The Mid-term Evaluation of PROGRESS

Final Report

Client: European Commission DG Employment, Social Affairs and Inclusion

Rotterdam, 22 December 2011

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ECORYS

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List of Acronyms

AD = Antidiscrimination
AGE = AGE Platform Europe - European Older People's Platform
ANED = Academic Network of European Disability experts
CARITAS – Caritas Europa, the network of Caritas organisations on the European continent
COE = Council of Europe
COFACE = Confederation of Family Organisations in the European Union
COMP= Directorate-general for Competition
CSR = Corporate Social Responsibility
DG = Directorate General
DG EMPL = Directorate General for Employment, Social Affairs and Inclusion
DG Home = Directorate General for Home Affairs
DG JUST = Directorate General for Justice
DG MARKT = Directorate General for Internal Market and Services
DG Regio = Directorate General for Regional Policy
DG SANCO = Directorate General for Health and Consumer Policy
EAPN = European Anti-Poverty Network,
EC = European Commission
ECEC = European Childhood, Education and Care
EDF = European Disability Forum
EEA = European Economic Area
EEO = European Employment Observatory
EES = European Employment Strategy
EFCW = European Forum for Child Welfare
EFSC = European Federation for Street Children
EFTA = European Free Trade Association
EGGE = Expert Group on Gender and Employment
EGGSI = Expert Group on Gender and Social Inclusion
EiE = Employment in Europe Report
EIGE = European Institute for Gender Equality
EIRO = European Industrial Relations Observatory
EJTN = European Judicial Training Network
ELLN = European Labour Law Network
EMCO = Employment Committee
EMPL = Employment (and Directorate-General for Employment, Social Affairs and Social Inclusion)
ENAR = European Network Against Racism
EPSCO = Employment, Social Policy, Health and Consumer Affairs Council
EQUINET = the European Network of Equality Bodies
ERA = ERA-The Academy of European Law
ERIO = European Roma Information Office
ESF = European Social Fund
ESN = European Social Network
ETUC = European Trade Union Confederation
ETUF:TCL = European Trade Union Federation Textile, Clothing and Leather
ETUI = European Trade Union Institute
EU = European Union
EU 2020 = Europe 2020 Strategy for Smart, Sustainable and Inclusive Growth

EU-OSHA = European Agency for Safety and Health at Work
EURES = The European Job Mobility Portal
EUROCHILD = Network of organisations and individuals working in and across Europe to improve the quality of life of children and young people
EUROFOUND = European Foundation for the Improvement of Living and Working Conditions
EUROMOD = Tax-benefit microsimulation model
EWL = European Women's Lobby
FDAD = For Diversity, Against Discrimination campaign
FEANTSA = European Federation of National Organisations working with the Homeless
FP7 = Seventh Framework Programme
GE = Gender Equality
HLG = High Level Group
HoPES = Head of Public Employment Services
IAC = Instituto de Apoio a Criança
ILGA = International Lesbian and Gay Association
ILO = International Labour Organisation
IOM = International Organisation for Migration
ISG = Social Protection Committee's Indicators Sub-Group
IUFO = International Union of Family Organizations
JUST = Directorate-general for Justice
KPI = Key Performance Indicator
LEED = Local Economic and Employment Development Programme
LGBT = Lesbian Gay Bisexual Transgender
MEP = Member of the European Parliament
MHE = Mental Health Europe
MISEP= Mutual Information System on Employment Policies in Europe
MISSOC = Mutual Information System on Social Protection
MLP = Mutual Learning Programme
MS = Member State
NGO=Non-governmental Organisation
NRP = National Reform Programme
NSR = National Strategy Report
OECD = Organisation for Economic Co-operation in Europe
OMC = Open Method of Coordination
PES = Public Employment Services
PPMI = Public Policy Management Institute
PROGRESS = Community Programme for Employment and Social Solidarity
SANCO = Directorate-general Health and Consumers
SISP = Social Institutions Support Programme
SLIC = Senior Labour Inspectors' Committee
SMEs = Small and Medium-sized Enterprises
SPC = Social Protection Committee
SPSI = Social Protection and Social Inclusion
TRS = Thematic Review Seminars
UEAPME = European Association of Craft, Small and Medium-sized Enterprises
UN = United Nations
UNICEF = United Nations Children's Fund
VNR = Video News Report
WOCO = Working conditions

Executive Summary

Purpose and context

The European Commission, through the Directorate General Employment, Social Affairs and Inclusion (EMPL), has commissioned Ecorys to undertake the mid-term evaluation of the PROGRESS programme. The aim of PROGRESS was to provide support in achieving the outcomes set out in the Social Agenda. Over time, the programme has also increasingly accompanied the shift from the Lisbon strategy to the Europe 2020 strategy.

PROGRESS replaced the four previous programmes covering actions against discrimination and on equality between men and women, employment measures and the fight against social exclusion. The programme started in 2007 and will end in 2013. The activities of the programme can be grouped under five policy fields: employment, social protection and social inclusion, working conditions, antidiscrimination and diversity and gender equality. The focus of PROGRESS is on activities with a strong European dimension. The final report draws lessons from evidence collected that can contribute to the on-going implementation of PROGRESS until 2013 and the preparation and design of the post-2013 programming period. [1]

The terms of reference and our methodology

The evaluation uses the following four criteria: the relevance of PROGRESS-funded activities; their effectiveness; their efficiency; and their creation of European added value.

The evaluation is based on the following sources:

- A desk research of relevant literature and reports;
- A review of a sample of PROGRESS activities (through activity reports where they exist) and other documentation;
- Interviews with PROGRESS Committee members and other key stakeholders (mainly EU officials and key NGOs);
- An analysis of the annual monitoring survey data collected by PPMI and a separate PPMI study for DG EMPL on the effectiveness and efficiency of studies funded under PROGRESS[2];
- A web-based survey on grant beneficiaries, including a dedicated reporting (especially action grants and grants to international organisations and presidencies);
- Five case studies, one for each policy field (assessment in selected cases of the evaluation criteria and transversal issues eliciting obstacles, success factors and lessons learnt).

In addition to the evaluation criteria mentioned above there were transversal issues that needed to be reviewed, notably the intervention logic and causality factors, the programme management, partnership strategies and gender mainstreaming.

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1 In fact in the proposal for a regulation of the European Parliament and of the Council on a European Union Programme for Social Change and Innovation {SEC(2011) 1134 final} of 6 October 2011, some of the recommendations of our report seem to be already taken into account.

2 Our thanks go to PPMI for timely providing survey data, study reports and other materials and for sharing their in-depth knowledge of the programme with the evaluators.

Evaluation headlines:

- PROGRESS has generally delivered positive results and has extended knowledge across all of its policy areas, all of which still have a high level of policy *relevance*;
- The evaluation provides evidence of where PROGRESS has influenced EU policies and legislation (e.g. anti-poverty targets). PROGRESS has generated *EU added value* by supporting the development of 'new' themes such as anti-discrimination and in the promotion of new working procedures;
- One general area for future development and improvement is in relation to communication and dissemination activities, to ensure the widest and most effective reach of policy research and tools. This would improve the overall *effectiveness* of PROGRESS;
- The move to a single programme has had administrative benefits improving *efficiency* but there is room in the future for more cross-cutting activities across the PROGRESS policy fields. At the same time PROGRESS has worked with other programmes and funds (e.g. the ESF), adding value;
- There has been evidence of impacts across the policy fields and the transversal issues but gender mainstreaming is one area where there is scope for substantial improvement. There remains a general lack of gender analysis and monitoring activities.

General conclusions

- **On the whole PROGRESS has delivered positive results.** The nature of PROGRESS-funded activities is often indirect, in the sense that the activities try to improve the quality of debate, processes, cooperation or sharing of best practices, rather than directly aiming at core policy final outcomes (such as employment targets). As a consequence the achievements are also often indirect and dependent on further actions at the Member State level and sometimes causality is difficult to establish. But study findings point to overall positives results;
- **The shift to a single programme has had advantages in terms of reduction of administrative burden and, to some extent, economies of scale**, but the communication channels between officials who are competent on the same policy theme in the European Commission, in Member States' government administrations and in policy committees could be reintroduced as this was missed in the merging of some programmes. The development of cross-cutting issues could be improved as the programme still has silo characteristics between the policy fields;
- **Improvements could be made to the functioning of the PROGRESS Committee**, where the European Commission and the Member State representatives exchange views. Whilst the PROGRESS Committee is considered a valuable forum for discussions and coordination, there is some frustration among Member States on the working of the Committee. More substantial and thorough discussions and earlier involvement on the design of the priorities could be desirable. In the meetings themselves several members expressed the desire to dedicate more time to an open debate;
- **PROGRESS-funded activities have influenced EU policies and legislation** (e.g. Europe 2020 anti-poverty targets, reform of pension systems, implementation of law on health and safety at work, labour law). They have also influenced emerging/changing policy areas – the anti-discrimination theme features strongly here. Meetings and events were often well attended and appreciated;
- **PROGRESS has generated value by operating as a complement to other policies and programmes** (for instance the European Social Fund, the European social dialogue). Another strong point is the production of statistical tools/indicators to provide an evidence base for policy making;
- **The findings show that the communication and dissemination of results is an area that needs to be clearly further developed to support awareness raising and mutual learning**. The issue of dissemination came up in most policy fields. Whilst the European Commission is

very active in making brochures, newsletters and leaflets to spread the word, on other aspects of dissemination (e.g. the availability of study reports, the use of websites etc.) more could be done, according to our own assessment as well as the views of many stakeholders;

- **Financial and administrative monitoring is normally well executed.** At the same time it is desirable that monitoring moves beyond that and becomes more substantive in nature;
- **A particular area where there is substantial room for improvement is gender mainstreaming.** There is little evidence of strong support for the concrete implementation of this principle in programme management. This view is further confirmed by poor results in terms of numbers of activities which carry out a gender analysis prior to implementation or which disaggregate project data by gender, and limited examples of gender mainstreaming in activities funded in policy sections other than gender equality. Stronger support from all Commission units is needed to ensure that gender equality is mainstreamed in a meaningful way across all PROGRESS supported activities.

Conclusions per evaluation criterion

Relevance

Relevance was assessed by answering three questions: (i) To what extent do the needs (identified in Article 2 of the PROGRESS Decision) continue to be relevant in Member States and/or at EU level? (ii) To what extent do the (type of) outputs and outcomes included in the PROGRESS logic model respond to the needs (identified in Articles 4 to 8 of the PROGRESS Decision)? (iii) To what extent does the intervention logic (outlined in the PROGRESS Strategic Framework) appear to represent a realistic hypothesis for transforming PROGRESS outputs into immediate, intermediate and ultimate outcomes?

In all policy fields of PROGRESS relevance was still strong. This could be inferred from policy documents and other written material, but also came out strongly in the interviews with a variety of stakeholders. Clearly there is a well identified role for the European Commission in collecting and disseminating key statistical indicators, in particular given the increased importance of evidence based policy making in the Europe 2020 agenda. Engaging in mutual learning and awareness raising is equally relevant, and often seen as more effective than top-down policy making.

Supporting networks, NGOs and other stakeholders is key as well, exemplified by the good performance of the three expert networks on gender equality and the key role of NGO networks in the social inclusion and antidiscrimination sections. In terms of material produced, it is noticeable that outputs and outcomes often correspond well to the specific needs of the various policy sections.

Whilst the PROGRESS activities score quite well on this evaluation criterion there are several topics that need special attention. There is a clear need for improving information sharing/learning and for continued awareness raising in certain areas, as well as a further development of statistical tools, for instance in the areas of gender equality and antidiscrimination.

Effectiveness

Effectiveness was assessed by answering five questions. (i) Has PROGRESS delivered the outputs identified in the logic model? (ii) To what extent has PROGRESS contributed to the realisation in Member States and/or at the EU level of the immediate outcomes identified in the logic model? (iii) To what extent has PROGRESS contributed to the realization in Member States and/or at the EU level of the intermediate outcomes identified in the logic model? (iv) To what extent has PROGRESS contributed to the realisation in Member States and/or at the EU level of the ultimate

outcome identified in the logic model? (v) To what extent are PROGRESS stakeholders involved in the programme in a manner that helps to ensure that its interventions continue to be as effective as possible?

Of these questions, the intermediate level was the most important one, since the immediate outcomes were also measured by the annual monitoring (to an extent) whilst the ultimate outcome is a complex one for the reason explained above. Overall, PROGRESS scores positively on effectiveness. In many cases outputs yielded satisfactory results both in terms of quality and quantity. This applied to all policy fields, but perhaps less so for employment than to other fields.

Effectiveness could be further enhanced by improving the dissemination of good practices and by further boosting the production of statistical tools/indicators to provide an evidence base as already explained in the general conclusions above. A good example on that account is the dissemination of support to the Senior Labour Inspectors Committee which clearly suggests that PROGRESS helps building a community of practitioners from national administrations.

The stronger involvement of social partners in partnerships is needed in e.g. employment (Mutual Learning Programme). In some cases targeting beyond the usual circle of actors for information/communication activities can help for instance in the social protection and social inclusion field. The timeliness of report availability can be improved, and finally, in some fields (for example gender and social inclusion) the use of networks of experts can be boosted as well.

