



**EUROPEAN COMMISSION**  
Employment, Social Affairs and Equal Opportunities DG  
Directorate-General  
**General Coordination, Interinstitutional Relations**

Brussels, 24 November 2010  
01/THA/ (2010)  
PROGRESS/008/2010

## **EUROPEAN UNION PROGRAMME FOR EMPLOYMENT AND SOCIAL SOLIDARITY – PROGRESS**

### **COMMITTEE FOR THE IMPLEMENTATION OF PROGRESS 2007-13**

## **FUNDING PRIORITIES FOR 2011 ANNUAL PLAN OF WORK**

### **INTRODUCTION**

The 2011 Annual Plan of Work (hereinafter '2011 Work Plan') for the EU Programme for Employment and Social Solidarity – Progress (hereinafter 'Progress') sets out the policy priorities for 2011 that will guide Progress funding priorities as provided for in Article 12(1)(b) of the Decision establishing Progress<sup>1</sup> (hereinafter 'the Decision'). The 2011 Work Plan is linked to the strategic framework for the implementation of Progress.

The 2011 Work Plan reflects the priorities set out in the new Europe 2020 strategy. The latter seeks to help the EU come out stronger from the financial and economic crisis and to turn it into a smart, sustainable and inclusive economy delivering high levels of employment, productivity and social cohesion.

This new strategy puts forward three mutually reinforcing priorities:

- smart growth: developing an economy based on knowledge and innovation;
- sustainable growth: promoting a more resource efficient, greener and more competitive economy;
- inclusive growth: fostering a high-employment economy delivering social and territorial cohesion.

Employment, social issues and equal opportunities, including gender equality, are at the centre of the priority on inclusive growth. But they are also relevant for the other two priorities:

---

<sup>1</sup> See Annex 1 to Decision No°1672/2006/EC of 24 October 2006.

- The move to a more sustainable, low-carbon economy and the "greening" of the economy in general have an impact on economic change, on the demand of relevant skills and the labour market as a whole.
- Smart growth means, *inter alia*, ensuring that innovative ideas can be turned into new products and services that create growth and quality jobs that help address of societal challenges such as population ageing. This requires good articulation between education, training and the labour market, in particular, for women and young people.

The key role of employment and social policy is also reflected by the fact that out of the five headline targets under the new strategy, one relates to employment, one to the fight against poverty and social exclusion and one to early school leavers; furthermore, out of the seven flagship initiatives, one concerns "an agenda for new skills and jobs", one a "European platform against poverty" and another one "Youth on the move". Recent events have shown that among vulnerable groups, Roma people should be given a special attention not only under the "antidiscrimination and diversity" strand of Progress but also in the employment and social inclusion field.

After its adoption by the June European Council in June, Europe 2020 has entered its implementation phase and 2011 will be the year for starting delivering on these initiatives. The Commission has started presenting the policy proposals for the flagship initiatives and has adopted a proposal for the new set of Integrated Guidelines, including the employment policy guidelines. Guideline no. 10 will play a key role in view of the headline target to promote social inclusion. In this context, the June EPSCO Council agreed that, during the implementation of the EU 2020 Strategy, there will be scope for strengthening the current instruments for measuring progress in the reduction of poverty and deprivation and for understanding the phenomenon of exclusion from the labour market.

The activities under the Progress Programme have to meet different needs (e.g. in terms of evidence gathering, analysis, information-sharing, mutual learning or improving the policy debate), and these needs evolve continuously in line with changing policy priorities. The 2011 Work Plan therefore takes into account the priorities set out under the Europe 2020 strategy and translates them into concrete action.

The strategic challenges spelled out in previous work plans continue to be pertinent and many of the actions planned for 2011 are linked to the social impact of the crisis and the ambition to emerge from it stronger than before. Others focus on adjusting social and employment policies to deal with key-challenges, like demographic change, in the difficult context of strained public finances.

