training and recognised certification are now available in an increasing variety of occupations. Participants on the programme are classified as FÁS trainees and are paid an allowance accordingly. <b>Description of ESF Co-Financed Element:</b> Traineeship element.</p>
<p><b>18A ESF</b> ESF OP Forecast 2000-2006: €66.543mn Revised Forecast 2000-2006: €66.543mn</p>	<p><b>In-Company Training: (FÁS)</b> FÁS actions under this Measure will aim to enhance the productivity and competitiveness of Irish companies in selected sectors through the provision of advice and assistance to companies in identifying and meeting their HRD needs. Activities will include the analysis of sectoral training needs and the implementation of programmes to meet these needs. FÁS will aim to improve the ability of SME managers to identify and plan their training needs. FÁS will also develop, in co-operation with other organisations, a register of approved trainers. The Training Support Scheme and 'Excellence through People' schemes will be among the specific measures implemented to increase the levels and quality of in-company training. A suite of programmes will be run in relation to skills in the environmental area.</p>
<p>18B ESF ESF OP Forecast 2000-2006: €79.5mn Revised Forecast 2000-2006: €12.22mn</p>	<p><b>In-Company Training: (Enterprise Ireland)</b> <b>Measure Description:</b> To develop firms' internal capability to build H.R. development skills as an integral part of business development across all sectors including food and fish processing. Emphases will include quality assurance measures in terms of training undertaken, best practice workshops and the development of standards and certification such as Excellence Through People. It will also support the development of management and staff skills, improve business competitiveness, quality and productivity. <b>Description of ESF Co-Financed Element:</b> All activities will be co-funded</p>

<p>18C ESF ESF OP Forecast 2000-2006: €0.0mn Revised Forecast 2000-2006: €67.28mn</p>	<p><b>In-Company Training (DETE)</b> <b>Measure Description:</b> Arising from the Departments Call for Proposals which was launched in November,2002, a total of 21 projects were approved for funding. All but a few of these projects have yet to commence. Enterprise Ireland is administering these projects on behalf of the Department. The projects themselves involve a broad spectrum of training initiatives designed to enhance company competitiveness through an improvement in the knowledge and skills of the workforce. Activities include the analysis of sectoral and company specific training needs, the development of new skills and competency frameworks, the development of e-Learning models, training measures which promote equality and the management diversity in the workplace and the retraining of workers in the context of company restructuring. <b>Description of ESF Co-Financed Element:</b> Nine projects co-funded.</p>
<p>19A ESF ESF OP Forecast 2000-2006: €25.7mn Revised Forecast 2000-2006: €17.52mn</p>	<p><b>Social Economy Programme: (FÁS)</b> <b>Measure Description:</b> The Social Economy Programme aims to support the development of Social Economy enterprise activity in Ireland. Such enterprises will seek to improve the regeneration and quality of life in disadvantaged communities and provide employment opportunities for LTU and other disadvantaged persons. Under the Measure community groups are funded to develop a business plan and, if approved, provided with financial support to appoint a manager and workers and train such persons. <b>Description of ESF Co-Financed Element:</b> Costs of local enterprise start-ups including, from 22 October 2004, wage costs.</p>
<p>19B ESF ESF OP Forecast 2000-2006: €9.0mn Revised Forecast 2000-2006: €3.6mn</p>	<p><b>Social Economy-Local Social Capital: (FÁS)</b> <b>Measure Description:</b> This ESF Regulation based mechanism will be complementary to Measure 19a-Social Economy Programme in providing back-up support and financial assistance through (an) intermediary organization(s) to suitable local micro projects involving pooling of resources in disadvantaged communities to promote employment and social cohesion. Financial support in this case would be limited to € 10,000 per project. The concept is at present being piloted by the Commission; it is intended to learn from this and to initiate an implementation of this outline proposal from 2002 <b>Description of ESF Co-Financed Element:</b> Full rate co-financing.</p>