European added value

This criterion was assessed by answering four questions. (i) Volume effects: does the intervention 'add' to existing action or directly produces beneficial effects that can be expressed in terms of volume? (ii) Scope effects: does the intervention 'broaden' existing action by addressing groups or policy areas that would not otherwise be addressed? (iii) Agenda setting, innovation and learning effects: does the intervention deliberately support innovation and the transfer of ideas that are subsequently 'rolled out' in different contexts? (iv): Process effects: do Member States' administrations and participating organisations derive benefits from being involved in programme action?

EU added value was more difficult to show than relevance and effectiveness. Volume effects are not the main expected outcome of PROGRESS, although some effects were visible (e.g. in national-level grants and follow-up of training events).

Scope effects were evident in terms of new themes (such as anti-discrimination, gender pay gap), new groups of actors (grant beneficiaries) or new Member States (anti-discrimination).

Agenda setting, innovation and learning effects were more difficult to prove than other effects with the exception of social protection and social inclusion, exemplified by the fact that according to the survey of grant beneficiaries, four out of five beneficiaries report that new working procedures, innovations, methods and approaches were adopted by the target group or their organisation thanks to the PROGRESS grant.

Process effects did not show up significantly in most fields with the exception of gender equality, exemplified by the fact that 100% of grant beneficiaries for improving gender mainstreaming who responded to our survey stated that the capacity of administrations and other participating organisations had been strengthened as a result of the action. Such effects were also clear in the seminars of legal practitioners and have been sustained and strengthened by the positive impact of these events.

A way to improve the European added value is an increased decentralisation of elements of the programme planning to take account of the different needs of Member States. Volume effects could be increased by exploring better 'bridges' for funding to other sources, such as the European Social Fund. Focus on addressing new groups/policy areas should be enhanced in all policy areas and with all stakeholders, in particular to boost the weak performance on gender mainstreaming.

Efficiency

Efficiency was assessed by answering four questions. (i) To what extent is access to PROGRESS funding managed in a way to ensure the selection of the most appropriate and competent implementing bodies with respect to the programme objectives? (ii) To what extent are the outcomes and targets of PROGRESS-funded interventions well defined and well communicated and disseminated to implementing bodies and other relevant stakeholders? (iii) To what extent do the coordination show flexibility in budget and/or management to allow for adjustments in the delivery (of outputs) to account for lessons learned or changes in circumstances? Is their monitoring likely to ensure/support the most efficient possible use of PROGRESS resource? (iv) To what extent is the overall delivery process so far/potentially efficient in reaching the PROGRESS outcomes?

Of all evaluation criteria efficiency is the hardest to prove. This is mainly due the general difficulty of evaluating efficiency for types of activities where the causality of the policy intervention vis-à-vis the desired outcomes is hard to make; hence the choice for indirect ways to measure efficiency such as efficiency of processes. A further difficulty emerged as a result of the relatively poor quality of the material on which we had to base the evaluation. For the other criteria interviews and the survey formed a reasonable substitute to missing sources but for efficiency this was a bit more problematic.

On process efficiency, the calls for proposals/tenders were often well managed by the European Commission. Targets and expected outcomes are well communicated to relevant stakeholders. The financial monitoring of projects is invariably accurate and proactive. The information in calls for tenders and proposals is often clear. Efficiency is preserved by sufficient flexibility in the management of budgets allowing to adjusting to new circumstances. Whilst efficiency of the overall delivery process is good, accessibility of funding programmes could still be improved to 'reach out' to new, non-specialist stakeholders. There could be merit in simplifying application and reporting procedures, since they are perceived by various stakeholders as being relatively laborious and resource intensive.

A – Main Report

1 Introduction

1.1 PROGRESS

1.1.1 Characteristics of the programme

PROGRESS was adopted by Decision No. 1672/2006/EC of the European Parliament and of the Council on the 24th October 2006. Its main aim is to provide financial support for the implementation of the objectives of the European Union in the fields of employment and social affairs as set out in the Social Agenda, and thereby contribute to the achievement of the Lisbon Strategy goals in these fields.

PROGRESS replaced four previous programmes covering actions against discrimination, equality between men and women, employment measures and the fight against social exclusion. The EU opted for a single programme in order to rationalise and streamline EU funding and concentrate its activities to improve the impact.

Whilst the European Social Fund invests massively in employment and social inclusion initiatives and policies within Member States, PROGRESS focuses on activities with a strong European dimension. With a total budget of over 743 million Euros[3] for the period 2007 to 2013, it seeks to fulfil six operational objectives:

- improve the knowledge and understanding of the situations in Member States;
- support the development of statistical tools, methods and indicators;
- support and monitor the implementation of EU law and policies in Member States;
- promote networking, mutual learning and dissemination of good practice;
- enhance the awareness of EU policies and objectives;
- boost the capacity of key EU-level networks.

It intervenes in five thematic areas, with a differentiated minimum percentage of the budget allocated to each area[4]:

- Section 1: Employment (23%), supporting the implementation of the European employment strategy;
- Section 2: Social protection and inclusion (30%), supporting the implementation of the open method of co-ordination in the field of social protection and inclusion;
- Section 3: Working conditions (10%), including restructuring, supporting the improvement of the working environment and working conditions, including health and safety at work and reconciling work and family life;
- Section 4: Anti-discrimination and diversity (23%), supporting the effective implementation of the principle of non-discrimination and promoting its mainstreaming in all EU policies;
- Section 5: Gender equality (12%), supporting the effective implementation of the principle of gender equality and promoting gender mainstreaming in all EU policies.

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[3] The budget was reduced to 683.25 million Euros for the period 2007-2013 following reallocation of 60 million Euros to a new European Microfinance Facility. Decision No 284/2010/EU of the European Parliament and of the Council of 25 March 2010 amending Decision No 1672/2006/EC establishing a Community Programme for Employment and Social Solidarity — PROGRESS.

[4] The remaining 2% is allocated to overall programme implementation, for example the functioning of the PROGRESS Committee and evaluation costs.

PROGRESS is open not only to the EU Member States, but also to the EFTA/EEA countries, the candidate countries and potential candidate countries included in the stabilisation and association process and having signed the Memorandum of Understanding (currently only Serbia). It is managed directly by the European Commission, with input from 14 units across four Directorate Generals[5], assisted by a committee of representatives from the participating countries: the PROGRESS Committee.

According to article 12 of the Decision, a work programme is produced every year to set out general priorities for funding, in line with the overall strategic framework for PROGRESS' implementation, and a detailed list of activities is annexed. Every year, a performance monitoring report is also produced, in line with article 19. Calls for tender are issued to procure services, and calls for proposals fund projects up to a maximum of 80 % of total costs. They are published on the website of the European Commission, unless they are restricted tenders under Framework Contracts.

1.1.2 The emergence of a new policy context - post 2010

With the Lisbon Strategy on Growth and Jobs coming to an end and the emergence of the financial and economic crisis, a new policy context emerged with immediate consequences for PROGRESS. The worst recession in decades caused strong economic decline and growing unemployment across the EU, slowing down years of economic and social progress. At the same time, the recession exposed the EU's structural weaknesses.

As a response, the Commission launched the Europe 2020 Strategy. Europe 2020 replaces the Lisbon Strategy and offers both short-term measures to soften the effects of the crisis and long-term measures to address transformations of a more structural nature: globalisation, pressures on resources and the ageing population.

Three priorities constitute the core of the Strategy:

- Smart growth: developing an economy based on growth and innovation;
- Sustainable growth: creating a green competitive economy;
- Inclusive growth: fostering an economy with high levels of employment and social inclusion across the EU.

The Europe 2020 agenda includes various targets in the area of employment and social inclusion, in particular:

- Raising the employment rate of the population aged 20-64 from 69% to at least 75% via an improved participation of women, older workers, and legal migrants;
- Reducing the number of Europeans living below national poverty thresholds by 25%, thereby lifting at least 20 million people out of poverty.

In addition to these objectives, the Strategy sets out targets in the fields of innovation, education, and climate change.

The European Commission also proposed seven 'flagship initiatives' to push forward the Europe 2020 agenda. In order to achieve inclusive growth, the initiatives include an 'Agenda for new skills and jobs'[6] to modernise labour markets and to stimulate a better match between skills demand and supply, and the 'European platform against poverty' to improve territorial and social cohesion

[5] We refer here to the organisational chart of DG EMPL in force until end 2010.

[6] Communication from the Commission 'An Agenda for new skills and jobs: A European contribution towards full employment', COM(2010) 682 final.

across the EU. Other flagship initiatives are oriented towards innovation, education for youth, the digital agenda, the use of natural resources and industrial policy.

With the launch of this new Europe 2020 strategy, the role of the PROGRESS programme has been adjusted. As from 2010, PROGRESS supports Europe 2020 objectives[7]. The next PROGRESS programme is expected to enable the Commission to continue with the development and implementation of employment and social policies and of the legislative framework in line with these Europe 2020 priorities.

Changes in the organisational structure and mandate of DG EMPL are also likely to affect the next PROGRESS programme, notably the fact that the units dealing with gender equality and anti-discrimination have been transferred to DG JUST.

1.1.3 Intervention logic: the building blocks

The PROGRESS Strategic Framework sets out the intervention logic of the programme. To achieve the shift towards Europe 2020, the model links the expected outputs of PROGRESS activities to a series of immediate and intermediate outcomes and an ultimate outcome. The building blocks of the logic model are as follows. Full details of the framework are set out in the relevant policy document[8].

Table 1.1 The PROGRESS Strategic Framework – the building blocks

Levels in the Logic Model	PROGRESS Outputs and Outcomes[9]	Shorthand PROGRESS Outputs and Outcomes[10] used in this report
Social Agenda	More and better jobs and more cohesive societies that offer equal opportunities for all in Member States.	More and better jobs and more cohesive societies that offer equal opportunities for all in Member States.
Ultimate Outcome	Member States implement laws, policies and practices in a manner that contributes to the desired outcome of the Social Agenda.	Member States implement laws, policies, and practices in a manner that contributes to the desired outcome of the Social Agenda.
Intermediate Outcomes	1. Compliance in Member States with EU law relating to PROGRESS issues.	1. Effective application of EU law.
	2. Shared understanding and ownership among policy/decision-makers and stakeholders in Member States, and the Commission, of EU Objectives relate to PROGRESS policy areas.	2. Shared understanding and ownership of EU objectives.
	3. Effective partnerships with national and pan-European stakeholders in support of outcomes relating to PROGRESS policy areas.	4. Effective Partnerships.

7 Note that the Social Agenda will not be renewed.

8 Draft Strategic Framework for the implementation of the Community Programme for Employment and Social Solidarity – PROGRESS, Brussels, 18 March 2008.

9 Ibidem.

10 Shorthand adopted in the Progress Annual Performance Monitoring Report 2009.

Levels in the Logic Model	PROGRESS Outputs and Outcomes[9]	Shorthand PROGRESS Outputs and Outcomes[10] used in this report
Immediate Outcomes	1. Effective information sharing/learning in Commission and across Member States on EU law and policy relating to PROGRESS.	1. Effective information sharing and learning.
	2. Well informed EU policies and legislation in PROGRESS areas relevant to needs, challenges and conditions in Member States	2. Evidence-based EU policies and legislation.
	3. Better integration of cross-cutting issues (e.g. gender, poverty, and non-discrimination) and greater discrimination in EU policies and legislation relating to PROGRESS.	3. Integration of cross-cutting issues and consistency.
	4. Greater capacity of national and pan-European networks to support, promote and further develop policies and objectives relating to PROGRESS policy areas.	4. Greater capacity of national and EU networks.
	5. High quality and participatory policy debate at EU and national levels on law, policies, and objectives in areas relating to PROGRESS.	5. High quality and participatory policy debate.
Outputs	1. Relevant training and mutual learning targeting legal and policy practitioners in PROGRESS policy areas.	1. Relevant training and learning for legal and policy practitioners.
	2. Accurate monitoring/assessment reports on implementation and impact of EU law and policy in PROGRESS areas.	2. Accurate monitoring/assessment reports on implementation and impact of EU law and policy.
	3. Development of appropriate statistical tools, methods, indicators relating to PROGRESS policy areas.	3. Appropriate statistical tools, methods, indicators.
	4. Identification and dissemination of good practices in PROGRESS policy areas.	4. Identification and dissemination of good practice.
	5. Appropriate policy, advice and research and analysis relating to PROGRESS policy areas.	5. Appropriate policy advice, research and analysis.
	6. Support to NGOs and networks active in PROGRESS policy areas.	6. Support to NGOs and networks.
	7. Information and communication activities, networking between and with stakeholders and events on issues related to PROGRESS policy areas.	7. Information and communication activities, networking among stakeholders and events.

