



THE EUROPEAN SOCIAL FUND AND **OLDER WORKERS**



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IMPORTANT NOTE

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LIST OF ABBREVIATIONS

ALMP	Active Labour Market Policies
ESF	European Social Fund
EU	European Union
IBRD	International Bank for Reconstruction and Development
ICSID	International Centre for the Settlement of Investment Disputes
ICT	Information and Communication Technology
IDA	International Development Agency
IFC	International Finance Corporation
ILO	International Labour Organisation
IMF	International Monetary Fund
MIGA	Multilateral Investment Guarantee Agency
OECD	Organisation for Economic Co-operation and Development
PES	Public Employment Service
UN	United Nations

Introduction

A. SCOPE OF THE STUDY

This study presents the interventions of the European Social Fund (ESF) in the area of older workers and participants. It is one of a series of 21 studies describing what the ESF does and achieves on a range of policy topics or target groups. In addition to this background report, which exists only in English, a 'summary fiche' (brochure) contains the major findings of the study and is translated in French, German, Spanish, Italian and Polish.

Demographic change is occurring throughout Europe and is leading to major policy initiatives in a number of areas. A feature of these changes has been the ageing of the workforce, which brings with it trends towards increasing ill health, the need for up-skilling of older workers, increasing pressures on pensions and many other elements.

Activation rates amongst Europeans of working age tend to be lower than elsewhere, and the Commission and the Governments of the Member States recognised the need to address this in the late 1990s. This recognition led, under the Lisbon Strategy for Growth and jobs, to the setting of employment targets (the Barcelona and Stockholm targets) whereby the Member States would seek to increase the effective retirement age and to ensure that at least 50% of older workers remained employed at the age of 60.

Older workers are not a homogeneous group - people above the age of 50 are more likely to have lower skills and education, to have health problems, or in the case of women, not to be in the labour force at all. They are therefore in need of a range of labour market interventions that seek to address the quite differing deficits they experience in relation to the labour market.

The ESF is one of the Structural Funds of the European Union (EU) and is devoted in particular to promoting employment. The Structural Funds have always invested in a range of labour market interventions and continue to do so. The specific issue at hand in this report is the extent to which these interventions are addressed towards older workers.

The implementation of the ESF is structured along seven-year programming periods. This report contains information on the ESF interventions for the programming periods 2000-2006 and 2007-2013. Since 2000, the EU has grown from 15 to 27 Member States and so has the involvement of the respective countries in ESF. Romania and Bulgaria, for instance, only participate in the current programming period 2007-2013.

Following this introduction, the report consists of two chapters and a conclusion. Chapter 1 presents the context that is relevant for older workers in terms of the scope of this study. Particular attention is given to the demographic challenge facing Europe and its impact on the situation of older workers.

The interventions and achievements of ESF in the field of older workers constitute the second chapter of this report, the first parts of which concern the overall finances, interventions and achievements for all relevant measures and priorities. The next part of the chapter assesses the ESF actions in relation to a set of key concepts that were developed. The latter part of the section is dedicated to applying these concepts to the measures and priority axes of the two programming periods in quantitative and qualitative terms. The concluding section contains a summary of the findings across the programming periods.

B. THE EUROPEAN SOCIAL FUND: FRAMEWORK & ACHIEVEMENTS

The ESF is one of the EU's Structural Funds set up to reduce the gap in living standards between regions and between people and to promote economic and social cohesion across Europe. The ESF is devoted to promoting employment in the EU. It helps Member States make Europe's workforce and companies better equipped to face new and global challenges. The ESF was created in 1957 at the time when the European Economic Community was established. While the overall purpose of the Fund has remained unchanged, its objectives and scope of application have been adapted to socio-economic developments. The ESF strategy and budget is negotiated and decided between the EU Member States, the European Parliament and the Commission. On this basis, seven-year Operational Programmes (OPs) are planned by Member States together with the European Commission.

Programming Period 2000-2006

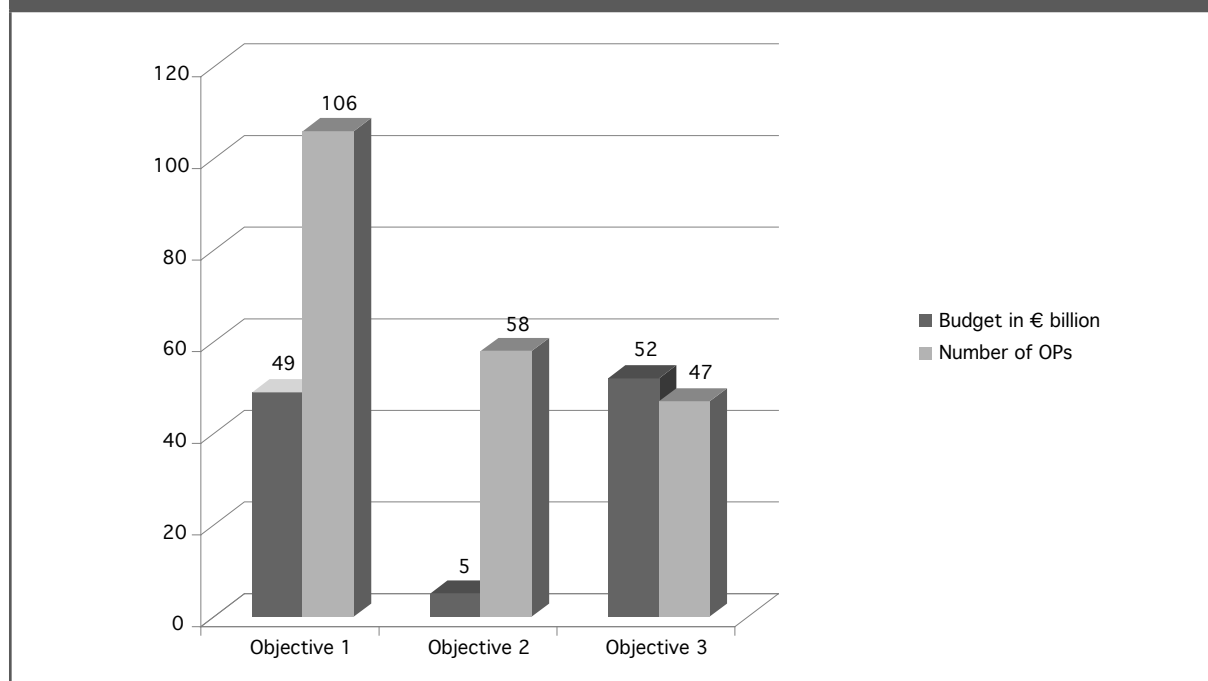
In the period 2000-2006, the Structural Funds were grouped around 3 Objectives¹: Objective 1 promoted the development of regions where the GDP per capita was below 75% of the EU average, outlying regions (e.g. Azores) and sparsely populated regions in Finland and Sweden; Objective 2 supported areas adjusting to change in the industrial and services sector, rural areas in decline, urban areas in difficulty, and economically depressed areas heavily dependent on fisheries; Objective 3 provided funding throughout the EU to help adapt and modernise policies and systems of education, training and employment. Objectives 1 and 2 were financed by the ESF in combination with other Structural Funds. Objective 3 was financed solely by ESF.

ESF supported activities related to five Policy Fields: (i) the development and promotion of active labour market policies; (ii) the promotion of equal opportunities for all in accessing the labour market, with particular emphasis on those exposed to social exclusion; (iii) the promotion and improvement of training, education and counselling as part of lifelong learning policy; (iv) the promotion of a skilled, trained and adaptable workforce; and (v) the improvement of women's access to and participation in the labour market. Across all programmes, the ESF has also addressed three horizontal themes: (i) support for local initiatives concerning employment; (ii) the social and labour market dimensions of the information society; and (iii) equal opportunities for women and men as part of the mainstreaming approach.

1. <http://europa.eu/scadplus/leg/en/lvb/g24203.htm>

Between 2000 and 2006 a total of 212 OPs² were implemented by either regional or national authorities in the Member States. In 2000, the ESF was open to 15 Member States. Additional OPs were set up in 2004 to accommodate the priorities of 10 new Member States. The distribution of the programmes and the total ESF co-funded expenditure per Objective is presented in Figure 1.

Figure 1: Number of OPs and total ESF co-funded expenditure per Objective in the ESF 2000-2006 period



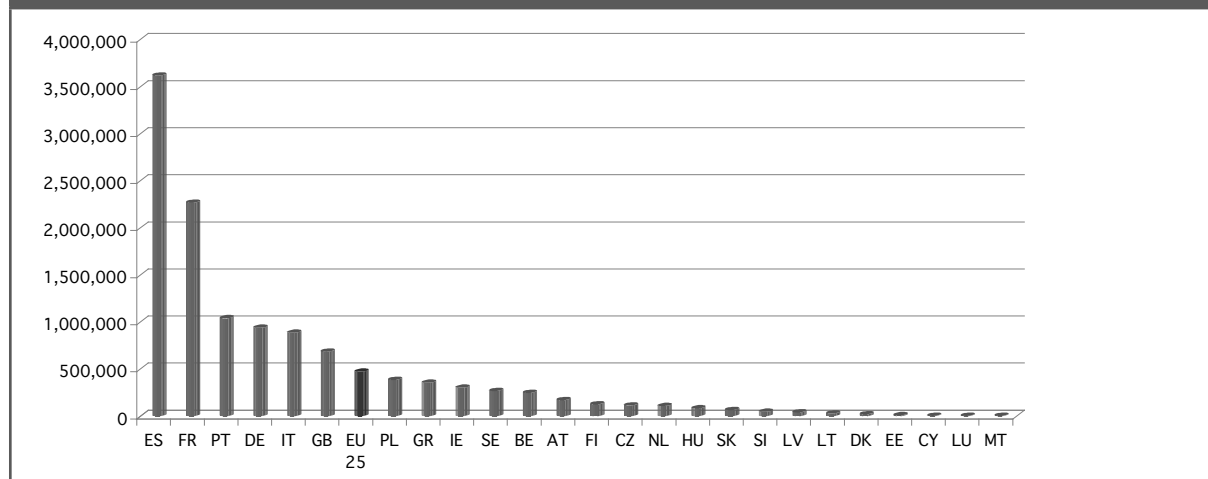
Source: EC Structural Fund Database (SFC), situation in September 2008 (2000-2006)

Between 2000 and 2006, over 75 million participants³ were involved in ESF funded activities. Because it is very likely that some people have benefited more than once from ESF funded interventions, it is more correct to refer to over 75 million participations.

2. The research is based on data collected for 207 OPs covering the years 2000 to 2006. The remaining programmes are technical assistance OPs and a specific transnational OP promoting the peace process in Northern Ireland. This OP is not included in figure 1. The Equal Operational Programmes are not covered.

3. The findings are based on a total of 1,567 measures of which 1,260 have reported on participants.

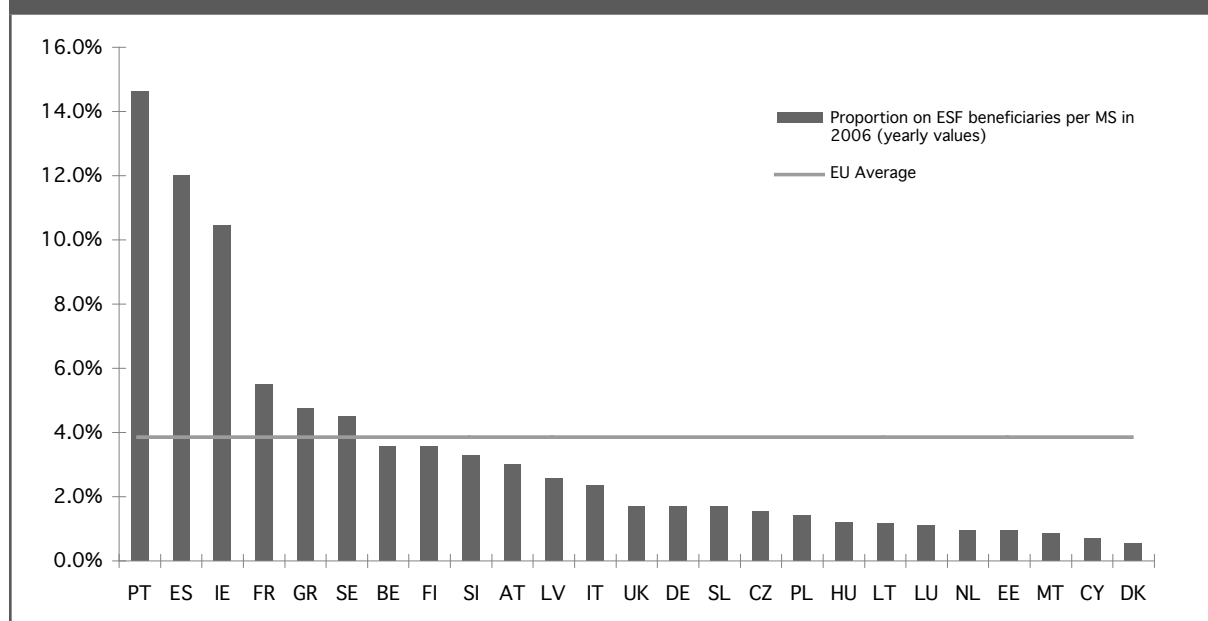
Figure 2: Average yearly participation per Member State



Source: Data compiled by BBI on the basis of ESF Operational Programme reports 2000-2006

This corresponds to approximately a fifth of the total population between 15-64 years⁴ in the 25 EU Member States. Participants may have benefited from more than one ESF intervention. In the case of Portugal, no aggregated data were available so data from the different years were added up. In Spain, participants could be funded under national and regional programmes. Furthermore, for the Netherlands limited data is available.

Figure 3: The proportion of the yearly average of ESF beneficiaries per Member State in relation to the total population between 15-64 years per Member State

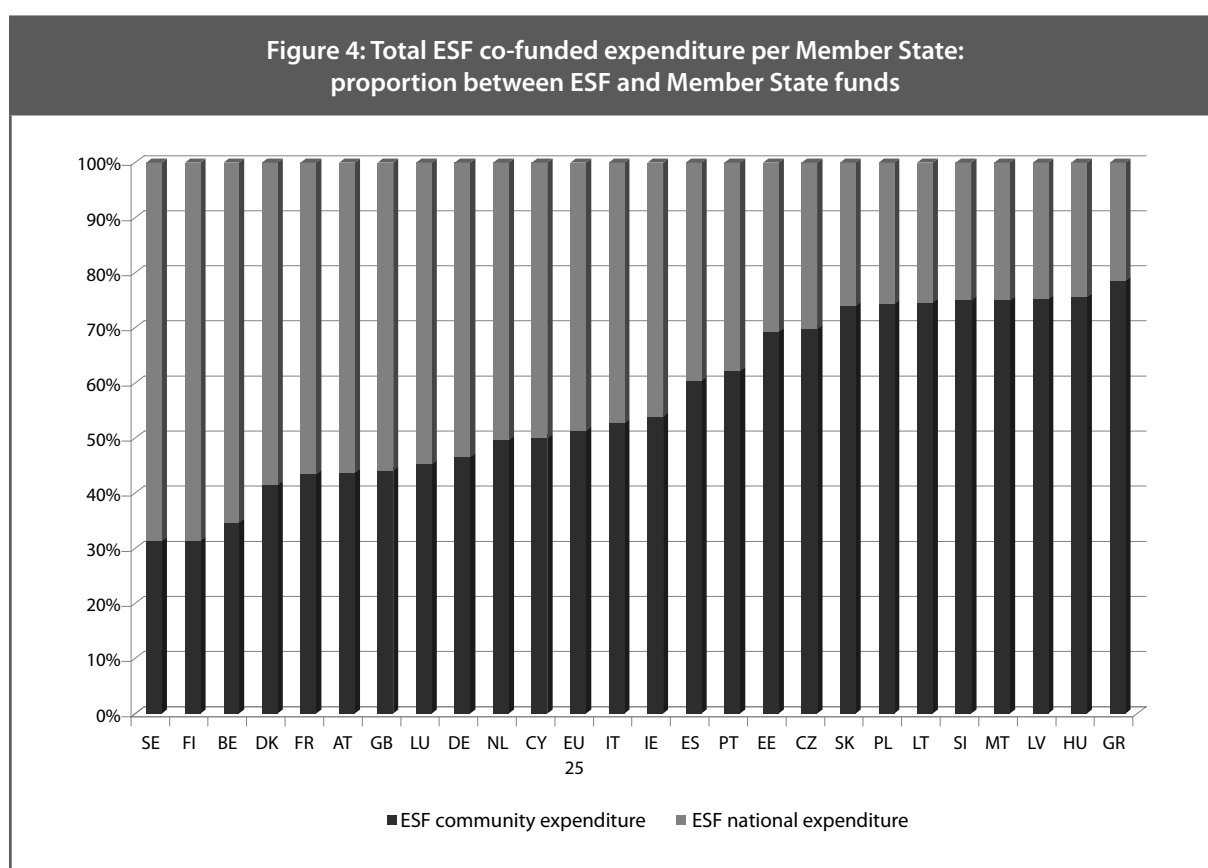


Source: Eurostat 2008 and for ESF, data compiled by BBI on the basis of ESF Operational Programme reports 2000-2006

4. Eurostat, Europe in figures, Eurostat Yearbook 2008, http://epp.eurostat.ec.europa.eu/portal/page/portal/publications/eurostat_yearbook

On an annual basis, ESF reached on average nearly 4% of the total EU-25 population between 15 - 64 years in the 25 EU Member States. In most of the Member States the yearly proportion of the active population benefitting from ESF money was lower. Exceptions to this were Portugal, Spain, Ireland and to a lesser extent France, Greece and Sweden. New Member States started later with the programming and this may explain the lower proportion of the active population addressed through ESF. Moreover in some Member States operational programmes focussed more on assistance to systems and structures than in others.

The total ESF community expenditure was € 54 billion in the period 2000-2006. This amount was matched, through the basic principle of co-funding within ESF with about € 51 billion from the public and private sectors in the Member States concerned. A detailed breakdown of the financial allocations per Member State is available in Annex 1.

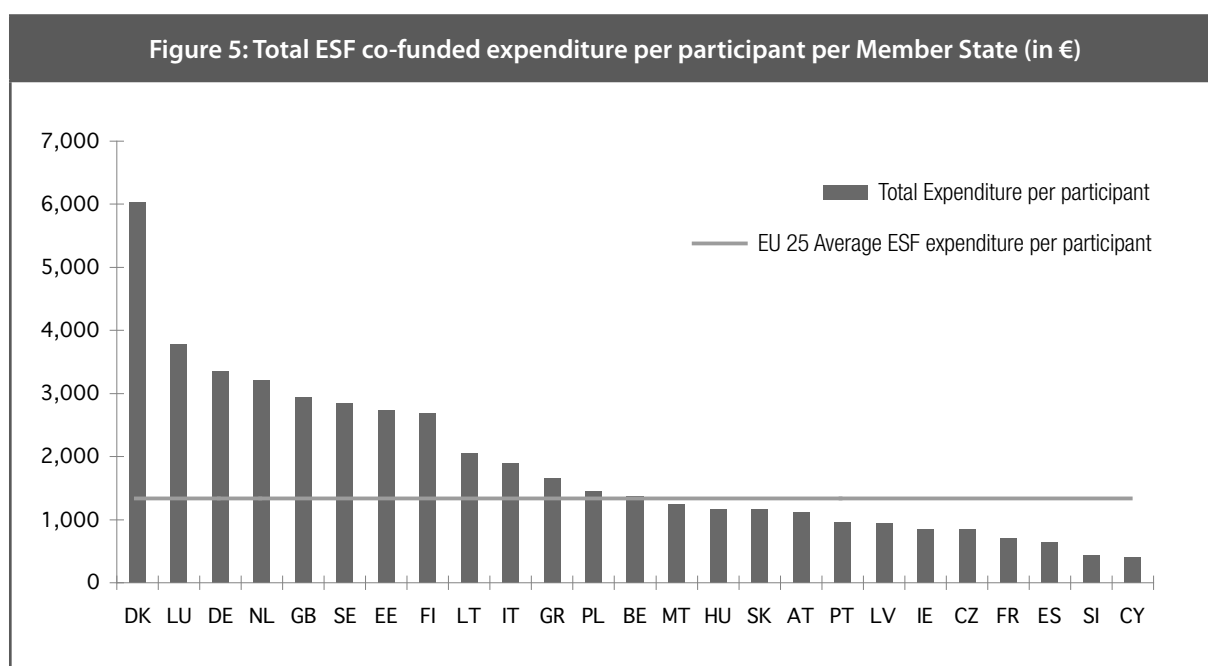


Source: EC Structural Fund Database (SFC), situation in September 2008 (2000-2006)

The average percentage of the total ESF co-funded expenditure committed by Member States to ESF activities was 51.3%. The share of the ESF budget that each Member States received depended on several factors, such as the size of the population and the objective covered⁵. On average the new Member States received a higher share of ESF funding, which can be explained by the need for these countries to catch up with the global European economy. Funding was allocated to Member States where support was most needed to ensure that the whole of EU moved forward.

5. Priority Objectives in 2000-2006 have been defined on the basis of the per capita gross domestic product (GDP). Objective 1 territory were the ones with a GDP lower than 75% of the Community average, Objective 2 programmes were aimed at helping regions with indications of industrial decline; Objective 3 programmes were not geographically targeted and delivered the European Employment Strategy. <http://europa.eu/scadplus/leg/en/lvb/g24203.htm>

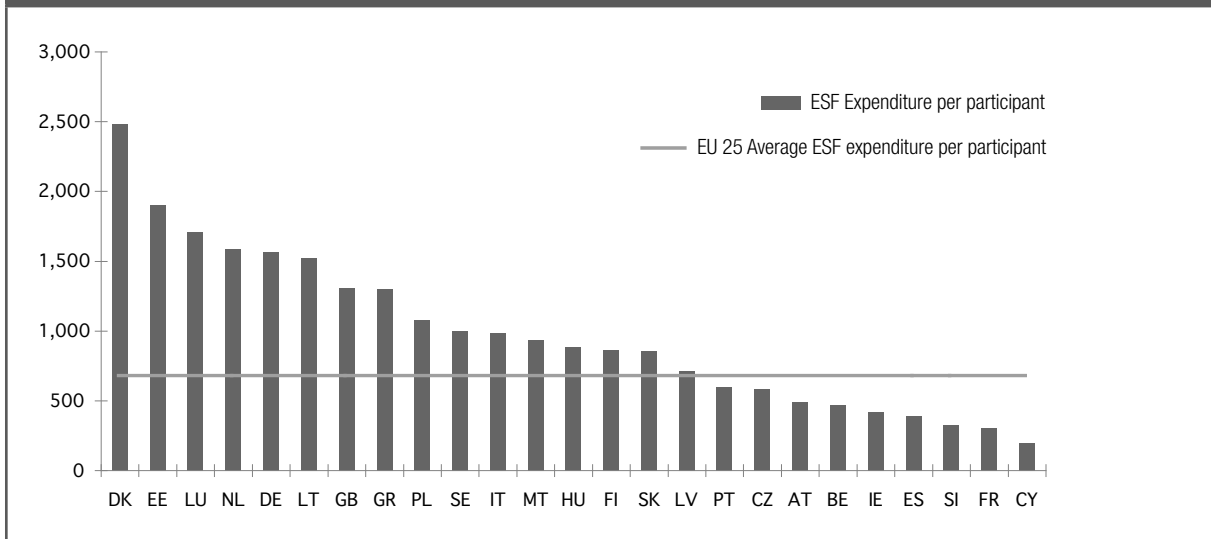
The average total expenditure per ESF beneficiary was € 1,306 (€ 669 was the average ESF expenditure per beneficiary). Some Member States like Denmark and Germany, but also the Netherlands and United Kingdom exceeded this average amount considerably. This may reflect a stronger focus of the Operational Programmes on assistance to systems and structures.