<p>21 ESF ESF OP Forecast 2000-2006: €62.45mn Revised Forecast 2000-2006: €41.38mn</p>	<p><b>Lifelong Learning – BTEI: (Department of Education and Science)</b> <b>Measure Description:</b> The BTEI provides new opportunities for learning through the provision of flexible part-time and full-time programmes that consolidate and build on existing further education services. It will provides a progression route for school leavers, a re-entry route for those who wish to upgrade their skills, a bridge from adult literacy and community education. <b>Description of ESF Co-Financed Element:</b> BTEI Full-time (PLC and VTOS), and BTEI Part-time options. Part-time options ESF eligible 2000-2006, full-time options ESF eligible 2005 and 2006.</p>
<p>22 ESF ESF OP Forecast 2000-2006: €35.4mn Revised Forecast 2000-2006: €35.4mn</p>	<p><b>Lifelong Learning – National Adult Literacy Strategy: (Department of Education and Science)</b> <b>Measure Description:</b> The National Adult Literacy Strategy will promote system development to ensure increased access to literacy, numeracy and basic education for adults whose skills are inadequate for participation in society. The measure will provide an integrated service to support access to employment, a return to lifelong learning or empower participants with the basic skills needed to participate in the social and economic life of their communities. <b>Description of ESF Co-Financed Element:</b> Delivery of literacy/numeracy tuition, basic ICT tuition; awareness raising, co-ordination and research and development.</p>
<p>26 ESF ESF OP Forecast 2000-2006: €63.202mn Revised Forecast 2000-2006: €51.012mn</p>	<p><b>Undergraduate Skills: (Department of Education and Science)</b> <b>Measure Description:</b> This measure meets the recurrent costs of providing the additional third level places to meet the identified skills needs of the high technology sector. The programmes included in this measure are those recommended by the Expert Group on Future Skills Needs (EGFSN) and the joint education/industry Task Force on the Supply of Technicians. <b>Description of ESF Co-Financed Element:</b> Provision of third-level places to meet the identified skills needs of the high-technology sector, with particular emphasis on Information and Communication Technologies (ICTs) and chemical and biological sciences.</p>

<p>29B ESF ESF OP Forecast 2000-2006: €6.5mn Revised Forecast 2000-2006: €7.759mn</p>	<p><b>Quality Assurance/Certification and National Qualifications Framework: (Department of Education and Science)</b> <b>Measure Description:</b> The establishment of a National Qualifications Framework is critical to the delivery of a high quality and efficient market led range of programmes, in the context of promoting and facilitating lifelong learning. Funding is being made available for the implementation of the Qualifications (Education and Training) Act 1999 which provides for the establishment of the National Qualifications Authority of Ireland (NQAI), the Further Education and Training Awards Council (FETAC), and the Higher Education and Training Awards Council (HETAC). The NQAI, FETAC and HETAC are part of an integrated strategy to provide high quality awards for all non university education and training across the education and training sectors in Ireland. <b>Description of ESF Co-Financed Element:</b> National Qualifications Authority of Ireland (NQAI), Further Education and Training Council (FETAC), and Higher Education and Training Council (HETAC).</p>
<p>30 ESF ESF OP Forecast 2000-2006: €2.602mn Revised Forecast 2000-2006: €0.280mn</p>	<p><b>Educational Equality: (Department of Education and Science)</b> <b>Measure Description:</b> Education, awareness and supports to develop models of good policy and practice to promote community education models for disadvantaged adults. <b>Description of ESF Co-Financed Element:</b> Educationally-disadvantaged women</p>
<p>31A ESF ESF OP Forecast 2000-2006: €4.4mn Revised Forecast 2000-2006: €1.535mn</p>	<p><b>Equal Opportunities Promotion and Monitoring-Education: (Department of Education and Science)</b> <b>Measure Description:</b> Equal Opportunities Promotion and Monitoring entails:  <ul style="list-style-type: none"> <li>■ A dedicated Equality Unit to co-ordinate and monitor the process of mainstreaming a gender perspective into all areas of the educational system,</li> <li>■ A computerised management information system for further education programmes not embraced at present by the post-primary pupil database.</li> </ul> <b>Description of ESF Co-Financed Element:</b>  A dedicated Equality Unit to co-ordinate and monitor the process of mainstreaming a gender perspective into all areas of the educational system,  A computerised Management Information System (MIS) for further education programmes not embraced at present by the post-primary pupil database.</p>