Activities

The typology of PROGRESS activities is set out directly in the PROGRESS Decision, but is not referred to in the Strategic Framework. As such, no clear link between types of activities and outputs exists. For instance although carrying out studies, analyses and surveys (activity type A3 – see below) can be considered as the most likely source of research and policy advice (Output 5), this output can also be delivered by an activity in 'support of main actors' such as the funding of experts networks (C5). The following types and subtypes of activities are distinguished:

a. Analytical activities:

- A1. Collection, development and dissemination of data and statistics;
- A2. Development and dissemination of common methodologies and, where appropriate, indicators or benchmarks;
- A3. Carrying out of studies, analyses and surveys and dissemination of their results;
- A4. Carrying out of evaluations and impact assessments and dissemination of their results;
- A5. Elaboration and publication of guides, reports and educational material via the Internet or other media.

b. Mutual learning, awareness and dissemination activities:

- B1. Identification of, and exchanges on, good practices, innovative approaches and experiences, and organisation of peer review and mutual learning, by means of meetings/workshops/seminars at European, trans-national or national level, taking account, where possible, of specific national circumstances;
- B2. Organisation of Presidency conferences/seminars;
- B3. Organisation of conferences/seminars in support of the development and implementation of EU law and policy objectives;
- B4. Organisation of media campaigns and events;
- B5. Compilation and publication of materials to disseminate information as well as results of the programme.

c. Support for main actors:

- C1. Support for the running costs of those key European level networks whose activities are linked to implementation of the objectives of the programme;
- C2. Organisation of working groups of national officials to monitor the implementation of EU law;
- C3. Funding of specialised seminars addressed to those working in the field, key officials and other relevant actors;
- C4. Networking among specialised bodies at European level;
- C5. Funding of experts' networks;
- C6. Funding of European level observatories;
- C7. Exchange of personnel between national administrations;
- C8. Cooperation with international institutions.

1.2 Objectives of the mid-term evaluation

As set out in the service order of the 29th June 2010, Ecorys was commissioned to carry out the mid-term evaluation of the PROGRESS programme. The service is provided under the Multiple Framework Contract between the consortium coordinated by Ecorys UK (formerly ECOTEC Research and Consulting) and DG EMPL – Lot no.1: Provision of evaluation and evaluation-related services in the field of employment.

The evaluation has been conducted within an 18-month timeframe, from July 2010 to December 2011.

The core evaluation team included: Marcel Canoy (Project Director), Alessandra Cancedda (Project Manager), Annemieke Biesma, Margaret Chotkowski, John Dodd, Vicki Donlevy, Margaret James, Paul Jeffrey, Etienne Le Blanc, Marjolein Peters, James Rampton, Thijs Viertelhauzen, Etienne Van Nuland, Wim Zwinkels. Other experts and researchers were involved for specific tasks.

The objective of the mid-term evaluation is to measure the degree to which PROGRESS is meeting its objectives, the efficiency of its use of resources and its European added value.

The official period covered by the evaluation is from the start of the programme in 2007, until mid-2010. However it was decided in accordance with the European Commission that, for practical reasons and given the difficulty of establishing a cut-off point in the middle of the 2010 annual cycle, the evaluation would only consider activities included in the workplans until the end of 2009.

The conclusions of the evaluation feed back into the policy-making process, hence the 'formative' status of the assignment. The interim evaluation findings have already been used by DG EMPL and will be communicated to the European Parliament, the PROGRESS Committee and relevant stakeholders. Specifically, the lessons, conclusions and recommendations will be used to:

- Improve the on-going implementation of PROGRESS until 2013;
- Assist in preparing and designing the approach for the post-2013 programming period. This mid-term evaluation contributes strongly to the ex ante evaluation of the new PROGRESS programme (PROGRESS axis of the Programme for Social Change and Innovation[11]) and its findings provide crucial input to the process of defining the objectives, indicators, types of actions, EU added-value and cost effectiveness. This process was led by the PROGRESS Coordination unit and included several activities and consultations, including the involvement of a working group with representatives of key PROGRESS stakeholders.

In this evaluation we apply the evaluation criteria of relevance, effectiveness, efficiency and European added value. Each evaluation question has been divided into sub-questions, and a number of indicators (often of a qualitative type) have been used[12]. In addition we address five transversal issues: the intervention logic, causality factors, partnership strategies, programme management and gender mainstreaming.

We provide below further clarification on the specific way in which some of these criteria are applied and understood in this report.

Relevance

Relevance is usually understood as the extent to which the aims of an intervention are pertinent to the needs, problems and issues to be addressed. In this evaluation, relevance is understood as the continuing relevance of PROGRESS objectives to current needs at EU level and in Member States, and of outputs to PROGRESS objectives. Relevance is not only 'static' but also 'dynamic', as for instance when the programme had to take into account the new focus of EU activities on the Europe 2020 strategy.

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[11] Proposal for a Regulation of the European Parliament and of the Council on a European Union Programme for Social Change and Innovation, COM/2011/0609 final - 2011/0270 (COD).

[12] See table section 2.3.2. of the Inception Report.

Effectiveness

Effectiveness is commonly understood as the extent to which the aims of a programme are achieved. In this evaluation, we assess effectiveness in terms of the appropriateness of the quantity and quality of outputs delivered, and in terms of the achievement of immediate, intermediate and ultimate outcomes of the logic model set out in the PROGRESS Strategic Framework.

Efficiency

Efficiency usually refers to the cost-effectiveness of a programme, a policy or an action. In this particular assignment, the diversity of PROGRESS activities and outputs makes comparisons and benchmarking particularly challenging and sometimes impossible. We have therefore followed the guidelines set out in the terms of reference to address efficiency mainly through process indicators, for example by looking at the smoothness of the delivery process, the flexibility of the programme, the effectiveness of mechanisms for selecting appropriate implementing bodies and for communicating expected outcomes and objectives to implementing bodies.

EU added value

Added value can be expressed in terms of:

- Volume effects: the intervention 'adds' to existing initiatives or directly produces beneficial effects that can be expressed in terms of volume;
- Scope effects: the intervention 'broadens' existing initiatives by addressing groups or policy areas that would not otherwise be addressed;
- Agenda setting, innovation and learning effects: the intervention deliberately supports innovation and the transfer of ideas that are subsequently 'rolled out' in different contexts;
- Process effects: actors involved in other initiatives derive benefits from being involved in the intervention.

In this evaluation, the programme focus is at EU level. Therefore, volume effects have to be mainly understood at that level, meaning in terms of the variety of subjects and themes on which common indicators, common statistical tools, and comparative research provided a complete picture at EU level.

1.3 Evaluation roadmap

In the following table we present our revised evaluation 'roadmap' and method. Further details on the latter are to be found in the Annexes (2, 3, 4). Due to the longer timeframe required to identify and interview the interviewees and to receive information from relevant Commission services and other, data collection phase II extended beyond the date originally set in the inception report (May 2011) to July 2011. As a result, and due to the probable redundancy of data collection phase III (the focus groups) in relation to the interviews and the validation seminar, it was agreed with the European Commission that this phase was no longer necessary. The final phase lasted from August to December 2011.

Table 1.2 Roadmap and method for the mid-term evaluation of PROGRESS

Phase	Task	Purpose	Sources	Tool
Data collection I September-December 2010	**Desk research**	First assessment of relevance and effectiveness, especially Q 1,2, efficiency Q 2,3,4, European added value, partnerships strategies, gender mainstreaming, programme management.	PROGRESS background and monitoring information; Activity reports and written outputs of sample of activities.	Template for review of documents produced by activities.
	Interviews of key stakeholders	First assessment of: relevance; effectiveness; efficiency, European added value. First elements on the intervention logic, partnerships strategies, programme management, gender mainstreaming.	Commission officials, Member State reps and PROGRESS Committee members, EU level stakeholders, Policy committee representatives.	Questionnaire for semi-structured interviews to key informants.
	Annual Monitoring Survey	Gathering information from PROGRESS beneficiaries and other stakeholders focusing on: relevance Q 1, 2, effectiveness Q 2,3,4,5, European added value.	PPMI panel.	Questions in PPMI questionnaire.
	Interim Reporting	Analysis of interim findings from previous tasks.		Draft Report, Steering Committee, Final version.
Data collection II January-July 2011	**Web-based survey on grant beneficiaries**	To supplement information collected through face-to-face interviews and desk research on grants.	Beneficiaries of grants (especially action grants, and grants to international organisations and EU presidencies).	Web-based questionnaire.
	Survey reporting	Findings from web-based survey of grant beneficiaries.		
	Case studies	In-depth assessment for selected case studies of relevance, effectiveness, efficiency, European added value, partnerships strategies, programme management, gender mainstreaming. Obstacles, success factors, lessons learnt.	Documents, key informants on case studies (promoters and beneficiaries).	Template for case studies
Final August-December 2011	**Final reporting and validation**	Transversal analysis of results of various tasks by policy section and type of activity and for overall programme.		Draft report, Validation seminar, Final version.

1.4 Structure of the report

This report contains the results of the whole evaluation. This first part (part A) is the full report, while the second part (part B) contains the case study reports. In part A, this introduction sets the scene of the evaluation and provides essential information on PROGRESS and the policy context. Chapters 2 to 6 contain the findings of the evaluation for the five PROGRESS policy sections, while chapters 7 to 10 address the transversal issues. Chapter 11 is devoted to conclusions and recommendations. In part B, chapters 12 to 16 each set out one case study. Finally, Annexes 1 to 4 include the list of interviewees, the tables referred to in chapters, the detailed descriptions of the activities and a list of reviewed documents.

Throughout this report, DG EMPL units are named in accordance with the organigramme in force during the evaluation timeframe and until early 2011, as many consultation activities were carried out during that period.

2 Employment

2.1 Introduction

The objective of PROGRESS in the field of employment is to support the implementation of the European Employment Strategy (EES)[13]. This continues to be a highly relevant objective. The EES has been the key EU policy instrument in the field of employment throughout the life of the programme, an integral part of the Lisbon Strategy and is now part of the Europe 2020 strategy. The broad nature of this objective has given the programme the flexibility to cover what is a very broad policy area and also responds to new and emerging issues, for example, those linked to the recent economic crisis.

2.2 Relevance

2.2.1 Overall assessment

The six needs underlying the PROGRESS programme are all still relevant for the support for the European Employment Strategy. The needs for awareness raising and capacity building of networks are lower than other needs for this policy area. The outputs and outcomes foreseen in the Strategic Framework[14] correspond to the specific needs the Decision foresees for the support of the EES. There seem to be emerging needs for more ad-hoc responses and for opportunities to learn from other OECD countries.

2.2.2 Relevance of needs identified by the PROGRESS Decision

PROGRESS was designed to respond to six needs identified at the time of its inception. The six needs are closely linked to the EES and other OMC processes. Not surprisingly therefore, each of these needs is still relevant today. The first four in particular are directly linked to the various stages of the OMC process and without the activities financed under PROGRESS the OMC process would be reduced to a bare minimum. For the Commission, the first two needs regarding the collection of information and statistics are of particular importance since they these are prerequisites for performing there role in the OMC. For Member State actors, information and particularly sharing and comparing information on policies is especially relevant. In new Member States this seems to be stronger than in the old Member States. Awareness raising and capacity building, the last mentioned needs mentioned in the Decision, are relatively important in the field of employment. Some new demands are emerging, but they are related more to the character than to the content of needs: information on short-term developments and information sharing with non-EU countries on a structural basis.

Relevance of improving the knowledge and understanding of the situation prevailing in the participating countries

Generating information and understanding on the situation in the Member States is a sine qua non for soft policy coordination processes to function. Since employment situations are continuously in flux, the need for information never ceases. They are therefore at the basis of policy debates,

[13] Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS, article 4.

[14] Draft Strategic Framework for the implementation of the Community Programme for Employment and Social Solidarity – PROGRESS, Brussels, 18 March 2008.

information-sharing and decision-making processes in the Council and the Commission. Knowledge and understanding of the situation in Member States also contributes to the fulfilment of other needs, such as the promotion of mutual learning.

Of the PROGRESS needs listed in article 2 of the Decision**,** improving the knowledge of the employment situation in participating countries is considered as one of the most important ones by stakeholders at EU and Member State level. It is particularly relevant for the European Commission and other stakeholders at EU, since they can only effectively play their role in the EES if they have access to up-to-date information and have a good grasp of the situation in the Member States.

Employment and labour market analyses are key tools to understanding the long-term developments linked to the EES as well as current problems generated by the economic and financial crisis. However, the more short-term and ad-hoc developments are less easily captured by e.g. studies in time to be relevant for policy making and require a more flexible approach.

Relevance of supporting the development of statistical tools and methods and common indicators

Statistical tools and indicators are a key element of the OMC and the development of an EES, and are also needed to monitor their implementation. The need for statistical tools and indicators is particularly strong amongst EU stakeholders. The need is continual as new polices or priorities generate a new demand for indicators and for statistics.

Various documents support this call for new or renewed work on statistics and indicators. For example, in the Europe 2020 strategy there are calls for accompanying statistics and indicators to monitoring its implementation. In its contribution to the EPSCO Council of 7-8 June 2010, the Employment Committee also invited the Commission 'to work closely with it to fully exploit the work carried in the past, namely on indicators, on the analysis of national labour market developments and to develop together the monitoring and assessment framework which the Commission and the Committee may use in the assessment of national labour market reforms'[15].

This need is relevant for all stakeholders, either because they are responsible for monitoring what happens, or because they may be judged on the basis of the indicators agreed within the EU. The relevance has extended to include implementing bodies, in particular the public employment services (PES). From the interviews it became apparent that for new Member States the activities that can be funded under thus heading are also relevant for the development of their own systems.

Relevance of supporting and monitoring the implementation of EU law and EU policy objectives and assessing their effectiveness and impact

The need to support and monitor EU policy objectives and to assess their effectiveness and impact is highly relevant to the EES and will remain relevant to the support and planning of employment guidelines of the Europe 2020 strategy. It is particularly relevant in the absence of the competence to use more binding legal instruments at EU level. It is also highly relevant to the European Commission who has to monitor Member States' performance under the OMC. Obviously, this need is related to the previous one.