Source: EC Structural Fund Database (SFC), situation in September 2008 (2000-2006) data compiled by BBI on the basis of ESF Operational Programme reports 2000-2006.

The ESF supported two types of interventions, assisting people and systems. Actions targeting the enhancement of systems (e.g. capacity building in Public Employment Services or the modernisation of vocational education and training systems) will ultimately address individual beneficiaries, too. However, such programmes tend not to have the same number of participants as those interventions directly aimed at e.g. training disadvantaged sections of the population in acquiring a better position for the labour market or supporting researchers to pursue part of their work in another region or country. Member States implementing more system-related interventions had a relatively lower number of participants and therefore the average ESF budget spent on each participant may be somewhat higher.

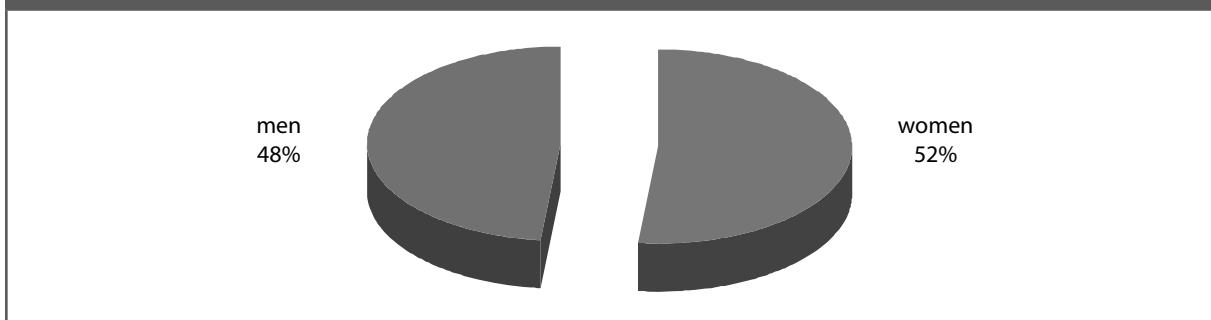
Figure 6: ESF community expenditure per participant per Member State (in €)



Source: EC Structural Fund Database (SFC), situation in September 2008 (2000-2006) data compiled by BBI on the basis of ESF Operational Programme reports 2000-2006.

The ESF Regulation strongly reflected the EU's commitment to eliminate inequalities between women and men following a combined approach of gender mainstreaming and specific activities for women in different fields. ESF resulted in a balanced participation of women and men: 52% of the participants are women and 48% are men.

Figure 7: Gender breakdown of ESF participants



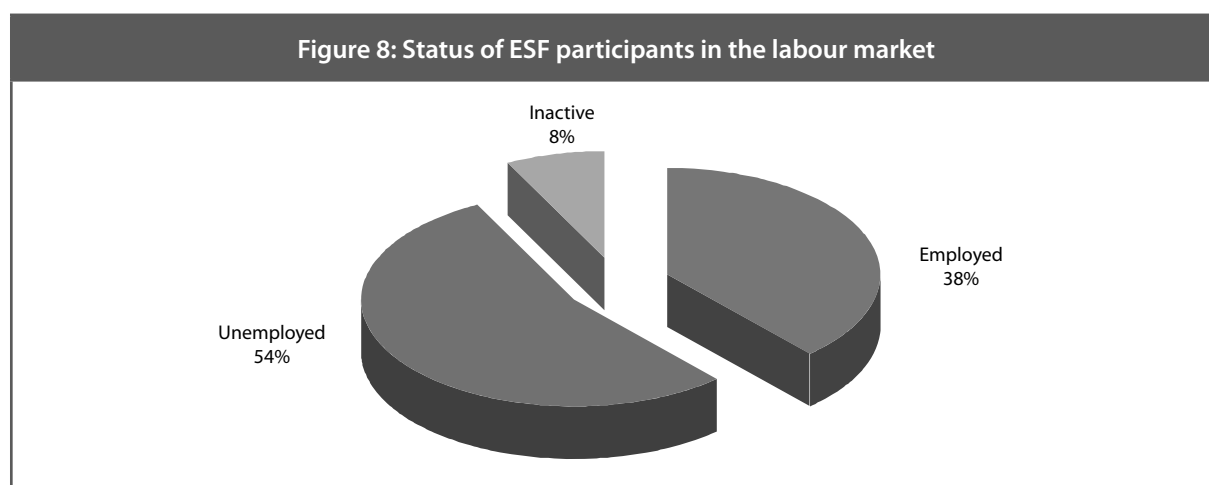
Source: Data compiled by BBI on the basis of ESF Operational Programme reports 2000-2006

Most Member States had a balanced division of male and female participants. Seven Member States had a proportion of female participants exceeding 55% (Malta, Poland, Lithuania, Ireland, Portugal, Greece and Austria where 64% of the participants were women).

37% of the ESF participants were young people (< 25 years) while 7% were beneficiaries aged 50 years and older⁶. ESF helped to prepare young people to find suitable work and to succeed in their jobs. It assisted older workers to stay in employment, by e.g. re-skilling programmes.

6. These two percentages were calculated independently. For the calculation of the proportion of young people and older persons, the maximum number of data was used for each of the respective categories. The proportions were calculated on the basis of all measures including data on young people on the one hand and on older persons on the other hand.

ESF addressed both employed and unemployed people: 54% of ESF participants were unemployed, of whom 25% were long term unemployed, 42% short term unemployed and 33% were not further specified. 38% were employed people of whom 4% self-employed. Another 7% of the participants were inactive, e.g. students.



Source: Data compiled by BBI on the basis of ESF Operational Programme reports 2000-2006

Furthermore, 700,000 projects were funded. The majority of these projects were reported by Operational Programmes in Italy and Germany. In Germany, most of the 170,000 projects funded through ESF were situated in the priority 'promotion of the work force potential and of equal opportunities', while in Italy about 400,000 projects were spread over various programmes and priorities.

Not all Member States have reported in the same way on results, meaning that in practice the scope and size of the results are expected to be higher. The success rate of participants gaining a qualification was on average 34%. Success rates above 75% were achieved in Greece (97%), Estonia (89%) and Latvia (85%)⁷. 22% of the participants were integrated into the labour market. Particularly high success rates were reported by Portugal (91%) and Slovakia (72%)⁸. The success rates were largely influenced by the type of target group ESF addressed, i.e. groups at risk for which it is difficult to, for example, (re)integrate into the labour market. Moreover, not all measures aimed at the achievement of a formal qualification or at an immediate integration in the labour market.

The creation of 600,000 jobs with ESF funds was reported particularly in Spain and Greece. In Spain 152,227 jobs were created leading to self-employment. In Greece the majority of jobs were created in the framework of the programme 'employment promotion and vocational training'. This programme was entirely devoted to job creation, including actions aiming at combating (long-term) unemployment, creating conditions to ensure job positions in enterprises and strengthening the acquisition of work experience.

About 200,000 jobs were safeguarded as a result of ESF interventions. Finland and France reported particularly good results. The results in France were mainly related to the programme Midi-Pyrénées.

7. These rates have been calculated on the number of measures on which data on participants gaining a qualification have been reported.

8. These rates have been calculated on the number of measures on which data on participants integrated into the labour market have been reported.

Programming Period 2007-2013

In the current period 2007-2013, the Structural Funds are concentrated around 3 new Objectives: (i) Convergence concerns the least developed regions, comparable to the old Objective 1, and aims to help the least-developed Member States and regions catch up more quickly with the EU average by improving conditions for growth and employment; (ii) Regional Competitiveness and Employment concerns the rest of the EU and aims to strengthen the competitiveness, employment and attractiveness of all regions; and (iii) European territorial cooperation aims at strengthening cross-border, trans-national and interregional cooperation through joint local and regional initiatives.

The ESF is supporting activities under the first two Objectives that relate to the following Priorities: (i) adaptability of workers and enterprises; (ii) improved access to employment and the sustainable inclusion in the labour market of job seekers and inactive people; (iii) reinforcing the social inclusion of disadvantaged people with a view to their sustainable integration in employment and combating all forms of discrimination in the labour market; (iv) enhancing human capital by promoting reform in education and training systems, as well as networking activities between higher education institutions, research centres and enterprises; and (v) promoting good governance, partnership and the involvement of social partners. Moreover, ESF addresses additional priorities under the Convergence Objective: (i) expanding and improving investment in human capital, in particular by increasing the participation in education and training through the life-cycle and by developing human potential in research and innovation; and (ii) improving the institutional capacity and efficiency of public administrations and public services at national, regional and local level.

The current programming period features 117 OPs for all 27 Member States, including Bulgaria and Romania which did not participate at all in the previous ESF period. Half of the programmes concern Regional Competitiveness and Employment (59 OPs), while 42 OPs belong to the Convergence objective. The remaining 16 OPs contain initiatives for both objectives. The total co-funded budget available for ESF related interventions in the period 2007-2013 is € 117 billion, of which € 76 billion is contributed by the ESF. A detailed breakdown per Member State is available in Annex 1.

The programming, implementation and financing procedures for the 2007-2013 period were simplified for all Structural Funds. In so far as the ESF is concerned, the current period features a strong link with the objectives of the Lisbon Strategy for Growth and Jobs: the ESF is supporting Member States' policies to comply with the guidelines and recommendations adopted in the European Employment Strategy. The most important ESF concepts and documents across the programming periods are described in Annex 2.

In 2007 and 2008 more than 7 million participants entered ESF funded interventions. There were slightly more women (53%) than men (47%). 37% of the participants were unemployed, of which 9% long-term unemployed; 32% were inactive of which 19% in education or training. The remaining 31% were employed, of which 2% self-employed. Of this group of ESF participants in the period 2007-2008, 33% were younger than 25 and 4% were 55 years and older. The ESF mainly targets people with modest educational attainment: 83% of the participants have a primary or a secondary school degree (ISCED 1, 2 or 3). Also in this programming period the ESF funding targets people in society who are more vulnerable to unemployment and social exclusion. Almost 16% of the participants belong to one of the vulnerable groups, such as minorities, migrants, people with disabilities, former prisoners, etc.

C. APPROACH

This study describes the ways in which Member States took advantage of the financial means offered by the ESF to address older workers. It does not attempt to make any evaluation or judgement about the effectiveness of planned versus realised initiatives but rather aims to offer as comprehensive as possible an overview of initiatives implemented across the Member States.

The research work took place in various stages. First of all, materials were collected on the older workers-related measures elaborated by the Member States during the 2000-2006 ESF programming period. The selection of measures was made by reading the title and reviewing the content of ESF measures implemented in the 2000-2006 period. As a result of this, a list of relevant measures was prepared, which is provided in Annex 3.

Secondly, materials for the relevant measures were collected from various ESF programming and implementation documents. The materials contained both quantitative and qualitative information. The latter was provided mainly through the Operational Programmes and Programme Complements (PC) that described planned interventions, while the Annual Implementation Reports (AIR) contained primarily quantitative information in the form of outcome indicators. Other outcome related information was found in the (updated) Mid-Term Evaluations (MTE).

The third step consisted in processing the collected information. All outcome indicators for the relevant measures have been reviewed, collected, standardised and, where appropriate, processed. The results of this quantitative research constitute the backbone of this study and have been presented in section 2B of this study insofar as they cover the entire range of measures and priorities. The methodological approach adopted is described in Annex 4. It was necessary to standardise the indicators in order to obtain results that are comparable across programmes and Member States.

Regarding the indicators, the study set out to include measures that targeted and reported on over 50-year-old participants. However, as it was discovered that some relevant programmes targeting older workers only reported on over 40-year-old participants as the highest age group, a decision was made to include such measures in the study.

The qualitative information was reviewed and on the basis of its content, each measure was allocated to one or more key concepts, which form the basic structure for this report:

- Key concept 1 - People
- Key concept 2 - Systems and structures
- Key Concept 3 - People and systems and structures

The task of identifying operational programmes and measures (within the 2000-2006 period) that are relevant to older workers is complex for a number of reasons. The main reason is that the Member States were not required to report statistics on older workers during this period, whereas in the current period they are obliged to do so. However, some Member States did provide data on Operational Programmes and Measures related to older workers during the earlier period, but the basis for reporting this information is not clear. It is not known, for example, how consistent this information reporting was either within or between Member States.

In addition to the uneven availability of data from the earlier period, there appeared to be less formal emphasis on interventions for older workers in the earlier period. This would be consistent with the fact that the first EU level policy emphasis in the area only appeared with the Lisbon Strategy and the Barcelona and Stockholm targets in relation to older workers employment which appeared in between 2000 and 2003. In contrast, the role of policy and interventions for older workers was much more explicit for the current period as Member States gradually integrated older workers policy into their ESF activities. (It should be noted that some countries were exceptions to this generalisation. Countries that already had domestic concerns about older workers due to an ageing workforce, e.g. Finland, were already active in the area).

The approach taken to defining operational programmes and measures relevant for older workers was an iterative one where a set of key concepts would be defined and an analysis undertaken in order to assess the number of beneficiaries of ESF measures. On the basis of this analysis, the key concepts would be refined and a further analysis undertaken until a usable small number of key concepts were obtained that could be applied as a framework for describing ESF activity in the area.

Initially, a relatively broad approach was taken to the definition of key concepts for older workers. This involved examining the ESF regulations in order to identify potential interventions that may be of relevance to older workers and also using theoretical frameworks to identify potential key concepts:

- Prevent unemployment
- Prevent long-term unemployment
- Facilitate reintegration
- Promote equal opportunities
- Promote training, education and counselling to facilitate access to the labour market
- Maintain and improve employability
- Promote job mobility

To this list a number of other interventions may be added which take account of specific features of the target group, in particular their health status⁹ and the issue of age based discrimination in the workplace and labour market.

A key distinction needs to be made with regard to the kinds of interventions that might be undertaken; this concerns their location within or outside of the workplace. This issue relates to the main agents involved in the interventions - are they employers and/or are they elements of the social inclusion system (e.g. training agencies, employment guidance services, local authorities, and disability and rehabilitation agencies)? This is important because of the fact that the nature of the interventions undertaken may vary, with workplace interventions being more specific and targeted towards groups of workers. By contrast, interventions taking place outside of the workplace are more likely to be targeted at improving the processes of the employment system.

9. It should be noted that some countries, e.g. Finland, have used ESF funding to promote the 'workability' of older workers. This concept includes training and health elements as well as workplace design elements and was specially aiming to keep older workers at work longer.

Possible key concepts at employer level include¹⁰:

- Job recruitment practices
- Learning, training and lifelong learning
- Career development
- Flexible working time practices
- Health protection and promotion and workplace design
- Redeployment
- Employment exit and the transition to retirement

However, this approach was at too specific a level of detail to enable meaningful analysis and a refinement of the concepts was needed. The outcome of this process for older workers was that three key concepts were defined that were used as the basis for the analysis that is reported on in the remainder of this report. These are:

- Key concept 1 - People
 - Older active persons
 - Older inactive persons
 - Older unemployed persons
 - Returnees
- Key concept 2 - Systems and structures
 - Employers
 - Government
 - Other
- Key Concept 3 - People and systems and structures

The budget information was gathered from the SFC (EC Structural Funds database). The figures given in the report reflect the situation as available on 2 September 2008. All information on the 2000-2006 programme finances in the text refers to the expenditure claimed by the Member States, not to amounts budgeted or disbursed.

Most of the information in this study relates to the ESF programmes in the previous programming period 2000-2006. However, this study also pays attention to the developments and interventions in the current programming period 2007-2013. The EC made available a series of documents on the current ESF programming period, in particular the summaries (in English) of the individual Operational Programmes, the allocation of the planned interventions to priority themes, and the foreseen budget per programme and per theme. The research started from the accumulated list of OPs that were mentioned under one or more of the following priority themes:

- 62: Development of life-long learning systems and strategies in firms; training and services for employees to step up their adaptability to change; promoting entrepreneurship and innovation;
- 63: Design and dissemination of innovative and more productive ways of organising work;

10. Adapted from Taylor (2006). *Employment initiatives for an ageing workforce*. European Foundation for the Improvement of Living and Working Conditions, Dublin.

- 64: Development of specific services for employment, training and support in connection with restructuring of sectors and firms, and development of systems for anticipating economic changes and future requirements in terms of jobs and skills;
- 67: Measures encouraging active ageing and prolonging working lives;
- 68: Support for self-employment and business start-up;
- 69: Measures to improve access to employment and increase sustainable participation and progress of women in employment to reduce gender-based segregation in the labour market, and to reconcile work and private life, such as facilitating access to childcare and care for dependent persons;
- 71: Pathways to integration and re-entry into employment for disadvantaged people; combating discrimination in accessing and progressing in the labour market and promoting acceptance of diversity at the workplace;
- 72: Design, introduction and implementation of reforms in education and training systems in order to develop employability; improving the labour market relevance of initial and vocational education and training; updating skills of training personnel with a view to innovation and a knowledge based economy;
- 73: Measures to increase participation in education and training throughout the lifecycle, including action to achieve a reduction in early school leaving, gender-based segregation of subjects and increased access to and quality of initial vocational and tertiary education and training.

The allocation of the ESF community budget to the priority themes forms the basis for the financial data on the current programming period. Furthermore a key-word search was performed on the OP summaries - and where necessary double-checked in the full OPs - to identify relevant older workers-related interventions in the period 2007-2013 and to allocate the priority axes to the above-mentioned key concepts. The budget information is taken from the SFC2007, from the version available in May 2009, and refers to the amounts budgeted. The list with relevant programmes and priority axes is provided in Annex 5 to this report.

The aim of the research was to gather all ESF measures and priority axes explicitly mentioning older workers among their (planned) interventions. For both financing periods, the identification of relevant information was conducted as thoroughly as possible in order to provide a comprehensive report. Nevertheless, given the quantity and variety of source documents it is possible that individual relevant activities might have been overlooked. However, the scope for mistakes should be fairly small and hence any possible errors should not affect the overall picture presented in this report.

Chapter 1 – General Context

A. OVERVIEW OF TRENDS AND RELEVANT CONCEPTS

The general issue of the ageing of the European population and the more specific issue of the ageing of the European workforce has attracted much interest in policy circles in recent years.

This has been so for a number of reasons¹¹:

- The ageing of the workforce and of society at large;
- The high levels of early retirement from work;
- The costs of funding retirement for increasingly long periods¹²;
- Projected labour market shortages.

In addition to these socio-economic drivers of interest in the area, there are a number of related issues which have attracted some policy interest:

- Higher rates of disability amongst older workers;
- Evidence of age-based discrimination in workplaces;
- Evidence of lower work related skills and knowledge.

The trend towards the ageing of the population carries major implications for society at large. It will mean that the dependency ratio for economies will increase, with a smaller workforce having to sustain larger numbers of older people. This situation has implications not just for the costs of pensions but also for health care costs, where the increases in life expectancy that are being seen leads to a larger number of years at the end of the lifespan where people consume health care. It has been estimated that people consume the vast majority of their usage of health care services during the first year and last five years of life. Moreover, much of the health care that is consumed at the end of the lifespan tends to come from relatively low level services such as support services in the community, which also tend to be very labour intensive.

The ageing of the population also carries major implications for the labour market. As life expectancy increases (and as retirement age either stays the same or increases marginally), the proportion of people available to work in the economy reduces. This places an extra burden on people in work in terms of the costs of financing social security and pension systems, but also on meeting the demand for labour within economies.

11. For example, European Commission, *The Stockholm and Barcelona targets: Increasing employment of older workers and delaying the exit from the labour market*, Luxembourg, Office for Official Publications of the European Communities, 2003, available online at http://europa.eu.int/comm/employment_social/employment_analysis/work/exit_en.pdf

European Commission, *Employment in Europe 2005*, Chapter 5: *the economically inactive population in the EU: Out of the labour force or potential labour supply?*

European Commission, *A perspective from the EU Labour Force Survey annex: Key employment indicators*, Luxembourg, Office for Official Publications of the European Communities, 2004b, available online at http://europa.eu.int/comm/employment_social/employment_analysis

12. Organisation for Economic Co-operation and Development (OECD), *Maintaining Prosperity in an Ageing Society*, Paris, 1998.

This trend towards ageing is exacerbated by trends relating to the age of retirement in the European Labour force. Though the official age of retirement varies between the Member States, the effective retirement age (i.e. the average age at which people actually retire) is always somewhat less than this. This has the effect of prematurely removing large numbers of people of working age from the labour force. Ultimately, this reduction in the number of older workers will lead to shortages of labour in the EU. This will often occur in critical sectors of the economy as more experienced workers leave for early retirement.

The reasons why people exit the labour market early vary. In some cases people retire early because they can afford to and they wish to take up other pursuits in life during their retirement. However, many people retire early for reasons which carry greater implications for the costs to society and economies. Many retire early because they find it difficult to find employment - this is often the case for workers with fewer skills and lower incomes. In addition, as workers age, they tend to develop health and disability problems. Significant numbers of workers exit the labour market for this reason. Many also retire early because of family responsibilities in relation to care provision. This reason for early retirement is more common in women, where the need to provide care to elderly relatives, spouses or partners or grandchildren (or some combination of these) is often cited.

There are also other reasons for early retirement which are more related to workplace rather than social or individual situations. The ways in which older workers are treated by employers and fellow workers can provoke older workers to leave employment early. There is evidence of age-related discrimination in the workplace in relation to access to training and promotion and this can contribute to older workers retiring early.

Taken together, these trends have led to a consistent policy interest in older workers at both Commission and Member State level. A range of policies have been produced which are directly aimed at older workers at EU level. These objectives of these policies are to:

- Increase the average retirement age of the EU workforce;
- Increase the numbers of older workers at work.

In addition, there are other employment policies that have a disproportionate effect on older workers due to their age. These include policies that aim to:

- Promote the employability of workers;
- Increase the numbers of people with a disability in employment;
- Promote lifelong learning.

Many Member States have also independently taken policy steps that are consistent with EU policy. For example, in Finland national policy over the course of more than 15 years has been to promote the retention of older workers in employment, to improve older workers workability and to increase the effective retirement age.

Other Member States have taken steps to address the costs associated with early retirement and labour market inactivity. These include measures which raise the age of eligibility for retirement pensions (often within specific economic sectors), provide financial incentives for remaining at work longer and reduce the level of benefits available to people who are eligible. Some Member States have also addressed the issue of high numbers of people claiming disability benefits (disproportionately taken up by older workers). In the UK, for example, there have been

concerted efforts to support the return to work of people who claim Invalidity Benefit (currently approximately 2.5 million people are claiming such benefit).

