

2. Evaluation of the impacts of mainstreaming on national and regional processes

2.1 Achievement and effectiveness of project mainstreaming goals

In brief

Achievement of project mainstreaming goals

Effectiveness of project mainstreaming vis-à-vis time and financial resources

Summary

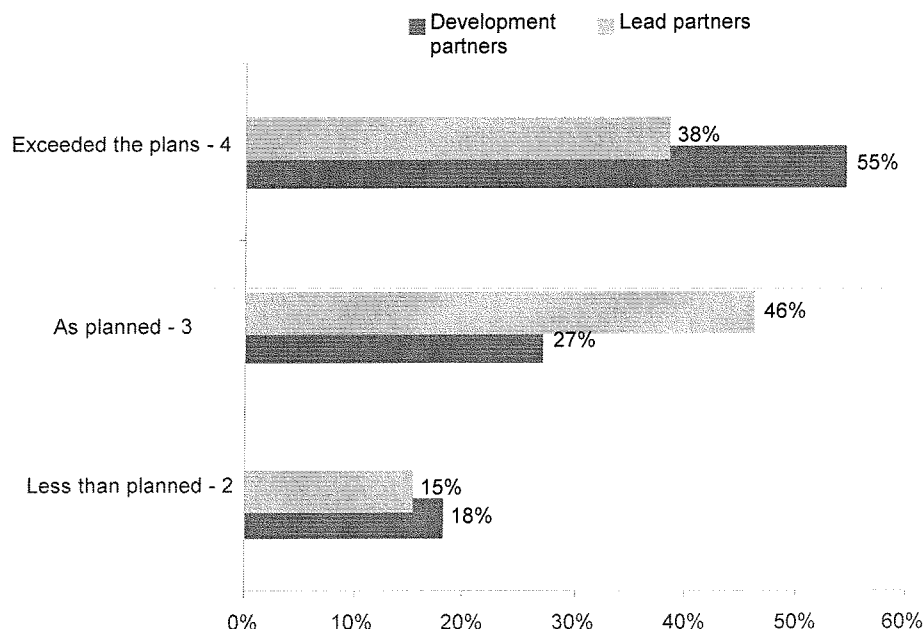
Achievement of project mainstreaming goals

Achievement of mainstreaming goals in the opinion of lead and development partners and interviewees and implementation of planned actions

A few projects did not meet the goals of mainstreaming actions

The mainstreaming goals were achieved or even exceeded according to the lead partners. The lead partners of two projects admitted that the mainstreaming goals of their projects were not fully met. Similarly, the respondents to the development partners' survey stated that the goals of two projects were not met to the planned extent (the evaluations of the lead and development partners on failure to meet the goals coincided in case of one project). However, many development partners found that the project goals were exceeded.

Figure 2.1: Achievement of project mainstreaming goals in the opinion of lead and development partners



Source: Surveys of lead and development partners

One lead partner of a project explained that the goals were not fully met because of the failure to launch a developed service; other partners did not provide further explanations of their evaluation.

The evaluations of the lead and development partners of the same projects did not differ by more than one point. Only in case of one project, the lead partner believed that the goals were exceeded while the development partners indicated that the mainstreaming goals were not fully met. The following table represents a comparison of the evaluations from the surveys of lead and development partners by individual projects.

Table 2.1: Comparison of the assessments of mainstreaming goal achievement by development and lead partners (the number in columns are average evaluations on a 4-point scale where 4 means exceeding the planned goals, 3 means achievement of planned goals, 2 means achievement below plans and 1 means achievement significantly below plans).

Project	Evaluation by lead partners	Evaluation by development partners
We Friends	3	3
RE-START	3	-
Integration of Women Involved in Prostitution	3	4
Re-integration of Compulsive Gamblers	3	4
HAPECO	4	3,67
Integration of Asylum Seekers	3	3
Choices & Balance	4	3,67
Connected Services for Integrating Young Mothers into the Labour Market	4	3,34
WHOLE	3	4
Care Service	2	-
Children Taken Care of, Mothers at Work	4	4
Distance Working	2,5	2
Farmers' Replacement Service	4	2
AVERAGE	3,27	3,33

Source: Surveys of lead and development partners

According to the interviewees, it is difficult to assess the achievement of mainstreaming goals in short term. However, success of mainstreaming is evident in the fact that the projects were not implemented for the sake of projects themselves but there were discussions on project themes and several projects were continued or transferred outside the project boundaries.

Considering in addition to various assessments also a comparison of planned and implemented actions, it could be said that the general plan of actions for the projects was implemented.

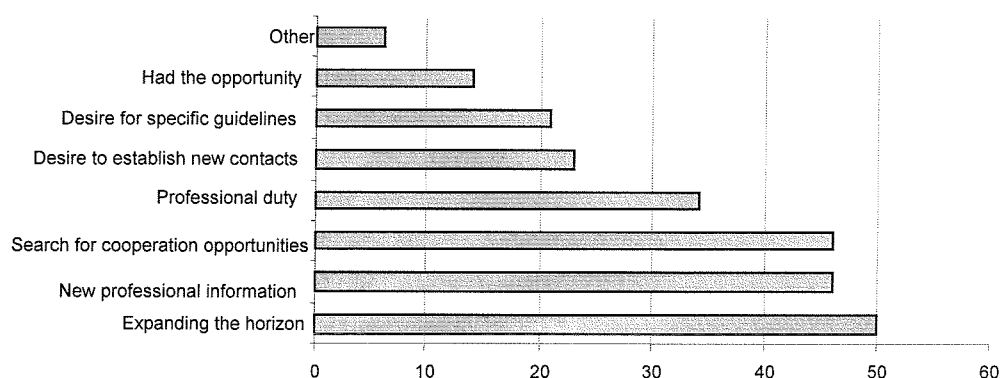
Similarly, the neighbouring countries found that the goals of their respective projects were ambitious.

Satisfaction of participants with mainstreaming actions

Many project goals were defined through mainstreaming actions to be implemented, which is why it is important to consider satisfaction of participants with these actions in order to assess whether, in addition to pure implementation, the quality of the actions was ensured as well.

The participants were asked to give reasons why they participated in the project mainstreaming actions. The most common reasons were expanding one's horizon as well as a chance to obtain new professional information and opportunities for cooperation. For more than 30 per cent of the participants, participation was part of professional duties. Other reported reasons included professional interest and sharing of experiences.

Figure 2.2: What was the main reason that motivated you to participate in this mainstreaming action?

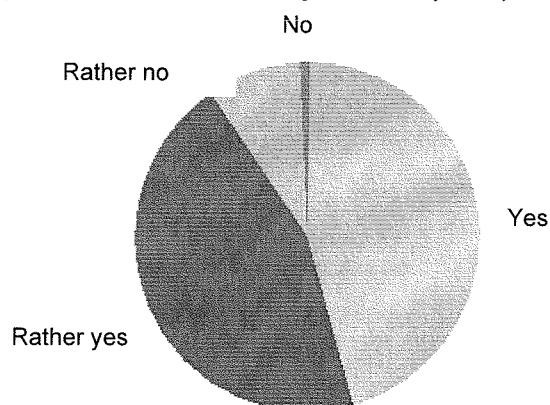


Source: Survey of participants in mainstreaming actions

The expectations of participants in mainstreaming actions with regard to the actions were generally met

The participants also reported the extent to which their expectations in relation to the respective action were met. Nearly half of the respondents said that their expectations were met and almost as many said that their expectations were mostly met and less than 10% of the respondents found that their expectations were rather not met or not met at all.

Figure 2.3: Did this mainstreaming action meet your expectations?

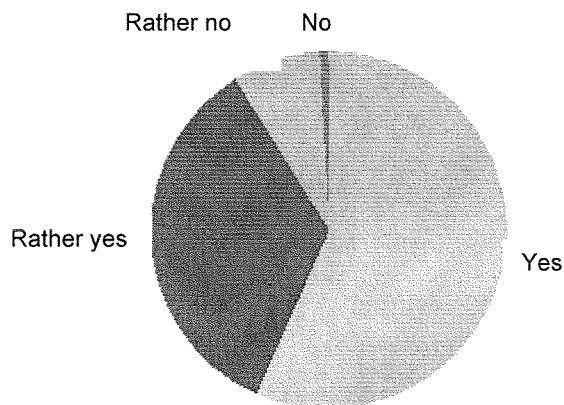


Source: Survey of participants in mainstreaming actions

The main reason why the actions did not meet expectations was, according to participants, the lack of follow-up actions. Further reasons included sketchy preliminary knowledge, insufficient scope of actions and the differences between actual and assumed content.

In addition to meeting personal expectations, the participants were also asked to evaluate achievement of the objectives of the particular action. The respondents were even more positive on this issue and said that the objectives were mostly or rather met. Only around 8 % of the respondents believed that the actions failed or rather failed to meet the established objective.

Figure 2.4: In your opinion, did the mainstreaming action meet its general objectives?



Source: Survey of participants in mainstreaming actions

The participants in mainstreaming actions believed that the action met their goals

There were fairly large differences between evaluations of different projects. While the expectations of the participants and the objectives of actions were 100% met in case of the Farmers' Replacement Service project, lower evaluations were given to both indicators in case of the Asylum Seekers project.

Table 2.2: Meeting the expectations of participants and the objectives of mainstreaming actions. (Table indicates the average evaluation of participants by projects, with 4 being the maximum evaluation. 4 means that expectations/objectives were met, 3 – rather met, 2 – rather not met, 1 – not met).⁸

Project	Meeting of expectations	Meeting of objectives	Some examples of mentioned reasons for dissatisfaction
We Friends	3,60	3,40	Tight schedule
RE-START	3,80	3,90	Sketchy preliminary knowledge
Integration of Women Involved in Prostitution	3,11	3,33	Content differed from what was assumed Poor quality of implementation Sad discrepancy between the content of presentation and the words of the representatives of the Tallinn City Government
Re-integration of Compulsive Gamblers	4,00	4,00	
HAPECO	-	-	-
Integration of Asylum Seekers	2,83	3,00	Insufficient volume or scope of actions Sketchy preliminary knowledge Lack of follow-up actions Failure to deal with the necessary fundamental issues for the society
Choices & Balance	3,17	3,00	Lack of follow-up actions (2) Society (community) not prepared Legislative restrictions Nature of the problem is too local or concerns too few people
Connected Services for Integrating Young Mothers into the Labour Market	3,14	3,14	Content differed from what was assumed Sketchy preliminary knowledge Lack of follow-up actions

⁸ As the number of responding participants was small in case of some projects and actions, the scores and comments may be influenced by individual respondents who expressed opinions that diverged significantly from the others.