[15] EMCO Contribution to the EPSCO Council of 7-8 June 2010 on the 'EU 2020' Strategy.

Relevance of promoting networking, mutual learning, identification and dissemination of good practice and innovative approaches at European level

The introduction of mutual learning and related actions stems from the need to have innovative and high quality policies in Member States and is another key feature of the OMC. Mutual learning is therefore particularly relevant to those stakeholders within Member States. The need for this type of actions seems to have increased amongst non state actors, including NGOs and social partners.

This mid-term evaluation raises some questions (see sections below) regarding the uptake and impact of these activities. However, the relevance of this need was recently confirmed by the EMCO: 'Mutual learning is a clear yet underutilised EU value added in the Open Method of Coordination. The mutual learning programmes managed by the Commission, be they directed to policy makers or to practitioners, should be developed in light of the new set of integrated guidelines so that results of the programmes are visible and can be transferred into national and European employment policies easily.'[16]

This apparent contradiction between effectiveness and relevance was also voiced by some stakeholders during the interviews and confirmed in the case study. Overall it seems that the need for mutual learning does exist, but that expectations on impact and hence objectives should be moderate because of the time and effort required for the dissemination of lessons within countries. In this respect it is also important to note that mutual learning activities are primarily directed at ministries and PES. The number of participants is small in comparison to the size of the organisations they work for. In addition, they do not include social partners and NGOs, or other players in employment policy and the EES.

Enhancing awareness of the EU policies and objectives pursued among stakeholders and the general public

The need for awareness-raising of EU policies and objectives in the field of employment is more relevant for institutions and organisations than for individual citizens. Possible exceptions are the new Member States. The interviews indicated that awareness of the EES might reinforce public support for the national governments' choices and efforts in the field of employment policy.

Non-governmental stakeholders and especially social partners are expected to participate in the EES. In practice, their *de facto* involvement in designing and implementing employment policies varies greatly between Member States. There is a need to create awareness of the objectives and policies that governments have agreed in the EES amongst the other stakeholders, because this may support them in assuming a stronger role in the EES. Awareness of the EES amongst the general public is relevant from a wider point of view, namely the credibility of the EU as pursuing social as well economic objectives, and therefore providing a real benefit for citizens.

Boosting the capacity of EU level networks and to promote, support and further develop Community policy and objectives

EU level networks play a role in gathering information and knowledge on labour market and employment policies in the EU. In as much as this work is categorised under this heading, the relevance of having such networks is there. However, these networks are bringing capacity rather than them requiring capacity building. Support to NGO networks is not as relevant for this policy area as it is for policy areas such as anti-discrimination, gender equality or social inclusion, as NGOs play a far lesser role in this field. While social partners play a key role in the EES, the European Social Dialogue and associated budget lines ('Industrial relations and social dialogue'

[16] Ibidem.

and 'Information and training measures for workers' organisations') form an alternative mode of support to PROGRESS. Finally, the HoPES network provides a valuable platform for policy discussion and the exchange of ideas between the PES. It is also particularly valuable for the Commission because it depends in certain instances on the PES for the implementation of programmes like EURES. We consider the support to these networks as responding to the need for mutual learning. Of course all mutual learning will also contribute to capacity building of the actors involved, but capacity building of networks is as such not a clear need in the field of employment policy.

2.2.3 Relevance of outputs and outcomes to the specific employment policy needs

Overall assessment

In general, the outputs and outcomes funded through PROGRESS respond to the specific needs identified for the area of employment under Article 4 (text box below). All the needs have been addressed to some degree by the outputs and outcomes of PROGRESS.

Needs/objectives identified for employment in Article 4 of the PROGRESS decision:

Support the implementation of the European Employment Strategy (EES) by:

a. improving the understanding of the employment situation and prospects, in particular through analysis and studies and the development of statistics and common indicators within the framework of the EES;
b. monitoring and evaluating the implementation of the European Employment Guidelines and Recommendations and their impact, notably through the Joint Employment Report, and analysing the interaction between the EES and general economic and social policy and other policy areas;
c. organising exchanges on policies, good practice and innovative approaches, and promoting mutual learning in the context of the EES;
d. raising awareness, disseminating information and promoting the debate about employment challenges and policies and the implementation of national reform programmes, including among the social partners, regional and local actors and other stakeholders.

Outputs

In total, seven types of outputs are produced under PROGRESS. Five of these are clearly relevant to the needs identified for the policy section. *Support to NGOs and networks active in PROGRESS policy areas* is not relevant in this policy field. The *Identification and dissemination of good practices in PROGRESS policy areas* is, but is in this policy section mainly linked to other outputs, notably those related to *Training and mutual learning* and those related to *Appropriate advice, research and analysis*. The following table provides a number of examples on the relevance of the actually produced outputs to these needs.

Table 2.1 Examples of relevance of outputs to needs identified by article 4 of the PROGRESS Decision

Need (as identified in the Decision)	Relevant outputs (from the Strategic Framework)	Examples of outputs
A. Improving the understanding of the employment situation and prospects.	• Development of appropriate statistical tools, methods and indicators (Output 3); • Appropriate policy advice, research and analysis (Output 5).	• Study on the role of Public Employment Services (PES) relating to flexicurity; • European Employment Observatory (EEO); • Labour Force Survey 2008 ad-hoc module 'Labour market situation of migrants and their immediate descendants'; • Activity to deepen our knowledge on the LM integration of migrants in the MS through improving the availability, accuracy and comparability of data at MS and EU level.
B. Monitoring and evaluating the implementation of the European Employment Guidelines and recommendations and their impact.	• Accurate monitoring/assessment reports on implementation and impact of EU law and policy (Output 2).	• New Labour Force Survey modules; • A limited number of evaluations were funded through PROGRESS responding to the second need. However, calls for tenders for evaluation and impact assessment framework contracts were launched to facilitate the structural evaluation of policies; • a database on national labour market policies in Member States.
C. Organising exchanges on policies, good practice and innovative approaches, and promoting mutual learning in the context of the EES.	• Relevant training and mutual learning targeting legal and policy practitioners (Output 1); • Identification and dissemination of good practices (Output 4).	• Seminar at EU level, in cooperation with the OECD, as follow-up of the EU-OECD project on 'Gaining from migration; • Mutual learning programme; • Migration/integration employment observatory managed by the International organisation for migration/IOM; • Mobility Network.
D. Raising awareness, disseminating information and promoting the debate about employment challenges and policies and the	• Information and communication activities, networking between and with stakeholders and events (Output 7).	• Series of conferences covering a broad variety of EES related subjects; Presidency conferences and Employment in Europe dissemination

Need (as identified in the Decision)	Relevant outputs (from the Strategic Framework)	Examples of outputs
implementation of national reform programmes, including among the social partners, regional and local actors and other stakeholders.		conferences.

Outcomes

The PROGRESS Strategic Framework outlines five immediate outcomes, and three intermediate outcomes. There is a correspondence between the needs in the field of employment (see text box at the beginning of this section) and these outcomes.

Activities whose expected immediate outcome is *Evidence-based EU policies and legislation* (Immediate Outcome 2) satisfy employment need A and B, whilst those geared at *Effective information sharing and learning* (Immediate Outcome 1) satisfy need C and those aimed at *High-quality and participatory policy debate* (Immediate Outcome 5) meet need D. The expected immediate outcome *Greater capacity of national and EU networks* (Immediate Outcome 4) does not have any link with the employment section needs (and in fact is not pursued by activities carried out in this section). The other immediate outcome that does not directly and explicitly relate to these needs (as it is transversal in nature) is the one concerning *Integration of cross-cutting issues and consistency* (Immediate Outcome3).

This not withstanding, it seems that the immediate outcomes are considered relevant by policy makers at national and EU level. *Effective information sharing and learning* (Immediate Outcome 1) is by nature more relevant for national policy makers, while the second and third immediate outcome (*Evidence-based EU policies and legislation*, and *Integration of cross-cutting issues and consistency*) are particularly relevant at EU level. Immediate Outcomes 4 and 5 (*Greater capacity of national and EU networks,* and *High-quality and participatory policy debate*) address both targets groups.

The *Effective application of EU law* (Intermediate Outcome 1) is both logically and according to the interviewees in the Commission, not relevant for the field of employment as defined in the framework of this study. This was clearly recognised in the Decision and no corresponding needs were identified there. *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2) can be seen as related to the needs in the field of employment, but the needs have been clearly identified more at the level of immediate than intermediate objectives and outcomes. It is not immediately clear how Intermediate outcome 3 (*Effective partnerships*) relates to the needs formulated in the Decision for the employment policy area. Again an explicit link is missing here.

2.3 Effectiveness: outputs

2.3.1 Overall assessment

The largest numbers of activities are funded in accordance with the core objective in the area of employment, i.e. to support the implementation of the EES. The number of outputs is relatively low for policy advice, research and analysis and policy debate events, whereas a demand for more analytical work exists in the European Commission. Support to NGOs and networks are hardly provided. Quality is generally on a high level, but varies in detail between the different types of activity. Their quality can be considered satisfactory to good.

2.3.2 *Quantity*

In total 877 PROGRESS outputs, in one form or the other were produced in the field of employment between 2007 and 2009. These amounts to 18% of all PROGRESS outputs (see Table A.2.3). This is slightly lower than the 22% share employment has in the PROGRESS budget (see Table A.2.2) [17]. The biggest difference between employment and other policy fields though, concerns the over-representation of outputs in the field of information, communication and networking (53% of all this type of output). The difference stems entirely from outputs generated under grant agreements.

Most of the outputs delivered in the field of employment are produced under grant agreements. This amounts to three quarters of the outputs, which is substantially higher than in the four other policy fields, the average of all fields amounting to 50%. Almost a quarter of the outputs were directly commissioned by the European Commission, which is exactly equal to the average. None of the outputs in this policy field were produced by EU networks and NGOs, whereas on average 26% of the outputs are produced by these actors.

The variance in the number of outputs per category shows a strong emphasis on EES supporting activities that are consistent with the needs addressed by PROGRESS. The largest group of outputs are those related to training, mutual learning and peer reviews: 39% of the outputs belong to this category, which is somewhat more than the average of 35%. The other main categories, accounting each for about 20% of the outputs relate to the exchange of best practices and information, communication and networking. As indicated above, the latter figure is high in comparison with other policy areas, where on average 7% of the outputs belong to this category.

There exist relatively few outputs in the categories *Accurate monitoring/assessment reports on implementation and impact of EU law and policy* as well as *Appropriate policy advice, research and analysis*. Commission interviewees stressed that the limited number of outputs of these kinds is determined by the capacity of the Commission to support the deliverance of outputs. Commission officials acknowledged that there are insufficient analytical activities funded, but also stressed that the ECs' internal capacity is too small to boost this number. There exists thus a high demand for more analytical activities at the side of the Commission.

2.3.3 *Quality*

The quality of *Relevant training and learning of legal and policy practitioners* can be considered satisfactory to good, measured by the satisfaction of participants and the extent to which relevant EU and national actors were targeted. As the Annual performance monitoring reports note, a system of more systematic evaluations of this type of events was introduced in the course of the period under evaluation. Mutual learning events are typically voluntary. Participation depends on the degree that target groups are aware of the event and on its attractiveness. Various measures were put in place to better align the choice of themes with Member States' and EU policy priorities. This has resulted in better attendance from Member States, even though their participation remains largely determined by the match between the issue to be discussed or 'peer reviewed' and national priorities.

The case study on the Thematic Review Seminars illustrates that social partners are still a target group that is hard to reach, which explains their limited participation to date. The fact that overall

[17] Table A.2.1 through Table A.2.37 can be found in Tables.

there seem to be no obvious patterns in the participation from Member States though, suggests that other factors, such as the theme chosen, play a role. Self-selection then replaces deliberate targeting as an allocating mechanism. Participants value the events they visit and the relevance of the knowledge they acquire for policy making at home.

Accurate monitoring/assessment reports on implementation and impact of EU law and policy generally respond well to the requirements of users in the European Commission. These outputs tend to provide recommendations for policy making at EU level, and to a lesser extent national level. Interviewees across the board argued that the quality of reports produced as an outcome of PROGRESS spending was generally good, providing suitable amounts of information.

Appropriate statistical tools, methods, indicators are generally considered of high quality. The Eurostat Labour Market Policy Database contains information on participants and expenditure per type of passive and active labour market measure. It is considered 'an undisputed reference' for Member States and thereby constitutes an important tool for the European Commission for comparing policies to support the preparation and monitoring of policies in the framework of EES. In a similar vein, the inclusion of the ad hoc module on the labour market situation of migrants and their descendants in 2008 is already one of the main sources of information for research in the area of labour mobility of third country nationals.

Identification and dissemination of good practices is typically part of two other types of outputs. In the case of mutual learning dissemination of outcomes takes place through direct contacts of attendants with others in their organisation and a website. The website is structured in line with the organisation of the programme. This may render it less accessible to non participants. For mutual learning purposes a more secluded environment is actually conducive to an open learning environment. For dissemination of outcomes to a wider public, a less context-driven environment would be preferable. The outputs of research and analysis are not easily accessible to a wider audience either. An evaluation of studies produced under PROGRESS in fact concluded that DG EMPL commissions most of its studies for internal use[18].