<p>31B ESF ESF OP Forecast 2000-2006: €2.5mn Revised Forecast 2000-2006: €2.5mn</p>	<p><b>Equal Opportunities Promotion and Monitoring-NDP: (Department of Justice, Equality and Law Reform)</b></p> <p>The Unit will assist implementing departments and agencies to meet gender mainstreaming requirements across the NDP. The principal areas of this initiative are: advise on and develop appropriate indicators in support of gender mainstreaming the NDP; providing expert inputs to the Equal Opportunities Social Inclusion and Co-ordinating Committee and to the mid term review of the Structural Funds; engaging in data collection and data analysis in support of mainstreaming gender equality; engaging in a research programme to assess and support progress in realising equality of opportunity between women and men arising from the mainstreaming of gender equality; providing an advisory, training and information service on issues relating to gender mainstreaming the NDP; advising on gender Impact Assessment of policy proposals drawn up in the context of the NDP; supporting participation by community and voluntary groups in the gender mainstreaming process.</p> <p><b>Description of ESF Co-Financed Element:</b> Gender mainstreaming.</p>
<p>31B1 ESF ESF OP Forecast 2000-2006: €3.228mn Revised Forecast 2000-2006: €5.007mn</p>	<p><b>Equality for Women: (Department of Justice, Equality and Law Reform)</b></p> <p>This sub-measure parallels the Equality for Women Measure of the Regional Operational Programmes. The sub-measure will fund individual projects which have been selected on criteria agreed by the Technical Advisory Committee for the Measure. These projects are designed to tackle attitudinal, cultural and structural barriers to equal participation for women within the workplace and in business, to support women's access to the labour market, and to increase women's input to decision-making.</p> <p>There will be a particular focus on mainstreaming learning to targeted organisations through transfer of learning developed by a number of pilot projects under the Equality for Women Measure as a whole.</p> <p>A Project Appraisal Committee chaired by the Department of Justice, Equality and Law Reform and including the social partners, the Equality Authority, and Managing Authority representation will submit recommendations to the Minister for Justice, Equality and Law Reform, for approval.</p> <p><b>Description of ESF Co-Financed Element:</b> The measure is designed to promote gender equality for women in the areas of the labour market, business and decision making through the development of best practice and in particular with a view to the transfer of learning to the mainstream.</p>
<p>33A ESF ESF OP Forecast 2000-2006: €1.279mn Revised Forecast 2000-2006: €1.1mn</p>	<p><b>Technical Assistance-Equality Studies: (Equality Authority)</b></p> <p><b>Measure Description:</b> The equality study unit, with a focus on exclusion and discrimination in the labour market as covered by equality legislation and in particular by those groups named in the Human Resources Operational Programme will identify and advise on data deficits, improve understanding of the labour market needs of these groups and the capacity to address these, research the labour market participation of these groups and enhance the monitoring of these groups.</p> <p><b>Description of ESF Co-Financed Element:</b> Equality Authority studies.</p>

<p>33B ESF ESF OP Forecast 2000-2006: €3.0mn Revised Forecast 2000-2006: €2.1mn</p>	<p><b>OP Technical Assistance: (Department of Enterprise, Trade and Employment)</b></p> <p><b>Measure Description:</b> Overseeing the implementation of the OP and wider administration of the ESF in Ireland gives rise to significant administration costs over the 2000/06 period -notably, in respect of an ESF Financial Control Unit, integrated data management, consultancy, Information &amp; publicity, evaluations, document printing, meetings and other costs. This sub-measure will provide financing to support these actions. The sub-measure will also contribute to the more effective implementation of other measures in the OP, in particular the In-Company Training measure, by covering the costs of technical support.</p> <p><b>Description of ESF Co-Financed Element:</b> All elements described above.</p>
<p><b>SOURCE: DEPARTMENT OF ENTERPRISE, TRADE AND EMPLOYMENT</b></p>	