As part of the implementation of the 2011 Work Plan, efforts will be made to improve the programme's performance in view of the main operational conclusions from the 2009 Annual Performance Monitoring Report<sup>2</sup>.

The report recommends, *inter alia*, ensuring better communication and dissemination of policy research, analysis and advice outputs. In addition, the 2011 Work Plan takes account of

---

<sup>2</sup> <http://ec.europa.eu/social/main.jsp?catId=659&langId=en>

the views expressed by stakeholders through a series of consultations of the relevant policy committees<sup>3</sup>.

As a result of the establishment of the new Microfinance Facility and the transfer of a part of the budget of the Progress programme to the new Facility, Progress will have a reduced budget from 2011 onwards.

The total budget for the 2011 Work Plan amounts to **€95.87 million**, comprising both operational and administrative expenditure (including EFTA-EEA contribution). The details of the financial envelope are outlined in chapter 3.

Lastly, it should be noted that 2011 is the first year in which candidate countries (Turkey, Croatia and the Former Yugoslav Republic of Macedonia) participate on an equal footing with the EU-27 Member States and EFTA/EEA countries.

## **1. POLICY PRIORITIES IN THE EMPLOYMENT AND SOCIAL SOLIDARITY FIELDS**

The main responsibility for developing labour-market and social policies lies with the Member States while the diversity of situations between and within the Member States may in some cases call for a more differentiated approach. Yet, the shared values of openness, solidarity and opportunity backed up by various national and EU policies and institutions and by the extensive body of EU legislation bring real benefits and EU added value to Europeans. These values should continue to underpin the Union's response to the crisis. In order to alleviate the social impact of the economic downturn and build the foundations for socially sustainable exit strategies, the EU needs a combination of responses that are coherent and complementary and that activate the policy levers available with a view to:

- Sustaining high levels of participation in employment, including for the most disadvantaged groups;
- Addressing changing skills requirements;
- Developing a safe, high-quality and productive work environment;
- Promoting social inclusion, tackling poverty and modernising social protection systems;
- Combating discrimination and promoting equal opportunities for all;
- Promoting gender equality in all policies.

To that end, the Commission supports Member States in delivering on the EUROPE 2020 Strategy goals by:

- Shaping the EU policy agenda in response to the most pressing EU challenges, concerns and expectations;
- Developing common EU legal standards;

---

<sup>3</sup> Policy committees consulted were the Employment Committee, the Social Protection Committee, the Advisory Committee on Safety, Hygiene and Health Protection at Work, the General Directors on Industrial Relations, Non-discrimination Governmental Expert Group, High Level Group on Disability and High-Level Group on Gender Mainstreaming.

- Supporting, monitoring and reporting on Member States' progress in achieving their EU objectives within the open method of coordination or in meeting their EU legal commitments;
- Rallying support and promoting the involvement of key EU and national stakeholders, by actively encouraging a culture of social dialogue and partnership.

## **2. PROGRESS'S GENERAL OPERATIONAL OBJECTIVES**

The 2011 work plan contains a large number of new activities (in particular in the field of evidence-based activities) but also tried-and-tested ones that continue work launched in previous years (for example maintaining data sources or continued support for EU-level networks). The following chapters summarise the activities planned for 2011 for each of the five areas of immediate outcome throughout the five policy sections, placing special emphasis on the distinction between new and recurring activities

### **2.1. DESIGNING EVIDENCE-BASED EU POLICIES AND LEGISLATION**

The availability of reliable information and quality analysis is crucial for policy development and legislation design. The evidence gathered through such studies, analysis and statistics will be instrumental in giving form to policy development under the open method of coordination in the fields of employment (European Employment Strategy (EES)) and social protection and social inclusion (SPSI), and in developing possible new legislative initiatives.

#### **2011 funding priorities:**

With planned expenditure amounting to more than €20 million, the area of evidence-based policies is the second largest item of the 2011 Progress work plan. This corresponds to a slight increase of its relative share from 18.7% in 2010 to 22.5% in 2011 and is in line with the increased information needs in the implementation phase of Europe 2020. Evidence-based policy is a priority across almost all policy sections, devoting about a quarter – or even a third in the case of "working conditions" – of their allocations to this area.