The quality of *Appropriate policy advice, research and analysis* is considered good and even high in terms of the usefulness to the policy process at EU level. The 'Employment in Europe' report is produced annually. Studies and other activities funded under PROGRESS are important inputs – ideas, evidence – for this report, which is largely prepared in-house by the Commission. Such studies have also helped the Commission report to the Council and the Parliament, e.g. on transitional arrangements on migration. In addition, studies serve their purpose in the preparation of new EU measures, e.g. studies on undeclared work were used when the Commission was considering setting-up a dialogue structure for labour inspectorates in Europe. The dialogue with external institutions such as the OCED is also enhanced through high-quality studies, e.g. on skills. Also the insights of the study on the role of the PES related to flexicurity in the European labour markets were used by the HoPES network' working group on flexicurity.

Aside from reports and studies, PROGRESS funds the European Employment Observatory, which facilitates research on employment policies and labour market trends and the dissemination of this information on a structural basis. It is valued much at EU level as providing up-to-date information and contributing to the monitoring of the European Employment Strategy. In addition, the European Job Mobility Partnership offers research through a network of labour market academics and practitioners. Events are offered to EU Presidencies and have been welcomed by them.

[18] PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011.

A general comment of various interviewees in Member States on policy advice, research and analysis funded through PROGRESS was the limited visibility of these outputs. It was asked at several occasions whether the Commission could create a database with all the outputs.

Since no *Support to NGOs and networks* is provided in the field of employment, their quality is not an issue.

The quality of *Information and dissemination activities, networking among stakeholders and events* is good. Conferences such as the Annual Conference for the 'Employment in Europe' report are carefully attuned to on-going (presidency) policy priorities and are well attended. It is an explicit and actively maintained policy that the results of all studies commissioned by the Commission are presented to Commission officials and external invitees. Sometimes this is combined with already planned events, such as EMCO meetings, on other occasions specific meetings are organised. Again, these show continued active participation, suggesting appreciation by participants and a good reputation. Networking and co-operation with international organisations have gained importance and activities developed with ILO, OECD and the IMO are highly valued. They have been effective in preparing the Commission for international panels and influence developments in international organisations.

A few factors however obstruct improvement of quality of these activities. Firstly, many interviewees that had attended conferences stated that conferences could generate more discussion than is currently the case. Secondly, the results of the events are insufficiently disseminated but not enough according to interviewees, especially in Member States.

2.4 Effectiveness - Immediate outcomes

In the field of employment PROGRESS has had a positive impact on *Effective information sharing and learning* (Immediate Outcome 1). A positive but smaller contribution has been made to *Evidence-based EU policies and legislation* (Immediate Outcome 2). The *Integration of cross-cutting issues and consistency* (Immediate Outcome 3) is considered to be high by the respondents of the 2009 Annual Survey. However, there is no corroboration for this from other sources, which suggest a far more limited impact. In line with the needs identified above, *Greater capacity of national and EU networks* (Immediate Outcome 4) has not been furthered. The contribution made to a *High-quality and participatory policy debate* (Immediate Outcome 5) seems limited. The contribution made by PROGRESS to each immediate outcome is discussed in more detail below.

The three largest categories of PROGRESS outputs in the field of employment concern outputs that are likely to contribute to *Effective information sharing and learning* (Immediate Outcome 1), the first immediate outcome envisaged in the PROGRESS Strategic Framework. This, combined with the overall good quality of these outputs renders it very likely that this outcome has been achieved. This is further supported by the fact that a relatively high share of the actual commitments in 2009 was dedicated to information sharing and learning in this policy field. According to the PROGRESS 2009 Annual Survey only 55% of the respondents were aware of key information, communication and networking events funded under PROGRESS in the field of employment (see Table A.2.6). This low percentage is common to all policy fields though. Grant beneficiaries surveyed by Ecorys in 2011 were extremely positive on the contribution made by the grant they received to effecting information and sharing and learning; in comparison to other immediate outcomes and in comparison to the policy fields. No less than 94% believed this contribution existed, compared to 77% of all respondents (see Table A.2.18).

A relatively small number of outputs were produced in two important output categories for *Evidence-based EU policies and legislation* (Immediate Outcome 2) – *Policy advice, research and analysis* and *Monitoring/assessment reports*. At the same time though, in the field of employment a large share of resources was dedicated to this second immediate outcome when compared to other policy fields. In addition, the quality of the outputs was good and several examples of concrete use being made of the outputs exist. A slightly above average share of respondents of the 2009 Annual Survey believes that EU policy is grounded in a thorough analysis of the situation and responsive to conditions, needs and expectations in the Member States (see Table A.2.6). However, as for all policy areas few respondents are familiar with policy advice, research and analysis. But a comparatively low share – 52% versus 61% on average – uses or intends to use the resulting information for policy making. Overall respondents of the Annual Survey seem to have limited faith in this type of activity contributing to policy making. Little more than half of the respondents perceive this at national (transposition of EU law, establishing methodologies and indicators) or EU (agreement between stakeholders, EU legislation, governance) level. The figure is slightly higher (57%) for triggering or strengthening the national policy debate. The figures are even lower for the contribution of statistical tools and indicators in this respect. The share of grant beneficiaries seeing a relationship between the grant they received and evidence-based policies is a minimal 16%, compared to an average score of 33% (see Table A.2.18).

The impact on the *Integration of cross-cutting issues and consistency* (Immediate Outcome 3) seems limited. A large share of the 2009 Annual Survey respondents feels that the EU has in a satisfactory or high degree contributed to the *Integration of cross-cutting issues* in policy making (see Table A.2.6). This indicator for achieving the third immediate outcome is high for all policy sections, with the exception working conditions. However, in the field of employment only 19% of the grant beneficiaries confirm this, which is in striking deviation from the average, 50% of all respondents responding positive to this question (see Table A.2.18). In addition, the case study suggested that partnership, while strived for, is not pursued in a very systematic matter.

Greater capacity of national and EU networks (Immediate Outcome 4) does not seem to have been furthered, in the absence of activities directed at the support of NGOs and networks in the field of employment policy. Still, 45% of the grant beneficiary survey respondents reports that their grant has contributed to the *Greater capacity of national and pan-European networks* (see Table A.2.18). This is somewhat lower than average and decidedly lower that for the areas of social inclusion and anti-discrimination.

From the relatively high share of outputs devoted to Information and dissemination activities one would expect that *High-quality and participatory policy debate* (Immediate Outcome 5) is likely to be achieved. However, the share of resources dedicated to this outcome is much lower than for most other policy areas. In addition, a relatively low share of the respondents of the 2009 Annual Survey feels that the principles of good governance have been followed in the policy debate at EU level (see Table A.2.6).

2.5 Effectiveness - intermediate and ultimate outcomes

2.5.1 Overall assessment

Effective application of EU law (Intermediate Outcome 1) does not apply in the field of employment. Based on the combined evidence from various sources we conclude that *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2) has been furthered by PROGRESS in

the field of employment. While there are some indications that *Effective partnerships* (Intermediate Outcome 3) have been achieved, the evidence does not allow us to conclude this was substantially due to PROGRESS.

2.5.2 *Intermediate outcome 2: Shared understanding and ownership of EU objectives*

The 2008 PROGRESS Annual Survey showed employment had an above average level of respondents stating they were familiar with EU objectives. At over 80% this was the second highest of all policy areas (see Table A.2.8). The overall positive response rate continued in 2009. Over 80% of respondents in 2009 were familiar with EU objectives and policies, second highest behind gender equality and above the average. The 2010 PROGRESS Annual Survey analysed awareness of particular issues within a policy area. Results showed a good level of awareness across employment issues, with key challenges and problems facing the European labour market (87%), Solutions, policy options and best practices (86%), promoting 'New Skills for New Jobs' (85%), and promoting flexicurity (82%) all received high levels of awareness among survey respondents (see Table A.2.11). Some 62% of the grant beneficiaries surveyed in 2010 felt that the activity they developed with the grant contributed to a better understanding of EU policies and approaches by practitioners in their field, which is close to average (see Table A.2.19).

The generally positive results of the survey were echoed in interviews at EU level. For example, the Heads of Public Employment Services group has been successful in bringing together national representatives, allowing DG EMPL to help Member States understand the shared challenges they face, and that common actions can help.

There are several examples of PROGRESS supporting activities that probably contributed to improved *Shared understanding and ownership of EU objectives*:

- Events under the Mutual Learning Programme in the context of the EES;
- A conference to present and discuss the key findings of the 'Employment in Europe' 2009 report;
- Events organised in co-operation with international organisations such as the OECD, World Bank and others on such issues as undeclared work, decent work, migrant women, local economic and employment development, and similar;
- Large information dissemination events, such as the Employment in Europe Annual Dissemination Conferences in 2007 and 2008.[19]

Studies such 'The role of the Public Employment Services', 'Flexicurity in the EU labour market', and 'Flexicurity: The need for indicators on coverage of unemployment benefits for people in flexible employment in the European Union' raised discussion and debate, and contributed to the development of a European concept instead of the direct adoption of a national methodology (as in the case of flexicurity).

On the other hand, there are signs that the familiarity with research and analyses was too low to have substantially contributed to this outcome. The share of respondents stating in 2009 that they were familiar with policy advice, research and analysis examples was lowest of all policy areas at less than 20% (see Table A.2.6). Those who said that they intended to use the policy advice, research and analysis for policy making or policy advocacy were just over 50%, again the lowest share of all policy sections.

[19] PROGRESS Annual Performance Monitoring Report 2008, p23 and PROGRESS Annual Performance Monitoring Report 2009.

2.5.3 *Intermediate outcome 3: Effective partnerships and involvement of stakeholders*

From the evidence provided by the PROGRESS annual survey, we learn that there is a widespread sense of partnership and collaboration between practitioners of the employment field (survey respondents of this section) and institutional, social partner and NGO bodies, both at EU, national, regional and local level. We also have some examples of activities which potentially contributed to strengthening partnership and stakeholder involvement, particularly in the OMC process.

The Annual Survey 2010 poses a set of questions on partnerships, where respondents had to state whether they agree that there is a sense of collaboration and partnership with certain types of organisation. They were in majority satisfied with their relations with all the listed types of bodies. However, partnership seems closest with EU institutions (87% strongly agreeing, agreeing or rather agreeing), national governments (87%) and regional and local governments (87%). As it could be expected there is a relatively lower sense of partnerships with NGOs, both at EU level (65%) and national and local level (76%). NGOs are in fact not primarily concerned with the employment field. Social partners are instead a key actor and we would expect high level of partnership by those who work in the employment field. We found that sense of partnership is indeed high with regional and local level social partner organisations (86%), but relatively low – as low as with EU level NGOs – for EU social partner organisations (66%). This could perhaps suggest that more can be done to make PROGRESS support involvement of EU level social partners in partnerships (see Table A.2.10).

The Annual survey 2010 also has a question on stakeholder involvement in EU policy debate. Results reveal that employment has the second lowest proportion of respondents indicating that relevant stakeholders (social partners, networks, NGOs, independent experts, etc.) were involved in policy debate (72%). Indeed when narrowed down to only respondents who either agree or strongly agree (excluding those that rather agree), the share of respondents is lowest of any policy area at 31% (see Table A.2.13). Thus this result is positive but perhaps some room of improvement is still there.

The Annual reports mention several examples of activities supporting stakeholder involvement in PROGRESS activities. The programme reached out to national stakeholders by providing support for mutual learning activities in the Member States[20], including events in the context of the crisis organised by beneficiaries[21] that provide clear instances of PROGRESS being responsible for promoting the wide involvement of numerous stakeholders in a coordinated fashion.

The grant beneficiary survey found mixed results for this intermediate outcome though. Almost 60% of the grant beneficiaries in the field of employment felt that the activities they developed contributed to more effective partnerships with social partners, compared to 49% of all beneficiaries (see Table A.2.19). For partnerships with regional and local authorities this percentage was lower, though close to the average. The contribution made by their activities to NGOs and networks is also below average and much lower than for social inclusion and for anti-discrimination and diversity. However, the low share of relevant outputs and meagre indications for relevant immediate outcomes render it unlikely that these intermediate outcomes are attributable to PROGRESS-funded activities, though some grants may have played a role.

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[20] PROGRESS Annual Performance Monitoring Report 2009, p38.

[21] Ibidem, p37.

2.5.4 *Ultimate outcome*

The ultimate outcome envisaged for the PROGRESS is that '*Member States implement laws, policies and practices in a manner that contributes to the desired outcomes of the Social Agenda*'. For employment this implies that the strategies developed in the framework of Europe 2020 and the European Employment Strategy are pursued by Member States, in the hope of meeting the objectives set by Europe 2020 that 75% of the population aged 20-64 should be employed by the year 2020. Although far from perfect, Member States are implementing this strategy and – with varying efforts – introduce or adapt employment measures in line with the framework developed in the framework of the EES. The impact of specific PROGRESS outputs on these policies can be traced, e.g. in the field of flexicurity. However, if the logical sequence of impacts of the Strategic Framework is assumed to be at work, the contribution of PROGRESS to this would seem more modest, given the mixed outcomes at intermediate level discussed earlier.

2.6 European added value

2.6.1 *Overall assessment*

PROGRESS has generated clear volume and scope effects. To a lesser extent it has been agenda setting and innovative. Process effects occurred, but primarily in grant funded activities.