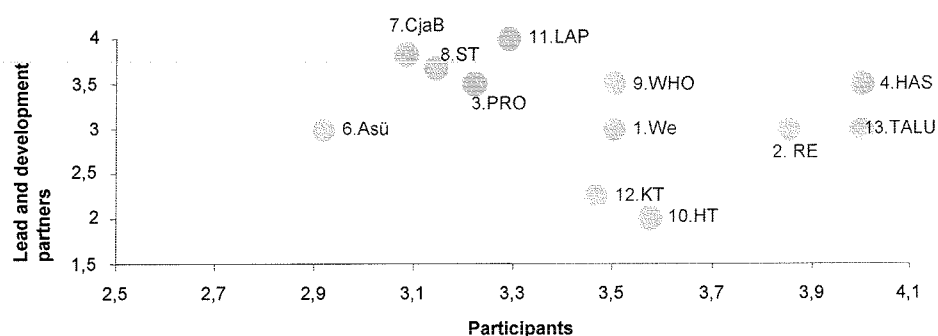
Evaluation of Mainstreaming Processes and Impacts of the EQUAL Programme

WHOLE	3,50	3,50	Insufficient volume or scope of actions Unfinished actions This is a new subject and many things become clear in the course of the process. Small number of participants
Care Service	3,43	3,71	Insufficient volume or scope of actions Sketchy preliminary knowledge Lack of follow-up actions Too much information
Children Taken Care of, Mothers at Work	3,17	3,41	Content differed from what was assumed. Insufficient volume or scope of actions (4) Sketchy preliminary knowledge (3) Lack of follow-up actions (5) Preparation for workshops Desire to participate in several actions that took place at the same time
Distance Working	3,43	3,50	Lack of follow-up actions (2)
Farmers' Replacement Service	4,00	4,00	
AVERAGE	3,43	3,49	

Source: Survey of participants in mainstreaming actions

There were projects where the participants' opinion of the meeting of objectives was slightly lower than the evaluation of the mainstreaming goals by the implementers (e.g., Children Taken Care of, Mothers at Work and Choices & Balance) but as evaluations were received only with regard to one or two actions in case of most projects, they do not fully reflect the success of the project as a whole.

Figure 2.5: Meeting of the project mainstreaming goals vs. participants' evaluation of meeting the objectives of actions (vertical axis: meeting of goals according to lead and development partners; horizontal axis: meeting of action objectives according to participants)



Source: Survey of participants in mainstreaming actions

Comparing the achievement of mainstreaming goals with the neighbouring countries, we can see that the local mainstreaming goals were even exceeded according to the Lithuanian managing authority. Most of the set goals were met in Latvia as well. However, both countries had one project where the goals were not met and the results were not mainstreamed.

In conclusion, it seems that most of the mainstreaming goals of the EQUAL projects were met, because planned actions were implemented and the participants were satisfied with the actions. However, the formulation of mainstreaming goals in the main proposals was relatively vague and hasty. Therefore, achievement of mainstreaming goals can be seen as relative depending on the ambitiousness of the respective mainstreaming goals.

Effectiveness of mainstreaming in relation to financial and time resources

Effectiveness of mainstreaming in relation to financial and time resources in the opinion of development partners and interviewees

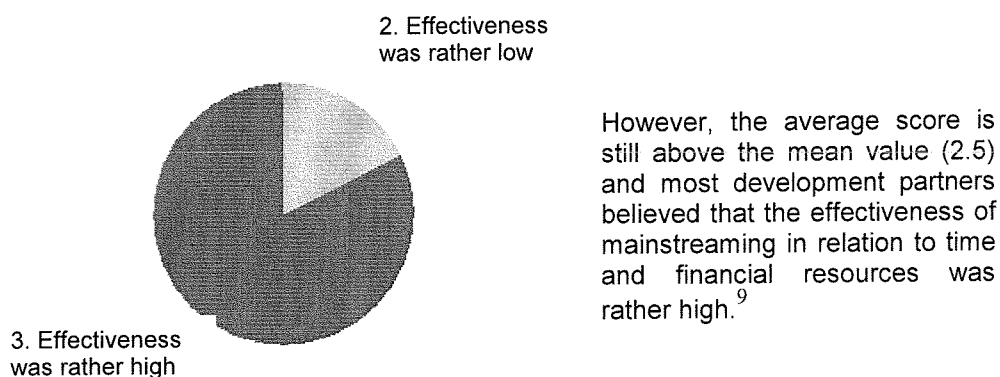
The development partners evaluated the effectiveness of mainstreaming in relation to financial and time resources spent with the average score of 2.89 on a four-point scale. This is a significantly lower result than the average score of achievement of goals, which was 3.33.

Table 2.3: Achievement of project mainstreaming goals and effectiveness of mainstreaming according to development partners

Question	Response options	Average evaluation score given by development partners
To what extent were the project mainstreaming goals met?	1. Significantly less than planned 2. Less than planned 3. As planned 4. More than planned	3,33
How would you evaluate the effectiveness of project mainstreaming vis-à-vis time and financial resources used?	1. Effectiveness was low 2. Effectiveness was rather low 3. Effectiveness was rather high 4. Effectiveness was high	2,89

Source: Survey of development partners

Figure 2.6: How would you evaluate the effectiveness of project mainstreaming vis-à-vis time and financial resources used?



Source: Survey of development partners

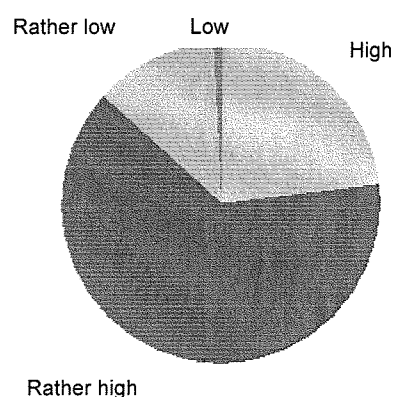
The interviews revealed two types of opinions. On the one hand, the interviewees claimed that mainstreaming of project results did not always have to be effective in

⁹The arithmetic mean of a 4-point scale is 2.5 but, based on the experiences of previous evaluations, a score below 3 tends to indicate a rather negative evaluation.

relation to resources used, because the purpose of the programme was to test new, innovative solutions, which do not necessarily have to be disseminated further. On the other hand, there were opinions that the amounts spent were relatively large in the Estonian context and, in this light, the project results and consequently also mainstreaming were rather meagre.

Effectiveness of mainstreaming in relation to financial and time resources in the opinion of participants in actions

Figure 2.7: How would you evaluate the effectiveness of actions vis-à-vis time and financial resources used?



According to the participants, the actions were effective or rather effective in relation to the time and financial resources. The effectiveness received an average score of 3.09, which is higher than the one given by lead and development partners.

Source: Survey of participants in mainstreaming actions

Expenditures on mainstreaming

Estonia spent fewer funds on mainstreaming than Latvia or Lithuania, both by proportion and by amount per project

An estimated 10 % of the programme budget was spent on mainstreaming, i.e., 8.4 million EEK divided between 13 projects. The resulting amount per project is lower than in Latvia and Lithuania, which indicates that less importance was attached to mainstreaming in the Estonian programme.

Table 2.4: Achievement of project mainstreaming goals and effectiveness of mainstreaming according to development partners

Reference point	Estonia	Latvia	Lithuania
Percentage of total programme funding spent on mainstreaming	10%	20%	13%
The amount spent on mainstreaming	8.4 million	33.5 million	26.2 million
Number of projects	13	9	28
Amount spent on mainstreaming per project	0.65 million	3.7 million	0.95 million

Source: Survey of development partners

However, the results of mainstreaming in Estonia were still rather good (for details, see Section 2.3). There were projects where the proposals were not implemented but the aggregate result can be considered relatively good.

We also know the evaluations of effectiveness of mainstreaming by Latvian and Lithuanian managing authorities. Like in Estonia, not all proposals submitted by Latvian development partnerships were implemented, but the projects did have fairly large impact. The same could be said of Lithuania where the projects have

had an impact on programmes, strategies, legislation, curricula and partnership relations. However, as more specific studies have yet to be conducted in these countries, it is difficult to conclude on the basis of this assessment whether Estonia with its lower level of expenditure was more efficient in mainstreaming or not.

***Effectiveness of
mainstreaming was lower
than expected***

Considering the fact that the amounts spent on the projects were still large in the Estonia context, the effectiveness of the project was lower than expected from the perspective of implementers. However, the participants found that the mainstreaming actions were rather effective considering the time and financial resources used. The specific nature of the programme, which was to test new solutions, could be seen as one reason for low effectiveness.

Summary

The projects implemented the actions they had planned and achieved most of the goals established with regard to project mainstreaming. Only a few projects did not fully meet the goals while several projects even exceeded the goals of mainstreaming. However, the formulation of mainstreaming goals in the main proposals was relatively vague and hasty. Therefore, achievement of mainstreaming goals can be seen as relative depending on the ambitiousness of the respective mainstreaming goals.

According to lead and development partners, the effectiveness of project mainstreaming was somewhat low, considering the time and financial resources spent. The percentage of resources spent on mainstreaming was lower than in Latvia and Lithuania but unavailability of more specific data does not enable drawing conclusions on whether mainstreaming was as successful as in the neighbouring countries or did lower level of investment also lead to poorer results. Nevertheless, lower expenditures on mainstreaming indicate that less importance was attached to mainstreaming in Estonia than in the other Baltic countries.

2.2 Impacts of EQUAL projects on the target groups of mainstreaming

In brief

Impacts of the mainstreaming actions of the EQUAL projects on the target groups
 Impacts on policymakers
 Impacts on participating employers vs. the control group
 Impacts of the programme on employers
 Summary

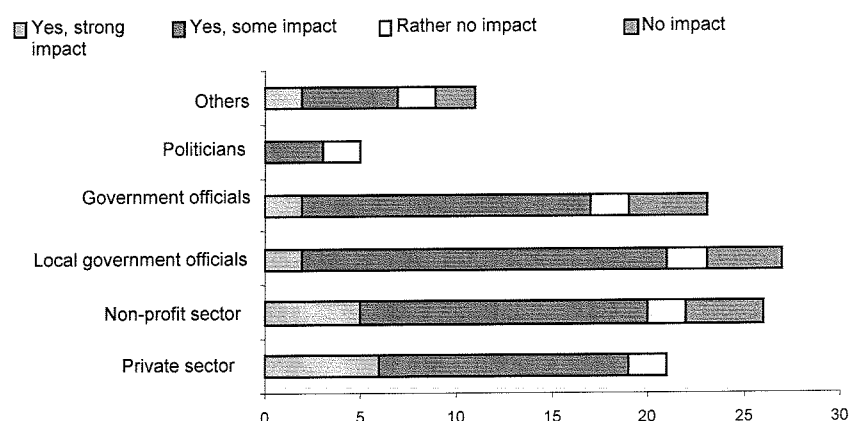
Impacts of the mainstreaming actions of the EQUAL projects on the target groups

Impact of actions on subsequent activities of the participants

The mainstreaming actions had an impact on participants

The participants in mainstreaming actions were asked whether the mainstreaming action had any impact on the subsequent activities of the target group. More than three quarters of the respondents said that the action has had strong or some impact on them. The impact was strongest on the representatives of the non-profit and private sectors.

Figure 2.8: Has the mainstreaming action had any impact on your subsequent activities?