The European Social Fund has operated against this background for the past ten years. Within the parameters of its regulations, it can support national programmes which benefit older workers in various ways, be it through directly targeting measures at older workers, or through measures directed at other target groups or issues which would have a disproportionate number of older workers such as people with disabilities, women returnees to the labour market or the participants in lifelong learning programmes. All of these themes are explored in more detail in the rest of this Chapter below.

B. EU POLICY AND OLDER WORKERS

The Barcelona And Stockholm Targets

The impact of demographic ageing on employment in Europe is widely recognised as one of the main challenges facing the EU. In response, the EU has set itself two key objectives with regard to employment of older people. In 2001, the Stockholm European Council set a target that, by 2010, at least half of the EU population aged 55-64 should be in employment. This was then followed by the conclusion of the 2002 Barcelona European Council: 'a progressive increase of about five years in the effective average age at which people stop working in the EU should be sought by 2010', the aim being to increase measures to retain older workers in the labour market. In its synthesis report to the 2004 European Spring Council¹³, the Commission identified active ageing as one of the three priority areas for which swift action is needed to deliver the Lisbon Strategy. It emphasised that policies to promote active ageing must be implemented, especially in Member States with low employment rates for older workers and low average exit ages, and called for action on four fronts (in addition to pension reforms) - removing disincentives for workers to work longer, discouraging early retirement, stimulating lifelong learning to avoid skills obsolescence, and improving working conditions and maintaining the overall health status of the older workers. The Commission proposed the following actions for Member States and the social partners:

- Remove financial disincentives for workers to retire later and for employers to hire and keep older workers;
- Promote access to training for all and develop lifelong learning strategies, particularly for older workers who are underrepresented in training;
- Improve quality in work to provide an attractive, safe and adaptable work environment throughout working life.

More recent key communications from the Commission¹⁴ have again highlighted the major challenge of coping with an ageing population in Europe and its consequences for the labour market.

13. *Delivering Lisbon - Reforms for the Enlarged Union*, report from the European Commission to the Spring European Council, COM(2004) 29.

14. European Commission, 'Confronting demographic change: a new solidarity between the generations' COM(2005) 94 final, and 'The demographic future of Europe - from challenge to opportunity' COM(2006) 571 final.

The Employment Guidelines (2005 to 2008)

One of the major policy instruments of the Commission in relation to the Employment Strategy are the annual Employment Guidelines. The Employment Guidelines (2005 to 2008) were adopted by the Council in July 2005. These emphasise that strategies for managing the ageing workforce be multi-stranded and highlight that they should focus on promoting access to employment throughout working life.

Specific actions targeted at older people are called for under many of the guidelines. Guideline 17 (*Implement employment policies aiming at full employment, improving quality and productivity at work, and strengthening social and territorial cohesion*) states, inter alia, that policies should contribute to achieving an average EU employment rate for older workers of 50% by 2010, and to reducing unemployment and inactivity. Guideline 18 (*the promotion of a lifecycle approach to work*) asks for specific measures relating to:

- ‘support for active ageing, including appropriate working conditions, improved (occupational) health status and adequate incentives to work and discouragement of early retirement’;
- ‘modern social protection systems, including pensions and healthcare, ensuring their social adequacy, financial sustainability and responsiveness to changing needs, so as to support participation and better retention in employment and longer working lives’.

Older workers are also indirectly targeted by some of the other guidelines. For example, Guideline 19 (*Ensure inclusive labour markets, enhance work attractiveness, and make work pay for jobseekers, including disadvantaged people, and the inactive*) aims to facilitate access to employment and targets the dismantling of barriers to the labour market by assisting with effective job searching, facilitating access to training and other active labour market measures. It also focuses on ensuring that ‘work pays’, through a review of the incentives and disincentives resulting from tax and benefits systems. Guideline 21 (*Promote flexibility combined with employment security and reduce labour market segmentation*) aims to improve the adaptability of workers and enterprises to deal with economic and social change, and calls for employment friendly labour costs, modern forms of work organisation and well functioning labour markets, allowing both more flexibility and employment security. The promotion and dissemination of innovative and adaptable forms of work organisation with a view to improving quality and productivity at work (including health and safety) and support for transitions in occupational status (including training) are two further measures mentioned. Moreover, the measures that aim to improve human capital through better education and skills also apply to older workers.

Active Ageing

The EU policy response to the ageing of the labour force is based on a comprehensive and sustainable active ageing approach. It employs a range of tools that extend beyond retirement reforms, and recognises that in order to be able to seriously consider working longer, people must:

- be in good physical and mental health and have good prospects of remaining so for longer;
- have access to more flexible retirement schemes, working arrangements and appropriate working conditions;
- have the opportunity, and be prepared, to update and make the most of their skills;
- have access to employment opportunities and not face discrimination.

The European Commission in its Communication on 'Increasing labour force participation and promoting active ageing'¹⁵ emphasised that *'the objective of a comprehensive strategy should be to maximise each individual's capacity to participate over his or her whole life cycle. Prevention is the key to a successful integration and retention of people in the labour market. The aim is to ensure the positive interaction of economic, employment and social policies with the view to supporting a long-term sustainable working life in which all human resources in society are fully utilised.'*

Raising basic educational levels and preventing the erosion of skills throughout adult working life are seen as key to raising participation and employment. The report also states that *'high employment and activity rates among the prime age group could be translated into significantly higher employment rates for older workers up to a decade later if a dynamic approach is taken to retain these workers longer in the labour market through better working arrangements and quality in work'* and that *'appropriate incentives and services at decisive stages in life, for example the provision of childcare facilities for parents and better reconciliation between work and family responsibilities, will avoid early exits from the labour market.'*

Other EU Policies

Though the main focus of this report is on employment policy, it should be noted that there are a range of other policy that reflect a concern with older workers. Chief among these is health and safety policy, where the European Commission, notably through its Directorate General on Health and the European Agency for Occupational Health and Safety acknowledge the need for an integrated response to keeping older workers at work.

Also of relevance here is the EU policy on disability, which even though does not directly target older workers, has as an objective the integration of people with disabilities in to the open labour market. Given that most disabilities are acquired during working life and that they are more common amongst older workers, disability policy has obvious relevance.

Lifelong learning policy, as previously alluded to, is also of relevance as even though it adopts a life span approach as its basis, older workers are a significant and obvious target.

National Level Policies

It is beyond the scope of this document to systematically review national policies in the area (such an analysis can be found elsewhere), but it is worth noting that many countries have been active both in terms of policy and practice for a number of years. Countries such as Finland and Germany, which are characterised by having had a relatively larger proportion of older workers for some time, have been particularly active in this regard. In Finland, national Policy and Social Partner agreements have addressed the issue of older workers since the 1990s (e.g. the FinnAge programme, the Maintenance of Workability Programme). Similarly, in Germany programmes such as INQA, which seeks to improve quality of work as a means of retaining older workers, address this demographic issue.

15. European Commission, 'Increasing the employment of older workers and delaying the exit from the labour market', COM(2004) 146 final.

Of course, many countries have also addressed the economic incentives and disincentives to remaining in work in to older ages by making changes in the pension benefits system. This ongoing process has been seen in countries such as Germany, France, Italy, the UK and Ireland.

C. DEMOGRAPHIC TRENDS AND OLDER WORKERS

The Ageing of the European Population

The European population is ageing rapidly, placing pressure on health systems, pensions systems and ultimately on the labour force. Table 1 below indicates that across the EU27, the population aged 65 and over is set to rise from c.84 million in 2008 to c.122 million in 2030, a rise of 45%. The numbers of older people will rise in all of the 27 Member States, with the percentage increase varying from as little as 19% in Bulgaria to as much as 91% in Ireland and 96% in Cyprus. (These latter large increases reflect the relatively young current age profiles of these countries.)

Table 1: Population aged between 65 years old or over for selected years				
In thousands	2008	2010	2020	2030
EU27	84,602	86,778	103,052	122,465
BE	1,816	1,857	2,209	2,686
BG	1,323	1,321	1,462	1,572
CZ	1,515	1,600	2,132	2,391
DK	853	902	1,139	1,325
DE	16,481	16,897	18,568	22,129
EE	230	227	246	276
IE	493	523	718	943
EL	2,090	2,132	2,441	2,798
ES	7,520	7,788	9,292	11,655
FR	10,212	10,474	13,248	15,770
IT	11,952	12,208	13,931	16,180
CY	99	104	144	192
LV	392	390	400	451
LT	533	536	566	683
LU	68	71	89	119
HU	1,625	1,665	1,960	2,119
MT	57	61	87	105
NL	2,415	2,529	336	4,147
AT	1,431	1,476	1,689	2,130
PL	5,131	5,166	6,917	8,500
PT	1,850	1,907	2,230	2,632
RO	3,195	3,186	3,631	4,060
SI	325	338	512	569
SK	647	665	893	1,134
FI	875	911	1,233	1,421
SE	1,608	1,690	2,050	2,313
UK	9,867	10,155	12,011	14,225

Source: Eurostat, EUROPOP2008 convergence scenario - http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-08-072/EN/KS-SF-08-072-EN.PDF

Table 2 below presents data concerning the percentage of people aged 65 years and over for selected years between 2000 and 2008 (no future projections were available). These data indicate that even over the relatively short time period of eight years, the percentages of older people have risen by almost 9% in the EU-27. The lowest proportions of older people in the population in 2008 were seen in Ireland (10.9%), Slovakia (12%) and Cyprus (12.5%). The highest proportions were seen in Italy (20%), Germany (19.9%) and Greece (18.6%).

Table 2: Percentage of people aged 65 and over				
	2000	2004	2008	Change
EU27	15.6	16.4	17	1.4
Belgium	16.8	17.1	17.1	0.3
Bulgaria	16.2	17.1	17.3	1.1
Czech Republic	13.8	13.9	14.6	0.8
Denmark	14.8	14.9	15.6	0.8
Germany	16.2	18.0	19.9	3.7
Estonia	15.0	16.2	17.2	2.2
Ireland	11.2	11.1	10.9	-0.3
Greece	16.5	17.8	18.6	2.1
Spain	16.7	16.9	16.6	-0.1
France	15.8	16.1	16.3	0.5
Italy	18.1	19.2	20.0	1.9
Cyprus	11.2	11.9	12.5	1.3
Latvia	14.8	16.2	17.2	2.4
Lithuania	13.7	15.0	15.8	2.1
Luxembourg	14.3	14.0	14.0	-0.3
Hungary	15	15.5	16.2	1.2
Malta	12.1	13.0	13.5	1.4
Netherlands	13.6	13.8	14.7	1.1
Austria	15.4	15.5	17.1	1.7
Poland	12.1	13.0	13.5	1.4
Portugal	16.0	16.8	15.7	-0.3
Romania	13.4	14.4	14.9	1.5
Slovenia	13.9	15.0	16.3	2.4
Slovakia	11.4	11.5	12	0.6
Finland	14.8	15.6	16.5	1.7
Sweden	17.3	17.2	17.5	0.2
United Kingdom	15.8	16.0	16.1	0.3

Source: <http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&language=en&pcode=tps00028&plugin=1>

The proportions of older people increased in almost all of the Member States with the exception of Ireland, Spain, Luxembourg and Portugal. The fall was biggest in Ireland, which reflects a combination of a relatively high birth rate and a high level of immigration of young people which took place during the period.

On the other hand, the largest increases in the proportions of older people in the population were seen in Germany (3.7%), Latvia and Slovenia (2.4%), Estonia (2.2%), Lithuania and Greece (2.1%). In the case of Germany this rise reflects a natural ageing process, while in the case of the Baltic States and Slovakia, this natural ageing process is supplemented by high levels of emigration of young people.

Table 3: Population projections for selected years (thousands)

	2010	2015	2020	2025	2030	Percentage change
EU27	499,389	507,727	513,838	517,811	519,942	4.1
Belgium	10,784	11,070	11,322	11,547	11,745	8.9
Bulgaria	7,564	7,382	7,188	6,974	6,753	-10.7
Czech Republic	10,394	10,497	10,543	10,516	10,420	0.3
Denmark	5,512	5,591	5,661	5,736	5,808	5.4
Germany	82,145	81,858	81,472	80,907	80,152	-2.4
Estonia	1,333	1,323	1,311	1,292	1,267	-4.9
Ireland	4,614	5,052	5,404	5,673	5,881	27.5
Greece	11,307	11,476	11,556	11,575	11,573	2.4
Spain	46,673	49,381	51,109	52,101	52,661	12.8
France	62,583	64,203	65,607	66,846	67,982	8.6
Italy	60,017	60,929	61,421	61,683	61,868	3.1
Cyprus	821	888	955	1,017	1,072	30.6
Latvia	2,247	2,200	2,151	2,095	2,033	-9.6
Lithuania	3,337	3,275	3,220	3,158	3,083	-7.6
Luxembourg	494	523	551	579	607	22.8
Hungary	10,023	9,964	9,893	9,790	9,651	-3.7
Malta	414	421	427	431	432	4.4
Netherlands	16,503	16,717	16,896	17,069	17,208	4.3
Austria	8,405	8,570	8,723	8,866	8,988	6.9
Poland	38,092	38,068	37,960	37,612	36,975	-2.9
Portugal	10,723	10,947	11,108	11,224	11,317	5.5
Romania	21,334	21,103	20,834	20,484	20,049	-6.0
Slovenia	2,034	2,053	2,058	2,047	2,023	-0.6
Slovakia	5,407	5,427	5,432	5,402	5,332	-1.4
Finland	5,337	5,429	5,501	5,549	5,569	4.3
Sweden	9,306	9,588	9,853	10,094	10,270	10.4
United Kingdom	61,984	63,792	65,683	67,543	69,224	11.7

Note: Percentage change refers to the percentage increase or decrease in population between 2010 and 2030

Source: <http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&language=en&pcode=tps00002&plugin=1>

Taken together, these tables indicate the magnitude of the trend towards the ageing of the European population. Table 3 shows that the overall EU27 population is expected to rise by 4.1% between 2010 and 2030. However, this masks considerable variation between the Member States. Six Member States are projected to see a rise in population of more than 10%, with Cyprus (30.2%), Ireland (27.5%) and Luxembourg (22%) being the highest. Amongst the larger Member States only Spain (12.8%) and the UK (11.7%) will see significant rises. In contrast, large population falls are projected for Bulgaria (-10.7%) and Latvia (-9.6%) while Germany and Poland, countries with bigger populations, will see more modest population falls.

It can be seen from this section that many countries face a combination of an ageing population together with stagnant or falling population numbers, for example, Germany, Slovenia and Bulgaria. This combination of trends places special pressure on a country's finances and leads to pressure to lengthen working life as well as to reduce costs in pensions and entitlements.

The Old Age Dependency Ratio

A crucial indicator of ageing in society is the old age dependency ratio. This is defined as the ratio between the number of people over the age of 65 and those of working age. This therefore carries a lot of significance in relation to labour market policies, as a high ratio places a great burden on people in the labour force in terms of financing social services for the older age groups. Table 4 below presents data on past, current and projected values for the old age dependency ratio.

Table 4: Past, current and projected old-age dependency ratio						
	2000	2008	2010	2020	2030	Percentage change
EU27	23.2	25.2	25.9	31.1	38.0	64.0
Belgium	25.5	25.8	26.1	30.6	37.6	47.4
Bulgaria	23.8	25.0	25.3	31.1	36.3	52.4
Czech Republic	19.8	20.5	21.8	31.1	35.7	80.4
Denmark	22.2	23.6	25.0	31.9	37.9	70.5
Germany	23.9	30.0	31.2	35.3	46.2	93.4
Estonia	22.4	25.3	25.0	29.2	34.4	53.7
Ireland	16.8	15.9	16.7	20.2	24.6	46.6
Greece	24.2	27.8	28.2	32.8	38.5	59.0
Spain	24.5	24.1	24.4	27.4	34.3	40.1
France	24.3	25.1	25.8	32.8	39.0	60.6
Italy	26.8	30.4	31.0	35.5	42.5	58.4
Cyprus	17.0	17.8	18.0	22.3	27.4	61.4
Latvia	22.1	24.9	25.2	28.1	34.6	56.4
Lithuania	20.8	23.0	23.2	26.0	34.7	66.9
Luxembourg	21.4	20.6	21.1	24.2	30.8	43.9
Hungary	22.0	23.5	24.2	30.3	34.1	54.8
Malta	17.9	19.3	21.2	31.3	39.1	118.7
Netherlands	20.0	21.8	22.8	30.7	40.0	100.0
Austria	22.9	25.4	26.0	29.2	38.1	66.3
Poland	17.6	18.9	19.0	27.2	36.0	104.4
Portugal	23.7	23.4	26.6	30.7	36.6	54.6
Romania	19.7	21.3	21.3	25.7	30.3	53.9
Slovenia	19.8	23.3	23.9	31.2	40.8	106.2
Slovakia	16.6	16.6	17.0	23.9	32.3	94.6
Finland	22.2	24.8	25.7	36.8	43.9	97.7
Sweden	26.9	26.7	27.8	33.7	37.4	39.1
United Kingdom	24.3	24.3	24.7	28.6	33.2	36.7

Note: Percentage change refers to the percentage increase or decrease in the dependency ratio between the years 2000 and 2030

Source: <http://epp.eurostat.ec.europa.eu/tgm/download.do?tab=table&plugin=1&language=en&pcode=tsdde510>

<http://epp.eurostat.ec.europa.eu/tgm/download.do?tab=table&plugin=1&language=en&pcode=tsdde511>

There has been a major change in the old age dependency ratio between the years 2000 and 2008, with an increase in the ratio of almost 10% occurring across the EU. However, the projected changes in the old age dependency ratio are dramatic between 2008 and 2030, with the EU rate increasing to 38%. This represents an increase of 64% in 30 years.

The increase in the old age dependency ratio up to 2030 is projected to occur in all Member States. The increase seen between 2000 and 2008 occurs in almost all of the Member states, the exceptions being Ireland, Spain, Luxembourg and Portugal all of which experienced small falls and Slovakia, where there was no change. The reasons for these falls vary, but they reflect a combination of relatively high birth rates and high levels of immigration by people of working age.

The increase in the old age dependency ratio between 2000 and 2030 will average 64% across the EU. This figure hides a great deal of variation between the Member States with the increase being as low as 39.1% in Sweden and 40.1% in Spain and as high 100% or more in Malta, Slovenia, Poland and the Netherlands.

Employment Rates for Older Workers

A major pillar of EU employment policy in relation to older workers is the Barcelona and Stockholm targets. These state that the Member States should have an average employment rate of 50% for workers in the age range of 55-64 by the year 2010. Table 5 below details the progress that has been made between 2000 and 2008. It provides information on employment rates for older workers in each Member State in the years 2000 and 2008. It also calculates the changes in employment rates and the size of the gap between actual employment rates and the Lisbon and Stockholm targets.

In 2000, when the policy was first agreed, only Denmark, Portugal, Sweden and the UK had already reached the target 50% of older workers being employed. Of the then Member States, countries such as Belgium France, Italy, Luxembourg and Austria all had rates of less than 30% or sometimes much less than 30%.

Employment rates for older workers in the then accession countries tended to be even lower, with rates as low as 20.8% in Bulgaria; and 6 of the 12 accession countries had rates below 30%. In all, taking the EU15 and the Accession countries together, only 4 of the 27 countries had employment rates above the Lisbon and Stockholm targets.

By 2008, the situation had changed dramatically, with 12 of the Member States having reached the target. The original 4 countries were now joined by Germany, Estonia, Ireland, Cyprus, Latvia, Lithuania, the Netherlands and Finland. The overall rate across the EU27 had risen from 36.9% to 45.6%, while it had risen from 37.8% to 47.4% in EU15.

It is also notable from the Table that some countries have made little progress towards meeting the Stockholm and Lisbon targets. In particular, countries such as Belgium, France and Italy from the EU15 and most of the new Member States (with the exception of the Baltic States and Cyprus) are at least 10 percent below the target. However, it should be noted that this relatively positive situation is likely to have worsened since the advent of the economic recession. The latest Employment in Europe Report charts the rise in unemployment in the Member States as far

as the second quarter of 2009. Though it does not give figures for employment rates to this date, it does point to a rise in unemployment for older workers of about 1% between the 2nd quarters of 2008 and 2009. This rise in unemployment (though far less than that of younger workers) is likely to contribute to a reduction in employment rates for older workers.

Table 5: Employment rates for older workers in the Member States in 2008 - progress towards meeting the Lisbon and Stockholm targets

MS	2000	2008	Change 2008-2007	Change 2008-2000	Gap below 2010 target
EU 27	36.9	45.6	1.0	8.7	4.4
EU 15	37.8	47.4	0.9	9.6	2.6
BE	26.3	34.5	0.1	8.2	15.5
BG	20.8	46.0	3.5	25.2	4.0
CZ	36.3	47.6	1.6	11.3	2.4
DK	55.7	57.0	-1.6	1.3	Target met
DE	37.6	53.8	2.3	16.2	Target met
EE	46.3	62.4	2.4	16.1	Target met
IE	45.3	53.6	-0.2	8.3	Target met
EL	39	42.8	0.3	3.8	7.2
ES	37	45.6	1.0	8.6	4.4
FR	29.9	38.3	0.0	8.4	11.7
IT	27.6	34.4	0.7	6.8	15.6
CY	49.4	54.8	-1.1	5.4	Target met
LV	36	59.4	1.8	23.4	Target met
LT	40.4	53.1	-0.3	12.7	Target met
LU	26.7	34.1	2.1	7.4	15.9
HU	22.2	31.4	-1.6	9.2	18.6
MT	28.5	29.1	0.6	0.6	20.9
NL	38.2	53.0	2.1	14.8	Target met
AT	28.8	41.0	2.4	12.2	9.0
PL	28.4	31.6	1.9	3.2	18.4
PT	50.7	50.8	-0.1	0.1	Target met
RO	37.2	43.1	1.7	5.9	6.9
SI	22.7	32.8	-0.7	10.1	17.2
SK	21.3	39.2	3.6	17.9	10.8
FI	41.7	56.5	1.4	14.8	Target met
SE	65	70.1	0.1	5.1	Target met
UK	50.7	58.0	0.6	7.3	Target met

Source: Adapted from *Employment in Europe Report 2009*.

<http://ec.europa.eu/social/main.jsp?langId=en&catId=113&newsId=642&furtherNews=yes>

The Barcelona Council employment target states that the average age of retirement for workers should be raised by 5 years by the year 2010. Limited data are available in relation to this target for the years 2001-2008 (see Table 6 below).