Key issues addressed are: the impact of the crisis, in particular on employment policy (young people, skill and flexicurity), and on social inclusion, demographic developments and occupational safety and health issues. Furthermore, in the context of the Better Regulation agenda, special attention will be devoted to provide evidence for supporting the impact assessment of new policy proposals, as well as the ex post evaluation of existing EU legislation. All the planned activities seek to gather relevant, credible, accurate information on conditions, needs, concerns and expectations at EU level and in the Member States. Furthermore, these policy research and analysis studies will consider the gender perspective and will take into account the situation of most vulnerable groups such as Roma people.

#### ***New activities***

There is a high share of new activities across the board, particularly for the **employment section**, focusing on:

- youth on the labour market;

- effectiveness of active labour market policies delivered by Public Employment Services;
- effectiveness of the flexicurity process,
- employment impact of national measures promoting green jobs;
- new ways of tackling labour market segmentation;
- monthly and quarterly labour market monitoring and reporting;
- data collection on the transition from work to retirement;

There are several of new activities in **working conditions** area, with a clear focus on evaluation and research, covering, *inter alia*:

- evaluation of the 2007 – 2012 OSH Strategy with a view to identifying priorities for 2013 – 2020;
- impact assessment studies to support the review of Directives 2001/86 on the European Company and 2003/72 on the European Cooperative Society, as well as of Directive 2008/94 concerning the protection of employees' rights to occupational pension schemes in case of insolvency;
- research programmes related to health and safety.

All of the activities planned under the **anti-discrimination** and the **gender equality** strand are new. They concern a survey module on statistics and social participation of persons with disabilities; a study on the situation of accessibility; research and analysis concerning reconciliation, measures to promote women in decision-making as well as gender equality in view of employment, education, skills and entrepreneurship.

For the **social protection/social inclusion section**, the most important new activity concerns the development of a new module within the Labour Force Survey to extract data on the transition from work into retirement. -Other new activities of strategic importance include a study on the school to work transition of immigrant children and youth and a study on those migrant groups, including mobile EU citizens, which have no, or very limited, access to welfare protection and which are destitute and homeless, with particular focus on Roma migrants in those countries where they constitute a major group. Finally new emphasis is given to advancing a policy agenda of active, healthy and dignified ageing to improve the life quality of ageing Europeans while mitigating the increasing demographic pressures on pensions, health and long-term care systems in a context of strained public finances.

### ***Recurring activities***

The 2011 work plan contains a number of recurring activities:

- In the field of employment, these are mostly linked to work on statistics (Job Vacancy Statistics; Labour Market Policy Database; Flexicurity monitoring) or on skills (e.g. cooperation with CEDEFOP, the European Centre for the Development of Vocational Training).
- For the social protection/social inclusion section, recurring activities play a more important role. They concern, *inter alia*, cooperation with the OECD (on tax-benefit models, child well-being and private and public pensions), a Eurobarometer on the social impact of the crisis as well as active and dignified ageing and a tax-benefit model to calculate the effects of taxes and benefits on household incomes and work incentives ("EUROMOD").

- There is an ongoing exercise, in the field of working conditions, to evaluate EU employment legislation. For 2011 a study is planned to evaluate the impact of EU legislation on fixed-term and part-time work. Furthermore, a process of gathering scientific information concerning a number of chemical substances is ongoing in cooperation with the Scientific Committee on Occupational Exposure Limit Values.

## **2.2. EFFECTIVE INFORMATION-SHARING/LEARNING**

The data, information and knowledge will only be used to the full if disseminated and processed in a meaningful way. This is the purpose of the activities under "effective information sharing/learning". Progress will continue to support the exchange of good practice, mutual-learning activities and the transfer of knowledge at both national and EU level.