2.6.2 *Volume effects*

Volume effects can most clearly be observed in policy advice, research and analysis. Before the EU launched its studies and research networks, this type of international policy oriented research was conducted or commissioned by some national governments or conducted in the academic world. The volume of those activities was however a fraction of what is being produced under PROGRESS. In addition, more than 60% of the grant beneficiaries state that they could increase the size of their actions as a result of the grant (see Table A.2.21). Compared to other policy areas this number is small though and contrary to other sections a minority even indicated that this had not been the case.

2.6.3 *Scope effects*

The scope of research and analysis has also broadened, as before PROGRESS, subjects would be confined to the policy needs of a few countries. There are a number of studies which generated scope effects (introducing new issues) and agenda setting, innovation and mutual learning effects, perhaps indirectly as results feed through to national levels and influence national policy and interventions. Examples include amongst others, a study on the integration of migrants, and a study on undeclared work[22]. Country-specific studies are likely to have had an impact on the policies in countries analysed. Therefore examples such as the study on 'understanding employment and decent work changes in Turkey - a focus on Roma and other vulnerable groups' is likely to be a good example of PROGRESS bringing European added value through scope effects.

PROGRESS has also broadened the group that has access to EU-wide information and contacts, especially with the increasing emphasis on involving social partners and NGOs in policy making. Also, almost 60% of the grant beneficiaries agreed that the grant enabled them to address groups they would otherwise not address (see Table A.2.32). Regional and local authorities still play a smaller role than would be possible. In the field of employment PROGRESS grants target social,

[22] Execution of 2008 Annual Plan of Work.

economic/business partners more than grants in most other policy areas. They address vulnerable groups relatively seldom.

2.6.4 Agenda setting, innovation and learning effects

Agenda setting effects can, for example, be observed in the Mutual Learning Programme, where there is evidence that Thematic Review Seminars prompted Member States to select related measures for the peer reviews. The example of flexicurity can also be mentioned here as research contributed to the further development of the concept, gearing it to the national contexts by distinguishing clusters of countries with joint characteristics necessitating specific approaches.

At national level it is hard to find a concrete example of policy reforms stimulated by PROGRESS activities. This may however, be due to the reluctance of Member States to admit to the contribution made by EU policies to their reforms, for political or public relations reasons. Almost 90% of the grant beneficiaries surveyed confirmed that the activity they developed involve the transfer of best practices from one country to another (see Table A.2.22). This percentage is higher than average, but similar to those for grant beneficiaries active in the fields of social inclusion and working conditions.

However, a high share of the grant beneficiaries – two thirds to three quarters - feels that their activity led to new working procedures, innovations or new methods and approaches being adopted by the target group or their own organisation (see Table A.2.23). Grants beneficiaries in the field of employment rate this a little below average and clearly lower than those in the field of social inclusion, with innovations being more common than the other two effects.

2.6.5 Process effects

The process effects seem smaller for the employment field than for other policy areas. Meeting counterparts from other countries is a clear added value of many of the activities aimed at mutual learning, and of information and communication events. It was also one of the unforeseen benefits social partners attributed to the Thematic Review Seminars, as witnessed in the case study. Grant beneficiaries emphasise the impact of their grants on partnerships and networks across countries, though still less than those in the fields of social inclusion and working condition (77% mention this as a benefit). They recognise partnerships at national level as an effect (67% - a more or less average share), but rarely see a benefit in terms of capacity building of Member State administrations and/or participating organisations (48% against an average of 61%) (see Table A.2.33). Slightly higher than in other policy fields, the grant beneficiaries report that their activity has continued after PROGRESS funding stopped or is still on-going (see Table A.2.35 and Table A.2.36).

2.7 Efficiency and programme management

2.7.1 Overall assessment

For this evaluation, efficiency is assessed through proxy indicators such as the adequacy of procedures to select the most appropriate implementing bodies, the clear communication of objectives, the existence of room for flexibility, the monitoring of grants and contracts, and the overall efficiency of the delivery process. The overall picture for the field of employment section is positive, with some reservations. The procedures used in PROGRESS ensured the selection of the appropriate implementing bodies. Monitoring of grants and contracts is well organised. Efficiency

could be improved with regard to the provision of information and the time available to execute the activity.

2.7.2 *Selection of implementing bodies*

Our analysis on executions reports shows that no specific kind of body is excluded. In 2007/2009 grants were awarded to different types of bodies under calls for proposals, including NGOs, national public bodies, local and regional public bodies, and universities. Contracts mostly went to private for profit companies, but also to non profit organisations, universities, national government bodies. In addition, the issue of potentially competent beneficiaries or contractors being excluded by procedures did not come up in the desk research or the interviews.

Calls for tenders have been found to work smoothly in the process of selecting good quality contractors in most cases. The overall timing of the process from the identification of the need for a study to the completion of this study is a problem though, as it can take two years of more – the average study contract service delivery time is 21.7 months[23]. A more widespread use of framework contracts was suggested as a possible solution for speeding up the tendering process.

Compared to other policy areas, grant beneficiaries in the field of employment are more concerned by the complexity of the grant application procedure, but not concerned substantially more than average by the number of competitors they face, deadlines for applications and the time and effort in obtaining the grant (see Table A.2.37).

2.7.3 *Monitoring of grants and contracts*

Two other indicators of efficiency used in this evaluation are the existence of a clear communication of PROGRESS objectives and outcomes to contractors and beneficiaries and a proper monitoring of contracts and grants.

To a large extent, the procedures and mechanisms, i.e. calls for proposals, calls for tender and such, are similar with those applied in the Commission more generally. These are well tested and resulted in a degree of standardisation that ensures that all key information is communicated to tenderers or applicants. The Commission itself is broadly satisfied with the procedures and mechanisms applied. Services procured via calls for tender naturally reflect the detailed requirements of the Terms of Reference developed by the Commission and appointed contractors are monitored closely. In that respect, the Commission is generally able to achieve the desired results from its contractors, particularly those with which it has worked over several years. In contrast, activities co-financed following a call for proposals reflect a balance between the specifications of the call and the projects proposed by the applicant. The Commission tends to have less day-to-day control and contact with such projects and thus less immediate knowledge of outputs and achievements.

The PPMI study surveyed Commission officials and concluded that expected outcomes of PROGRESS are clearly communicated to contractors, beneficiaries and other stakeholders in calls for tenders and proposals and emphasize the importance of doing this. Explicitness of the tasks and objectives of the study, as well as its policy implications are perceived by contractors as a facilitating factor for the timely delivery of a study and its quality[24]. In contrast, only around 40% of the grant beneficiaries are satisfied or entirely satisfied with the technical support and information

[23] PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011.
[24] PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011.

available from the Commission, a figure not dissimilar to those in other policy fields. At the same time, a large number of grant beneficiaries is satisfied with the quality of the information: some 60% considers the award criteria to be (very) clear and some 70% feels this way about the objectives (see Table A.2.37).

The monitoring of contractors is very tight according to Commission officials. The precise way of monitoring, however, depends on the contractor and the extent to which a working relationship is established. Often contractors require more guidance, which can be a time-consuming exercise. Working with the same contractors regularly makes monitoring easier and framework contracts can help in this respect. A more continuous relationship can be hampered by budgetary constraints or by the number of meetings laid down in the terms of reference (e.g. four times per year with contractors of the Mutual Learning Programme and of the European Employment Observatory).

According to grant beneficiaries, monitoring of PROGRESS of implementation by Commission officials takes place to a lesser extent in the area of employment than in other policy fields. Only around 20% of grant beneficiaries, compared to almost 35% for the average beneficiary, considers monitoring high or very high (see Table A.2.25).

The availability of information does seem to be more of an issue in the field of employment (and working conditions) than in other areas. The same applies to the time available to execute the activity. Yet recipients are more positive than other policy areas about the disbursement of funds, the time needed to approve their application and the occurrence of having to provide the same information more than once (see Table A.2.25).

2.8 Conclusions and lessons learnt

2.8.1 Key findings

The six needs underlying the PROGRESS programme are all still relevant for the support for the European Employment Strategy. The need for awareness raising is higher than other needs for this policy area. The outputs and outcomes foreseen in the Strategic Framework correspond to the specific needs the Decision foresees for the support of the EES. There seem to be emerging needs for more ad-hoc responses and for opportunities to learn from other OECD countries.

In general, the outputs and outcomes funded through PROGRESS respond to the specific needs identified for the area of employment under Article 4. All the needs have been addressed to some degree by the outputs and outcomes of PROGRESS.

The number of outputs is relatively low for policy advice, research and analysis, and policy debate events, whereas a demand for more analytical work exists in the European Commission. Their quality can be considered satisfactory to good.

In the field of employment PROGRESS has had a positive impact on *Effective information sharing and learning* (Immediate Outcome 1). A positive but smaller contribution has been made to *Evidence-based EU policies and legislation* (Immediate Outcome 2). *Integration of cross-cutting issues and consistency* (Immediate Outcome 3) on balance seems limited. *Greater capacity of national and EU networks* (Immediate Outcome 4) has not been furthered, and the contribution to *High-quality and participatory policy debate* (Immediate Outcome 5) has been small in the field of employment policy.

Effective application of EU law (Intermediate Outcome 1) does not apply in the field of employment. Based on the combined evidence from various sources we conclude that *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2) in the field of employment has been furthered by PROGRESS. While there are some indications of achievement of *Effective partnerships* (Intermediate Outcome 3), the evidence does not allow us to conclude this was substantially due to PROGRESS.

Although far from perfect, Member States are implementing the EES and are introducing or adapting employment measures accordingly. The impact of specific PROGRESS outputs on these developments can be traced, e.g. in the field of flexicurity. However, if the logical sequence of impacts of the Strategic Framework is assumed to be at work, the contribution of PROGRESS to this seems more modest, given the mixed outcomes at intermediate level.

PROGRESS has generated clear volume and scope effects. To a lesser extent it has been agenda setting and innovative. Process effects occurred, but primarily in grant funded activities. In addition, the procedures used in PROGRESS ensured the selection of the appropriate implementing bodies. Monitoring of grants and contracts is well organised. Efficiency could be improved with regard to the availability of information and the time available to execute the activity.

2.8.2 Recommendations

Recommendations for improving PROGRESS' contribution to the field of employment are:

Relevance:

- Increase the budget for policy advice, research and analysis and policy debate events;
- Introduce provisions that allow for more flexible, quick responses to information needs;
- Introduce learning from other OECD countries on a more structural basis in PROGRESS.

Effectiveness:

- Increase dissemination of outputs, especially those related to research and analysis;
- Strengthen role of social partners and local and regional authorities.

EU added value:

- (Further) increase capacity building elements under PROGRESS;
- Develop better monitoring tools for added value at national level.

Efficiency:

- Increase the information available for grant managers;
- Increase the time available for the execution of grant funded activities.

3 Social protection and social inclusion

3.1 Introduction

The main objective of the social inclusion and social protection strand of PROGRESS is to support the implementation of the Open Method of Coordination (OMC) in the field of social protection and inclusion[25]. It also helps networking and implementing social innovation and pilot projects. The Social OMC is a key instrument to develop shared social policy orientations in the Member States. As one interviewee argued, PROGRESS embodies the social inclusion strategy and the OMC in concrete activities and helps building communities of actors committed to their implementation.

3.2 Relevance

3.2.1 Overall assessment

The needs identified in the PROGRESS Decision appear to be still relevant to the social protection and social inclusion policy field, particularly taking into account recent developments under Europe2020. The types of envisaged outputs and outcomes are generally relevant to the specific needs mentioned in Article 5 of the Decision (see below 3.2.3).

3.2.2 Relevance of needs identified by the PROGRESS Decision

The objectives of PROGRESS respond well to current needs in the social inclusion field. Some of them appear especially relevant, namely improving the understanding of the social situation, mutual learning, monitoring of EU policies and development of statistical tools and indicators. Awareness raising and support to EU level networks are also relevant, with some qualifications.

Relevance of improving the knowledge and understanding of the situation prevailing in the participating countries

Improvement of knowledge is key to at least two action areas of the European Platform against Poverty and Social Exclusion, namely promoting evidence-based social innovation and enhancing policy coordination among the Member States (which requires comparative overviews). Specific knowledge on particular themes is especially in demand. For instance, in terms of housing exclusion the last Joint Report states 'public policy (…) often lacks adequate information and evaluation systems'[26]. While recognising the overall importance of developing the knowledge base, some stakeholders point to the need of focusing research efforts on less explored themes, for example, Roma and homelessness people. This is backed also by the recent request from the SPC to the Commission to develop the capacity to measure the situation of vulnerable groups (including migrants and ethnic minorities, people with disabilities, homeless)[27].

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[25] Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS, Article 5.

[26] The Council of the European Union, 'Draft Joint Report on Social Protection and Social Inclusion 2010', Brussels, 15 February 2010, p. 3.

[27] 'SPC contribution to the 'Europe 2020' Strategy', Brussels, 21 May 2010.

Relevance of supporting the development of statistical tools and methods and common indicators

Statistical tools, methods and indicators are relatively developed in the area of poverty and social exclusion but need further refinement, given their increased importance under Europe 2020. In the last Joint Report the SPC stated that 'investing in regular monitoring of social trends and enhancing social statistics is crucial for designing early and effective policy responses and assessing their impact''[28]. This need is also seen in the social protection area. For instance, the Council of the EU recently acknowledged that 'better coordinated work at EU level on concepts, measurements and data would help Member States to fully ascertain the balance between adequacy and sustainability in pension systems[29]'. Statistical tools, methods and indicators also clearly underpin one of the key areas of the European Platform against poverty and Social Exclusion, i.e. coordination among the Member States.