Table 6: Average exit age from the labour force - weighted by the probability of withdrawal from the labour market									
	2001	2002	2003	2004	2005	2006	2007	2008	Change
EU 27	59.9	60.1	61	60.5	61	61.2	61.2	61.4	1.5
EU 25	59.9	60.4	61	60.5	60.9	61	61.2	61.3	1.4
EU 15	60.3	60.8	61.4	60.9	61.1	61.3	61.5	61.5	1.2
Belgium	56.8	58.5	58.7	59.4	60.6	-	61.6	-	4.8
Bulgaria	-	58.7	58.7	60.7	60.2	64.1	-	-	5.4
Czech Republic	58.9	60.2	60.1	60	60.6	60.4	60.7	60.6	1.7
Denmark	61.6	60.9	62.2	62.1	61	61.9	60.6	61.3	-0.3
Germany	60.6	60.7	61.6	61.3	-	61.9	62	61.7	1.1
Estonia	61.1	61.6	60.8	62.3	61.7	62.6	62.5	62.1	1
Ireland	63.2	63.1	62.9	62.8	64.1	64.1	-	-	0.9
Greece	-	61.3	62.7	-	61.7	61.1	61	61.4	0.1
Spain	60.3	61.5	61.5	62.2	62.4	62	62.1	62.6	2.3
France	58.1	58.8	60	59	59	59	59.4	59.3	1.2
Italy	59.8	59.9	61	-	59.7	60.2	60.4	60.8	1
Cyprus	62.3	61.4	62.7	62.7	-	-	63.5	-	1.2
Latvia	62.4	-	-	62.9	62.1	62.7	63.3	62.7	0.3
Lithuania	58.9	-	-	60.8	60	59.9	-	-	1
Luxembourg	56.8	59.3	57.4	58.3	59.4	-	-	-	2.6
Hungary	57.6	59.1	61.6	60.5	59.8	-	-	-	2.4
Malta	57.6	58.2	58.8	58	58.8	58.5	-	59.8	2.2
Netherlands	60.9	62.2	60.5	61.1	61.5	62.1	63.9	63.2	2.3
Austria	59.2	59.3	58.8	-	59.9	61	60.9	-	1.7
Poland	56.6	56.9	57.9	57.7	59.5	-	59.3	-	2.7
Portugal	61.9	63	62.1	62.2	63.1	-	62.6	-	0.7
Romania	59.8	-	62.7	59.5	63	64.3	-	-	4.5
Slovenia	-	56.6	56.2	-	58.5	59.8	-	-	3.2
Slovakia	57.5	57.5	57.8	58.5	59.2	-	58.7	-	1.2
Finland	61.4	60.5	60.4	60.5	61.7	62.4	61.6	-	0.4
Sweden	62.1	63.3	63.1	62.8	63.6	63.6	63.9	63.8	1.7
United Kingdom	62	62.3	63	62.1	62.6	63.2	62.6	63.1	1.1

Note: The figures in the 'Change' column relate to differences between the earliest and the latest year in which data is available.

Source: <http://epp.eurostat.ec.europa.eu/tgm/download.do?tab=table&plugin=1&language=en&pcode=tsiem020>

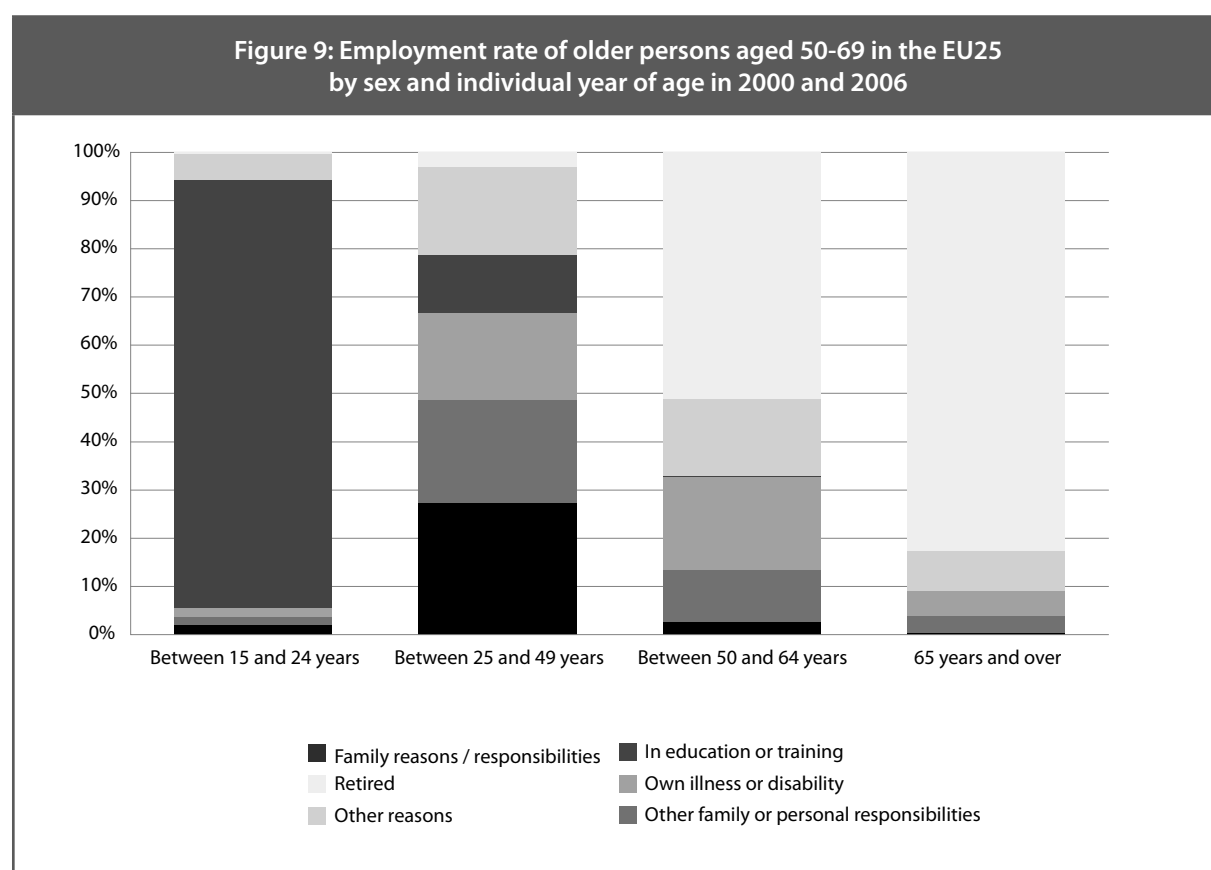
It is clear from this table that although some progress has been made in relation to meeting this target, with an increase of 1.5 years occurring between 2001 and 2008, there is little chance that the target will be reached by the target date, especially in the context of the current recession. (It should be noted that achieving the target means that the average age of retirement across Europe would be almost 65 years, i.e. the age in many Member States at which people become eligible for State funded old age pensions).

However, it is clear also that there is considerable variation between the Member States in relation to achieving this target. Only one country (Bulgaria) had achieved the target, but this is perhaps largely the result of having had a relatively low effective retirement age in 2002. Similarly, Belgium has seen an increase of 4.8 years, but started with one of the lowest average retirement ages. The highest average retirement ages were seen in Romania, Bulgaria and Ireland, all of which were above 64 years.

The scale of the problem in meeting the Barcelona target has also been partly approached by the Employment in Europe Report 2007¹⁶. The report compares the percentages of the population still in employment between the ages of 50 and 69 for the years 2000 and 2006 and concludes that there has been an increase in employment rates during this period. For example, the employment rate of 55-year-old women rose from approximately 50 to 55 % between these years. However, it is also clear that much room for improvement exists, especially between the years of 60 and 65. Even though employment rates approximately doubled in the period, according to the report, there were still only about 15% of 65 year olds in employment in 2006.

Reasons for Exiting the Labour Force

It is important to understand the reasons why older people exit the labour force early, in order that effective measures can be designed to retain them at work. The Employment in Europe Report 2007 sheds light on this issue.



Source: Eurostat. http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lfsa_igar&lang=en

16. <http://ec.europa.eu/social/main.jsp?catId=89&langId=en&newsId=542&furtherNews=yes>

It is clear from the chart that the reasons for inactivity change a great deal across the lifespan. Within the age group of current concern, over 50% of people are inactive because of (early) retirement with a further 10% citing other reasons (these would include reasons such as the retiring of a partner, having the financial capacity to retire). About 12.5% cite disability as a reason for their inactivity, while about 10% cite family responsibilities. It should be noted, however, that it would be expected that more people would be inactive due to disability than appears to be the case (note the trend across the age groups). It is probable that many people in the 50-64 age group have moved to early retirement rather than disability schemes.

The reasons given for labour market inactivity point towards some of the kinds of interventions that may be made to promote the employment of older workers. They include measures to maintain and promote the health of older workers, the provision of supports for those retiring because of family reasons, the provision of greater educational and training opportunities and more active labour market measures. These are all areas in which the ESF programmes have been or might be involved.

Chapter 2 – Interventions and achievements in the field of older workers

A. POLICY CONTEXT

The most important element of the policy context for older workers relates to the ESF regulations. In Regulation (EC) No. 1784/1999 of the European Parliament and the Council¹⁷, there is no direct mention of older workers as a target group for action. However, there is reference to:

- developing and promoting active labour market policies to combat and prevent unemployment;
- promoting equal opportunities for all;
- promoting and improving training, education and counselling as part of lifelong learning policy.

Activities undertaken in these areas can clearly benefit older workers, even if they are not an explicit target group.

However, there is much more explicit mention of older workers in the ESF regulation from 2006. Article 3¹⁸ *inter alia* states:

- *'Increasing the adaptability of workers, enterprises and entrepreneurs by promoting lifelong learning and increased investment in human resources (...) through the development and implementation of systems and strategies (...) which ensure improved access to training by, in particular, low-skilled and older workers' (...)*
- *'Enhancing access to employment and sustainable inclusion in the labour market (through) encouraging active ageing and longer working lives' (...)*
- *'Promoting the implementation of flexible measures to keep older workers in employment longer.'*

In addition, paragraph (c) of Article 3 refers to reinforcing the social inclusion of disadvantaged groups, including disabled people. Given that most disabilities are acquired during working life and they increase with working age, it could be expected that measures under this heading would be especially relevant for older workers.

Finally, within the Framework of the Convergence objective, reference is made to *'increased participation in education and training throughout the lifecycle'*.

17. Article 2. Regulation (EC) No 1784/1999 of the European Parliament and of the Council of 12 July 1999 on the European Social Fund

18. Regulation (EC) No 1081/2006 of the European Parliament and of the Council of 5 July 2006 on the European Social Fund and repealing Regulation (EC) No 1784/1999

B. OLDER WORKERS AS A TARGET FOR ESF SUPPORT

As explained in more detail in the introduction, the research is based on three key concepts. In the first key concept - people - we are interested in interventions that target specific groups of people such as older active persons, older inactive persons, older unemployed persons and returnees to the labour force (who are most likely older, female and perhaps disabled). The second key concept refers to systems and structures and this is made up of interventions that target either employers, government services and policies or other agencies. The rationale here is that many measures that are directed at, for example, improving employment services or at promoting vocational training would be relevant to older workers. The third key concept comprises the measures that target both people and systems and structures.

Table 7 below outlines the numbers of measures that were identified using these key concepts as being of relevance to older workers. The total number of measures (including non-relevant measures) will be presented in Table 8 afterwards.

Table 7: Relevant measures per key concept 2000-2006				
MS	1. People	2. Systems and structures	3. People and systems and structures	Total relevant measures
AT	5	1	4	10
BE	31	1	2	34
CY	-	1	-	1
CZ	-	1	6	7
DE	19	3	17	39
DK	1	2	3	6
EE	-	-	1	1
ES	25	4	5	34
FI	6	11	12	29
FR	3	2	5	10
GR	2	-	4	6
HU	1	-	2	3
IE	1	-	3	4
IT	48	3	1	52
LT	1	-	1	2
LU	9	5	1	15
LV	2	-	-	2
MT	1	-	-	1
NL	6	-	-	6
PL	1	1	-	2
PT	1	4	3	8
SE	3	1	4	8
SI	-	-	2	2
SK	-	-	3	3
UK	6	-	12	18
Total	172	40	91	303

Source: Data compiled by BBI on the basis of ESF Operational Programme reports 2000-2006

C. ESF INTERVENTIONS IN THE FIELD OF OLDER WORKERS

1. Older Workers in ESF 2000-2006

The first issue to be addressed in this section is to identify the extent to which older workers were a focus for ESF expenditure and activity during the 2000-2006 period. This is done by identifying the number of measures which were of relevance to older workers and the related spending on these measures. In addition, a comparison of the percentage of spending dedicated to measures that also target older workers with overall ESF spending by the Member States provides an indicator of the relative importance attached to older workers compared to all other areas of activity.

A critical feature of the data available for the 2000-2006 period concerns the fact that Member States were not obliged to report information in relation to older workers, unlike the situation in the current programme. Some Member States, for example Spain, appeared to report the situation with regard to measures for older workers systematically, while other Member States, for example Greece, provided less data on the issue. The data which is reported upon below should therefore be understood with caution. For countries where there is apparently little activity in relation to older workers, this may reflect a failure of reporting rather than an absence of activity.

Table 8: Operational programmes and measures 2000-2006						
Member State	Total OPs	Relevant OPs	Percentage out of Total	Total Measures	Relevant Measures	Percentage out of Total
AT	5	4	80	23	10	43
BE	11	9	82	94	34	36
CY	1	1	100	6	1	17
CZ	3	2	67	21	7	33
DE	15	8	53	117	39	34
DK	2	1	50	11	6	55
EE	1	1	100	4	1	25
ES	35	17	49	340	34	10
FI	6	6	100	29	29	100
FR	28	5	18	143	10	7
GR	18	3	17	120	6	5
HU	2	1	50	15	3	20
IE	3	1	33	19	4	21
IT	27	20	74	318	52	16
LT	1	1	100	5	2	40
LU	1	1	100	22	15	68
LV	1	1	100	3	2	67
MT	1	1	100	4	1	25
NL	2	2	100	15	6	40
PL	2	1	50	15	2	13
PT	15	4	27	73	8	11
SE	7	3	43	25	8	32
SI	1	1	100	4	2	50
SK	2	2	100	12	3	25
UK	17	7	41	129	18	14
Total	207	103	49	1567	303	19

Source: Data compiled by BBI on the basis of ESF Operational Programme reports 2000-2006

Table 8 details the incidence of older worker interventions in ESF during the previous programming period. It also describes the relative importance of such interventions within the entire range of ESF activities.

The number of measures and the overall expenditure, which will be discussed below, varied considerably between countries. At the highest unit of analysis - operational programmes - all countries have at least some relevance to older workers. Over all of Europe, an average of 49% of programmes has such relevance. In eight Member States 100% of operational programmes are of at least some relevance to older workers. Countries such as Greece, France and Portugal have a relatively low percentage of relevant operational programmes.

Examining the proportion of measures of relevance to older workers allows a more delicate analysis to be undertaken. The largest number of measures in which older workers were a target was reported in Italy (52), Germany (39), Belgium (34), Spain (34) and Finland (29) while the lowest number of measures was seen in Cyprus (1), Estonia (1), Malta (1), Lithuania (2) and Poland (2). It should be noted that the structure of the ESF programmes in terms of numbers of measures differed between the Old and New Member States - the new Member States had far fewer measures than the Old Member States. In addition, they had less time (3 years) to spend their financial allocation than the old Member States (7 years). Overall, 19% of measures were of relevance to older workers, with Finland, Luxembourg, Slovenia, Denmark and Austria all having more than 40% of relevant measures. In contrast, only Greece and France were below the 10% level.

These figures allow insight into the strategies that the Member States followed in dealing with the older workers issue through the medium of ESF funds. Some countries had relatively little interest in the issue where low levels of funding and few operational programmes or measures were of relevance to older workers. Greece and Portugal are examples of this low level of interest. Other countries such as Finland, Slovenia, Austria and Belgium are examples of countries that are relatively high on all three indices of relevance to older workers.

ESF Expenditure 2000-2006

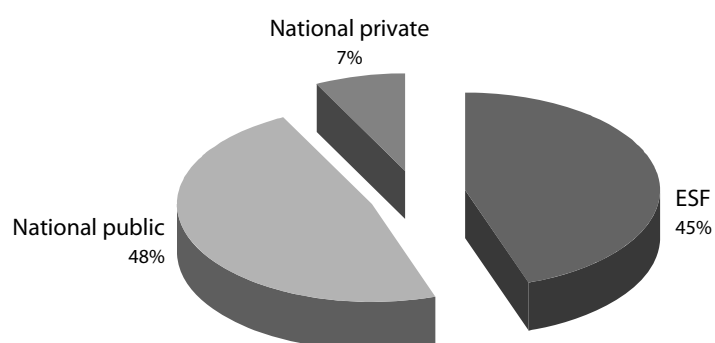
The number of measures in each country did not necessarily reflect the overall spend on these measures. One further indicator of the emphasis placed on older workers by the Member States concerns the proportion of overall spending on measures that also target older workers. Table 9 below shows the amount and percentage of overall spending that is accounted for by measures relevant to older workers. The table also details the share of ESF funding and national and private funding claimed by the Member States. The percentages of these shares are presented in a pie chart in Figure 10 below the table.

Table 9: Total funding on measures relevant to older workers (ESF 2000-2006) € million

Member State	Total expenditure, all measures	Expenditure, Older workers measures	Percentage	ESF funding (Claimed by MS)	National Funding (Claimed by MS)	Private Funding (Claimed by MS)
AT	1,326	852	64	366	385	101
BE	2,416	1,699	70	591	992	115
CY	22	5	23	2	2	-
CZ	297	134	45	92	41	-
DE	20,930	10,865	52	4,855	5,076	933
DK	779	680	87	280	275	126
EE	71	26	36	18	8	-
ES	17,506	3,377	19	1,975	1,260	142
FI	2,365	2,365	100	743	1,015	607
FR	12,204	7,755	64	3,131	4,092	532
GR	4,783	350	7	276	74	-
HU	288	135	47	101	34	-
IE	1,778	443	25	195	248	-
IT	12,902	2,365	18	1,056	1,173	102
LT	166	46	28	35	11	-
LU	47	34	73	16	18	1
LV	115	81	70	61	20	-
MT	9	5	54	4	1	-
NL	2,458	608	25	295	297	16
PL	1,776	124	7	98	26	-
PT	7,073	1,349	19	826	448	75
SE	2,661	999	38	358	500	141
SI	60	32	53	24	8	-
SK	241	119	49	89	30	-
UK	13,285	7,217	54	3,151	3,849	217
Total	105,446	41,623	39	18,635	19,880	3,108

Source: Data compiled by BBI on the basis of EC Structural Fund Database (SFC), Situation in September 2008 (2000-2006)

Figure 10: Overall spend on measures relevant to older workers



Source: Data compiled by BBI on the basis of EC Structural Fund Database (SFC), Situation in September 2008 (2000-2006)

Overall, the spending by Member States came to €41.6 billion, of which just over €18.6 billion was ESF funding. This spending related to 303 measures. There are wide variations between the Member States with regard to the percentage of funding for measures relevant to older workers. In Finland, for example, all measures (100%) are classified as being relevant to older workers. Denmark, Belgium, Luxembourg and France are well above the EU average of 39%, while Greece, Poland, Italy, Portugal and Estonia are all well below the average.

The highest spending countries were Germany, France, the UK, Spain and Finland, while the lowest spend was seen in Cyprus, Malta, Estonia, Slovenia and Luxembourg. Within the old Member States, it is clear that Finland is something of an anomaly, using a mainstreaming approach and spending far more on measures that are also relevant to older workers than many larger states such as Belgium, the Netherlands, Austria, Portugal and Ireland.

Member States also differed in relation to how they organised this interest. It can be argued that some countries mainstreamed the issue, i.e. where there was a consistency especially between the percentages of funding and the number of measures of relevance to older workers. Finland, Sweden and Slovenia are examples of this approach. Other countries adopted a different approach where relatively large amounts of funding were of relevance but only a small number of measures were relevant. This could be characterised as a targeted approach and it was seen in countries such as France, where 64% of funding was relevant but only 7% of measures were, the UK where 54% of funding and 14% of measures were relevant and Belgium, where 70% of funding and 36% of measures were relevant to older workers.

This breakdown is broadly consistent with the demographic and policy situation in those Member States that have high proportions of ESF spending on measures relevant to older workers. Countries such as Finland have relatively high proportions of older workers in the labour force as well as relatively older populations, while Member States such as Ireland have much lower proportions of older workers. In addition, Finland¹⁹ has been active in terms of policy and programmes domestically for more than 10 years and it is clear that it has used ESF funding to complement some of these programmes²⁰.

2. Older Workers in ESF 2007-2013

As opposed to the previous programming period, the Member States are now obliged to report data on the number of older workers involved in ESF supported programmes. Consequently, a more consistent set of data is now expected, which will perhaps ease the understanding of the role of the ESF in relation to the emphasis placed on older workers. However, at time of writing, only limited data are available to enable an overview to be drawn.

19. For example: *Ikäohjelma* (National Programme for ageing workers) 1998-2002, <http://www.mol.fi/tyke/1996-99/esiteen/ikaohjel.htm>
Jaksamisohjelma 2000-2003 (Well-being at work), http://www.mol.fi/jaksamisohjelma/svenska_english/eng_index.htm
Veto-ohjelma The Veto Programme 2003-2006. National action programme on extending working life, well-being at work and rehabilitation. Stencils of the Ministry of Social Affairs and Health 2003:18. <http://pre20090115.stm.fi/is1121421808962/passthru.pdf>
20. For Example: *Older Workers' Life project* - http://www.ncp.fi/info/owl_lehti_www.pdf

Table 10 comprises an overview of the Operational programmes and Priority Axes for the programming period 2007-2013, and the percentage of these out of the total. Analysis of the Priority Axes devoted to older workers reveals that approximately 25 % of them include older workers and participants as a target group. However, this is to be expected, seeing that Priority Axes are larger entities in comparison to measures which were used in the previous programming period.

Table 10: Overview of OPs and Priority Axes (ESF 2007-2013)						
Member State	Total OP	Older workers OP	Percentage	Total PA	Older workers PA	Percentage
AT	2	2	100%	10	6	60%
BE	6	5	83%	26	8	31%
BG	2	1	50%	12	4	33%
CY	1	-	-	3	-	-
CZ	3	2	67%	21	2	10%
DE	18	13	72%	84	23	27%
DK	1	1	100%	3	1	33%
EE	1	1	100%	7	1	14%
ES	22	8	36%	123	12	10%
FI	2	1	50%	7	3	43%
FR	5	2	40%	21	4	19%
GR	4	1	25%	47	2	4%
HU	2	1	50%	14	2	14%
IE	1	1	100%	3	1	33%
IT	24	23	96%	146	52	36%
LT	2	1	50%	6	2	33%
LU	1	1	100%	4	3	75%
LV	1	1	100%	6	6	100%
MT	1	1	100%	5	2	40%
NL	1	1	100%	4	1	25%
PL	1	1	100%	10	2	20%
PT	4	1	25%	17	6	35%
RO	2	1	50%	10	2	20%
SE	1	1	100%	3	2	67%
SI	1	1	100%	6	2	33%
SK	2	1	50%	10	3	30%
UK	6	5	83%	25	9	36%
Total	117	78	67%	633	161	25%

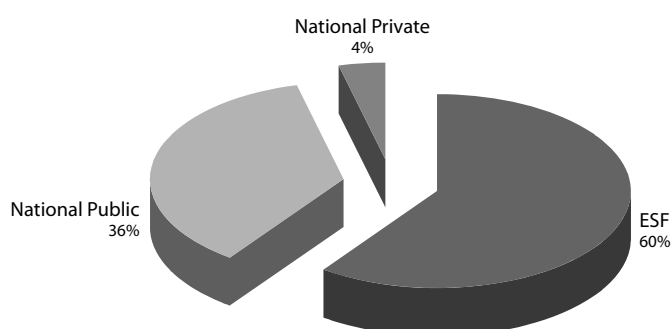
Source: Data compiled by BBI on the basis of ESF Operational Programmes 2007-2013

Table 11: Total budget on priority axes relevant for older workers (ESF 2007-2013)

MS	Total Budget	Total Budget, older workers	Percentage	ESF funding	National Public funding	National Private funding
AT	1,184	1,131	95	496	525	110
BE	2,320	1,425	61	636	716	72
BG	1,395	704	50	598	106	0
CY	150	-	0	-	-	-
CZ	4,436	774	17	658	116	0
DE	15,666	5,567	36	3,307	1,480	781
DK	510	132	26	66	53	13
EE	462	150	33	128	23	0
ES	11,426	1,409	12	936	473	0
FI	1,420	1,272	90	554	717	0
FR	10,275	5,297	52	2,591	1,895	811
GR	5,726	1,133	20	925	208	0
HU	4,270	1,447	34	1,230	217	0
IE	1,360	602	44	146	453	3
IT	15,321	7,973	52	3,628	4,345	0
LT	1,210	581	48	491	14	76
LU	50	48	96	24	24	0
LV	657	657	100	551	86	21
MT	132	68	52	58	10	0
NL	1,705	443	26	199	170	73
PL	11,420	3,035	27	2,580	455	0
PT	9,210	5,292	57	3,692	1,599	0
RO	4,335	1,535	35	1,388	147	0
SE	1,383	1,328	96	664	664	0
SI	889	269	30	229	40	0
SK	1,764	909	52	773	136	0
UK	8,598	6,752	79	3,476	3,227	49
Total	117,275	49,932	43	30,024	17,899	2,009

Source: SFC 2007, Situation in May 2010

Figure 11: Overall spend on PA relevant to older workers 2007-2013



Source: EC Structural Fund Database, situation in May 2009

Italy, the UK, Germany, France and Portugal have the highest budget for older workers in absolute numbers. In relative terms, some of the smaller Member States, such as Luxembourg, Finland and Sweden, have devoted a significant amount of their budget to priorities that were also targeting older workers. Moreover, in the case of Sweden, the percentage of ESF funding made available for the use of Priorities also targeting older workers rose from 38 % in the first programming period to 96 % in the second.