### **2011 funding priorities:**

Activities under "information sharing/learning" are by far the biggest expenditure item in the 2011 work programme, amounting to almost €40 m or about 44% of the total operational expenditure. Progress will finance activities aimed in particular at partnering EU and national policy/decision-makers and stakeholders in identifying good practice to assist them in improving policy-making and policy implementation.

The majority of the planned activities are of recurring nature. Traditional peer reviews and mutual-learning exercises continue focusing on employment and social inclusion/social protection issues. In the area of social inclusion and social protection, in view of the importance the Commission attaches to the issue of social experimentation and given the unexpected success of the 2010 open call for proposals( 182 proposals received), a further call will be launched.

Progress will also continue to foster clarity and consistency in rights and obligations under EU law as well as knowledge on the policies it supports through the provision of guidance and information. To that end, as in previous years, PROGRESS will finance training sessions relating to social inclusion and social protection policies, including on aspects relating to social services of general interest, non-discrimination (targeted at legal and policy practitioners, civil society and the social partners) and gender equality law (targeted at legal practitioners). Progress will also support administrative cooperation between national authorities (i.e. exchanges of national labour inspectors).

In addition, Progress will encourage the effective transfer of knowledge to policy/decision-makers and other stakeholders regarding the implementation and impact of EU law and policies in the employment and social areas. To that end, the Progress will support networks of independent legal and policy experts representing the PROGRESS participating countries with a view to provide monitoring and assessment reports on the implementation and impact of EC law and policy.

Lastly, Progress will continue to communicate on EU law and policies in a way that is responsive to the needs of the various target audiences. The 2011 Work Plan will include a number of communication activities aimed at promoting better understanding and ownership of EU objectives and priorities. Progress will in particular continue to support the holding of

employment seminars, national awareness-raising activities in the non-discrimination field and gender mainstreaming in national policies and programmes.

New activities concern mainly vulnerable groups (e.g. the improvement of Active Labour Market Policies for vulnerable groups; skill levels of immigrants); skills (mismatch and under-utilisation of skills); the exit from the economic crisis; as well as disability. In the area of social inclusion and social protection, an important new activity consists in promoting innovative, effective and efficient policies in support of healthy, active and dignified ageing trajectories. Only in the gender-equality section, new activities account for the majority of activities. They focus on the gathering of information on gender equality legislation; the exploration of the gender dimension of EU policies as well as on awareness raising on the need to tackle gender pay gap.

### **2.3. PROMOTING HIGH-QUALITY, PARTICIPATORY POLICY DEBATE AT EU AND NATIONAL LEVEL**

Progress aims to foster shared understanding and consensus among all stakeholders of problem identification and policy options or solutions that respond to real needs. EU policy initiatives need broad-based support at both EU and national levels. Progress helps to create such an enabling environment by holding high-quality, inclusive, participatory policy debates.

#### **2011 funding priorities:**

The area of "promoting high-quality, participatory policy debate" accounts for about 13% of total 2011 operational expenditure. It plays a very important role for the gender-equality section that plans to spend around 23% of its resources in this area as well as for working conditions (17%).

Progress will finance activities to mobilise all key EU and national policy/decision-makers and stakeholders to provide information on and influence the development of EU law, policies and objectives with a view to creating a critical support base on EU objectives and priorities.

In particular, Progress will support presidency conferences and organise various EU-level events, such as:

- The Annual Meeting of People Experiencing Poverty;
- The Round Table on Poverty and Social Exclusion;
- The Equality Summit;
- The European day of persons with disabilities;
- A Presidency Conference on Disabilities;
- Conferences on employment issues (including New Skills for New Jobs, green jobs, flexicurity);
- Conferences on social protection issues (including pensions challenges, issues relating to health and long-term care);
- The Gender Equality High Level Dialogue;
- Conferences on health and safety at work.