Relevance of supporting and monitoring the implementation of EU law and EU policy objectives and assessing their effectiveness and impact

EU law does not exist in the social protection and social inclusion area, but the need for supporting and monitoring the implementation of the EU's policy objectives is strongly felt in the context of Europe 2020. Better coordination of Member State social policies cannot be achieved without proper monitoring. In addition, there seems to be the need to monitor the social dimension of all EU policies under Europe 2020 and the respect of the horizontal social clause of the Treaty. This 'mainstreaming' aspect was highlighted in several stakeholders' interviews.

Relevance of promoting networking, mutual learning, identification and dissemination of good practice and innovative approaches at European level

The objective of promoting networking, mutual learning and dissemination of good practice is still relevant to social protection and social inclusion. The joint monitoring of the social impact of the crisis has emphasised the value of mutual learning and exchange of good practice. The Council recently invited the SPC 'to analyse and identify good practices for social inclusion in the articulation of minimum pensions or minimum income provisions with other related policies, such as health promotion policies, access to health care and social services, active social inclusion policies and active ageing strategies, taking into account the need for ensuring the effectiveness and efficiency of social spending'[30]. Mutual learning is key to the EU Platform against poverty and social exclusion. The SPC noted in this regard that 'Member States' cooperation in the field of social policy would highly benefit from increased visibility, improved communication and dissemination, enhanced mutual learning processes as well as quality and continuous involvement of relevant stakeholders'[31]. Also, several interviewed stakeholders from both Member States and the Commission confirmed that mutual learning, networking and exchange of good practices are especially important and more effective than top-down policy advice.

Relevance of enhancing awareness of the EU policies and objectives pursued among stakeholders and the general public

The need of raising awareness of EU policies and objectives is still relevant. Awareness and knowledge of what the EU does in the social protection and social inclusion field is generally needed, and especially in certain Member States to dissolve 'euro-scepticism'. It is particularly important in Accession Candidate Countries where citizens may have less knowledge of the EU.

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28 The Council of the European Union, 'Draft Joint Report on Social Protection and Social Inclusion 2010', Brussels, 15 February 2010, p. 2.

29 Council of The European Union, Council conclusions on sustainable social security systems achieving adequate pensions and social inclusion objectives, 7 June 2010.

30 Ibidem.

31 'SPC contribution to the 'Europe 2020' Strategy', Brussels, 21 May 2010.

Regarding the European Platform against Poverty and Social Exclusion, such awareness is a precondition, for example, for working in partnership and harnessing the potential of the social economy, as it increases the involvement of civil society. However, the type of awareness that needs to be raised requires some qualifications.

A 2010 Eurobarometer survey[32] indicated that the wider public already has a positive perception of the role of the EU in social affairs. The challenge is therefore how to increase knowledge and awareness by communicating specific objectives, actions and policies. The need for better awareness of EU social activity is shared by interviewed stakeholders. Despite efforts made in past years with PROGRESS and general communication activity by DG EMPL, the social inclusion strategy would benefit from greater visibility, according to some Commission officials. However in 2010 the EU-wide awareness raising campaign "the European Year against Poverty and Social Exclusion" promoted the knowledge on poverty issues and created a strong momentum in the 29 participating countries. This action was not funded under PROGRESS but complemented a number of PROGRESS activities regarding their visibility. Yet, as someone from NGO networks remarked, awareness raising campaigns at EU level are cost-effective only if they have a sufficient budget to make an impact. In addition, social policies are primarily competence of Member States; therefore it is always a challenge to strike the balance between common EU messages and national adaptation of contents.

Relevance of boosting the capacity of EU-level networks to promote, support and further develop EU policies and objectives

Support to EU level networks is important to create impact in the social inclusion field, and NGO networks play a key role in the social inclusion strand. The current relevance of this objective is confirmed, for example, by the Commission Communication on the European Platform against Poverty and Social Exclusion, where it is recognised that NGOs have become essential actors in the fight against poverty and social exclusion and engage in regular dialogue with public authorities[33]. However, the timing and impact of engagement is very uneven across Europe, and effective participation is at risk as budgets tighten. It is therefore important to strengthen and stabilise existing partnerships at European level, and to promote sustainable involvement at national level[34]. Interviews of stakeholders point at a few qualifications of this need. A few interviewees from Member States do not consider it a priority need, because networking would have already had enough attention in the first years of PROGRESS. They also point to the need to make sure that EU funded networks are actually representative and to keep the access open to new networks without prejudice to the already well-functioning networks. These comments need to be addressed, but do not affect the continuing relevance of the need.

3.2.3 Relevance of outputs and outcomes to the specific social protection and social inclusion policy needs

Overall assessment

In general, the outputs and outcomes funded through PROGRESS respond to the specific needs identified for the area of social protection and social inclusion under Article 5 (text box below).

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32 European Commission, 'European Employment and Social Policy Report', *Special Eurobarometer 316*, September 2010.

33 Communication from The Commission 'The European Platform against Poverty and Social Exclusion: A European framework for social and territorial cohesion', SEC(2010) 1564 final.

34 Ibidem.

Needs/objectives identified for social protection and social inclusion in Article 5 of the PROGRESS Decision:

Section 2 shall support the implementation of the open method of coordination (OMC) in the field of social protection and inclusion by:

a. Improving the understanding of social exclusion and poverty issues, social protection and inclusion policies, in particular through analysis and studies and the development of statistics and common indicators, within the framework of the OMC in the field of social protection and inclusion;
b. monitoring and evaluating the implementation of the OMC in the field of social protection and inclusion and its impact at national and EU level as well as analysing the interaction between this OMC and other policy areas;
c. organising exchanges on policies, good practice and innovative approaches and promoting mutual learning in the context of the social protection and inclusion strategy;
d. raising awareness, disseminating information and promoting the debate about the key challenges and policy issues raised in the context of the EU coordination process in the field of social protection and inclusion, including among the social partners, regional and local actors, NGOs and other stakeholders;
e. developing the capacity of key European level networks to support and further develop EU policy goals and strategies on social protection and inclusion.

Outputs

In total, seven types of outputs are produced under PROGRESS. All these types seem relevant to the needs identified for the policy section. The following table provides a number of examples on the relevance of the actually produced outputs to these needs.

Table 3.1 Examples of relevance of outputs to needs identified by article 5 of the PROGRESS Decision

Need (as identified in the Decision)	Relevant outputs (from the Strategic Framework)	Example of outputs
A. Improving the understanding of social exclusion and poverty issues, social protection and inclusion policies, in particular through analysis and studies and the development of statistics and common indicators, within the framework of the OMC in the field of social protection and inclusion.	• Development of appropriate statistical tools, methods and indicators (Output 3); • Appropriate policy advice, research and analysis (Output 5).	EUROMOD tax-benefit model to calculate effects of taxes and benefits on household incomes and work incentives in each MS and the EU.
B. Monitoring and evaluating the implementation of the OMC in the field of social protection and inclusion and its impact at national and EU level as well as analysing the interaction between this OMC and other policy areas.	• Accurate monitoring/assessment reports on implementation and impact of EU law and policy (Output 2).	Study on stakeholder involvement in the implementation of the Open Method of Coordination in social protection and social inclusion.
C. Organising exchanges on policies, good practice and innovative approaches and promoting mutual learning in the context of the social protection and inclusion strategy.	• Relevant training and mutual learning targeting legal and policy practitioners (Output 1); • Identification and dissemination of good practices (Output 4).	Peer reviews on social inclusion.

Need (as identified in the Decision)	Relevant outputs (from the Strategic Framework)	Example of outputs
D. Raising awareness, disseminating information and promoting the debate about the key challenges and policy issues raised in the context of the EU coordination process in the field of social protection and inclusion, including among the social partners, regional and local actors, NGOs and other stakeholders.	• Information and communication activities, networking between and with stakeholders and events (Output 7).	6th and 7th European Round Table on Poverty and Social Exclusion. Outputs of activities funded under the Call for Proposals for Awareness Raising Activities. Outputs of the activity Facilitate Information /Communication/Networking Activities between Stakeholders and with Wider Public by Seminars, Reports, Websites and Toolkits.
E. Developing the capacity of key European level networks to support and further develop EU policy goals and strategies on social protection and inclusion.	• Support to NGOs and networks (Output 6).	Support to European-level NGOs in the social inclusion field.

Outcomes

Activities whose expected immediate outcome is *Evidence-based EU policies and legislation* (Immediate Outcome 2) respond to social protection and social inclusion needs A and B, whilst those geared *Effective information sharing and learning* (Immediate Outcome 1) satisfy need C and those aimed at *High-quality and participatory policy debate* (Immediate Outcome 5) meet need D. The expected immediate outcome *Greater capacity of national and EU networks* (Immediate Outcome 4) is clearly linked to need E. The other immediate outcome that does not directly and explicitly relate to these needs (as it is transversal in nature) is *Integration of cross-cutting issues and consistency* (Immediate Outcome 3). At the level of intermediate outcomes, *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2) seems especially linked to needs c and d, while *Effective partnerships* (Intermediate Outcome 3) link to need e.

Effective information sharing and learning (Immediate Outcome 1) is by nature more relevant for national policy makers, while Immediate Outcomes 2 and 3 (*Evidence-based EU policies and legislation* and *Integration of cross-cutting issues and consistency*) are particularly relevant at EU level. Immediate Outcomes 4 and 5 (*Greater capacity of national and EU networks* and *High-quality and participatory policy debate*) address both targets groups. Interviews confirm that immediate outcomes are considered relevant by policy makers at national and EU level and stakeholders as well. Regarding the content of outcomes, it is a sensible suggestion from interviewees that cross-cutting issues should address further transversal topics to policy sections, like migration, in addition to poverty, gender, and antidiscrimination – increasingly important in light of the transfer or relevant units to DG JUST.

3.3 Effectiveness: outputs

3.3.1 Overall assessment

The quantity and quality of outputs produced in this section appears on the whole of acceptable level. In the following sections we provide some details to qualify this judgement.

3.3.2 Quantity

The number of outputs appears to be adequate although not outstanding. It meets all main needs and no large gaps are found. If compared with other policy sections, the numbers are about average and in some cases slightly lower, with much contribution on the part of networks and grant beneficiaries.

The share of outputs is comparable (25-35%) to the share of budget received (30%) for most types of outputs: policy advice, research and analyses; information, communication and networking; training, mutual learning and peer reviews; statistical tools, methods and common indicators. However, a relatively low share of monitoring and assessment reports (22%), policy debates and events (4%) and publications based on the exchange of good practices (12%) was delivered. In the case of good practice publications, one has to take into account that good practice dissemination was done also in the context of mutual learning. Still, there may be room for improving the consolidation and dissemination of knowledge through best practice repositories or similar tools. Monitoring and assessment reports were probably scarcer because of the absence of legislation and the existence – beyond PROGRESS - of the Joint report on Social inclusion that is the key monitoring tool for the Social OMC. Policy debates are in proportion to other sections.

The quantitative contribution of grants agreements and networks to output delivery is significant: a larger number of outputs are delivered through grants than are commissioned by the Commission in all categories except policy debates (all organised by the Commission). This is a positive element (involvement of stakeholders), but could mean that the scope of several outputs is limited to what the networks can produce with their capacity and background.

No information, communication and networking outputs were delivered as a result of direct commissioning by the Commission. This can be explained in part by the fact that some communication work was done outside PROGRESS, e.g. in the EY2010 against poverty and social exclusion campaign. In addition there is the framework contract for communication which manages the Social Europe website and Facebook page, inter alia, and does not fall under a specific section but often discusses social inclusion issues. By cross-checking with the activity types, one can infer that no communication campaign was funded under this section. This limited commitment to communication could make sense in light of the doubts on the relevance of such campaigns at EU level when social policies are mostly managed by Member States.

3.3.3 Quality

Quality of outputs was generally good with some points for improvement for information and dissemination events and good practice collections.

Quality of *Appropriate policy advice, research and analysis* has been defined as timeliness, accuracy and usefulness[35]. The accuracy of the study outputs that we could review in our desk research was generally good. Timeliness is more problematic, according to interviews and the PPMI Study on study contracts. However, this does not depend so much on untimely delivery (contractors deliver on average 1.8 months later after contract end date, on an average 21.7 months contract, thus not such a delay to expect strong changes in policy context) but more on the time-consuming nature of the overall procedure and the time between conception and awarding of a contract – 2.4 months average to draft tender specifications and 6 months for contract awarding[36]. Reports from the expert network are more flexible with respect to study contracts as ad hoc requests could be satisfied. Yet the number of reports that can be produced every year by the expert network on social inclusion is limited. Usefulness seems generally confirmed. Commission officials and NGO networks deem the outputs of the network of experts on social inclusion (reports on minimum income, child poverty, social OMC) useful as a tool for systematisation of already existing knowledge. This is also mostly true for the other studies.

The evidence on the quality of *Relevant training and learning of legal and policy practitioners* activities organised at EU level indicates good quality of peer reviews in terms of organisation, documentation, participation and satisfaction of participants. It was not possible to review the output of mutual learning projects funded under Calls for Proposals as documentary information was insufficient and knowledge of stakeholders was limited.

The quality *of Identification and dissemination of good practices* drawing on mutual learning in our view leaves room for improvement. For instance the various papers and reports produced by peer reviews are still largely analytical in nature, and more practical toolkits, manuals, and guidelines seem lacking.