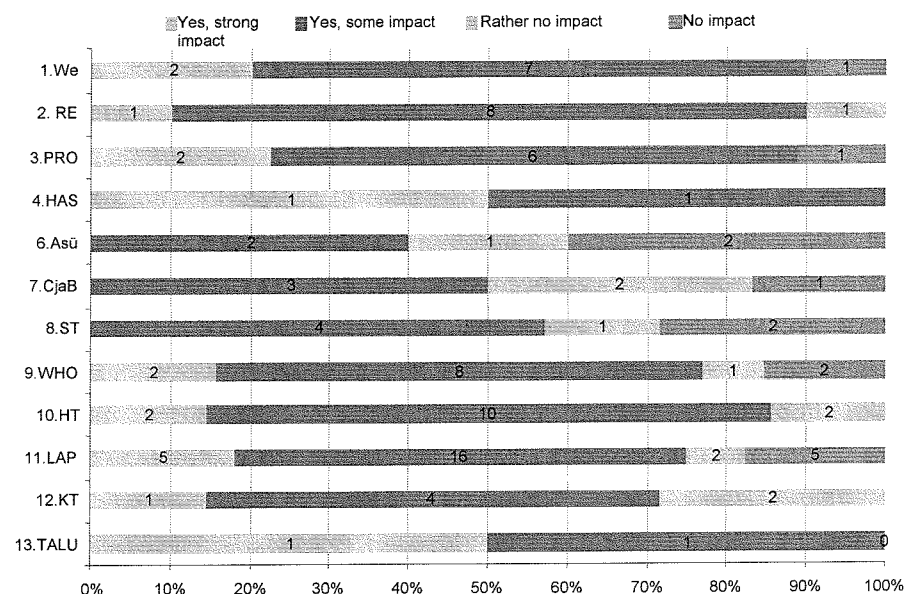


Source: Survey of participants in mainstreaming actions

Comparison of the impacts by projects indicates that the Compulsive Gamblers and Farmers' projects had the most impact while the participants reported lower levels of impact from the Choices & Balance, Asylum Seekers and Connected Services projects¹⁰.

¹⁰ The table reflects the opinions of the participants who responded. As the number of responses per individual projects was relatively small, the aggregate opinions could have been different in a larger group of participants.

Figure 2.9: Has the mainstreaming action had any impact on your subsequent activities? (vertical axis: list of EQUAL projects (explanation of abbreviations can be found in the Abbreviations section))

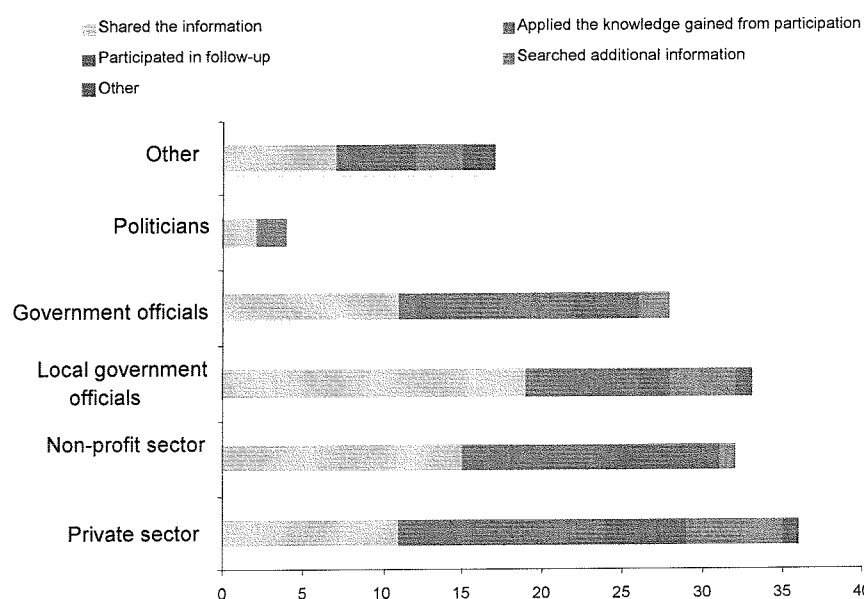


Source: Survey of participants in mainstreaming actions

As a result of the actions, the participants distributed the information received, applied the knowledge and participated in follow-up actions

The participants in mainstreaming actions were also asked about the material expressions of the impact. The majority of the respondents stated that they distributed the information received during the action; other common responses included application of knowledge and participation in the follow-up actions.

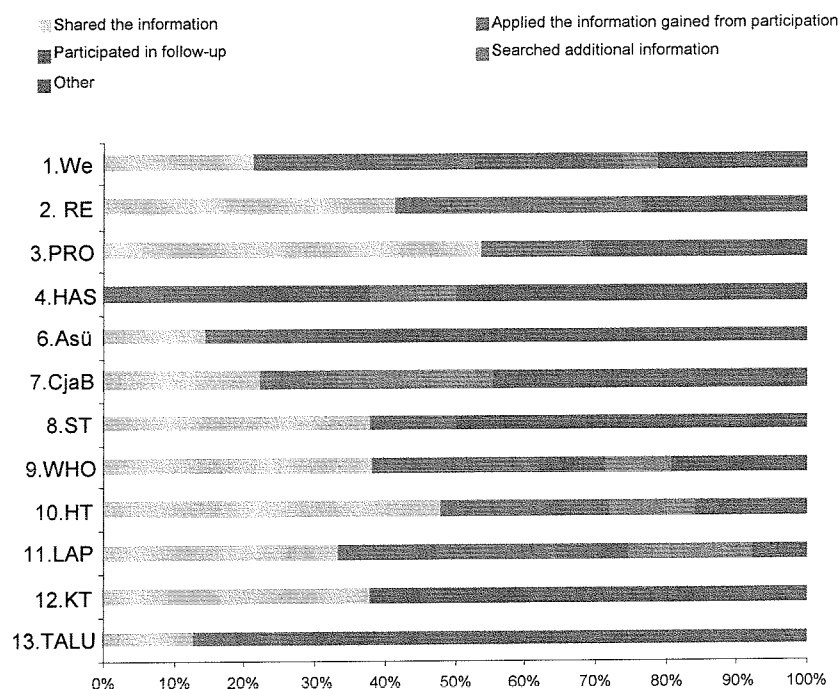
Figure 2.10: If there was an impact, what have you specifically done as a result of participation?



Source: Survey of participants in mainstreaming actions

The expression of the impact by individual projects is demonstrated on the figure below.

Figure 2.11: If there was an impact, what have you specifically done as a result of participation?¹¹



Source: Survey of participants in mainstreaming actions

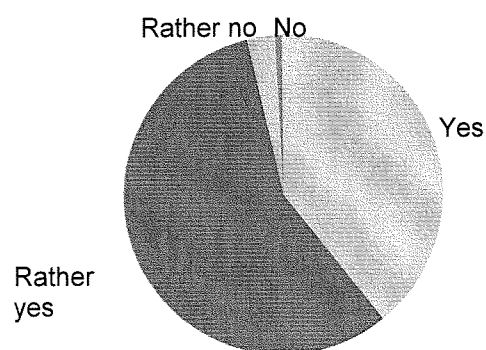
Would the topic of the mainstreaming action require more attention and discussion?

**Project topics would
require more attention and
discussion**

The participants were asked whether the topic of the project in which they participated requires more attention and discussion. Most participants found that this was the case.

¹¹ To some extent, the results depend on the specific type of action and the group of participants.

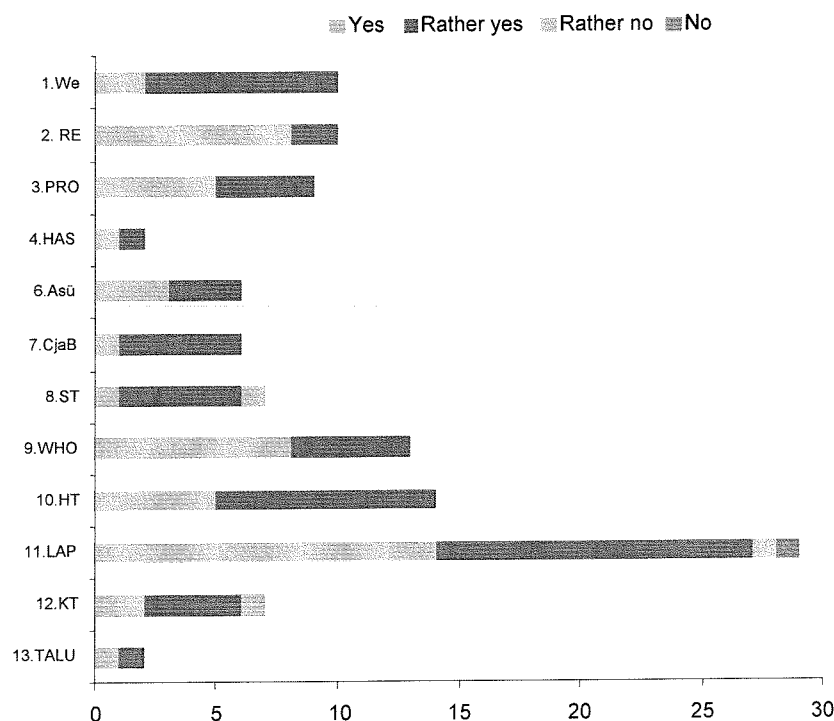
Figure 2.12: Would the topic of the mainstreaming action require more attention and discussion?



Source: Survey of participants in mainstreaming actions

Only four respondents believed that the topic does not require or rather does not require wider attention and discussion. Two of them (one participated in the Children Taken Care of project and the other in the Connected Services project) explained that Estonia is not yet ready for these topics.

Figure 2.13: Would the topic of the mainstreaming action require more attention and discussion?



Source: Survey of participants in mainstreaming actions

The mainstreaming actions have had a large impact on the target groups. Only less than a quarter of participants found that the action, in which they participated, did not have any or almost no impact on them. The main expression of the impact was distribution of the information received and there were also many respondents who applied the knowledge received. Nearly all respondents stated that the topic of the project in which they participated requires more attention and discussion.

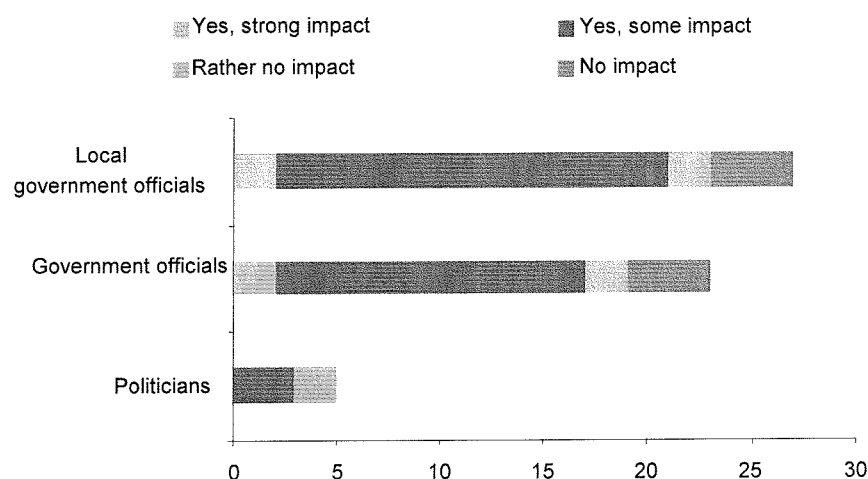
Impacts of the mainstreaming actions of the EQUAL projects on policymakers

Impacts of the mainstreaming actions of the EQUAL projects on subsequent activities of policymakers

The actions had an impact on policymakers

The policymakers who responded reported that the actions had some impact on their subsequent activities.