D. ACHIEVEMENTS ON OLDER WORKERS IN ESF 2000-2006

The achievements of the ESF in relation to older workers can be measured in terms of the numbers of older workers that are covered by the operational programme measures of the first period and the priorities of the current period of funding. This chapter reports on these numbers and provides illustrative examples of some initiatives in the area from Member States that have been more active in relation to older workers. These examples from Finland, Denmark and Belgium not only draw upon material from ESF sources, but are also taken from other sources which provide a more detailed account of the real nature of activities funded by the ESF programme.

The Number of Older Workers Assisted by ESF (2000-2006)

It should be noted that there are only limited data available on the number of older workers covered by the ESF for the 2000-2006 period. As a consequence, the numbers reported in Table 12 below refer only to the Member States that provided such data, and even in these cases the numbers may not refer to the complete ESF programme within the Member State. Accordingly, the figures in the Table are an under-estimate of the true number of older workers addressed by the ESF between 2000 and 2006. Moreover, the method of reporting by the Member States varied. The numbers of participants were reported at measure, priority and programme level. When data are reported at priority and programme level, they cannot be discerned and it is not possible to indicate how many older participants participated in the given measure under the priority or programme.

Another aspect to be noted is that while some measures clearly addressed older workers in their description and were selected in the qualitative search, several others were not selected because they did not stress older workers in the programme complement descriptions. However, many of them had had older workers as participants in the actual implementation phase and thus the measure.

Due to these two reasons, the quantitative search comprised two parts, measures that were selected qualitatively and measures whose descriptions did not address older workers but that included older participants in the implementation phase. The findings will be provided in the following 2 tables. The first table outlines the numbers of measures and priorities and older workers found in measures that were selected qualitatively, i.e. they were addressing older workers in the programme complements. The second table presents the total number of older workers found in all measures, priorities and programmes, and the difference in terms of numbers of participants.

Table 12: Older participants in relevant measures 2000-2006

Member State	Measures (M) / Priorities (P)	older workers or older participants	Total	Percentage
Austria	1 M - 2 P	90,553	554,530	16%
Belgium	20M	101,197	860,847	12%
Denmark	3 M - 1P	7,917	48,816	16%
Finland	19 M	272,794	705,901	39%
France	6 M	493,849	11,278,582	4%
Ireland	1 M	27,890	200,713	14%
Italy	30 M	185,369	1,145,327	16%
Luxembourg	12 M	1,108	11,836	9%
Netherlands	3 M	922	6,280	15%
Portugal	4 M	105,886	1,751,024	6%
Sweden	3 M	15,752	160,710	10%
United Kingdom	6 M	41,485	453,032	9%
Total	108 M - 3 P	1,344,722	17,177,598	8%

Source: Data compiled by BBI on the basis of EC Structural Fund Database (SFC), Situation in September 2008 (2000-2006)

Table 13: Older participants across ESF 2000-2006

Member State	Measures (M) / Priorities (P) / Operational Programme (OP)	older workers or older participants	Total	Participants	Difference in participants
Austria	1 M - 2 P	90,553	554,530	16%	-
Belgium	26 M - 1 P	111,850	1,105,914	10%	10,653
Czech Republic	1 M	2,088	16,501	13%	2,088
Denmark	3 M - 1 P	26,620	112,790	24%	18,703
Finland	19M	272,794	705,901	39%	-
France	7M	507,683	11,739,720	4%	13,834
Ireland	1M	27,890	200,713	14%	-
Italy	73M	221,980	2,256,559	10%	36,611
Luxembourg	14M	1,122	12,109	9%	14
Netherlands	6M	922	6,280	15%	-
Portugal	6M	171,223	4,243,822	4%	65,337
Sweden	4M	16,816	188,699	9%	1,064
United Kingdom	1 M ²¹ - 3 OP	420,108	3,111,145	14%	378,623
Total	162 M, 4 P, 3 OP	1,871,649	24,254,683	8%	526,927

Source: Data compiled by BBI on the basis of EC Structural Fund Database (SFC), Situation in September 2008 (2000-2006)

In total, it seems that the research methodology - choosing the measures based on the Programme Complement - was justified because in most of the cases, the implementation of the measures was consistent with the initial descriptions in the Programme Complements. It should be pointed out when noting the difference in 500,000 people that most of these were part of the three programmes in the UK (for which it was mostly not possible to get data at measure or priority level). If the results of the other Member States can be used as an indication of the general participations for older workers, it would seem that these measures within the three UK programmes are in fact also in line with the programme complement descriptions.

21. There was separate data found for 5 other measures that belonged to the programmes reported in Table 12. Since the data they contain is already included in the programme level data, the measures were left out to avoid double counting.

For the 13 Member States from which some data is available, a total 1.8 million older workers were addressed by a total of 162 measures, 4 priorities and 3 programmes. The total number of participants in these measures, priorities and programmes amounts to 24 million. However, it should be noted that the 162 measures represent only 10 % of all the ESF 2000-2006 measures. Assuming that these data are representative of all 1567 measures, the estimated number of older ESF participants would be approximately 14 million.

Another way to measure the impact of the ESF relates to the percentage of older workers affected by the measures. Using this index, it seems that Finland has placed most emphasis on targeting older workers in the 2000-2006 period. While a large number of these measures come from the Objective 3 Programme in Mainland Finland, which reported on persons over 40 as the highest age group, the programme nevertheless had an overt focus on ageing persons and persons needing to update their professional skills both in the general approach and through several measures. This point serves as a reason to include this programme in the study. In relation to the measures for which data was available, 39% of the people targeted were over 40, and it can be assumed that the figure includes a high number of older workers. In contrast, in Member States such as Portugal and Italy, where data was available for only a limited number of measures, there was obviously less emphasis on older workers: 4% respectively from 10% of all participants. The United Kingdom and Austria showed a moderate level of emphasis on older workers where they constituted 13.5% and 16.3% of the total number of people involved in the measures for which data was available. These figures can be compared to the percentage of older workers (55-64) in the working age population in 2005 (16.9%). Though the definition used in the current study for older workers is between the age of 50 and 64, it is clear that apart from Finland, most Member States would appear to have placed relatively little emphasis on older workers as a target group in relation to other age groups.

Examples of Measures related to the Key Concepts

An outline of the key concepts was presented in the approach. The following section details the target groups at sub key-concept level and examines which target groups were in focus. Furthermore, examples of measures from under the key concepts will be presented, along with insights. These will be followed by three broad insights into how some of the Member States approached the theme on older workers.

The measures allocated to the third key concept (which focuses on both people and systems and structures) have been merged with the two key concepts. This allows a more detailed examination of the weighting on different target groups. One must bear in mind that some measures were selected more than once due to their relevance to several target groups, resulting in double counting. As mentioned earlier, the number of total relevant measures is 303 (instead of 501 as presented in Table 14).

The largest numbers of actions were identified in Germany (68), Finland (56), the United Kingdom (47) and Italy (53). The smallest numbers of actions were reported in Cyprus (1), Malta (2), Estonia (3) and Poland and Slovenia (4). A large majority of the actions (336 of the 501) were targeted at people: 162 directed at older unemployed people and 125 directed at older workers who were active in the labour market. 48 actions were directed at older workers who were inactive in the labour market, while only one included measure was directed at returnees. This may be due to returnees usually belonging to a different age group to older workers.

Table 14: Target group specific actions under the sub key-concepts (2000-2006)

	Key Concept 1 - People				Key Concept 2 -Systems and structures			
MS	Older active people	Older inactive people	Older unemployed people	Returnees	Employers	Government	Other	Total
AT	6	-	5	1	5	2	1	20
BE	11	6	19	-	1	1	1	39
CY	-	-	-	-	-	1	-	1
CZ	2	2	4	-	3	4	5	20
DE	12	2	31	-	10	6	7	68
DK	3	1	1	-	3	4	3	15
EE	-	1	1	-	1	-	-	3
ES	15	1	15	-	8	2	-	41
FI	15	4	10	-	8	7	12	56
FR	4	2	6	-	4	2	2	20
GR	-	1	6	-	4	1	-	12
HU	1	-	2	-	-	1	1	5
IE	-	2	3	-	3	-	2	10
IT	29	2	18	-	-	3	1	53
LT	-	1	2	-	-	1	-	4
LU	5	4	4	-	-	-	6	19
LV	2	-	2	-	-	-	-	4
MT	1	-	1	-	-	-	-	2
NL	3	1	3	-	-	-	-	7
PL	1	1	1	-	-	1	-	4
PT	4	-	2	-	2	3	6	17
SE	3	3	6	-	3	1	3	19
SI	1	-	1	-	1	1	-	4
SK	2	-	3	-	3	2	1	11
UK	5	14	16	-	3	1	8	47
Total	125	48	162	1	62	44	59	501

Source: Data compiled by BBI on the basis of EC Structural Fund Database (SFC), Situation in September 2008 (2000-2006)

Within the second key concept - the 165 measures which were targeted at systems and structures - there was a fairly even spread amongst the target groups: 62 were targeted at employers, 44 were directed at government and 59 were directed at other agencies, such as employment services, NGOs and others involved in labour market systems.

In most Member States the majority of measures were directed at people rather than systems, but there were a number of exceptions. For example, the Czech Republic (12 out of 20), Denmark (10 out of 15) and Portugal (11 out of 17) had the majority of measures directed at systems and structures.

Table 15 below summarises some examples of the measures identified using the key concepts for older workers.

Table 15: Examples of measures using the key concepts.				
	Key Concept	Country	Code	Measure title
People	Older active people	Germany	1999DE161PO005	Measure 4.4. Assistance to groups with integration problems
	Older unemployed people	Hungary	2003HU051PO001	Measure 2.3: Improving the employability of disadvantaged people, including the Roma
	Older inactive people	United Kingdom	1999GB161DO001	Measure 3.8. Using Active Labour Market Policies to Promote Social Inclusion
Systems and structures	Employers	Spain	2000ES053PO306	Measure 3.3. Encourage processes of modernization of public and private organizations that favour the creation of employment stability
	Government	Finland	1999FI161DO001	Measure 3.3 Promoting employability and preventing unemployment

People-oriented measures

An example of a measure²² targeting older active people (though it also supports older inactive people) comes from Brandenburg in Germany. This measure supports the integration of over 50 workers into the labour market with specific occupational further education actions. The aim is to also to help older workers retain their jobs and improve their employability and adaptability. Activities of the measure include:

- The development, organisation and implementation of modular, vocational qualifications and training offers for older workers;
- Adapting the qualification and training offers to the needs of regional economy;
- Developing and testing qualifications and training for new fields of employment for older workers;
- Sustainably integrating older unemployed people.

22. Measure 4.4. Assistance to groups with integration problems

Insight 1- Land Brandenburg

Akademie 50plus²³ is a project for older unemployed people who want to return to employment.

The project aims to use, maintain and develop the skills of older people. It has been running since 2001. The project supports non-exclusion of older workers from the labour market, and aims to harness their potential as a way to manage demographic change.

Akademie 50plus offers individual counselling, prepares participants for employment and gives support in the application process and placements. It has also developed a programme for vocational qualifications and training. Furthermore, it maintains contacts with employers and labour market actors and covers public and media relations on the theme.

In the previous programming period, the programme supported a total of 2250 persons during 2004-2006. The project was extended until the end of 2010.

An example of a measure targeting older unemployed people comes from Hungary²⁴. The measure aims to promote the social inclusion of disadvantaged groups through their integration to the labour market. Activities include: training, work experience, alternative employment services, assessment and development of skills and abilities, assistance in finding employment and integration in the labour market, consultation, job-matching, work trial), and elaboration and implementation of personal development programmes.

The British OP Cornwall and the Isles of Scilly²⁵ targets older inactive people. Active labour market policies are necessary to address low levels of employability and to support disadvantaged labour market groups, particularly people of working age on benefits other than Jobseekers Allowance (i.e. they are inactive on the labour market). The region also has significant numbers in excluded groups who are especially disadvantaged in the labour market, groups which are more susceptible to long-term unemployment. Support in this measure is aimed at two categories of people out of work:

- Individuals who have recently been made unemployed: the support aims to prevent them from either entering long-term unemployment or from developing a pattern of seasonal employment (preventative);
- People who are at risk of exclusion or facing barriers to integration into the labour market.

Specific emphasis was placed on enhancing the employability of people who are disadvantaged in the labour market e.g. lone parents, people with disabilities, people lacking basic skills, long term unemployed people, ex offenders, people over 50 and other groups who face specific barriers in obtaining employment.

A further dimension of this measure aims to identify those individuals who are most likely to remain unemployed for some time. This includes people lacking basic skills, long term primary benefit recipients and older workers.

23. <http://akademie.whpr.net/index.php?what=cms&pr=688> (in German)

24. Measure 2.3: Improving the employability of disadvantaged people, including the Roma

25. Measure 3.8. Using Active Labour Market Policies to Promote Social Inclusion

Measures targeting systems and structures

System and structure oriented actions include:

- Training and supervision for project staff;
- Establishment and development of local partnerships and co-operation;
- Network development;
- Introduction of a sector-specific quality management mode.

An example of a measure which targets policies and systems comes from the Pohjois-Suomi area of northern Finland²⁶. In this measure, methods have been developed to lower the threshold to working life using active labour market policy and training. Attention is directed to the changing needs of both job seekers and the labour market. Labour market needs are anticipated and measures are directed to sectors with a future demand for labour. The activities supported by the measure include:

- Improving the employability of people at risk of long-term unemployment;
- Improving the labour-market conditions for the unemployed (including ageing workforce);
- Integrating people with specialized and advanced training into employment;
- Developing guidance, counselling, career and recruitment services;
- Developing new forms of cooperation and operational models to decrease unemployment.

An example of an employer-oriented measure comes from the Pais Vasco OP²⁷. Here the main concern of the measure was to support new types of work, especially in SMEs, and to achieve modernisation and flexibility of labour. Priority in this measure was given to women and people over 45.

Insight 2 - United Kingdom, Me Plan 50+

An example of a transnational systems-oriented project comes from the UK²⁸ (Me Plan 50+), with partners in Germany and Ireland. This project adopts a German model of business development and adapts it for use in the UK and Ireland. The model consists of an initial analysis of the policy context in each of the three participating regions. It also analysed the needs of older workers and the requirements and expectations of employers. On the basis of these analyses, an action plan was drawn up which aimed to promote the retention of older workers at work, to promote volunteering and to encourage entrepreneurship amongst older workers. The results have been positive and differing in nature. For example, the entrepreneurship programme has been very successful, while the project has succeeded in promoting volunteering on Germany, where the practice is relatively rare.

Some similar issues are addressed in a project²⁹ being run by the University of Hasselt in **Belgium**. Here the aim is to promote age-related human resource management strategies for employers. The project begins through research which is undertaken in companies in order to identify the elements of good practice in age management. It concluded that action was needed

26. Measure 3.3 Promoting employability and preventing unemployment

27. 43.4. Encourage processes of modernization of public and private organizations that favour the creation of employment stability

28. <http://www.meplan50.eu/about-us.asp>

29. <http://www.eurofound.europa.eu/ewco/2007/04/BE0704029I.htm>

in relation to improving the context of working conditions as well focusing on the skills of the individual. It is essential to stimulate the desire of older workers to work and there should be an explicit commitment by employers to actively retain older workers in work. These research findings are then used to develop packaged interventions aimed at employers.

Finland - Case study

What kinds of measures were targeted at older workers in these countries? It is best to examine the case of Finland first, where the emphasis on older workers was at its highest. The table below provides an overview of some of the measures for which Finland provided data for older workers. For the purposes of illustration, only one operational programme has been selected. This contains a number of measures that are representative of the other OPs that are directed at older workers in Finland.

Table 16: Examples of measures also targeting older workers from Finland			
Title	Measure title	Number of older workers	Percentage of older workers
Objective 3 Programme 2000-2006 in Mainland Finland ³⁰	1.1 Employment of the unemployed in the open labour market and securing a supply of labour force for enterprises	22,460	46.3
	1.2. New working methods to transfer from education and training to working life	41,468	52.2
	2.2. Activation towards vocational training and reducing dropouts in education and training	6,760	26.1
	4.2. Promotion of personnel's competence and working ability	57,528	56.6

The first of these programmes, the Objective 3 Programme 2000-2006 in Mainland Finland, contains no fewer than 10 measures that are directed at various target groups. Many of these measures within this programme are of direct relevance to older workers: all in all, 49% of the intended beneficiaries (231,971 out of 472,989) are over 40 years old.

Under the first of these measures, *Employment of the unemployed in the open labour market and securing a supply of labour force to enterprises*, the experiences gained from the 1994-1999 ESF programming period were utilised and developed further. It sought to promote the development of working-life-oriented, tailored combinations of measures and pathways lowering the threshold to working life. These included working pools and work banks amongst others. The principle behind the measure is to get the unemployed back to work by matching skills to anticipate labour shortages or already existing demand for labour. Promoting employability of the elderly and the long-term unemployed was to be taken into account. The programme measures aim to promote particularly employment of older people and equal opportunities for older workers in long-term unemployment or with outdated skills. The programme also supports the training of older people without vocational training or with outdated skills and with the explicit aim of delaying retirement.

The second measure, *New working methods to transfer from education and training to working life*, aims broadly to improve employment guidance services, the specific aim being to improve the study-guidance of education and training organisations and to develop their career and recruiting services in co-operation with employment authorities.

30. CCI: 1999FI053DO001

The measures include developing guidance, advice, information and recruiting services as well as promoting and extending on-the-job-training. The measures also consist of experimental and developmental projects for on-the-job-training and relating training for on-the-job-trainers and teachers. The operation supports equal opportunities between the sexes and the reduction of segregation as well as the promotion of environmental awareness and competence. Although this measure addressed youth unemployment, it also directly supported a high number of over 40-year-old participants, probably due to the measure primarily targeting teachers and on-the-job trainers.

The third measure, *Activation towards vocational training and reducing dropouts in education and training*, is concerned with improving the activation models of vocational training. While primarily targeted at improving the transitions from schools to training and from training to work, this measure also includes provisions that are relevant for older people on the labour market. Models are developed in co-operation with authorities, enterprises and training organisations for supporting training of older people without vocational training. Mapping of skills, mentoring, personal learning and rehabilitation plans were to be developed for ageing persons.

The fourth measure, *Promotion of personnel competence and working ability*, is directly concerned with increasing the adaptability of workers and especially older workers. It comes from the Finnish tradition of maintenance of work ability and it targets, inter alia, the management of enterprises so that they can create more attractive working conditions for employees. Operational models were to be developed which support learning at work and the staff readiness to adapt to changes in working life. The goal is to improve the productivity of work activities and the quality of working life by improving staff and management skills, especially in SMEs. Developing the skills of people without vocational training and people with outdated skills attracted special attention. In particular, ageing employees need suitable training and rehabilitation models and working time arrangements. This means greatly expanding the traditional design of job descriptions, promoting capacity for multi-skilling and team-working, strengthening internal entrepreneurship as well as the openness of work communities and flexibility towards the operational environment. By developing managerial and participation systems, the utilisation of staff creativity is supported, as is the level of mutual co-operation between management and personnel. These measures promote working in data networks, the development of media and information work, networking and other skills which are part of the information society. These operations improve the working environment and develop working time arrangements which promote the operational ability, reconciliation of family and working life and staff opportunities for self-motivated vocational development.

It is noteworthy that these measures are consistent with a range of national programmes in Finland that target older workers and older people of working age. Well-being at work and Maintenance of Work Ability³¹ (MWA) have been a part of the national Finnish policy since the early 90s, when the MWA policy was first introduced. It aims to prolong the working lives of the Finnish labour force and it takes measures to ensure that adequate updating of skills takes place, that improved reintegration procedures are developed for people out of work with health problems, as well as intervening at company level to improve the organisation and quality of work.

31. For more information on this approach: Ilmarinen, J. (2006). *Towards a longer working life: Ageing and the quality of working life in the European Union*. Finnish Institute of Occupational Health, Helsinki.
<http://osha.europa.eu/en/publications/reports/305>

A Finnish evaluation of a number of projects concerned with the development of employability amongst older workers was carried out in 2005 by Manninen and Luukannel³². The evaluation comprised 26 projects of which 8 were studied in more detail. The report points to the fact that relatively few Finnish ESF projects directly targeted older workers alone, but that many others were indirectly serving the needs of older workers. The authors believe that this relative shortage of projects stems from the intrinsic difficulty of the area and also because of 'the contents of the ESF programme'. They conclude that the best models available in relation to competence development are those where there is an emphasis on the prior expertise and experience of older workers. They also point to the need to raise levels of age awareness in companies and to promote interventions to improve the working environment. They thus conclude that there is a need for ESF programmes to target older workers more directly within projects and that these projects should more specifically address the factors which are known to improve the employability of older workers.

Denmark - Case study

If Finland was an example of a Member State with an overt focus on older workers and high levels of participation of older workers in specific measures, Denmark is an example of a country which had relatively little overt emphasis on older workers, yet it had relatively high participation rate of older workers.

In Denmark, the proportion of older workers covered in measures in which they were a target group was 15.6%, which was the third highest percentage in the countries for which data was available. In all, 26,620 older workers were covered by a single programme - Denmark Objective 3. Out of 10 measures in the programme, six measures were selected relevant, though data on the numbers of older participants was available for only four and these are the ones that are reported upon below.