### **2.4. GREATER CAPACITY NETWORKS TO PROMOTE AND DEVELOP POLICIES AND OBJECTIVES RELATING TO PROGRESS POLICY AREAS**

Progress has a key role to play in promoting the involvement of civil society, in particular through financial support to key EU-level networks. Progress aims to strengthen their capacity to participate in and influence policy-making and policy implementation at EU and national level in support of EU objectives and priorities. Furthermore, such involvement fosters accountability and transparency, and increases the relevance of policy responses.

### **2011 funding priorities:**

The 2011 work plan provides for financial support for EU-level networks amounting to about €18 million. For the social protection/social inclusion section, this is the largest spending item (around 36%) and reflects the importance of the stakeholders' participation, including people experiencing poverty and social exclusion, in the relevant policy areas.

Progress will continue to finance the activities of various EU-level networks active in the following fields:

- The fight against discrimination on grounds of racial or ethnic origin, disability, age or sexual orientation;
- The integration of people with disabilities;
- The inclusion and defence of the rights of Roma people;
- The prevention and the fight against poverty and social exclusion;
- The promotion of active inclusion (network of local authorities/observatories);
- The promotion of gender equality;
- The promotion of women in decision-making;
- The promotion of non-discrimination law and policies (network of national equality bodies).

### **2.5. BETTER INTEGRATION OF CROSS-CUTTING ISSUES**

Given the multidimensional nature of employment, social affairs and equal opportunities issues, Progress offers the possibility of dealing with subjects that cut across several sections, such as gender equality, non-discrimination and the fight against poverty.

Gender mainstreaming, which is one of Progress's fundamental principles, will continue to be incorporated into the definition and implementation of all Progress activities. This will include notably collecting disaggregated data broken down by gender. Accessibility requirements, including for people with disabilities, will be duly taken into account.

Progress supports the development of cross-cutting work and ensures the mainstreaming of the social aspects of migration and ethnic minorities, including the issue of the Roma community.

### **2011 funding priorities:**

In the 2011 work plan, this area will be the smallest in terms of spending, amounting to about €1.39 million. A commitment to results-based management is built into the legislative framework of PROGRESS, requesting to assess the programme's outcomes. Performance



monitoring helps to continually improve performance by assessing whether objectives are being achieved. In 2011, a call for tender will be launched with a view to concluding a new service contract for monitoring PROGRESS' performance and drawing up future Annual Performance Monitoring Reports. The findings of this ongoing performance monitoring process will also yield valuable insights for the preparations of the successor to the Progress programme (post-2013).

PROGRESS aims, among other things, to improve the knowledge and understanding of the situation prevailing in Member States and participating countries through analysis, evaluation and monitoring of policies as well as the development of statistical tools. To this end, the programme finances the collection, development, dissemination of data and statistics as well as studies and analyses. With a view to ensuring that the limited resources available are used in an efficient and effective way, the Commission will, with the help of an external contractor, carry out an assessment of the current data and information management.

In response to the findings presented in the 2009 Annual Performance Monitoring Report that communication and dissemination of results to stakeholders, the Commission has undertaken the commitment to present an action plan. In this context, the 2011 work plan includes action to publish easily accessible and user-friendly information (including on the Programme's website) about results of projects supported by Progress. Furthermore, an information and communication campaign will highlight PROGRESS' specific contribution to key policy areas, such as labour law, social inclusion and social protection, gender-equality or non-discrimination.

### **3. ANNUAL FINANCIAL ENVELOPE**

The total budget for the 2011 Work Plan amounts to **€5.87 million**, comprising both operational and administrative expenditure (including EFTA-EEA contribution<sup>4</sup>).

#### **3.1. OPERATIONAL EXPENDITURE**

Total operational expenditure for 2011 amounts to **€1.39 million**, i.e. 15.45% decrease compared to 2010.