Figure 2.14: Has the mainstreaming action had any impact on your subsequent activities?



Source: Survey of participants in mainstreaming actions

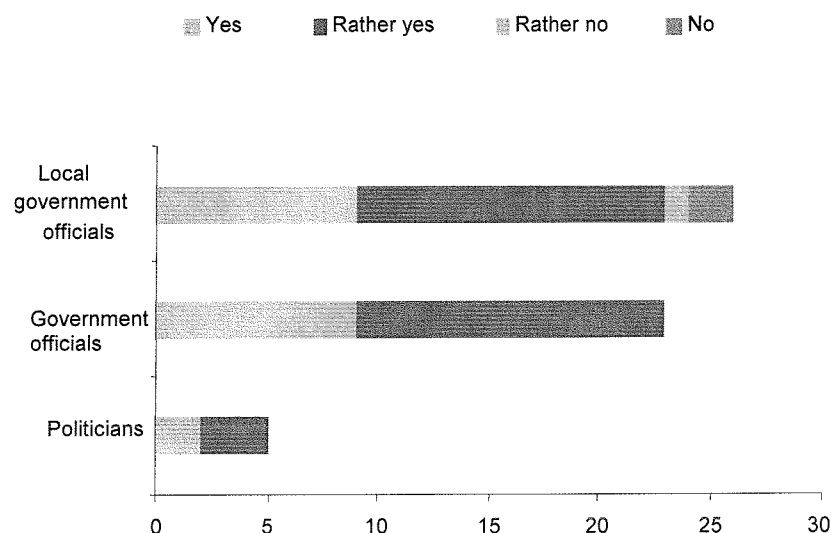
The RE-Start and Compulsive Gamblers projects had a strong impact on government officials while the Women Involved In Prostitution and Children Taken Care of, Mothers at Work projects had a strong impact on local government officials. The participating policymakers distributed the information received or applied the knowledge gained as a result of project mainstreaming (see Figure 2.10).

Attitudes of policymakers towards integration of project topics

Policymakers believed that project topics need integration in policies

The majority of policymakers believed that integration of project topics in the policies is necessary or rather necessary. Only a few local government officials expressed an opposite opinion.

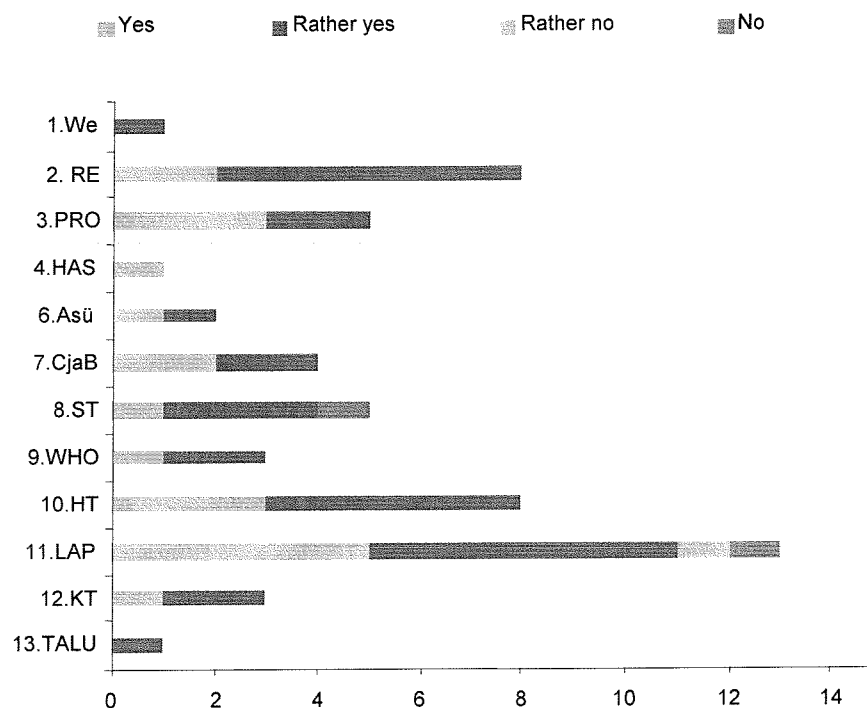
Figure 2.15: Do you consider it necessary to integrate the topic of the mainstreaming action generally in the policy?



Source: Survey of participants in mainstreaming actions

Integration in policies was considered important in case of all project topics. However, a few policymakers stated that integration is not necessary or rather not necessary in case of the Connected Services and Children Taken Care of, Mothers at Work projects, because Estonia is not yet ready.

Figure 2.16: Do you consider it necessary to integrate the topic of the mainstreaming action generally in the policy?



Source: Survey of participants in mainstreaming actions

In conclusion, it could be said that the mainstreaming actions had an impact on policymakers and the majority of policymakers considered the integration of project topics into policies a necessary development.

Impacts of the mainstreaming actions of the EQUAL projects on participating employers vs. the control group

In order to observe the impacts of project mainstreaming on participating employers, the attitudes of these employers were compared with the attitudes of a random sample of employers in two respects:

1. Attitude towards flexible work arrangements;
2. Attitude towards disadvantaged target groups in the labour market.

The group of participating employers comprised representatives of the private and non-profit sectors who responded to the survey of participants in mainstreaming actions. This group included 47 representatives of the employers. 91 employers responded to the control group questionnaires.

Based on the different orientations of the EQUAL projects, the target group of participating employers was further divided in accordance with the themes of the EQUAL programme. Employers who participated in the projects of themes A (Facilitating access and return to the labour market for those who have difficulty in being integrated or reintegrated into a labour market which must be open to all) and I (Supporting social and vocational integration of asylum seekers) were classified as participants with risk-group orientation and employers who participated in the projects of theme G (Reconciling family and professional life, as well as the reintegration of persons who have left the labour market, by developing flexible and effective forms of work organisation and support services) were classified as participants with flexible work arrangements orientation. The sizes of the two reference groups were 32 and 15, respectively.

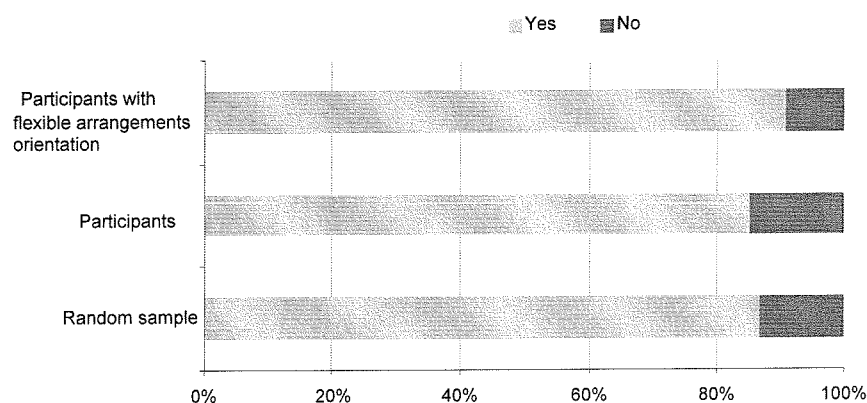
Both the participating employers and the control group used many flexible work arrangements

Employers' attitude towards flexible work arrangements

The survey examined the current practices of the participating employers and the control group in connection with flexible work arrangements and attitudes towards possible future implementation of flexible work arrangements.

There were no significant differences between the current practices of the reference groups. The participants with flexible work arrangements orientation had practiced more flexible work arrangements than the control group but the current level of implementation of flexible work arrangements in the group of participating employers in general was even slightly lower than in the random sample.

Figure 2.17: Has your organisation implemented flexible work arrangements?



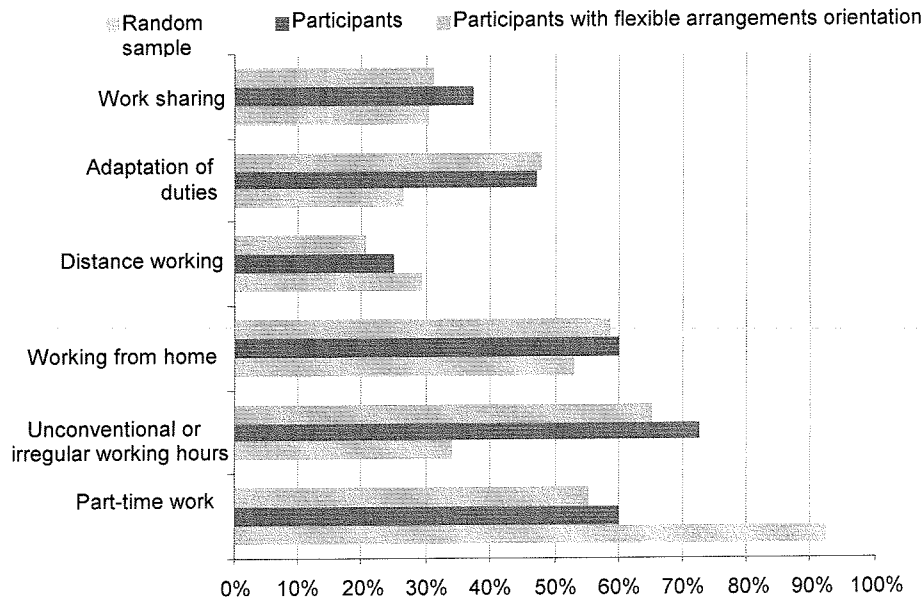
Source: Survey of participants in mainstreaming actions; Survey of employers

Part-time work was the most common flexible work arrangement in the random sample and unconventional working hours in the group of participating employers

Part-time work was the most common flexible work arrangement in the random sample. Unconventional or irregular working hours were the most common flexible work arrangements in the general group of participating employers and the reference group with flexible work arrangements orientation.

Consequently, it could not be concluded that the use of flexible work arrangements increased as a result of participation in mainstreaming actions.

Figure 2.18: Which flexible work arrangements have you used?