Table 17: Example of older workers measures from Denmark			
Title	Measure title	Number of older workers	Percentage of older workers
Denmark objective 3 ³³	1.1. Strengthening active labour market policy	3,521	19.5%
	2.1. Promotion of equal opportunities	3,183	13.8%
	3.1 Anticipation of labour market development and analysis of labour market policies	18,703	15.3%
	4.1. Development of entrepreneur-competences	1,214	16.2%

Under the first of these measures - strengthening active labour market policy - the overall aim was to improve active labour market policy in order to counteract long term unemployment and to improve the structures and functioning of the Danish labour market. The focus is on the supply side, but also the demand side should be reflected in the planning and implementation of activities. Thus, measures should target sectors of the economy where opportunities for employment are the greatest.

32. Manninen, J. and Luukannel, S. (2005). *Osaaminen ja työllisyys? Ikääntyvien osaamista, jaksamista ja työllistymistä tukevien ESR-osarahoitettujen hankkeiden tulokset ja vaikuttavuus / Expertise, managing in the work and employability? Evaluation of ESF-projects supporting expertise, managing in the work and employment prospects of the aging workers. Ministry of Labour ESF publications, Helsinki.*

33. CCI: 1999DK053DO001

Though the objective of the measure is on labour market mechanisms and processes, older workers are included by implication as one of a number of target groups. Specifically, those termed as being the 'strong unemployed' are of concern in this measure: a 'strong' unemployed person refers to someone who has no other problems in addition to being unemployed, i.e. she/he has no alcohol or housing problems etc.

Actions under measure section 1.A may include vocational training and education, as well as job matching, while actions under measure section 1.B are intended to stimulate local and (inter)regional cooperation and network formation among actors on the labour market. Target groups are, among others, the employment services, the unemployment funds, the municipalities and educational institutions. Priority is given to projects experimenting with new forms of cooperation which may help vulnerable groups such as welfare beneficiaries, older people etc.

Despite this apparent lack of focus on older workers, no less than 19.5% of participants were older participants. It may be speculated that this relatively high proportion is due to the focus on training measures and on entrepreneurial activities, where it might be expected that older people have a better chance of being targeted.

It might also be expected that measures which are targeted at the promotion of equal opportunities would include as part of their target group a concern with older workers. The second measure outlined in Table 17 was active in this area. However, there is no explicit mention of older workers under this measure, yet almost 14% of participants were older.

A similar situation holds for the other two measures - anticipation of labour market development and the development of entrepreneurship competences. There is no overriding targeting of older workers, yet the percentages of participation by older workers are relatively high.

This lack of overt targeting is addressed by a Danish report that evaluated the ESF programme for the period³⁴. This report examined measures in relation to what was stated about them at the time of application for funds and what resulted from the measures after they had been implemented. In examining the older worker issue it notes that there had been very little overt planning to involve older workers in the Danish programme. Perhaps the most revealing reference to older workers in this evaluation report comes from a survey of project managers under the Danish ESF projects (i.e. the projects funded under measures) where it was stated: *'A relatively small part of the project managers find that the project to some or to a great extent has improved the possibilities on the labour market for the older project participants (between 0 and 17.3 percent). This is very consistent with the fact that a comparatively small share of the projects has a senior policy aim. However, measure 3.2 stands out from the rest as the measure under which the relatively highest share of project managers (17.3 percent) find that the projects have improved the possibilities of the older participants on the labour market.'* This should be seen against the background where it was estimated that a minority of projects were aimed at individuals (as opposed to systems) and that of these between 6.8% and 14% have 'an intentional senior policy aim' (p. 135).

34. National Agency for Enterprise and Construction and the European Communities (2006). 2005 evaluation. Final evaluation of the Objective 3 programme. Copenhagen. Annex A, table 1.21. P.96.[0]

Belgium - Case study

There was also evidence from Belgium that older workers were a significant focus of some measures. Overall, just over 10% of the beneficiaries of ESF measures in Belgium were people aged between 50 and 64. However, for some measures, a much higher proportion of older workers benefited. Data on the number of older workers was available for as many as 22 measures in Belgium and even though some of these were relatively small in scope, the percentages of older workers involved vary from 7.5% to 46.3%. This is shown in Table 18 below which provides information on a selection of these measures.

In the case of the New Departure measure from the Hainaut Objective 1 OP, 24.4% of the beneficiaries were classified as being older workers, but this measure had the explicit objective of keeping the skills of older workers up to date. The highest numbers of older workers (36,772) were seen in the Promotion of adult education throughout life measure from the Wallonie-Bruxelles Objective 3 OP and these represented 13.5% of all beneficiaries.

The highest proportion of older workers was reported from the Vlaanderen Obj. 3 OP, for the measure 'Stimulation policy of individual career management', where 46.3% of beneficiaries were older workers or 2496 in total. The measure was aimed at providing individualised career guidance services to people in the region, with an emphasis on actively engaging the individual in managing their own career paths.

A feature of the information available from Belgium is that relatively large proportions of older workers benefited from a wide range of measures, even if they were not specifically targeted at older workers. Of the 22 measures listed in Table 18, only 8 make specific reference to older workers as an intended target group. Even in these 8 measures, only 1 of these appears to target older workers exclusively (the New Departure measure in the Hainaut objective 1 OP). When one relates the proportion of older workers affected by these measures to the apparent strength of targeting of this group, there would appear to be relatively little relationship. For example, 24.4% of the beneficiaries of the New Departure programme were older workers, those whom this measure explicitly targets. In contrast, high rates of participation of older workers were seen in measures where no explicit mention of them as a target group was made, e.g. the improvement of qualifications measure from Rural Dinant-Philippeville.

Table 18: Overview of measures with significant numbers of older workers from Belgium (2000-2006)

OP	Measure title	Comment	Number of older workers	% of older workers
Hainaut obj. 1	5B: improving of adaptability of young and employed people	Older workers only a (minor) focus	20,871	12.7%
Hainaut obj. 1	5C: New departure	keeping up to date the skills of older workers	474	24.4%
Hainaut obj. 1	6A: training for poorly qualified	No specific mention of OW ³⁵	8,448	7.5%
Hainaut obj. 1	6B: labour market integration of disabled, isolated people and foreigners	no specific mention of OW	5,335	17.9%
Meuse - Vesdre	3B: Support for employment relevant sectors and technology transfer	no specific mention of OW	1,065	10.1%
Meuse - Vesdre	3C: Improving social and occupational integration of crisis areas	no specific mention of OW	1,517	21.4%
Rural Dinant-Philippeville	3B: improvement of qualifications	no specific mention of OW	512	23.3%
Rural Dinant-Philippeville	3C: Formation in New technologies and sensibilisation	no specific mention of OW	864	18.2%
Bruxelles-Capitale Obj. 3	Active search of work	various interventions to get (older) people back to work	3,715	12.5%
Bruxelles-Capitale Obj. 3	1B: Socio-professional guidance	no specific mention of OW	3,715	12.5%
Bruxelles-Capitale Obj. 3	1C: Socio-professional insertion	no specific mention of OW	4,362	12.5%
Bruxelles-Capitale Obj. 3	1A: Active search of work	various interventions to get (older) people back to work	3,014	15.4%
Bruxelles-Capitale Obj. 3	1E: Assistance to jobseekers esp. while installing as self-employed	training for entrepreneurship (including for OW)	116	15.4%
Vlaanderen Obj. 3	4B: Stimulation policy of the individual career management	no specific mention of OW	2,496	46.3%
Wallonie-Bruxelles Obj. 3	1C: Promotion of adult education throughout life	no specific mention of OW	36,772	13.5%
Wallonie-Bruxelles Obj. 3	1D: New Departure	special attention to OW	629	13.6%
Wallonie-Bruxelles Obj. 3	2A: professional reinsertion of the unemployed	no specific mention of OW	12,886	7.9%

The reasons for this apparent paradox can only be the subject of speculation, given the information available. In situations where high numbers of older workers participate and there is relatively little emphasis on them as a target group - for example, where there is a focus on groups who are highly disadvantaged on the labour market - it may be expected that higher numbers of older workers would be targeted. It might also be expected that relatively high numbers of older workers would take part in programmes to boost entrepreneurship skills amongst the unemployed for similar reasons. One reason for these participation rates in the measures may be the fact that ageing workers have become one of the political priorities in Belgium during the past 10 years. In the current programming period, one of the major objectives for the ESF programme in Belgium is to promote active ageing³⁶.

35. OW - Older Workers

36. http://ec.europa.eu/employment_social/esf/members/be_en.htm

Nevertheless, it is more difficult to speculate about situations where there is explicit targeting of older workers but relatively low proportions of them appear to benefit (contrast the New Departure measures in Hainaut and Wallonie-Bruxelles for example). This paradox deserves further investigation.

E. ACHIEVEMENTS ON OLDER WORKERS IN ESF 2007-2013

While negotiating the Operational Programmes for ESF 2007-2013, Member States and Managing Authorities had to indicate which themes they intended to address and how much ESF budget would be allocated to these priority themes. Table 19 below outlines the main categories of priority themes that are more likely to be of relevance to older workers. The selection of priority themes in the Table below is designed to illustrate the main areas of relevance - there can be many other themes of relevance.

Table 19: Priority themes of likely relevance to older workers in the current period	
No.	Priority Theme
	<i>Increasing the adaptability of workers and firms, enterprises and entrepreneurs</i>
62	Life-long learning, training to improve adaptability; promoting entrepreneurship
63	Innovative and more productive ways of organising work
64	Services in connection with restructuring, systems anticipating future requirements in terms of jobs and skills
	<i>Improving access to employment and sustainability</i>
67	Measures encouraging active ageing and prolonging working lives
68	Support for self-employment and business start-up
69	Improve access to employment and increase sustainable participation of women
	<i>Improving the social inclusion of less-favoured persons</i>
71	Pathways to integration and re-entry into employment for disadvantaged people
	<i>Improving human capital</i>
73	Measures to increase participation in education and training throughout the lifecycle

Under the 'Increasing the adaptability of workers and firms, enterprises and entrepreneurs' priority theme, three priorities are potentially of special relevance. These are concerned with developing life-long learning systems, improving work organisation and developing employment and training systems for companies undergoing restructuring. In each of these cases, a higher number older workers may be involved, either because of the nature of the activity or because they are likely to be a special target group within these programmes.

Under the 'Improving access to employment and sustainability' priority theme, a further three priorities are of potential relevance. These are concerned with activities to prolong working life, support for self employment (in the first programming period, this type of activity attracted relatively high numbers of older workers in Belgium, for example) and for women, measures to increase employment (this would help women returnees to the labour market).

Under 'Improving the social inclusion of less-favoured persons', the priority theme concerned with promoting the employment of disadvantaged people is potentially of relevance for older workers and older unemployed people.

Finally, 'Improving Human Capital' contains two priority themes that are of interest to older workers. These are concerned with designing education and training system to improve employability and with promoting inclusion in training throughout the lifecycle.

The ESF budget allocated to these Priority Themes amounts to just over €50 billion out of a total ESF budget allocation of €75 billion³⁹. This in turn is a percentage of 66% of the overall ESF budget being allocated to priority themes that are also relevant to older workers, though it remains to be seen how this budget translates into numbers of older workers involved in programme activities.

The Operational Programmes contain indications on the target groups that are eligible for funding in the various Priority Axes. Older people are one of the explicitly mentioned target groups. Moreover, it would also be expected that other explicitly mentioned target groups such as disabled people, women, inactive people, unemployed and disadvantaged people⁴⁰ and people with low skills levels would have a bias towards the over 50s.

Most Member States have at least some focus on older people. Certain Member States such as Italy and the UK target older people in all or most of their OPs (23 out of 24 OPs and 5 out of 6 Ops respectively), while others target older workers only in some OPs, such as Spain (8 out of 22 OPs). Cyprus does not appear to target older workers at all.

These findings from the OPs would appear to indicate that older workers have a higher priority in the current ESF programme than previously. However, it is still too early to say how this increased emphasis will impact in terms of numbers of people involved at the programme level, and it is not possible to analyse the types of priorities that may be most significant for older workers.

There are some data available from the current period that begins to shed light on this issue. As in the case of the programming period 2000-2006, there was data found on older participants within the priorities that targeted older workers, as well as in the priorities that did not include older workers in their target groups. What brings a different element to the analysis is that, as mentioned above, the Member States now have a responsibility to report on older participants in the current programming period, which allows a more complete insight into the interventions. Moreover, the mode of reporting is more consistent: none of the participant rates are reported at programme level but all data is at priority level.

The findings are presented in the three tables below. Table 20 outlines the numbers of older participants within the qualitatively selected priorities and Table 21 presents the numbers of older participants in priorities in which they were not targeted. Finally, the combined results are presented in table 22.

39. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2006:239:0248:0250:EN:PDF>

40. See Article 2 of the 2006 Regulation (EC) No 1081/2006 of the European Parliament and of the Council of 5 July 2006 on the European Social Fund and repealing Regulation (EC) No 1784/1999.

Table 20: Numbers of older workers and participants in priorities targeting older participants in the current period

	Older participants	Total participants	Percentage	PA, Older workers	All PA
AT	10,438	157,022	7%	6	10
BE	4,453	232,762	2%	7	26
BG	2,053	20,720	10%	2	12
CY	-	-	-	-	3
CZ	-	-	-	2	21
DE	5,083	144,970	4%	11	84
DK	10	214	5%	1	3
EE	1,312	10,821	12%	1	7
ES	15,240	211,989	7%	11	123
FI	2,594	23,574	11%	3	7
FR	27,718	1,069,363	3%	4	21
GR	7	4,568	0.2%	1	47
HU	-	-	-	-	14
IE	12,000	116,956	10%	1	3
IT	4,290	121,429	4%	12	146
LT	108	3,500	3%	1	6
LU	17	561	3%	2	4
LV	301	5,723	5%	1	6
MT	-	-	-	-	5
NL	2,599	10,643	24%	1	4
PL	4,833	184,169	3%	2	10
PT	-	509,531	-	-	17
RO	-	-	-	-	10
SE	1,149	8,420	14%	2	3
SI	292	2,947	10%	2	6
SK	-	-	-	-	10
UK	15,918	261,615	6%	7	25
Total	110,415	3,101,497	4%	80	633

Source: SFC 2007, situation in May 2010

In this Table, the numbers of older workers or participants who are beneficiaries of priorities that target older participants is presented. It should be noted, though, that these data are incomplete as some Member States have not fully reported on their activities. Most Member States have reported some numbers at this stage, though four have yet to do so. In all, 110,415 older participants have taken part in priorities that have included older participants as a target group. This represents just 4% of the total numbers of participants in 80 priorities.

The highest numbers have been reported by France where 27,718 older participants have benefited from these priorities, a 3% representation of all beneficiaries. However, the greatest percentages of older workers and participants were reported in the Netherlands, Sweden, Estonia and Finland, which may indicate a higher priority being placed in engaging older participants in the Nordic countries. In contrast, the numbers of older beneficiaries in countries such as Luxembourg and Greece are very low.

Table 21 below provides an overview of the number of older beneficiaries in the priority axes that do not explicitly target older workers. As with the data from Table 20, these data are incomplete and should be treated with caution. However, it is notable that 191,279 older beneficiaries have been reported in 16 Member states under 127 priority axes. The Member States with the highest numbers of older beneficiaries are Spain, Ireland and France.

Table 21: Older participants in priorities that do not target older workers				
	Older participants	All participants	Percentage	Number of priorities
AT	-	-	-	-
BE	2,035	103,064	2%	6
BG	5,119	104,820	5%	6
CY	-	-	-	-
CZ	-	-	-	-
DE	8,391	278,357	3%	23
DK	553	3,777	15%	1
EE	2,293	10,817	21%	4
ES	123,791	1,774,794	7%	48
FI	64	625	10%	2
FR	11,505	315,551	4%	2
GR	14	4,568	0.3%	1
HU	-	26,462	-	-
IE	12,470	133,503	9%	1
IT	2,629	686,939	0.4%	19
LT	-	-	-	-
LU	-	-	-	-
MT	-	-	-	-
NL	9,474	157,177	6%	2
PL	4,671	78,573	6%	4
PT	218	224,029	0.1%	3
RO	-	-	-	-
SE	-	-	-	-
SI	209	2,246	9%	1
SK	-	110	-	-
UK	7,943	161,140	5%	4
Total	191,379	4,066,552	5%	127

Source: SFC 2007, situation in May 2010

The 191,379 older beneficiaries reported so far represent 5% of all of the beneficiaries of these priorities, which is slightly higher than the 4% within priorities that directly target older workers (see Table 20). Allowing for the fact that the data are incomplete, it seems remarkable that there should be a lower rate of engagement by older workers or participants in priorities that directly target this group (37% of total reported older participants).

There are a number of possible explanations for this paradox that priorities that target older participants actually engage with relatively fewer older participants. Firstly, it should be noted that only a small amount of data is currently available and it may not prove to be a reliable guide for the full dataset. It may also be hypothesised that

older participants are more difficult to reach than the other target groups of these priorities because these priorities often have multiple target groups. It may also be that where there are multiple target groups, older participants are perceived to be less important than others. Whatever the explanation for this paradox, it seems clear that older workers have not yet benefited in large numbers under the current programme, even from priorities that directly target them.

Table 22: Older participants in all priority axes ESF 2007-2013

MS	Older participants in all PA	Total participants in all PA	Percentage	PA including OW	Total PA	Percentage of PA
AT	10,438	157,022	7%	6	10	60
BE	6,488	335,826	2%	13	26	50
BG	7,172	125,540	6%	8	12	67
CY	-	-	-	-	3	0
CZ	-	-	-	-	21	0
DE	13,474	423,327	3%	37	84	44
DK	563	3,991	14%	2	3	67
EE	3,605	21,638	17%	5	7	71
ES	139,031	1,986,783	7%	59	123	48
FI	2,658	24,199	11%	5	7	71
FR	39,223	1,384,914	3%	6	21	29
GR	21	9,136	0%	2	47	4
HU	0	26,462	0%	-	14	-
IE	24,470	250,459	10%	2	3	67
IT	6,919	808,368	1%	36	146	25
LT	108	3,500	3%	1	6	17
LU	17	561	3%	2	4	50
LV	301	5,723	5%	1	6	17
MT	-	-	-	0	5	-
NL	12,073	167,820	7%	3	4	75
PL	9,504	262,742	4%	6	10	60
PT	218	733,560	0%	3	17	18
RO	-	-	0	10	-	-
SE	1,149	8,420	14%	2	3	67
SI	501	5,193	10%	3	6	50
SK	-	110	-	0	10	-
UK	23,861	422,755	6%	-	25	44
Total	301,794	7,168,049	4%	213	633	34

Source: SFC 2007, situation in May 2010

Table 22 summarises the data in tables 20 and 21. In relative terms, Estonia, Denmark Sweden and Finland seem to have the highest share of older participants so far. Moreover, these Member States are significantly represented in terms of the percentages for priorities including older participants as beneficiaries. All in all, the percentage for older participants in the preliminary data is 4 % and the share of priorities also addressing them is almost 35 %.

Examples of Priorities Targeting Older Workers and Participants

In this section some examples of priorities and projects that directly target older workers are provided. These are organised according to the key concepts of this older workers study - activities that are directed towards people, or activities that are directed towards systems.

Systems oriented activities

An example from Sweden is concerned with addressing the issues of ageism, age and generational balance in the workplace. The Swedish population have an older age profile than in many other Member States and it is recognised that the average age of retirement will need to rise if Swedish society is to cope. Despite recent legislation on age discrimination, it has become clear that many employers are not engaging with the older worker issue, and this project⁴¹ from Western Sweden aims to discover the reasons why this may be the case. It also aims to promote a healthier balance of the age groups at work and better intergenerational interaction.

Estonia⁴¹ has reported a relatively high level of participation of older workers in the current programme, regardless of whether they are an explicit target group or not. An example of a system-oriented priority that does target older people is a priority called 'Active labour market measures for older people'. In order to increase participation of older workers in the labour market it is planned to extend the provision of labour market services, including raising the awareness of employers regarding the opportunities resulting from the flexible use of the older labour force. This priority is directly addressed to the services available to older workers - it takes a multi-stranded approach to developing employment services so that they are more attuned to the needs of older workers.

People oriented activities

Many Member States provide examples of priority axes that address the older working population in a people-oriented rather than a system-oriented way. In essence, this means providing services of varying types directly to the target group, rather than focusing on activities that address the system as a whole. For example, Austria⁴² has a number of such people-oriented priorities. Priority Axis 4 aims to support older people in the areas of initial education, higher education and adult education, while Priority Axis 2 includes measures targeted at older unemployed people including direct job creation and training offers.

Sweden provides some interesting examples of people oriented activities under the current programme. Through one programme, (Orientation course for students of 50+ with an immigrant or refugee background)⁴³, which is taking place in Upper Norrland, training is provided in a range of areas such as information about Swedish society, health and wellbeing, creating opportunities to enter the labour force and language skills. This project thus addresses a target group that is multiply disadvantaged, both with regard to the labour market and to society as a whole.

41. <http://www.esf.se/en/Projektbank/Behallare-for-projekt/Vastsverige/Aldersdiskriminering-aldersbalans-och-generationssamverkan/>

42. CCI 2007EE051PO001

43. CCI 2007AT051PO001, CCI 2007AT052PO001

Chapter 3 – Conclusions

Main Elements of Policy on Older Workers

The rising number of older workers in Europe is one of the major labour market trends over the past decade. During this time, the numbers and proportions of older workers have risen, and moreover they are projected to rise further over the coming decades. As a consequence, there has been a growing body of policy at European and national level with regard to how to deal with the phenomenon.

At its simplest, the combination of the rise in the number of older workers, increasing life expectancies and relatively young (though rising) effective retirement ages places strain on society in terms of the costs of pensions and the availability of a sufficiently large labour force. These trends have therefore produced a concerted policy response from the European Union, which is best known through the Barcelona and Stockholm targets, the aim of which is to encourage Member States to increase the average age of retirement of the labour force and to have higher levels of employment amongst older workers.

These overarching policies have been reflected in many aspects of policy making within the EU, not least in the context of the ESF. The role of the Employment Guidelines and the Commission Communication on Active Ageing as a backdrop is of importance here. Within the ESF context itself, there is no direct mention of older workers in the 1999 Regulation⁴⁴, though there are references to aims and lines of action that would have the effect of targeting older workers, for example, through lifelong learning, the prevention of unemployment and promoting equal opportunities for all.

The growing importance of older workers as a policy and practical issue is however reflected in the 2006 Regulation⁴⁵ in a number of areas. These include the need to provide access to training for older workers and to encourage active ageing and longer working lives.

Older Workers in ESF 2000 - 2006

There is a difficulty in interpreting the available data from this period on older workers. This is due to the lack of a reporting requirement on Member States concerning the numbers of older workers who benefited from ESF funding. Some Member States did report such data, but it is not known how consistent this reporting was. As a consequence, the numbers available on budget and numbers of beneficiaries underestimate the true impact of ESF on older workers and participants.