---

<sup>4</sup> The budget without EFTA/EEA contribution is €3.65 million (€9.27 million for operational expenses and €4.38 million for administrative expenses)

### Allocation of operational expenditure by policy section

Policy section	2010 budget (€million)	2011 budget (€million)	Decrease from 2010 to 2011
<b>Employment</b> Budget heading 04.040101	23.99	20.26	15.55%
<b>Social Inclusion and Protection</b> Budget heading 04.040102	33.27	28.42	14.49%
<b>Working Conditions</b> Budget heading 04.040103	10.58	8.63	18.43%
<b>Non-discrimination</b> Budget heading 04.040104	24.65	20.62	16.35%
<b>Gender Equality</b> Budget heading 04.040105	13.81	12.07	12.60%
<b>Support to the implementation of the programme</b> Budget heading 04.040106	1.79	1.39	22.35%
<b>Total</b>	<b>108.09</b>	<b>91.39</b>	<b>15.45%</b>

### Allocation of operational expenditure by policy section (%)

Policy section	2007	2008	2009	2010	2011	Average 2007-2011	Progress Decision
<b>Employment</b> Budget heading 04.040101	21.92	21.82	22.35	22.19	22.17	22.09	23
<b>Social Inclusion and Protection</b> Budget heading 04.040102	30.7	29.40	30.72	30.78	31.13	30.54	30
<b>Working Conditions</b> Budget heading 04.040103	11.18	12.96	10.31	9.79	9.44	10.74	10
<b>Non-discrimination</b> Budget heading 04.040104	22.49	25.09	22.71	22.81	22.56	23.13	23
<b>Gender Equality</b> Budget heading 04.040105	11.75	9.24	12.11	12.78	13.21	11.82	12
<b>Support to the implementation of the programme</b> Budget heading 04.040106	1.91	1.47	1.76	1.66	1.52	1.66	2

### 3.2. ADMINISTRATIVE EXPENDITURE

Administrative expenditure for 2011 amounts to **€4.48 million** (with EFTA-EEA contribution) compared to €4.23 million in 2010.

#### Breakdown of administrative expenditure (€million)

Administrative expenditure	2010 budget	2011 budget
<b>Evaluation</b>	0.00	<b>0.1</b>
<b>Experts meetings and technical assistance (Sections Employment, Non-discrimination, Working conditions, Support)</b>	1.84	<b>1.662</b>
<b>Translations</b>	0.60	<b>0.42</b>
<b>Information and Publication</b>	1.57	<b>2.1</b>
<b>Audit</b>	0.12	<b>0.1</b>
<b>Total</b>	4.23	<b>4.48</b>

### 3.3. ACTIVITIES BY POLICY SECTION AND BREAKDOWN OF BUDGET ALLOCATION BY PROGRESS IMMEDIATE OUTCOME

The 2011 Work Plan includes 111 activities, compared to 125 in 2010. The breakdown per section is as follows:

Policy section	Number of activities (2010)	Number of activities (2011)
<b>Employment</b> Budget heading 04.040101	32	32
<b>Social Inclusion and Protection</b> Budget heading 04.040102	24	21
<b>Working Conditions</b> Budget heading 04.040103	27	24
<b>Non-discrimination</b> Budget heading 04.040104	20	17
<b>Gender Equality</b> Budget heading 04.040105	18	13
<b>Support to the implementation of the programme</b> Budget heading 04.040106	4	4
<b>Total</b>	<b>125</b>	<b>111</b>

36 calls are to be launched in 2011 (7 calls for proposals and 29 calls for tenders).

#### Breakdown of budget allocation by Progress immediate outcome

Progress immediate outcome	Total 2010 (€million)	% 2010	Total 2011 (€million)	% 2011
<b>Evidence-based policy</b>	20.16	18.65	21.29	23.30
<b>Information-sharing/learning</b>	49.55	45.84	40.18	43.96
<b>Cross-cutting policy and consistency</b>	2.70	2.50	1.39	1.52
<b>Greater capacity of key EU networks</b>	15.55	14.39	18.35	20.08
<b>High-quality participatory policy debate</b>	20.13	18.62	10.18	11.14
<b>Total</b>	<b>108.09</b>		<b>91.39</b>	