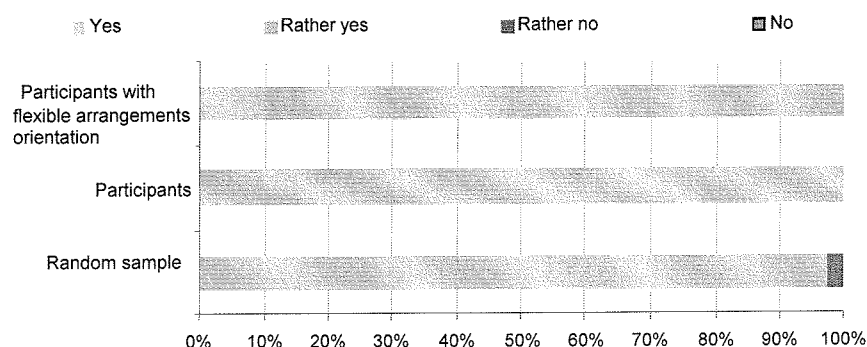


Source: Survey of participants in mainstreaming actions; Survey of employers

Employers intend to use flexible work arrangements in the future

Most of the employers who had used flexible work arrangement intended to use them in the future as well. A few of the employers in the random sample who did not intend to use flexible work arrangements in the future explained their decision by referring to dissatisfaction on the part of the employees who do not have the opportunity to use flexible work arrangements.

Figure 2.19: Do you intend to use flexible work arrangements in the future?

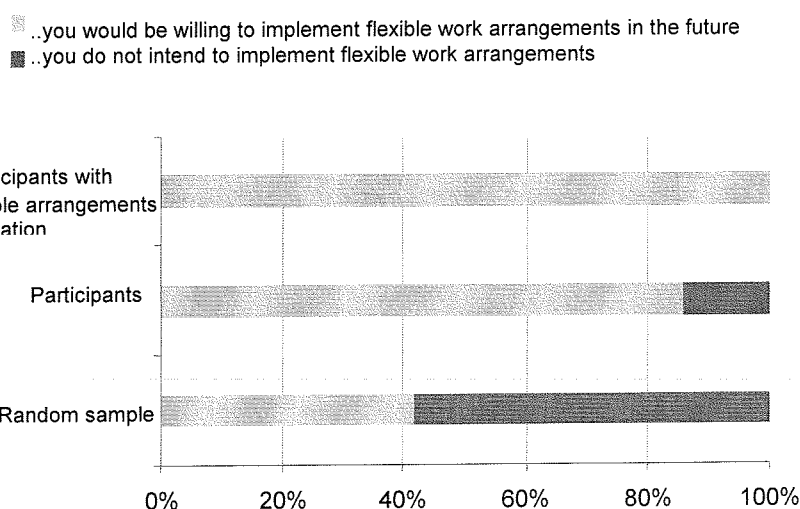


Source: Survey of participants in mainstreaming actions; Survey of employers

The participants who had not yet practiced flexible work arrangements were significantly more prepared to use flexible work arrangements in the future than the random sample

When the employers who had not implemented flexible work arrangements were asked about their attitude towards implementing them in the future, there was a clear difference between the opinions in the group with flexible work arrangements orientation and the random sample.

Figure 2.20: If you have not implemented any flexible work arrangements...



Source: Survey of participants in mainstreaming actions; Survey of employers

The preferred future forms of flexible work arrangements included part-time work and distance working. The main reason for not intending to implement any flexible work arrangements in the future was the specific nature of work.

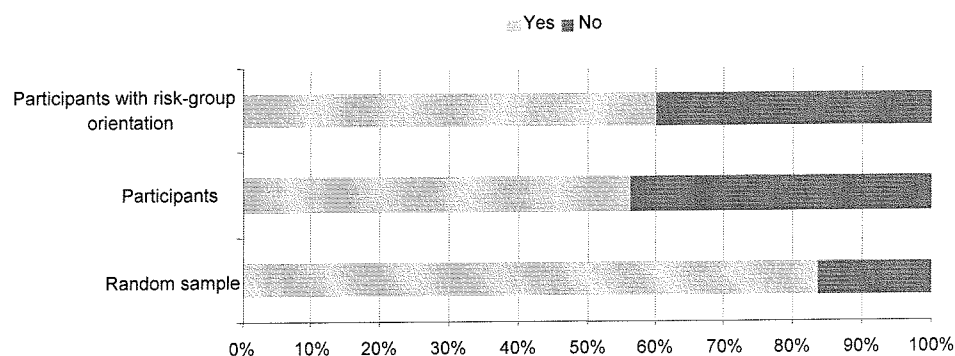
Employers' attitude towards disadvantaged target groups in the labour market.

The attitude of participating employers towards recruitment from risk groups was not more favourable than in the random sample

The survey examined the current practices of the participating employers and the control group in connection with hiring disadvantaged persons in the labour market and attitudes towards hiring employees from these target groups in the future.

The comparison of reference groups did not confirm the hypothesis that the employers who participated in mainstreaming actions are more active in hiring persons from risk groups. Rather, the opposite seemed to be true – a significantly higher percentage of the employers in the random sample had hired disadvantaged persons¹².

Figure 2.21: Has your organisation hired persons who could be in a disadvantaged position in the labour market?



Source: Survey of participants in mainstreaming actions; Survey of employers

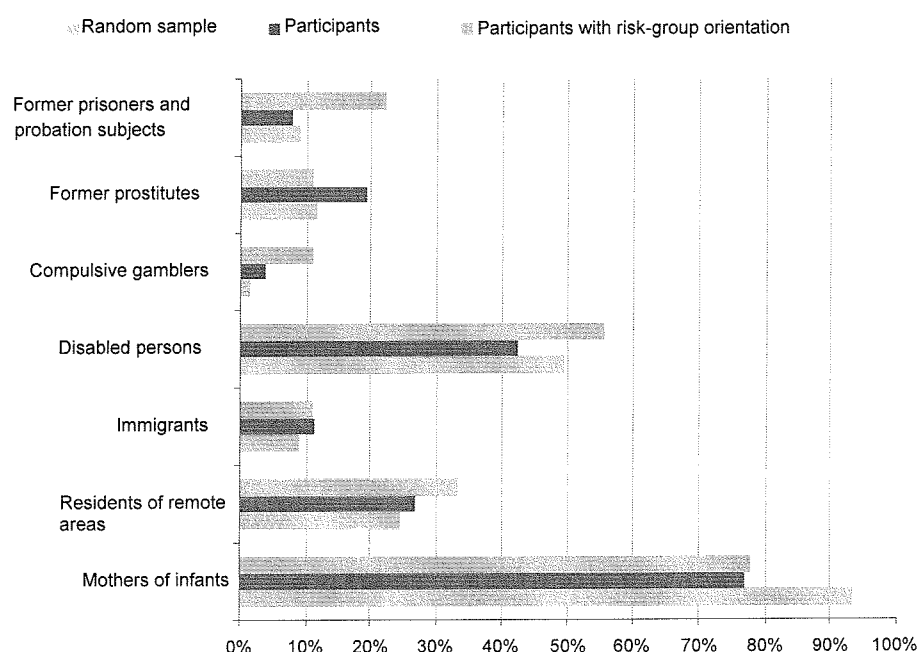
The participants were more favourable towards recruitment from the target groups associated with project actions

However, looking at the profile of risk groups from where employees were hired by the target group of the EQUAL projects and the control group, there was some correlation between the EQUAL project topics and the aforementioned risk groups. Participants with risk-group orientation had hired more former prisoners and compulsive gamblers than other reference groups.

However, it is impossible to state with confidence whether people from these risk groups were hired as a result of participation in the EQUAL projects or whether employers decided to participate in the EQUAL projects as a result of their experiences with these groups.

¹². As the sample of employers was based on the employers who have joined the Estonian Association for Personnel Development (PARE), the results may be influenced by the fact that members of PARE tend to be large enterprises while the entrepreneurs who participated in many of the EQUAL projects were local entrepreneurs who have fewer opportunities to recruit persons from risk groups.

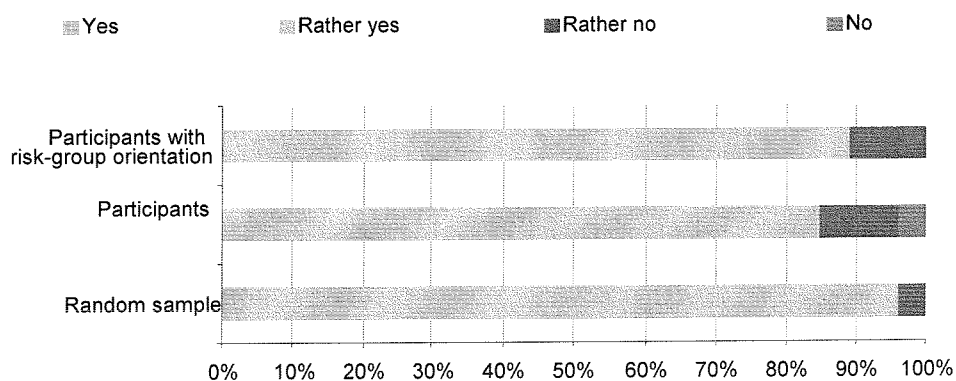
Figure 2.22: What categories of disadvantaged persons, if any, have you hired?



Source: Survey of participants in mainstreaming actions; Survey of employers

Most employers who had experiences with risk groups were prepared to hire people from these groups in the future as well. There were no significant differences between the reference groups on this issue. The respondents who did not intend to hire disadvantaged persons in the future explained their decision by referring to the lack of responsibility, impatience, lower efficiency of employees from these target groups, as well as the nature of work that requires high degree of responsibility and lack of opportunities for creating new jobs.

Figure 2.23: Do you intend to hire disadvantaged persons in the labour market in the future?

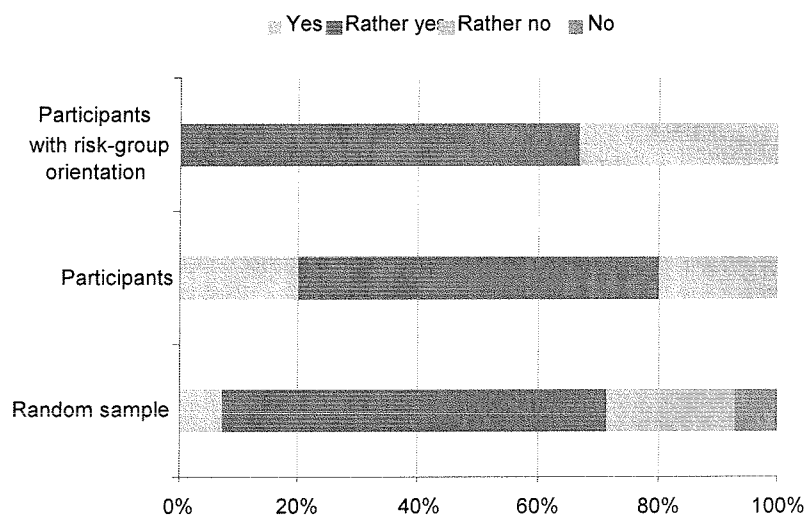


Source: Survey of participants in mainstreaming actions; Survey of employers

The survey was also used to identify the attitude of the employers who had not hired employees from risk groups towards the possibility of such recruitment. Generally, the attitudes were rather positive across all reference groups. The employers who were not prepared to recruit from the risk groups in the future explained their decision by referring to legislative obstacles in the public sector, unsuitability of premises, small number of positions and unsuitable nature of work. The attitudes of the reference groups did not differ much on this question, either. Consequently, the existing data do not indicate a correlation between the participation of employers and more positive attitude towards recruitment from risk groups.