44. Article 2. Regulation (EC No 1784/1999 of the European Parliament and of the Council of 12 July 1999 on the European Social Fund

45. Regulation (EC) No 1081/2006 of the European Parliament and of the Council of 5 July 2006 on the European Social Fund and repealing Regulation (EC) No 1784/1999

In all, 303 measures were identified as being relevant for older workers or participants. The majority of these measures were directed at delivering services to people directly rather than aiming to transform services themselves. The most common type of measure targeted older active people and older unemployed people, with relatively few targeting older inactive people. A very small number of measures related to women returnees to the labour force. Only 40 out of 303 measures concentrated on improving systems or policies and these were evenly spread between measures aimed at employers, measures aimed at employment systems or other measures.

In relation to budget spend, an overall spend of €41.6 billion was made on measures that included older workers as a target group, €18.6 billion of which was provided by the ESF. The highest spending countries were Germany, France, the UK, Spain and Finland, while the lowest spend was seen in Cyprus, Malta, Estonia, Slovenia and Luxembourg.

An analysis of the proportion of spending on measures relevant to older workers provides an insight into the relative emphasis placed on older workers measures within the Member States. In Finland, for example, all measures are classified as being relevant to older workers. Denmark, Belgium, Luxembourg and France are well above the EU average of 39%, while Greece, Poland, Italy, Portugal and Estonia are all well below the average.

Further analysis of the amounts spent per measure revealed that the Member States differed in how they treated the older workers spending. Some Member States effectively mainstreamed their spending, i.e. including older workers as a target groups in all or most measures. Finland, Sweden and Slovenia are examples of this approach. Other Member States adopted a more targeted approach, with relatively large amounts of money being allocated to a small number of measures. France, the UK and Belgium were examples of this approach.

The data available on the numbers of older workers or participants benefiting from measures in the 2000-2006 is incomplete - only 13 Member States provided such data. However, it can be said with certainty that a total of 1.87m older participants benefited during this period out of a total 24.2m people from a total of 162 measures. These included both measures that targeted older workers as well as measures that did not put stress on older workers in the programme complements. Extrapolating from this data allows an estimate to be made of approximately 14 million older workers and participants having benefited from the ESF programme as a whole from 2000-2006.

Older Workers in the Current ESF Programming Period

Characterising the role of older workers programmes in the current period is relatively easier, as Member States now have an obligation to report on the numbers of older workers who benefit from ESF spending. However, the data that might allow a definitive description of the number of older workers affected are not yet complete.

Despite this caveat, it is clear that the issue of older workers has moved up the agenda at least in terms of the number of Priority Axes that older workers benefit from. In all, 213 Priorities have benefited at least 301,794 older workers or participants. If one takes a narrower definition of priorities that are of relevance to older workers, (i.e. priorities that specifically mention them as a target group) then the amounts are somewhat reduced. Using this definition, a total of €30 bn of ESF contribution has been committed for a total of 161 Priorities.

It is difficult to estimate the numbers of older beneficiaries of the current programme with any certainty, because the data are incomplete. The data that are available do not come from all Member States and therefore the figures that are available cannot reflect the entire number of beneficiaries. However, as data available for the programming period 2007-2013 shows, a significant number of older workers benefited from priorities that did not directly target them. All in all, the share of priorities relevant to older workers amounted to almost 35 %. On the other hand, examination of the reports available to date reveals that only 4% of all ESF beneficiaries are older workers and that there is no significant difference between the share of older workers in priorities that explicitly address the target group and those priority axes that report on older workers without mentioning them in the programming documents. It is not clear what reasons lie behind this apparent paradox, but it is a situation that deserves monitoring in the future.

Annexes

ANNEX 1: EXPENDITURE 2000-2006 AND BUDGET 2007-2013

1. Operational Programmes 2000-2006 expenditure claimed (in € million) per Member State				
MS	EU %	National public %	National private %	Total
AT	43.7%	48.7%	7.6%	1,326
BE	34.7%	55.3%	10.1%	2,422
CY	50.0%	50.0%	-	22
CZ	69.8%	30.2%	-	297
DE	46.5%	45.7%	7.8%	20,930
DK	41.5%	37.2%	21.3%	779
EE	69.3%	25.9%	4.9%	71
ES	60.4%	38.4%	1.2%	17,388
FI	31.4%	42.9%	25.6%	2,365
FR	43.4%	50.8%	5.8%	12,204
GR	78.6%	21.4%	-	4,783
HU	75.6%	24.4%	-	288
IE	53.9%	45.8%	0.3%	1,778
IT	52.7%	45.5%	1.8%	12,902
LT	74.6%	25.4%	-	166
LU	45.3%	52.8%	2.0%	47
LV	75.2%	24.8%	-	115
MT	75.0%	25.0%	-	9
NL	49.6%	21.6%	28.8%	2,458
PL	74.3%	25.7%	-	1,776
PT	62.2%	34.2%	3.6%	7,073
SE	31.3%	39.1%	29.6%	2,661
SI	75.0%	25.0%	-	60
SK	74.0%	25.2%	0.8%	241
UK	44.1%	51.5%	4.4%	13,285
EU 25	51.3%	42.8%	5.9%	105,446

2. Operational Programmes 2000-2006 co-funded expenditure claimed (in € million) per Objective				
Objectives	EU	National public	National private	Total
1	30,859	16,627	833	48,319
2	2,167	2,352	582	5,101
3	21,103	26,111	4,811	52,026
EU25	54,129	45,091	6,226	105,446

3. Operational Programmes 2007-2013 budget (in € million) per Member State

MS	EU %	National public %	National private %	Total
AT	44.3%	46.4%	9.3%	1,184
BE	46.3%	49.8%	4.0%	2,320
BG	85.0%	15.0%	-	1,395
CY	80.0%	20.0%	-	150
CZ	85.1%	14.9%	-	4,436
DE	59.9%	30.6%	9.6%	15,666
DK	50.0%	33.4%	16.6%	510
EE	84.8%	11.2%	4.1%	462
ES	70.5%	28.4%	1.1%	11,426
FI	43.5%	56.5%	-	1,420
FR	52.5%	35.9%	11.6%	10,275
GR	76.2%	23.8%	-	5,726
HU	85.0%	15.0%	-	4,270
IE	27.6%	72.2%	0.2%	1,360
IT	45.3%	54.7%	-	15,321
LT	85.0%	8.7%	6.3%	1,210
LU	50.0%	50.0%	-	50
LV	83.8%	13.0%	3.1%	657
MT	85.0%	15.0%	-	132
NL	48.7%	27.4%	23.9%	1,705
PL	85.0%	15.0%	-	11,420
PT	70.7%	29.3%	-	9,210
RO	85.0%	15.0%	-	4,335
SE	50.0%	50.0%	-	1,383
SI	85.0%	15.0%	-	889
SK	85.0%	15.0%	-	1,764
UK	52.0%	46.9%	1.1%	8,598
EU 27	64.8%	32.1%	3.2%	117,275

ANNEX 2: ESF VOCABULARY

The table below compares a number of documents and concepts across the two consecutive programming periods.

2000-2006 PROGRAMMING PERIOD	2007-2013 PROGRAMMING PERIOD
The Community Support Framework (CSF) is the basic programming document agreed between the European Commission and the Member States, setting out plans for Structural Fund support for objective 1 regions. It identifies the problems, the strategy and the priorities for action and where money should best be channelled. It must be supplemented by more detailed Operational Programmes. CSF's are not compulsory for the objectives 2 and 3.	The National Strategic Reference Framework (NSRF) is not a management instrument as the CSF were in the preceding period. However, it defines policy priorities whilst suggesting the key elements of implementation such as the list of operational programmes and an indicative annual allocation from each Fund for each Operational Programme. It is applied to the convergence and regional competitiveness and employment objectives. It is optional for the territorial cooperation objective.
The Operational Programmes (OPs) detail how and where funds will be spent, what the expected impact is and how the programmes will be monitored and evaluated. OPs may exist at a national or regional level.	
An OP can cover only one of the three Objectives. An OP can be financed by more than one Fund.	An OP can cover more than one objective but can be financed by only one Fund.
Priorities are a set of aims within a operational programme that have to be tackled through the implementation of specific Measures.	In the new programming period priorities are formally called Priority Axes . Resource allocation (community and national co-financing) is done at the level of the priority axes.
Measures are the means by which a Priority is implemented over several years and which enable operations to be financed. Measures are listed in the Operational Programmes, fully described in the Programme Complements and reported on in the Annual Implementation Reports. Resource allocation (community and national co-financing) is done at the level of the measure.	There are no measures in the 2007-2013 Programming Period. Instead of this, the description of the priority axes contains an indicative list of actions.
Programme Complements (PC) provide further details on the implementation of the operational programmes such as the indicators that are used. Programme complements may be formulated as needed throughout the implementation of the OP.	There are no Programme Complements for the 2007-2013 Operational Programmes. Information that was contained in the PC such as about the indicators is now to be found in the OP itself.
The Policy Fields refer to the five broad types of activities that can be financed with ESF. Most OPs are structured along these policy fields, one priority corresponding to one policy field.	The types of activities that can be financed with ESF are called priorities .

2000-2006 PROGRAMMING PERIOD	2007-2013 PROGRAMMING PERIOD
<p>Annual Implementation Reports (AIR) are prepared every year by the national or regional managing authorities and describe the progress on the implementation of the priorities and the financial implementation of the assistance. AIRs also report on the main socio-economic trends or on changes in national, regional or sectoral policies that are relevant to the implementation of the assistance.</p>	
<p>Indicators are used to “indicate” the outcomes of the ESF interventions. The types of indicators that are relevant to this study can be quite diverse in nature: (i) output indicators relate to the immediate consequences of an activity and are measured in physical or monetary units, e.g. number of people trained, number of firms financially supported. (ii) result indicators relate to the direct and immediate effects on direct beneficiaries brought by a programme. Result indicators can be of a physical (e.g. number of successful trainees) or financial nature (e.g. leverage of private sector resources); (iii) impact indicators refer to the consequences of the programme beyond the immediate effects on its direct beneficiaries.</p>	

ANNEX 3: LIST OF ESF 2000-2006 MEASURES USED FOR THE STUDY

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AND MEASURE
AT	1	1999AT161DO001	Burgenland	5.1
AT	1	1999AT161DO001	Burgenland	5.4
AT	2	2000AT162DO001	Kärnten	3.1
AT	2	2000AT162DO006	Steiermark	4.1
AT	3	1999AT053DO001	Austria Obj. 3	1.11
AT	3	1999AT053DO001	Austria Obj. 3	1.12
AT	3	1999AT053DO001	Austria Obj. 3	1.13
AT	3	1999AT053DO001	Austria Obj. 3	2.22
AT	3	1999AT053DO001	Austria Obj. 3	4.41
AT	3	1999AT053DO001	Austria Obj. 3	4.42
BE	1	1999BE161DO001	Hainaut obj. 1	5.2
BE	1	1999BE161DO001	Hainaut obj. 1	5.3
BE	1	1999BE161DO001	Hainaut obj. 1	6.1
BE	1	1999BE161DO001	Hainaut obj. 1	6.2
BE	2	2000BE162DO004	Kustgebied-Westhoek	4.1
BE	2	2000BE162DO008	Meuse - Vesdre	3.2
BE	2	2000BE162DO008	Meuse - Vesdre	3.3
BE	2	2000BE162DO009	Rural Dinant-Philippeville	3.1
BE	2	2000BE162DO009	Rural Dinant-Philippeville	3.2
BE	2	2000BE162DO009	Rural Dinant-Philippeville	3.3
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	1.1
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	1.12
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	1.13
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	1.14
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	1.15

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AND MEASURE
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	1.16
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	2.213
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	2.215
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	2.221
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	2.222
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	2.223
BE	3	1999BE053DO001	Bruxelles-Capitale Obj. 3	2.225
BE	3	1999BE053DO002	Belgium Federal Ministry of Employment Obj. 3	3.1
BE	3	1999BE053DO002	Belgium Federal Ministry of Employment Obj. 3	3.2
BE	3	1999BE053DO003	Vlaanderen Obj. 3	1.2
BE	3	1999BE053DO003	Vlaanderen Obj. 3	2.2
BE	3	1999BE053DO003	Vlaanderen Obj. 3	3.1
BE	3	1999BE053DO003	Vlaanderen Obj. 3	4.2
BE	3	1999BE053DO004	Wallonie-Bruxelles Obj. 3	1.13
BE	3	1999BE053DO004	Wallonie-Bruxelles Obj. 3	1.14
BE	3	1999BE053DO004	Wallonie-Bruxelles Obj. 3	2.21
BE	3	1999BE053DO005	German-speaking Community of Belgium	1.11
BE	3	1999BE053DO005	German-speaking Community of Belgium	2.21
BE	3	1999BE053DO005	German-speaking Community of Belgium	3.31
CY	3	2004CY053DO001	Cyprus Obj 3	1.1
CZ	1	2003CZ051PO001	Czech Republic HRD Obj. 1	1.1
CZ	1	2003CZ051PO001	Czech Republic HRD Obj. 1	2.1
CZ	1	2003CZ051PO001	Czech Republic HRD Obj. 1	4.1
CZ	3	2003CZ053DO001	Prague Region Obj. 3	1.1
CZ	3	2003CZ053DO001	Prague Region Obj. 3	2.1
CZ	3	2003CZ053DO001	Prague Region Obj. 3	3.2
CZ	3	2003CZ053DO001	Prague Region Obj. 3	4.1
DE	1	1999DE161PO001	Berlin	4.13
DE	1	1999DE161PO002	Thüringen	4.12
DE	1	1999DE161PO002	Thüringen	4.13
DE	1	1999DE161PO002	Thüringen	4.21
DE	1	1999DE161PO002	Thüringen	4.22
DE	1	1999DE161PO002	Thüringen	4.42
DE	1	1999DE161PO004	Mecklenburg - Vorpommern	4.12
DE	1	1999DE161PO004	Mecklenburg - Vorpommern	4.13
DE	1	1999DE161PO004	Mecklenburg - Vorpommern	4.21
DE	1	1999DE161PO004	Mecklenburg - Vorpommern	4.22
DE	1	1999DE161PO004	Mecklenburg - Vorpommern	4.31
DE	1	1999DE161PO004	Mecklenburg - Vorpommern	4.61
DE	1	1999DE161PO005	Land Brandenburg	4.3
DE	1	1999DE161PO005	Land Brandenburg	4.4
DE	1	1999DE161PO005	Land Brandenburg	4.5
DE	1	1999DE161PO005	Land Brandenburg	4.6
DE	1	1999DE161PO005	Land Brandenburg	4.9
DE	1	1999DE161PO006	Sachsen	4.10

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AND MEASURE
DE	1	1999DE161PO006	Sachsen	4.2
DE	1	1999DE161PO006	Sachsen	4.3
DE	1	1999DE161PO006	Sachsen	4.4
DE	1	1999DE161PO006	Sachsen	4.5
DE	1	1999DE161PO006	Sachsen	4.9
DE	1	2000DE051PO007	Germany Obj. 1	1.2
DE	1	2000DE051PO007	Germany Obj. 1	2.4
DE	1	2000DE051PO007	Germany Obj. 1	2.5
DE	1	2000DE051PO007	Germany Obj. 1	4.7
DE	1	2000DE051PO007	Germany Obj. 1	5.1
DE	1	2000DE051PO007	Germany Obj. 1	6.11
DE	2	2000DE162DO004	Nordrhein-Westfalen	1.5
DE	2	2000DE162DO004	Nordrhein-Westfalen	2.1
DE	2	2000DE162DO004	Nordrhein-Westfalen	3.5
DE	2	2000DE162DO004	Nordrhein-Westfalen	4.22
DE	3	1999DE053DO001	Germany SPD Obj.3	10.2
DE	3	1999DE053DO001	Germany SPD Obj.3	10.3
DE	3	1999DE053DO001	Germany SPD Obj.3	20.4
DE	3	1999DE053DO001	Germany SPD Obj.3	20.5
DE	3	1999DE053DO001	Germany SPD Obj.3	40.7
DE	3	1999DE053DO001	Germany SPD Obj.3	50.1
DK	3	1999DK053DO001	Denmark Obj. 3	1.1
DK	3	1999DK053DO001	Denmark Obj. 3	2.1
DK	3	1999DK053DO001	Denmark Obj. 3	3.1
DK	3	1999DK053DO001	Denmark Obj. 3	3.2
DK	3	1999DK053DO001	Denmark Obj. 3	3.3
DK	3	1999DK053DO001	Denmark Obj. 3	4.1
EE	1	2003EE161DO001	Estonia	1.3
ES	1	2000ES051PO015	Spain Entrepreneurship and Lifelong Training Obj. 1	43.2
ES	1	2000ES161PO002	Cantabria	1.8
ES	1	2000ES161PO002	Cantabria	42.6
ES	1	2000ES161PO002	Cantabria	43.2
ES	1	2000ES161PO002	Cantabria	43.3
ES	1	2000ES161PO002	Cantabria	43.4
ES	1	2000ES161PO003	Andalucia	1.8
ES	1	2000ES161PO003	Andalucia	43.3
ES	1	2000ES161PO004	Asturias	43.2
ES	1	2000ES161PO004	Asturias	43.3
ES	1	2000ES161PO007	Castilla Y León	43.4
ES	1	2000ES161PO008	Ceuta	1.8
ES	1	2000ES161PO009	Comunidad Valenciana	43.4
ES	1	2000ES161PO010	Extremadura	41.13
ES	1	2000ES161PO010	Extremadura	41.14
ES	1	2000ES161PO010	Extremadura	43.2
ES	1	2000ES161PO013	Murcia	1.8

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AND MEASURE
ES	2	2000ES162DO004	Cataluña	1.8
ES	3	2000ES053PO303	Cataluña Obj. 3	3.1
ES	3	2000ES053PO304	Comunidad De Madrid Obj. 3	1.1
ES	3	2000ES053PO304	Comunidad De Madrid Obj. 3	1.2
ES	3	2000ES053PO304	Comunidad De Madrid Obj. 3	1.3
ES	3	2000ES053PO304	Comunidad De Madrid Obj. 3	3.1
ES	3	2000ES053PO306	Pais Vasco Obj. 3	1.1
ES	3	2000ES053PO306	Pais Vasco Obj. 3	1.2
ES	3	2000ES053PO306	Pais Vasco Obj. 3	3.1
ES	3	2000ES053PO306	Pais Vasco Obj. 3	3.2
ES	3	2000ES053PO306	Pais Vasco Obj. 3	3.3
ES	3	2000ES053PO307	La Rioja Obj. 3	1.2
ES	3	2000ES053PO307	La Rioja Obj. 3	3.1
ES	3	2000ES053PO307	La Rioja Obj. 3	3.2
ES	3	2000ES053PO311	Spain Entrepreneurship And Lifelong Training Obj. 3	3.1
ES	3	2000ES053PO312	Spain Fight Against Discrimination Obj. 3	7.4
ES	3	2000ES053PO313	Spain Employment Promotion Obj. 3	1.2
FI	1	1999FI161DO001	Pohjois-Suomen (North Finland)	1.3
FI	1	1999FI161DO001	Pohjois-Suomen (North Finland)	2.6
FI	1	1999FI161DO001	Pohjois-Suomen (North Finland)	3.2
FI	1	1999FI161DO001	Pohjois-Suomen (North Finland)	3.3
FI	1	1999FI161DO001	Pohjois-Suomen (North Finland)	3.4
FI	1	1999FI161DO002	Itä-Suomen (East Finland)	2.1
FI	1	1999FI161DO002	Itä-Suomen (East Finland)	2.2
FI	1	1999FI161DO002	Itä-Suomen (East Finland)	2.3
FI	1	1999FI161DO002	Itä-Suomen (East Finland)	2.4
FI	2	1999FI162DO001	Etelä-Suomen (South Finland)	1.4
FI	2	1999FI162DO001	Etelä-Suomen (South Finland)	2.2
FI	2	1999FI162DO001	Etelä-Suomen (South Finland)	3.3
FI	2	1999FI162DO001	Etelä-Suomen (South Finland)	3.5
FI	2	1999FI162DO002	Länsi-Suomen (West Finland)	1.3
FI	2	1999FI162DO002	Länsi-Suomen (West Finland)	2.2
FI	2	1999FI162DO002	Länsi-Suomen (West Finland)	3.4
FI	3	1999FI053DO001	Finland SPD Obj. 3	1.11
FI	3	1999FI053DO001	Finland SPD Obj. 3	1.12
FI	3	1999FI053DO001	Finland SPD Obj. 3	2.21
FI	3	1999FI053DO001	Finland SPD Obj. 3	2.22
FI	3	1999FI053DO001	Finland SPD Obj. 3	2.23
FI	3	1999FI053DO001	Finland SPD Obj. 3	3.31
FI	3	1999FI053DO001	Finland SPD Obj. 3	3.32
FI	3	1999FI053DO001	Finland SPD Obj. 3	4.41
FI	3	1999FI053DO001	Finland SPD Obj. 3	4.42
FI	3	1999FI053DO001	Finland SPD Obj. 3	4.43
FI	3	1999FI053DO002	Åland Obj. 3	1.1
FI	3	1999FI053DO002	Åland Obj. 3	1.2

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AND MEASURE
FI	3	1999FI053DO002	Åland Obj. 3	1.3
FR	2	2000FR162DO003	Lorraine	1.23
FR	2	2000FR162DO008	Haute-Normandie	1.6
FR	2	2000FR162DO011	Provence-Alpes-Côte d'Azur	2.4
FR	2	2000FR162DO019	Picardie	2.1
FR	3	1999FR053DO001	France SPD Obj. 3	1.1
FR	3	1999FR053DO001	France SPD Obj. 3	2.2
FR	3	1999FR053DO001	France SPD Obj. 3	2.3
FR	3	1999FR053DO001	France SPD Obj. 3	3.5
FR	3	1999FR053DO001	France SPD Obj. 3	4.6
FR	3	1999FR053DO001	France SPD Obj. 3	4.7
GB	1	1999GB161DO001	Cornwall and the Isles of Scilly	3.8
GB	1	1999GB161DO003	South Yorkshire	3.16
GB	1	1999GB161DO004	West Wales and the Valleys	4.2
GB	1	1999GB161DO005	Highlands & Islands	3.1
GB	3	1999GB053PO001	East Wales Obj.3	1.1
GB	3	1999GB053PO001	East Wales Obj.3	2.1
GB	3	1999GB053PO001	East Wales Obj.3	2.2
GB	3	1999GB053PO001	East Wales Obj.3	2.3
GB	3	1999GB053PO001	East Wales Obj.3	2.4
GB	3	1999GB053PO002	Scotland Obj. 3	2.1
GB	3	1999GB053PO002	Scotland Obj. 3	2.2
GB	3	1999GB053PO002	Scotland Obj. 3	2.3
GB	3	1999GB053PO003	England Obj. 3	1.11
GB	3	1999GB053PO003	England Obj. 3	1.12
GB	3	1999GB053PO003	England Obj. 3	2.21
GB	3	1999GB053PO003	England Obj. 3	2.22
GB	3	1999GB053PO003	England Obj. 3	3.31
GB	3	1999GB053PO003	England Obj. 3	3.32
GR	1	2000GR051PO001	Greece Employment promotion and vocational training	2.1
GR	1	2000GR051PO001	Greece Employment promotion and vocational training	2.2
GR	1	2000GR051PO001	Greece Employment promotion and vocational training	2.3
GR	1	2000GR161PO009	North Aegean	2.5
GR	1	2000GR161PO009	North Aegean	4.12
GR	1	2000GR161PO023	Greece Information society	3.4
HU	1	2003HU051PO001	Hungary HRD	1.1
HU	1	2003HU051PO001	Hungary HRD	2.3
HU	1	2003HU051PO001	Hungary HRD	3.5
IE	1	2000IE051PO001	Employment & HR Development in Ireland Obj. 1	2
IE	1	2000IE051PO001	Employment & HR Development in Ireland Obj. 1	13
IE	1	2000IE051PO001	Employment & HR Development in Ireland Obj. 1	19
IE	1	2000IE051PO001	Employment & HR Development in Ireland Obj. 1	22
IT	1	1999IT161PO006	Calabria	3.13
IT	1	1999IT161PO006	Calabria	3.2
IT	1	1999IT161PO006	Calabria	3.8