**APPENDIX B**

**LIST OF INDICATORS USED TO MEASURE PHYSICAL  
PROGRESS**

CODE	IMPACT	RESULT	OUTPUT
<b>02ESF</b>	% of Live Registrants with FÁS who leave the Live Registrar. (FÁS Tracking Annual)	No of Persons Placed in Jobs or FÁS Programmes (FÁS Qtrly).	No. of persons registering during period (FÁS Monthly)
<b>03 ESF</b>	% of Training Programme participants in employment or further education or training at time of follow-up survey (LTU Only)	% of Training Programme participants placed at end of programme (FÁS Qtrly).	Number of persons completing programme at FÁS Annually.
<b>05 ESF</b>	Proportion of entrants to second level education who sit the Junior Certificate in either of its two forms.	None Listed	No. of schools participating in the School Completion Programme
<b>09 ESF</b>	None Listed	Full Time Undergraduate entrants with disabilities as a % of all entrants	No. of students benefiting from the special fund for students with disabilities
<b>11A ESF</b>	% of participants on FÁS programmes that proceed to employment, education or further training.	None Listed	Number of Completions
<b>11B ESF</b>	<ul style="list-style-type: none"> <li>■ % of trainees on Youthreach courses progressing to employment/education/training</li> <li>■ % of trainees on Traveller Training Centre courses progressing to employment/education/ training</li> </ul>	% trainees on Youthreach and traveller training centre courses receiving certification	No. of trainees presenting on Youthreach and Traveller Training courses
<b>13 ESF</b>	% in employment or further education/ training at time of follow-up survey	No. of completions with certification	Number completing training during the year
<b>14A ESF</b>	% of Traineeship in employment at time of follow up survey	Number of Apprentices awarded National Craft Certificates.	Number of Apprentices completing phase 2 training in FÁS.

CODE	IMPACT	RESULT	OUTPUT
18A ESF	% of Company Payroll Spent on Training Courses	No. of companies with a recognised high quality training system	No. of companies in receipt of support for HRD
18B ESF	% of Company Payroll Spent on Training Courses	No. of companies with a recognised high quality training system (cumulative)	<ul style="list-style-type: none"> <li>■ No. of companies in receipt of support for HRD (cumulative)</li> <li>■ No. of people trained</li> </ul>
19A ESF	No. of Social Economy projects completing approved Social Audits of their projects	No. of social economy enterprises being supported for a second period	Number of persons supported in Social Economy enterprises at end of period
19B ESF	No of projects in operation one year after completion	Number of persons supported in projects under the measure	No. of projects supported under the measure
21 ESF	<ul style="list-style-type: none"> <li>■ Progression to employment / further education / training (Full Time)</li> </ul>	<ul style="list-style-type: none"> <li>■ No. of completions with certification PLC (Full Time)</li> </ul>	No of Full time trainees (PLC Only)
22 ESF	No. of centres providing courses leading to formal certification	None listed	No. of participants availing of literacy services
26 ESF	<ul style="list-style-type: none"> <li>■ Universities - % of graduates in Employment after completing course</li> <li>■ Universities - % of graduates progressing to further skills in study area</li> </ul>	Universities - No of graduates with certification	No of additional Student places(Universities)
29B ESF	None listed	N/A	No. of students receiving certification under FETAC  No. of students receiving certification under HETAC

<b>CODE</b>	<b>IMPACT</b>	<b>RESULT</b>	<b>OUTPUT</b>
<b>30 ESF</b>	None listed	Research projects completed (nexus and CDVEC)	Number of participants completing training
<b>31A ESF</b>	None listed	No of research projects on the position of women in the education system completed	No. of research projects supported on the position of women in the education system
<b>31B ESF</b>	Number of gender disaggregated statistical indicators which are collected in NDP (Not cumulative)	None listed	No. of people in implementing bodies and agencies who are trained
<b>31B1 ESF</b>	No. of Organisations who develop best practice based on this measure	No. of participants receiving certification	No. of Participants
<b>33A ESF</b>	None listed	None listed	No. of Research reports produced
<b>33B ESF</b>	None listed	None listed	Not Applicable