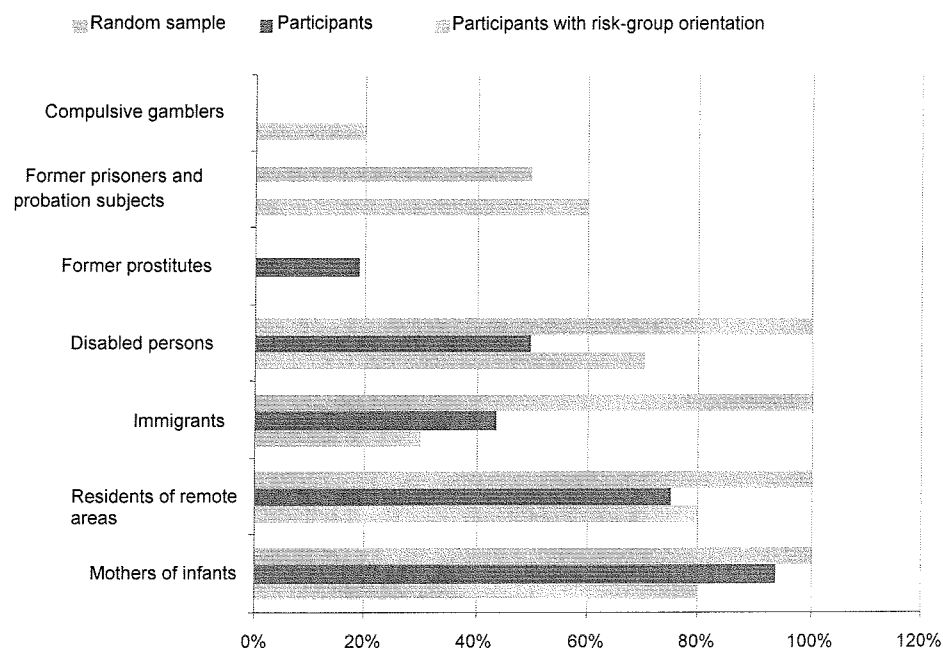
The attitudes of the participating employers and the random sample do not differ significantly on the issue of recruitment from risk groups

Figure 2.24: If you have not hired any disadvantaged persons in the labour market, would you be prepared to hire them in the future?



Source: Survey of participants in mainstreaming actions; Survey of employers

Figure 2.25: If you are prepared or rather prepared to hire disadvantaged persons in the labour market, which categories of these persons would you hire?



Source: Survey of participants in mainstreaming actions; Survey of employers

In conclusion, the attitudes and current practice of the participating employers did not significantly differ from the attitudes and practice of the control group in terms of the use of flexible work arrangements or recruitment of disadvantaged persons in the labour market. However, some participating employers had slightly more experiences with the risk groups targeted by the EQUAL projects.

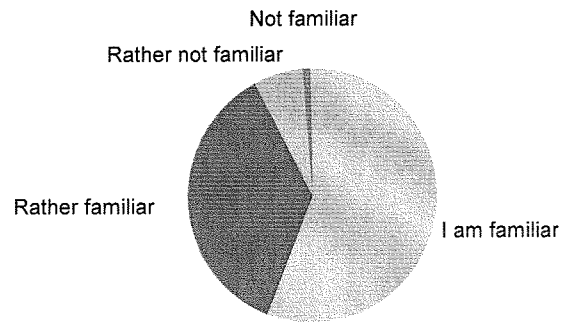
Impacts of the EQUAL programme on employers

In addition to the reference questions, the control group of the employers was also asked questions about general knowledge about the topic and the channels from where they receive respective information.

Familiarity of the employers with flexible work arrangements

Most of the respondents in the control group of the employers stated that they are familiar or rather familiar with the issues of flexible work arrangements.

Figure 2.26: How familiar are you with flexible work arrangements?

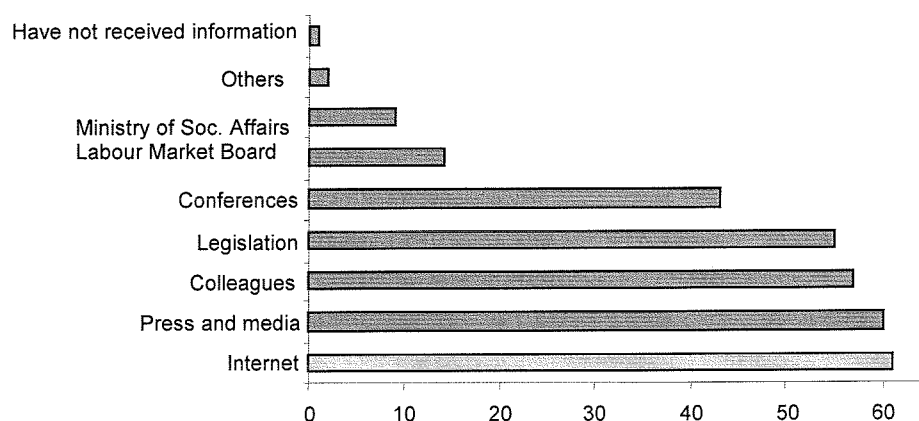


Source: Survey of employers

The random sample of employers is familiar with flexible work arrangements and believes that respective information has been more prominent in the media during the last year than it has been before

The main channel of information on flexible work arrangements was the Internet, followed by the media, colleagues and legislation. Educational institutions and acquaintances were also mentioned as other sources of information.

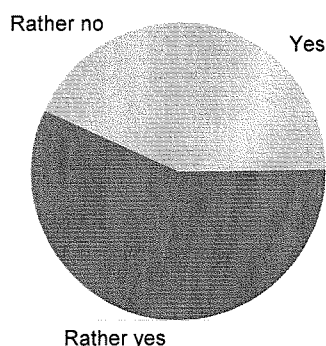
Figure 2.27: From which sources have you received information on flexible work arrangements?



Source: Survey of employers

More than 80 % of the respondents who received information from the media believed that the topic of flexible work arrangements has been more prominent in the media during the last year than in the previous years.

Figure 2.28: If you have received information through the media, do you think that the topic of flexible work arrangements has been more prominent in the media during the last year than in the previous years?



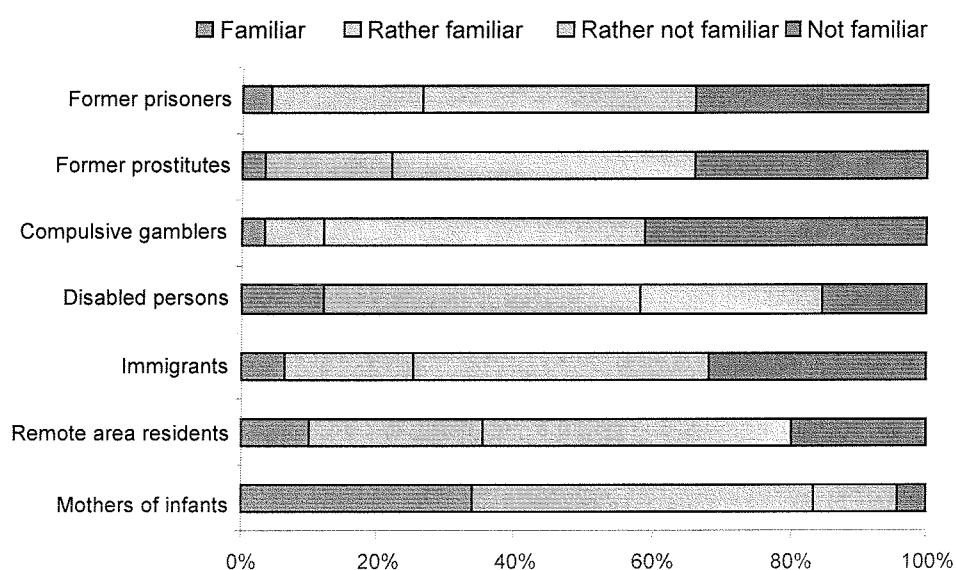
Source: Survey of employers

Familiarity of employers with the issues of disadvantaged target groups in the labour market

The employers were mostly familiar with the issues of employment of mothers of infants and disabled persons. The familiarity with the issues of other target groups was reported to be rather low. The results were similar in private, public and non-profit sectors.

Little is known about the employment issues of compulsive gamblers and immigrants

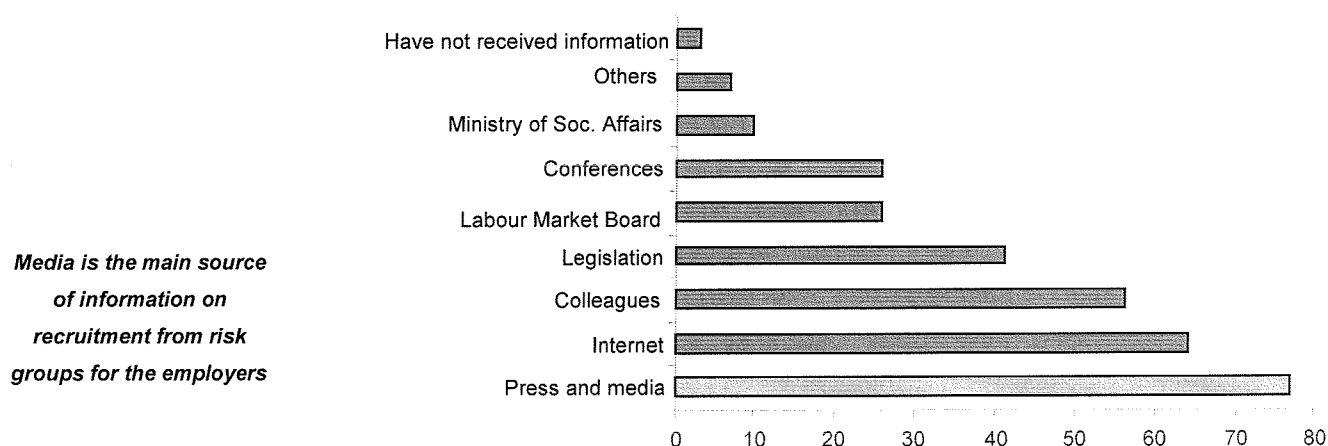
Figure 2.29: How familiar are you with employment issues of the following target groups?



Source: Survey of employers

The main sources of information on the aforementioned target groups included press and media. The Internet, colleagues and legislation were also mentioned as important sources of information. In addition to the listed sources, information was also received through personal contacts and acquaintances.

Figure 2.30: From which sources have you received information on the aforementioned target groups in the context of the labour market?