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AND MEASURE
IT	1	1999IT161PO006	Calabria	3.9
IT	1	1999IT161PO007	Campania	3.8
IT	1	1999IT161PO008	Molise	3.2
IT	1	1999IT161PO008	Molise	3.7
IT	1	1999IT161PO011	Sicilia	3.8
IT	1	1999IT161PO012	Basilicata	3.4
IT	3	1999IT053PO002	Marche Obj. 3	4.41
IT	3	1999IT053PO002	Marche Obj. 3	4.42
IT	3	1999IT053PO002	Marche Obj. 3	4.43
IT	3	1999IT053PO003	Piemonte Obj. 3	2.21
IT	3	1999IT053PO003	Piemonte Obj. 3	3.34
IT	3	1999IT053PO003	Piemonte Obj. 3	4.41
IT	3	1999IT053PO003	Piemonte Obj. 3	4.42
IT	3	1999IT053PO003	Piemonte Obj. 3	5.51
IT	3	1999IT053PO004	Emilia Romagna Obj. 3	2.21
IT	3	1999IT053PO004	Emilia Romagna Obj. 3	3.34
IT	3	1999IT053PO004	Emilia Romagna Obj. 3	4.41
IT	3	1999IT053PO004	Emilia Romagna Obj. 3	4.42
IT	3	1999IT053PO004	Emilia Romagna Obj. 3	4.43
IT	3	1999IT053PO004	Emilia Romagna Obj. 3	5.51
IT	3	1999IT053PO005	Toscana Obj. 3	2.21
IT	3	1999IT053PO005	Toscana Obj. 3	3.34
IT	3	1999IT053PO005	Toscana Obj. 3	4.41
IT	3	1999IT053PO005	Toscana Obj. 3	4.42
IT	3	1999IT053PO005	Toscana Obj. 3	4.43
IT	3	1999IT053PO006	Bolzano Obj. 3	2.21
IT	3	1999IT053PO006	Bolzano Obj. 3	4.41
IT	3	1999IT053PO007	Italy Ministry of Employment Obj. 3	1.11
IT	3	1999IT053PO007	Italy Ministry of Employment Obj. 3	4.41
IT	3	1999IT053PO008	Trento Obj. 3	3.34
IT	3	1999IT053PO008	Trento Obj. 3	4.41
IT	3	1999IT053PO009	Valle d'Aosta Obj. 3	4.41
IT	3	1999IT053PO009	Valle d'Aosta Obj. 3	4.42
IT	3	1999IT053PO009	Valle d'Aosta Obj. 3	4.43
IT	3	1999IT053PO009	Valle d'Aosta Obj. 3	5.51
IT	3	1999IT053PO010	Lombardia Obj. 3	2.21
IT	3	1999IT053PO010	Lombardia Obj. 3	3.34
IT	3	1999IT053PO011	Umbria Obj. 3	3.34
IT	3	1999IT053PO011	Umbria Obj. 3	4.41
IT	3	1999IT053PO011	Umbria Obj. 3	4.42
IT	3	1999IT053PO012	Abruzzo Obj. 3	1.12
IT	3	1999IT053PO012	Abruzzo Obj. 3	3.34
IT	3	1999IT053PO013	Liguria - Obj. 3	4.41
IT	3	1999IT053PO014	Veneto Obj. 3	1.12
IT	3	1999IT053PO014	Veneto Obj. 3	5.51

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AND MEASURE
IT	3	1999IT053PO015	Friuli Venezia Giulia	3.34
IT	3	1999IT053PO016	Lazio Obj. 3	3.34
IT	3	1999IT053PO016	Lazio Obj. 3	4.41
IT	3	1999IT053PO016	Lazio Obj. 3	4.42
LT	1	2003LT161DO001	Lithuania	2.1
LT	1	2003LT161DO001	Lithuania	2.3
LU	3	1999LU053DO001	Luxembourg	1.11
LU	3	1999LU053DO001	Luxembourg	1.12
LU	3	1999LU053DO001	Luxembourg	1.13
LU	3	1999LU053DO001	Luxembourg	1.14
LU	3	1999LU053DO001	Luxembourg	1.15
LU	3	1999LU053DO001	Luxembourg	2.24
LU	3	1999LU053DO001	Luxembourg	3.32
LU	3	1999LU053DO001	Luxembourg	3.33
LU	3	1999LU053DO001	Luxembourg	3.34
LU	3	1999LU053DO001	Luxembourg	3.35
LU	3	1999LU053DO001	Luxembourg	3.36
LU	3	1999LU053DO001	Luxembourg	4.41
LU	3	1999LU053DO001	Luxembourg	4.43
LU	3	1999LU053DO001	Luxembourg	4.44
LU	3	1999LU053DO001	Luxembourg	4.45
LV	1	2003LV161DO001	Latvia	3.1
LV	1	2003LV161DO001	Latvia	3.3
MT	1	2003MT161DO001	Malta	2.1
NL	1	1999NL161DO001	Flevoland	1.5
NL	1	1999NL161DO001	Flevoland	3.2
NL	1	1999NL161DO001	Flevoland	4.1
NL	1	1999NL161DO001	Flevoland	4.3
NL	3	1999NL053DO001	Netherlands Active Labourmarket Policy and Lifelong learning	1.1
NL	3	1999NL053DO001	Netherlands Active Labourmarket Policy and Lifelong learning	2.2
PL	1	2003PL051PO001	Poland Human Resources Development	1.1
PL	1	2003PL051PO001	Poland Human Resources Development	1.6
PT	1	1999PT051PO002	Portugal Employment, Training and Social Development	2.1
PT	1	1999PT051PO002	Portugal Employment, Training and Social Development	5.1
PT	1	1999PT051PO002	Portugal Employment, Training and Social Development	5.4
PT	1	1999PT051PO002	Portugal Employment, Training and Social Development	7.3
PT	1	1999PT161PO012	Algarve	3.3
PT	1	1999PT161PO014	Centro	2.8
PT	1	1999PT161PO014	Centro	3.3
PT	1	1999PT161PO016	Madeira	1.5
SE	1	1999SE161DO001	Norra Norrland	3.1
SE	1	1999SE161DO001	Norra Norrland	3.2
SE	1	1999SE161DO001	Norra Norrland	3.3

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AND MEASURE
SE	1	1999SE161DO001	Norra Norrland	3.5
SE	1	1999SE161DO002	Södra Skogslänenregionen	2.2
SE	3	1999SE053DO001	Sweden Obj. 3	2.21
SE	3	1999SE053DO001	Sweden Obj. 3	2.22
SE	3	1999SE053DO001	Sweden Obj. 3	3.32
SI	1	2003SI161DO001	Slovenia SPD	2.1
SI	1	2003SI161DO001	Slovenia SPD	2.4
SK	1	2003SK051PO001	Slovakia HR Development	1.12
SK	1	2003SK051PO001	Slovakia HR Development	1.3
SK	3	2003SK053DO001	Bratislava Region SDP Obj. 3	1.11

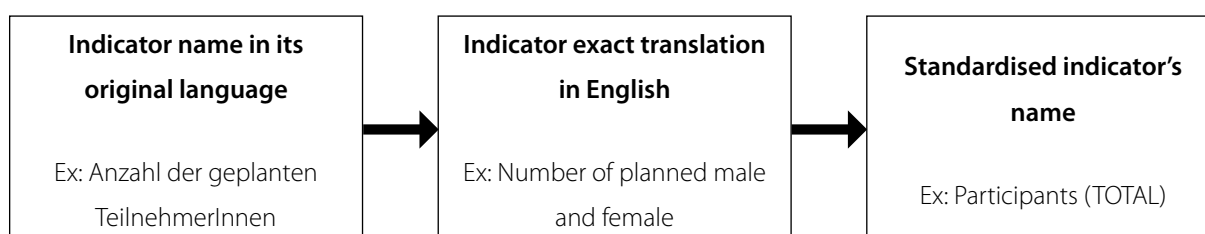
ANNEX 4: STANDARDISED INDICATOR NAMES USED FOR ANALYSIS

The indicators used in the report have been collected from the official ESF Operational Programme reports (Annual Implementation Reports and Evaluations). Each Member State defined a set of physical indicators “to be able to monitor a programme’s implementation and judge its performance against the objectives set”⁴⁶. In each Operational Programme (and more specifically in the Programme Complements) a set of indicators have been defined and target levels that corresponded to the objectives of the programme have been assigned.

There are three levels of indicators that were used for the analysis: output, result and impact indicators⁴⁷.

In order to analyse all indicators from different Operational Programmes, a procedure was introduced to standardize the indicators’ names.

This procedure consisted of inserting the indicator name in the database in its original language, then translate it into English and allocate it a name mentioned in the list below.



46. European Commission Directorate-General XVI Regional Policy and Cohesion: coordination and evaluation of operations The New Programming period 2000-2006: methodological working papers WORKING PAPER 3. Indicators for Monitoring and Evaluation: An indicative methodology. (Brussels: 2000) <http://ec.europa.eu/regional_policy/sources/docoffic/working/doc/indic_en.pdf>

47. For a description of the differences between types of indicators see Annex 2 - ESF Vocabulary.

List of standardised output, result and impact indicator names:

OUTPUT INDICATORS⁴⁸

Name of the standardised indicator	Definition	Further specifications
Participants (TOTAL)	Total participants of a measure or a priority starting the activities.	<p>Characteristics of participants can be defined according to:</p> <ul style="list-style-type: none"> - Gender: male, female, both - Age: <25, 25-50, >50 - Status in the labour market: employed, self-employed (entrepreneurs), unemployed, short-term unemployed (less than 12 months), long-term unemployed (more than 12 months), inactive (all people between 16 and 64 years old who are not classified as employed or unemployed, inactive in training (mainly students), workers with special status - Educational level: primary or lower secondary, upper secondary, post-secondary non-tertiary, tertiary, post-tertiary, other non-academic, vocational education, lower than primary level - Vulnerable groups: minorities, migrants, disabled, other disadvantaged groups, EU citizens, third-country nationals, disabled+migrants - Status: researcher, student, household, apprentice, teacher, trainer, manager, social worker, health worker, civil servant, farmer
Participants	Participants ⁴⁹ starting the activities in a measure or a sub-measure (activity or action)	
Participants (completing)	Participants completing the activities in a measure or in a sub-measure (activity or action)	
Participants (interrupting)	Participants interrupting the activities in a measure or in a sub-measure (activity or action)	
Participants (continuing the same activities)	Participants continuing the same activities even after the end of the implementation year	

48. Please note that some standardised indicators can be used at different levels, according to the context of the intervention.

49. Participants without specification are considered to be beneficiaries starting.

Name of the standardised indicator	Definition	Further specifications
Organisations (TOTAL)	Total of organisations participating in a measure	Characteristics of organisations are: microenterprises, SMEs, firms (size not specified), large enterprises, organisations not specified, public employment services (PES), schools or education institutions (referring to the individual schools/educational institutes or training organisations participating in a measure/being supported), non-profit organisations (community, voluntary, charity, NGOs)
Organisations	Organisations include all kinds of organisations supported or involved in ESF activities	(size not specified), Large enterprises, Organisations not specified, Public Employment Services (PES), Schools or education institutions (referring to the individual schools/educational institutes or training organisations participating in a measure/being supported), non-profit organisations (community, voluntary, charity, NGOs)
Systems + Structures	Systems or structures supported by ESF	Systems and structures can be: educational (for measures addressing the creation or improvement of school or educational systems or parts of educational systems / structures in a specific area/region, i.e. the creation of new departments in universities, lifelong education centres etc), human resource management, other
Initiatives implemented	Activities or initiatives implemented under a measure	
Partnerships	Partnerships or networks supported	
Courses	Training courses (Programmes) realised under a measure	
Curricula designed	New education or training courses developed (list of topics + objectives, teaching methods and contents)	
Services delivered	New services designed under ESF delivered to participants	
Research and analysis	Studies, research realised	

Name of the standardised indicator	Definition	Further specifications
Jobs created ⁵⁰	Workplaces created	
Jobs supported	Workplaces supported	
Jobs safeguarded	Workplaces safeguarded	
Qualifications achieved ⁵¹	Number of qualifications (certifications) obtained by participants after the end of training activities	
Projects funded (TOTAL)	Total projects funded under a measure or priority	
Projects funded	ESF projects funded (started)	
Projects completed (TOTAL)	Total projects completed within a measure or priority	
Projects completed	ESF projects completed	
Start-ups supported	New start-ups supported	
Firms created	New firms created	
Events organised	Events, conferences or meetings organised	
Products new	New products developed under a measure	
Scholarships	Number of scholarships funded under an ESF measure or priority	
Places created	Number of units created (for students at universities, or for little children at day-care, etc.)	
Days	Number of days the activity concerned was implemented	
Hours	Number of hours during which the activity (training, counselling, etc) was implemented	
Years	Years of duration of activities or projects	
Months	Months of duration of activities or projects	
Apprenticeship places created	New apprenticeship places created	

50. If those jobs refer to people placed into employment they could be used as result indicator and added to "Participants integrated into the labour market". The indicator "Jobs created" is in fact used as Output or Result depending on the context.

51. Although in most of OPs it is listed as Output, "Qualifications achieved" can also be used as result indicator and analysed together with "Participants gaining a qualification".

Name of the standardised indicator	Definition	Further specifications
Apprenticeship places supported	Number of apprenticeship places receiving ESF support	
Incentives	Economic individual incentives (for training or business creation, self employment, etc.)	
Equipment	New equipment items purchased (e.g. PC stations, etc.)	
Participants * Days	Number of participants multiplied by number of days of activity	
Participants * Hours	Number of participants multiplied by number of hours spent on the activity	
Indirect Beneficiaries	For example: a measure is directed at students, but teachers are trained in order to teach the students. Teachers are therefore indirect beneficiaries	
Electronic tools	Electronic / virtual tools developed (portals, branch points, software etc)	
Internships places created	Number of placements created	
Vacancies notified to PES	Vacancies about which the PES is informed, which is an indicator of measuring success of contacts with employers	
Action plans	Individual action plans or employment plans for jobseekers produced	

RESULT INDICATORS

Name of the standardised indicator	Definition	Further specifications
Positive outcomes on leaving	This label is used for all results indicators for a measure, so all positive outcomes of the measure after the end of the activities	
Participants starting a training	After having benefited from counselling services or guidance activities	
Participants integrated into the labour market	People integrated into the labour market after the end of the activities	People integrated into the LM are classified according to the time elapsed between completing the activity and integrating on the LM: 0-3 months, 3-6 months, 6-12 months, more than 12 months
Participants gaining a qualification	Participants gaining a qualification after the end of training activities	
Participants following insertion paths	Participants following insertion paths in the labour market after the end of activities	
Start-ups existing after 1 year	Number of start-ups that continue to exist 1 year after their creation	

IMPACT INDICATORS

Name of the standardised indicator	Definition
Activity rate	General activity rate of a Member State / region / sector
Unemployment rate	General unemployment rate of a Member State / region / sector
Start-ups existing after 2 years	Number of start-ups that continue to exist 2 years after their creation
Unemployment rate of young people on the total unemployment rate	The relation of youth unemployment (persons aged 15-24 years) to the total unemployment rate (M/F)
Long-term unemployed on the total unemployed	The relation of long-term unemployed persons (12-24 months) to the total number of unemployed persons
Participants that consider an advantage participating in the measure	Percentage of persons who consider that their participation in the measure was advantageous for them
Employment rate	General employment rate of a Member State / region / sector
Student access to Internet index	The indicator measuring the students access to the Internet
productivity growth	The indicator measuring student access to the Internet
Participation in lifelong learning (% of 25-64 years age)	Share of the population between 25-64 years old which participates in lifelong learning activities
Participants starting tertiary education	Share of persons who continue studies at the college among total of high school pupils -recipients of the scholarship in the last grade

ANNEX 5: LIST OF ESF 2007-2013 PRIORITY AXES USED FOR THE STUDY

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AXIS
AT	1	2007AT051PO001	Burgenland	P1/P2/
AT	2	2007AT052PO001	Austria Employment	P1/P2/P3/P4
BE	1	2007BE051PO001	Hainaut	P2
BE	2	2007BE052PO001	German-speaking community of Belgium	P1/P3
BE	2	2007BE052PO002	Wallonie-Bruxelles	P2
BE	2	2007BE052PO003	Belgium Federal State	P1/P2
BE	2	2007BE052PO005	Vlaanderen	P1/P2
BG	1	2007BG051PO001	Bulgaria Human Resources Development	P1/P2/P5/P6
CZ	2	2007CZ052PO001	Praha Adaptability	P 17.2
CZ	1	2007CZ05UPO002	Czech Republic Education for Competitiveness	P 7.2
DE	1	2007DE051PO001	Brandenburg	P1
DE	1	2007DE051PO004	Sachsen	P1/P3

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AXIS
DE	1	2007DE051PO005	Sachsen-Anhalt	P1/P3
DE	1	2007DE051PO006	Thüringen	A
DE	2	2007DE052PO001	Baden-Württemberg	B
DE	2	2007DE052PO004	Bremen	A
DE	2	2007DE052PO005	Hamburg	C
DE	2	2007DE052PO006	Hessen	A/ C
DE	2	2007DE052PO008	Nordrhein-Westfalen	P1/P3
DE	2	2007DE052PO009	Rheinland-Pfalz	A/B/C
DE	2	2007DE052PO010	Saarland	A/C
DE	2	2007DE052PO011	Schleswig-Holstein	C
DE	1	2007DE05UPO001	Germany Federal State	A.1
DE	2	2007DE05UPO001	Germany Federal State	A.2
DE	1	2007DE05UPO001	Germany Federal State	B.1
DE	2	2007DE05UPO001	Germany Federal State	B.2
DK	2	2007DE052PO001	Denmark More and better jobs	P2
EE	1	2007EE051PO001	Estonia Human Resource Development	P3
ES	1	2007ES051PO004	Galicia	A1/A2
ES	1	2007ES051PO005	Andalucia	A1
ES	1	2007ES051PO006	Asturia	B1/B2
ES	1	2007ES051PO009	Region De Murcia	B2/B3
ES	2	2007ES052PO002	Castilla y Leon	D2
ES	2	2007ES052PO003	Comunidad Valenciana	D2
ES	2	2007ES052PO005	Baleares	C2
ES	2	2007ES052PO007	Cataluña	C1/C2
FI	2	2007FI052PO001	Mainland Finland	P1/P2/P3
FR	1	2007FR051PO001	Martinique	P1
FR	2	2007FR052PO001	French National OP	P1/P2/P4
GR	1	2007GR05UPO001	Greece Human Resource Development	P4/P7
HU	1	2007HU05UPO001	Hungary Social Renewal	P1/P2
IE	1	2007IE052PO001	Ireland Human Capital Investment	P1
IT	1	2007IT051PO001	Campania	01/02/04
IT	1	2007IT051PO002	Calabria	01/02/07
IT	1	2007IT051PO003	Sicilia	02/03/04
IT	1	2007IT051PO004	Basilicata	01/02/03
IT	1	2007IT051PO005	Puglia	01/02
IT	1	2007IT051PO006	Italy Governance and System Actions	01/02/04
IT	2	2007IT052PO001	Abruzzo	01/02/04
IT	2	2007IT052PO002	Emilia Romagna	01/02
IT	2	2007IT052PO003	Friuli Venezia Giulia	01/02
IT	2	2007IT052PO004	Lazio	01/02
IT	2	2007IT052PO005	Liguria	01/02/03
IT	2	2007IT052PO006	Lombardia	04/05
IT	2	2007IT052PO007	Murcia	02
IT	1	2007IT052PO008	Molise	01/02
IT	2	2007IT052PO009	Bolzano	01/02
IT	2	2007IT052PO010	Trento	01/02

MS	OBJ	CCI	TITLE OF THE PROGRAMME	PRIORITY AXIS
IT	2	2007IT052PO011	Piemonte	02/05
IT	2	2007IT052PO012	Toscana	02
IT	2	2007IT052PO013	Umbria	02/03
IT	2	2007IT052PO014	Valle d'Aosta	01/02/03
IT	2	2007IT052PO015	Veneto	02/03
IT	2	2007IT052PO016	Sardegna	01/02
IT	2	2007IT052PO017	Italy Systemic Actions	01/02
LT	1	2007LT051PO001	Lithuania Human Resource Development	P1/P3
LU	2	2007LU052PO001	Luxembourg	P1/P2/P3
LV	1	2007LV051PO001	Latvia Human Resources and Development	P1/P2/P3/P4/P5/P6
MT	1	2007MT051PO001	Malta Empowering people for more jobs and a better quality of life	P2/P3
NL	2	2007NL052PO001	Nederland	P1
PL	1	2007PL051PO001	Poland Human Resources	P2/P6
PT	1	2007PT05UPO001	Portugal Human Potential	EP2/EP3/EP5/EP6/EP8
PT	2	2007PT05UPO001	Portugal Human Potential	EP9
RO	1	2007RO051PO001	Romania Human Resources Development	P2/P5
SE	2	2007SE052PO001	Sweden	P1/P2
SI	1	2007SI051PO001	Slovenia Human Resources Development	P3/P4
SK	1	2007SK05UPO002	Slovakia Employment and Social Inclusion	P1/P2
SK	2	2007SK05UPO002	Slovakia Employment and Social Inclusion	P3
UK	1	2007UK051PO001	Highlands and Islands of Scotland	P2
UK	1	2007UK051PO002	West Wales and the Valleys	P2
UK	2	2007UK052PO001	East Wales	P1/P2
UK	2	2007UK052PO003	Northern Ireland	001
UK	2	2007UK05UPO001	England and Gibraltar	P1/P2
UK	1	2007UK05UPO001	England and Gibraltar	P4/P5

Note:

1 – Convergence Objective

2 – Regional Competitiveness and Employment Objective

U – Multiple Objective Programmes

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What ESF does for you

- ESF:** active labour market policies and public employment services
- ESF:** adaptability of enterprises and continuous training of workers
- ESF:** developing human potential in research and innovation
- ESF** and labour mobility
- ESF:** education and lifelong learning
- ESF:** women, gender mainstreaming and reconciliation of work and private life
- ESF** and Roma
- ESF:** sustainable development and eco-technologies
- ESF:** migrants and minorities
- ESF:** urban areas and local employment
- ESF** and older workers
- ESF** and health
- ESF** and entrepreneurship
- ESF** and young people
- ESF** and disability
- ESF** and institutional capacity
- ESF** and social inclusion
- ESF** and equality mainstreaming
- ESF** and social partners
- ESF** support to building partnerships
- ESF:** culture and tourism

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