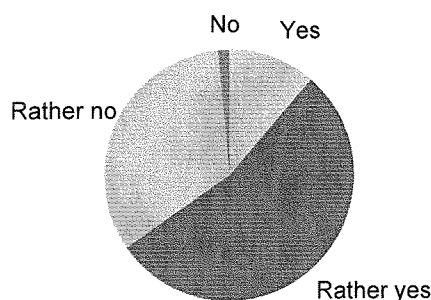


Media is the main source of information on recruitment from risk groups for the employers

Source: Survey of employers

More than half of the employers who received information from the media believed that the issues of disadvantaged persons in the labour market have been more prominent during the last year.

Figure 2.31: If you have received information through the media, do you think that the topic of disadvantaged persons in the labour market has been more prominent in the media during the last year than in the previous years?



Source: Survey of employers

In conclusion, the employers believe that they are quite familiar with flexible work arrangements. Familiarity with employment issues of risk groups depends on the particular target group. Familiarity with the employment issues of mothers of infants and disabled persons was rather good while the reported familiarity was lower in case of more specific or novel target groups (such as compulsive gamblers).

The media, Internet, colleagues and legislation were the main sources of information on both topics. The respondents had noticed higher prominence of this information in the media in comparison to previous years. This was particularly noticeable with regard to the topic of flexible work arrangements. Higher prominence of the topic during the last year could be partially due to the EQUAL programme and its mainstreaming, with many of the actions being implemented during the last year.

Summary

The mainstreaming actions had an impact on the participants. As a result of the actions, they distributed the information received, applied the knowledge and participated in follow-up actions. The project themes were considered to be important and policymakers believed that the project themes should be integrated in wider policies.

There were no significant differences between the attitudes of employers who participated in the actions and a random sample of employers. While the use of flexible work arrangements had been relatively similar in both groups, the participants who had not yet practiced flexible work arrangements were significantly more prepared to use flexible work arrangements in the future than the employers in the random sample.

The employers in the random sample had so far recruited more employees from risk groups than the participating employers but the participating employers had recruited more persons from the risk groups targeted by the EQUAL projects.

The attitudes and current practice of the participating employers and the random sample did not differ to any significant degree and, consequently, the EQUAL projects could not have had a large impact on the participating employers.

The main sources of information on recruitment from risk groups and flexible work arrangements included media channels, the Internet, colleagues and legislation. The respondents had noticed higher prominence of information on both topics in the media in comparison to previous years.

2.3 Integration of project results in policies and practice

In brief

Relevance and ambitiousness of project goals
 Integration of project results in legislation, strategies, programmes, organisational practice, educational and training programs, and creation and preservation of partnership mechanisms
 Horizontal and vertical dissemination of project results
 Summary

Relevance and ambitiousness of project goals

Relevance of goals

All project development partners believed that project goals were very relevant. The interviews revealed diverging opinions. The general assessment was that the goals were relevant but some respondents did not agree with this statement in case of all projects. For example, some policymakers expressed the opinion that the initial goals of the WHOLE project were vague and did not comply with the policy of the Ministry of Social Affairs. There were also opinions that the goals were relevant at the beginning of projects but after the economic upturn and increased employment rate, certain goals could have lost some of their relevance over time. In particular, this comment concerned the projects dealing with the employment rate of high-risk groups.

Ambitiousness of goals

While the development partners believed that the project goals were 100 % relevant, there was less confidence with regard to ambitiousness of the goals.

Figure 2.32: Integration of project results in legislation by theme groups



Source: Survey of development partners

Similarly, the interviewees thought that the project goals were generally ambitious or even too ambitious in case of some projects. For example, the goal of finding employment for 130 former prostitutes in case of the Women Involved in Prostitution project was too ambitious from the beginning according to the policymakers in this field.

The necessity of project integration depending on the project goals

The dissemination of good practices developed in the course of the project is one of the objectives of the EQUAL programme and the dissemination of practices is partially justified, considering that the project goals were relevant. However, integration of the results in national policies is not necessary in case of all projects, as the projects were intended for testing novel practices. Some projects have local orientation and, in this case, horizontal mainstreaming methods are better suited for dissemination of the results of such projects. For example, the projects We-Friends and Connected Services dealt with local problems and, consequently, horizontal mainstreaming would have been appropriate in these projects.

Integration of project results

Integration in legislation

Integration of project results in legislation has been successful

Influencing legislation has been one of the objectives in most of the projects. This was also achieved by several projects and in some cases the process of legislative amendment is still underway.

Successful amendments to legislation have been pushed through by the Compulsive Gamblers, Farmer's Replacement and Children Taken Care of projects. The projects of Women Involved in Prostitution and Asylum Seekers could have had indirect influence on legislation. Legislative amendments were also attempted by We-Friends and HAPECO. The process is still unfinished in case of HAPECO and other methods could be found to solve the problematic issue (suitable form of entrepreneurship). The Distance Working project has achieved inclusion in the coalition agreement of a clause on the necessity of legislative developments required for distance working, which indicates a possibility of a legislative amendment in connection with this project as well.

The projects of theme G have had the most impact on legislation but if indirect influence and unfinished processes are taken into account, as many as four of the five projects under theme A have had an influence on the legislative process.

Table 2.5: Integration of project results in legislation by theme groups

Theme	Number of amendments to legislation as a result of projects	Number of legislative amendments still in the process or with indirect associations to a project
A	1	3
G	2	1
I	0	1
TOTAL	3	5

Source: Information requests to lead and development partners; Interviews; Survey of participants

Integration in legislation is among the most sustainable forms of dissemination of project results. The projects that have reached legislation have secured preservation of the results of EQUAL. Sustainability of the amendments still in progress can be evaluated only after the process depending on the outcome. For example, the implementation of the clause in the coalition agreement achieved by

the Distance Working project is now questionable in the light of the current economic situation and the consequent review of the coalition agreement.

Six of the eight aforementioned amendments are associated directly with the fight against discrimination and inequality in the labour market. The other two bear rather indirect relevance to the labour market and affect the valuation of the immediate target groups of the project in legislation.

In conclusion, it could be said that the EQUAL projects have been successful in influencing legislation. Eight projects have attempted integration in legislation and have achieved this goal directly or indirectly or are moving towards the desired conclusion.

Integration in strategies, programmes, development and action plans

**15 strategies have been
influenced by project
results**

The products and topics of the EQUAL projects have been integrated in several strategies, programmes, development and action plans in the government area of the Ministry of Social Affairs and in other government areas. The following table presents an overview of the types of strategies and programmes that were influenced by the projects.

Table 2.6: Integration of project results in strategies / programmes / development plans

Type of the strategy / programme development plan	Number of projects that have had an impact
Operational Programme for Human Resource Development.	5
Development plans / programmes of specific fields	4
National strategies / programmes	3
Coalition programme	2
State Budget	1
TOTAL	15

Source: Information requests to lead and development partners; Interviews; Survey of participants

Operational Programme for Human Resource Development includes the results of five projects. The projects have influenced the treatment of the target groups of the Operational Programme. For example, the Care Service project has achieved the inclusion of the sub-theme 'Promotion of employment of people with care responsibilities' in the Operational Programme and the work with youth with criminal records continues based on the model established by RE-Start. Another possibility is that the project topic has been moved forward (e.g., the themes of the Distance Working project have been reflected in the sub-theme 'Flexible forms of work'). The operational programmes can also reflect direct links with the products developed by the projects, such as a variation of the training module developed in the course of the Choices & Balance project.

Development plans or programmes of specific fields have been influenced by four projects. The results of the Women Involved in Prostitution project have been considered in the implementation of the Development Plan for Combating Trafficking in Human Beings and the experiences from the project will contribute to the drafting of the development plan for the next period. The people at the

Compulsive Gamblers project cooperate with the Ministry of Social Affairs to draft a Development Plan for Gambling Rehabilitation and Prevention of Compulsive Gambling 2009-2014. The RE-Start project manager participates in the drafting of the Development Plan for Specialised Schools to pass on the experiences gained from the project. An Integration Program for Asylum Seekers and Refugees was developed in the framework of the Asylum Seekers project but it has not yet been adopted and implemented by the state institutions. An Alternative Service Development Plan has been drafted and is being implemented.

National strategies / programmes have been influenced by the results of three projects. The information and training materials used in the Women Involved in Prostitution project have been used in the National HIV/AIDS Prevention Program. The drafts of the National Integration Programme 2008-2013 were influenced by the Asylum Seekers project. The people from the Choices & Balance project will pass on their project experiences during the development of the future National Family Policy Development Plan and particularly the section on reconciling family and professional life.

Coalition Agreement has been influenced by two projects. The commitment to develop legislation on distance working could be seen as an achievement of the Distance Working project. The HAPECO project has achieved the inclusion in the coalition agreement of a clause on raising the employment rate of disabled persons to 50 %.

State Budgets for the period 2006-2009 should include annual allocations for farmers' replacement support. The Farmers' Replacement Service project has achieved the deepest integration in national policy and, therefore, it is among the most sustainable projects in this respect.

Most of the affected strategies belong to the government area of the Ministry of Social Affairs but two projects have also influenced other areas. These are the Development Plan for Specialised Schools drawing from the results of the Re-Start project and the Alternative Service Development Plan with respective State Budget allocations, which belongs to the government area of the Ministry of Social Affairs but has been dealt with by the Ministry of Agriculture. However, these project results are still indirectly connected to the government area of the Ministry of Social Affairs.

All EQUAL themes succeeded in having an impact on national strategies or the strategies of a specific area.

Table 2.7: Number of strategies influenced by the project results by themes

Theme	Integration in strategies
A	7
G	6
I	2
TOTAL	15

Source: Information requests to lead and development partners; Interviews; Survey of participants

In some cases, the result was direct continuation of the project outcomes (Alternative Service Development Plan and the associated State Budget allocation); in other cases, there was indirect impact associated with the target groups or subject areas of projects.

The aforementioned strategies are sustainable in short term but the periodic nature of strategies does not guarantee long-term sustainability. However, the

development partners from some EQUAL projects should be involved in the development of certain envisaged strategies, which should enable integration of some results in the strategies of the next period. According to the interviewees, the strategies that distribute Structural Funds present the main opportunity for integration of such project results in the light of current budget cuts. Sustainability of the impacts that have been based on the European funding will be called into question at the moment when a decision will have to be made whether to continue the projects on the basis State Budget funding or not.

Two thirds of the impacts on strategies have been associated directly with the fight against discrimination and inequality in the labour market. Other impacts are less relevant to discrimination in the labour market and have more to do with other aspects associated with the target groups of the projects.

The EQUAL projects have also had decent impact on strategies. In some cases, the finished products of the projects have been utilised by strategies while in other cases a project can be integrated through strategic attention to the target group of that project.

Integration in organisational practice

Project results have been utilised mainly by the development partners of the projects and less by labour market institutions and other organisations

As far as is known, 21 organisations have been associated with the methods developed by the projects, the target groups, training programs and other similar results after the completion of projects. Many of these organisations are the development partners of projects or other associated organisations but some integration has taken place also in the practice of the organisations that provide labour market services as well as other institutions.

Development partners have generally persisted with the most useful outcomes of the projects (development partners of We-Friends have continued with developed training programs) but some development partners have continued to operate the project results (NIHD in case of the Women Involved in Prostitution project) or have continued to develop the results during follow-up project (Asylum Seekers).

Organisations that originated from the projects are also integrating the project themes. For example, the Remote Working Association continues the work of the Remote Working project as does the Professional Union of Estonian Child-Minders, which originated from the Children Taken Care of project.

Labour market institutions have utilised the project products, such as the manual 'I Find Work', which was developed in the course of the Re-Start project but is now used by various organisations, including the Labour Market Board. The ideas that originated from the project have been developed as well (as a result of the influence from Re-Start, the Labour Market Board is now working on a project to promote systematic labour market counselling for prisoners who will be released in the near future).

Other organisations use various results of the projects. Some organisations have thoroughly implemented certain project actions (Professional Union of Estonian Child-Minders in connection with the Children Taken Care of project) while others have started to focus on a specific target group as a result of the project (the Legal Information Centre for Human Rights has started to focus on legal counselling of asylum seekers).

The integration of project themes in the practice of organisation is illustrated by the following table.

Table 2.8: Number of organisations that have integrated the practices from EQUAL projects, by themes

Theme	Integration in organisational practice
A	7
G	11
I	3
TOTAL	21

Source: Information requests to lead and development partners; Interviews; Survey of participants

The sustainability of the integration of project results in the organisations can be twofold. In one type of cases, the organisations that use the results receive funding from projects, which creates uncertainty in terms of sustainability. In other type of cases, the results are used by organisations with stable sources of funding (e.g., local governments) where the practices established by the EQUAL project results can be upheld for a long time.

Most of the practices integrated by various organisations focus on the fight against discrimination and inequality in the labour market.

Utilisation of the educational and training programs of EQUAL

Several educational and training programs developed in the course of EQUAL have been utilised. However the number of developed programs is larger and the managing authority could take responsibility for keeping them in one place

Several educational and training programs were developed in the framework of the EQUAL programme and they can be still used in the projects of a development partner or other organisations. The educational program for the training of replacement farmers will be kept in use for the same purpose. While the training module for increasing the awareness of the job search training instructors developed by the Choices & Balance project was almost completely integrated in the Operational Programme for the Development of Human Resources, there are also projects where only specific, particularly successful elements of training have been implemented.

The following table provides an overview of the educational or training programs that have been found useful, by themes of EQUAL.

Table 2.9: Utilisation of educational and training programs by themes

Theme	Number of educational or training programs utilised
A	4
G	4
I	0
TOTAL	8

Source: Information requests to lead and development partners; Interviews; Survey of participants

Some of the utilised training programs are relatively sustainable (e.g., the training module for replacement farmers) while the continued use of other programs will largely depend on the memory of organisations and ability to disseminate the good practices further. A positive observation is that most of the study programs are available on the Internet. It would be good of the Ministry of Social Affairs would collect all information on the developed programs and would keep an updated overview of their use.

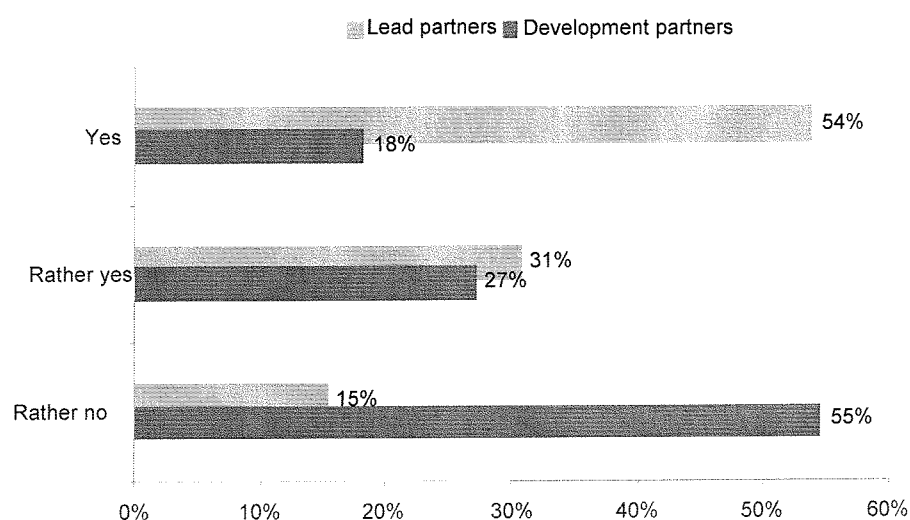
All educational and training programs, except for the training of replacement farmers, belong to the government area of the Ministry of Social Affairs and they all contribute to the fight against discrimination and inequality in the labour market.

Many educational and training programs were developed during the EQUAL programme. Most of them are suitable for being used by other organisations after the completion of the project. The Ministry of Social Affairs would be able to provide assistance in this respect by maintaining a comprehensive overview of the educational and training programs that have been developed.

Preservation and spread of partnership mechanisms

The opinions of lead and development partners diverged somewhat on the question of continued cooperation between them after the completion of projects. While most of the development partnerships found that there has been generally no cooperation after the projects, 85 % of the lead partners expressed the view that cooperation has continued. The reason for this discrepancy could be the fact that partnership beyond the project has continued with a few development partners and not with all of them.

Figure 2.33: Has the cooperation that started in the development partnerships continued after the end of the project?

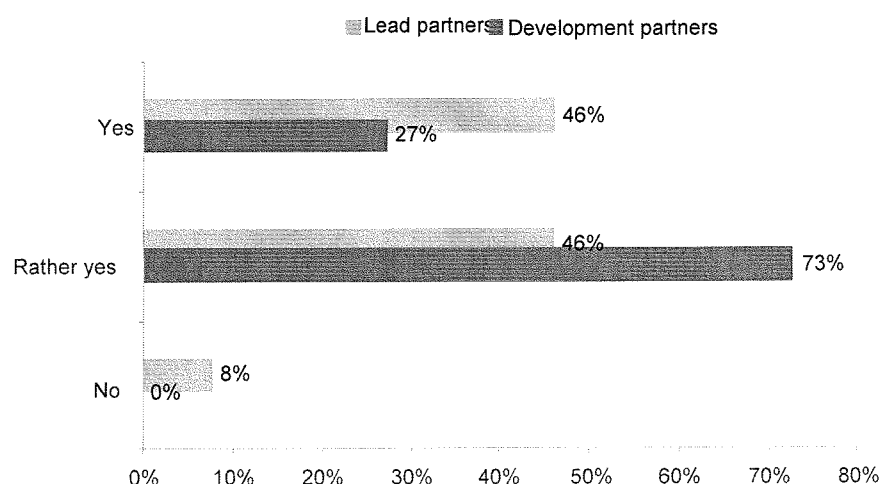


Source: Surveys of lead and development partners

There is a positive feeling about the potential of future cooperation between development partners

The cooperation that originated from the development partnerships is relatively sustainable, because nearly all development partnerships believed continuation of cooperation to be likely. However, cooperation will not be continued in case of the Re-Start project, because the development partners of the project, Viljandi Prison and Probation Supervision Department of Harju County Court, have been wound up.

Figure 2.34: Do you expect future cooperation with the development partners of the project?



Source: Surveys of lead and development partners

In addition, some international contacts have been preserved, for instance, those established in the framework of the Re-Start project.

Like in Estonia, the Latvian and Lithuanian programmes have not complied with all recommendations but they have also had impacts on legislation, strategies, programmes, study programs and organisational practice.

Horizontal and vertical dissemination of project results

Horizontal dissemination of project results

The interviewees emphasised the horizontal dissemination of project results as an important and in some cases even as the most important form of dissemination of project results. However, horizontal mainstreaming has received relatively limited attention in the projects in terms of respective actions and the results achieved. Most of project actions have been continued in the projects of development partners or other partners. Transfer of results to other counties or regions has been limited. Unlike in Estonia, the main emphasis in Latvia and Lithuania was on horizontal mainstreaming and the respective mainstreaming actions also achieved greater success. It is estimated that only 4.4 % of Lithuanian project results were associated with vertical mainstreaming.

Little attention has been paid to horizontal mainstreaming of project results

Vertical dissemination of project results

The vertical dissemination of projects has been surprisingly good, considering that some dissemination options are still being processed. Many actions have been implemented to attract the attention of politicians and other relevant policymakers. The corresponding achievements have also been good. As many as eight projects of 13 had some impact on legislation or current legislative processes. Some

potential results have not been achieved as a result of State Budget restrictions. It could be even said that vertical mainstreaming received occasionally too much attention. Some projects of clearly local nature (We-Friends and Connected Services) could have primarily opted for horizontal mainstreaming but still implemented a fair number of vertical actions, which resulted in a loss of some focus.

Section 2.2, Figure 2.16 demonstrates the evaluation of the participating policymakers with regard to the necessity of integration of project results in wider policies. The results of the Women Involved in Prostitution, Compulsive Gamblers, Asylum Seekers and Choices & Balance projects were believed to be the most important ones for integration. These projects have been also disseminated vertically more than others.

Conclusion

The project goals were found to be relevant and, consequently, the wider distribution of the goals can be deemed as relevant. All projects have to a greater or lesser extent been integrated in legislation, programmes, practice of other organisations, or educational and training programs.

The horizontal dissemination could have been more vigorous. The development partners themselves have continued the projects but transfer to other regions has been limited. In this connection, the managing authority could assist the future projects in establishing their position in terms of sustainability and, as a result, find a clearer focus for each project. In addition, modification of the projects according to recommendations should be enabled after the projects have been selected.

Vertical mainstreaming has been successful and, as some impacts are in a phase of progression, the number of legislative and strategic impacts could still increase over time.

Sustainability of the impacts is largely dependent on each individual case. Integration in legislation has the most lasting effect while sustainability in the programmes and organizational practices varies, depending on the term of the programme and stability of the funding of the organization.

Nearly 80 % of the impacts originating from the EQUAL programme contribute to the fight against discrimination and inequality in the labour market. Other changes involve focus on the target group but not in the context of the labour market.

There have been opinions that this is a bad time for dissemination of project results, because the budget perspective does not permit promotion of new themes. In the opinion of the interviewees, the main potential for future funding is associated with Structural Funds and any form of continuation, incl. with the resources from the funds, requires demonstration that the topic is important and is being managed adequately.

On this background, the dissemination of EQUAL projects to the outside has been successful. It is recommended to collect all good solutions from different projects and put them on hold to propose and implement the relevant practices as soon as the budgetary situation improves.

Annex 1: List of sources

Annex 2: Comparative analysis with other countries

Annex 3: Dissemination of EQUAL project results

Annex 4: Questionnaire for lead partners

Annex 5: Questionnaire for development partners

Annex 6: Questionnaire for participants in EQUAL actions

Annex 7: Questionnaire for employers

Annex 8: Questions for interviews with policymakers

Annex 9: Actions of the managing authority

Annex 10: Results of the discussion concerning the draft evaluation report.