Information and communication activities, networking among stakeholders and events, including the number of participants**,** appeared to be good in general. Diversity/outreach of participation is doubtful however, as it is mostly the usual actors of the social inclusion field that are found in programmes, at least at EU level. For example, the peer review and EU presidency events we reviewed involved mostly the national government bodies, EU institutions, NGOs and universities/research institutes. An exception is the awareness raising activities in the framework of the Promotion of Debates on Social Inclusion and Social Protection, in Support of the reinforcement of the OMC which involved a broader range of stakeholders, including national, local and regional government bodies, social partners, EU institutions, NGOs, private companies and universities/research institutes.

In addition, doubts on cost-effectiveness of certain events were sometimes cast in interviews, considering the relevant expenses implied by the full reimbursement of travel and accommodation expenses to all participants.

Support to NGOs and networks are a unique output type, since it generates further outputs. Quality appears generally high looking at both quality of networks themselves and their production. The geographical coverage of the networks as checked on websites and in the case study seems broad. Most outputs of networks are easily accessible on the networks websites. Commission officials consider support to EU level NGO and other (local authorities) networks one of the most successful aspects of the social inclusion strategy. The quality of their policy papers, studies, events is judged generally good. The amount of funding is considered sufficient by both

[35] PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011.

[36] Ibidem.

beneficiaries and Commission officials (sometimes allocated funding is not totally absorbed) and allowed EU networks to increase their capacity, quantitatively (number of staff) and qualitatively (greater chances to get in touch with policy makers, greater ability to apply for funding, etc.). This has been confirmed by the case study (see chapter 1).There is room for improvement in supporting EU level NGO networks. According to some, the selection of NGO networks should allow for more space for new networks to access support, including smaller ones. In addition, governance structure of NGOs can be improved. In our view EU level networks should be supported when they generate 'satellite' structures in their special fields of interest involving not only NGOs, but also researchers, local authorities, since diverse membership is a success factor (e.g. in our case study on networks committed to child wellbeing).

Quality of *Appropriate statistical tools, methods, indicators* also seems satisfactory. We could assess an example of statistical tool, EUROMOD, and found that it is appreciated by those who are familiar to it. Interviews in the Commission also confirm usefulness of support to SPC work on indicators of poverty and social exclusion.

3.4 Effectiveness - Immediate outcomes

Our assessment points to a very good level of achievement of *Greater capacity of national and EU networks* (Immediate Outcome 4), *Effective information sharing and learning* (Immediate Outcome 1), and a sufficient achievement – with some qualifications – of *Evidence-based EU policies and legislation* (Immediate Outcome 2), *High-quality and participatory policy debate* (Immediate Outcome 5) and *Integration of cross-cutting issues and consistency* (Immediate Outcome 3).

Information on commitments per immediate outcomes by section is available only in Annual Performance Monitoring Report 2009. Social protection and social inclusion committed the following shares of budget:

- Information-sharing and mutual learning: ca. 32%, close to average (33.5%);
- Evidence-based policy: ca. 28%, above the average (23.7%);
- High-quality participatory debate: ca. 13%, the lowest, far below the average (27.8%);
- Greater capacity of networks: ca. 26%, the highest, above the average (14.5%) (see Table A.2.5).

High investment in networks probably reflect the choice to rely on stakeholders (NGOs, local authorities and professional networks) for fostering public debate on poverty and social inclusion.

PROGRESS contributed to *Evidence-based EU policies and legislation* (Immediate Outcome 2) in several cases, however, this contribution was not systematic and could have been greater with better dissemination of results. A number of PROGRESS-supported studies, analyses and databases fed into the Joint Report on Social Protection and Social Inclusion 2008, which focused on such issues as child poverty, health inequalities, access to health care and evolving long-term care needs, longer working lives and privately managed pensions[37]. The results of eight projects financed by PROGRESS on the quality of social services are cited among the sources that inspired the voluntary European Quality Framework for social services[38]. According to the Annual PROGRESS surveys 2008 and 2009, around three out of five respondents stated that the EU policy is grounded in thorough analysis of situation in Member States. The percentage of survey respondents intending to use research is around 60% and decreased between 2008 and 2009,

[37] PROGRESS Annual Performance Monitoring Report 2008.

[38] The Social Protection Committee, 'A voluntary European quality framework for social services', SPC/2010/10/8 final.

which is not a positive sign (see Table A.2.6). Social protection and social inclusion respondents think research is responsive to MS needs less than other sections. Most interviewees agree that insufficient dissemination, poor accessibility on websites and busy schedules of officers limit its use in policy. Slightly less than one half of surveyed grant beneficiaries stated that their action contributed to evidence-based policy making, which is a significant percentage of grants and one above the average for all sections of 33%, suggesting that research under grant agreements is important in this section (see Table A.2.18).

The evidence collected from the various sources confirms the achievement of *Effective information sharing and learning* (Immediate Outcome 1) in the EU and across Member States. Impact on mutual learning seems good as the share of respondents stating that they acquired relevant knowledge through the information sharing and learning activities was in 2008 above 90% for social protection and social inclusion, in line with PROGRESS average (see Table A.2.6). In addition, the grant beneficiary survey shows that three in four grants contributed to information sharing and mutual learning (see Table A.2.18). Interviews with stakeholders (particularly PROGRESS committee members) reveal that benefits seem particularly strong for pre-accession countries and new Member States. For instance, the Peer-Review on homelessness which was held in Lisbon in November 2010 provided the opportunity to Serbia to initiate consultations of the preparations of its own strategy on homelessness.

There is evidence of *High-quality and participatory policy debate* (Immediate Outcome 5) thanks to PROGRESS activities, although with some limitations as this seems more apparent at EU than at national level, and sometimes the range of stakeholders involved was not as broad as needed. In the 2008 Annual PROGRESS Survey, 76% of respondents recognised that the principles of good governance had been followed in the policy debate at the European level and particularly in EU funded events (and a similar share confirmed this in 2009). Results of the PROGRESS annual survey 2010 confirm this positive evaluation whatever the policy domain, as on average 83% of respondents said that policy issues debated were clear (see Table A.2.6 and Table A.2.13). The positive trend is confirmed by the grant beneficiary survey which shows that 67% of social inclusion grants contributed to better quality and more participatory debate, more than the average of the sample (54%) (see Table A.2.18).

However, there is less agreement that the results of debate were adequately disseminated (57%) and that adequate time was given to prepare and plan participation (58%) (see Table A.2.6).

In addition, the range and variety of actors involved in the debate were considered too limited in the first two years: less than one in two respondents thought that the involvement of all stakeholders was satisfactory. In the following year, an even lower share (one in three) was of this opinion. This also corresponds to what we ascertained by analysing outputs of events (see section on outputs – information, communication and networking events) and to the views we gathered in interviews. In addition, this section has the lowest share of respondents stating that the quality of national/regional/local policy debate was influenced by initiatives coming from the European level. This result, together with the answers on the limited appropriateness of policy to the needs of Member States and some comments received in interviews, suggest a lack of national and local embedding of the debate.

There are however, signs of improvement. According to the 2010 PROGRESS survey 70% of the respondents in the policy section social protection and social inclusion thought that involvement of the relevant stakeholders (social partners, networks, NGOs, independent experts) was satisfactory during the year (from ‘rather agree’ to ‘strongly agree’) (see Table A.2.13).

Greater capacity of national and EU networks (Immediate Outcome 4) seems to be achieved. According to 82% respondents to the Annual survey 2010, networks are successful in increasing awareness and exerting pressure on policy makers in the relevant policy area (86% among respondents from the social protection and social inclusion field) (see Table A.2.14). The survey of grant beneficiaries shows that just over one half of actions in the social inclusion section contributed to strengthen capacity of national and pan-European networks, a share that is slightly above the average (49%) and second only to antidiscrimination (see Table A.2.18). Interviews and our case study confirm that EU NGO networks have improved their capacity, their ability to access funding and can better concentrate on their policy focus being relieved from the need to struggle for survival.

Support to EU level actors also contributed to achieving other outcomes, namely *High-quality and participatory policy debate* (Immediate Outcome 5). At the EU level, NGO networks contributed to the discussion on the active inclusion strategy. Together with the Presidencies, they organised the Meetings of people experiencing poverty and social exclusion, bringing those directly concerned into the debate. They systematically provide a critical counterpart when consulted by the Commission. For instance, half of the PROGRESS-supported key EU networks and NGOs contributed to the preparation of the Renewed Social Agenda[39]. In the Member States, member organisations of EU NGO networks actively participated in the process of formulation of the National Action Plans on social inclusion[40] and they have been key to embedding the social OMC at national level. Contribution *Effective information sharing and learning* (Immediate Outcome 1) is also relevant. According to the PROGRESS annual survey 2010, EU-level NGOs/networks in their respective field are a source of useful and appropriate information on the implementation of EU law and/or conditions, needs and expectations of relevant target group for four fifth of all respondents (and even more of social protection and social inclusion respondents) (see Table A.2.15).

Finally, we can confirm that PROGRESS activities in this section contributed to *Integration of cross-cutting issues and consistency* (Immediate Outcome 3). This however, seems mainly due to the work of EU level networks and grant beneficiaries, whilst there is room for improvement at the Commission level. The share of respondents in the PROGRESS annual survey stating that 'the EU contribution to the integration of crosscutting issues is high' is higher in this policy section than others, and slightly improved between 2008 and 2009 (see Table A.2.6). In the Annual Survey 2010, disability and accessibility issues are integrated in the social protection and social inclusion field according to four fifths of respondents, and antidiscrimination and gender equality issues for nine tenths of respondents, this assessment is therefore confirmed (see Table A.2.16). According to our grant beneficiary survey, two third of respondents from the social protection and social inclusion section mentioned that their action contributed to better integration of cross-cutting issues, a share above the average for all sections (50%) (see Table A.2.18). Interviews with Commission officials and our case study confirmed that networks are helpful in encouraging cross-cutting work involving other policy areas than the social field, sometimes even as intermediary between different DGs. Interviews also suggest that further efforts could be made within the Commission services to jointly address common themes across policy sections, e.g. international migration.

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[39] Ibidem.

[40] Ibidem.

3.5 Effectiveness - intermediate and ultimate outcomes

3.5.1 Overall assessment

Effective application of EU law (Intermediate Outcome 1) is not relevant to the SPSI policy strand of PROGRESS as support to implementation of legislation is not among the section objectives which are rather focused on the OMC. *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2) appears to be partially achieved and *Effective partnerships* (Intermediate Outcome 3) appears to be achieved.

3.5.2 Intermediate outcome 2: Shared understanding and ownership of EU objectives

Our overall assessment is that PROGRESS contributed significantly to the achievement of this outcome. However, shared understanding seems more clearly achieved than ownership. In the annual survey 2008, the share of respondents stating that they were familiar with EU objectives and policies in the social protection and social inclusion section was high, about four fifths (see Table A.2.8). Such share fell to about two thirds in the subsequent year. The 2010 PROGRESS Annual Survey analysed the awareness of a number of key issues in each policy area. Results showed a good level of familiarity by respondents with key social inclusion and social protection themes, particularly the active inclusion strategy (91%), social services of general interest (84%) and the social OMC (81%), but also other more specialist topics like child poverty (71%), homelessness and housing exclusion (68%) health and long term care (70%) or pensions (51%) (see Table A.2.11).The grant beneficiary survey provides further positive evidence, as over two thirds of respondents stated that their action contributed to better understanding of EU policies and approaches by practitioners of their field (overall sample: 63%). However, only one quarter could also confirm an effect in terms of more consistency of national government programmes with EU policy objectives (which would be a sign of 'ownership') (see Table A.2.19).

Also, several interviewees shared the impression that PROGRESS has contributed to increase shared understanding and increased ownership of EU objectives in the social protection and social inclusion field. This could be seen for instance, in the participation in the discussions on Europe 2020 and the European Platform Against Poverty and also from the interest of the SPC in PROGRESS activities. More officials are aware of the EU dimension than few years ago, according to interviewees. The case study illustrates how the work carried out by the EU level network of NGOs increased awareness of the social OMC by involving national organisations in a review of National Action Plans for Social inclusion. However it also showed that actual national policies for social inclusion often remain quite separate from EU level processes.

3.5.3 Intermediate outcome 3: Effective partnerships and involvement of stakeholders

PROGRESS is expected to strengthen partnerships between the EU and NGOs, Social partners, public authorities at regional and local level, and national governments. There is significant evidence that this has happened for NGOs, regional and local authorities, and to a lesser extent with social partners. From interview results it seems that PROGRESS was on the whole successful in expanding partnerships with NGOs, both through the EU level networks and through calls for proposals. This achievement is confirmed by the results of the 2010 annual survey that 84% of respondents from social protection and social inclusion have good collaborations and partnerships with national and regional NGOs and 81% have it with EU level NGOs (see Table A.2.10). Evidence from the grant beneficiary survey shows that a majority of co-funded actions contributed to achieve *Effective partnerships* with NGOs and networks. Partnerships between EU institutions and local and regional authorities were strengthened to some extent, particularly through support to Eurocities (the network of major European cities) and the Network of Local Authorities on Active

Inclusion (NLAO), as well as calls for proposals for action grants. The grant beneficiary survey shows that three quarters of actions contributed to reinforce partnerships with local authorities.

Contribution to partnerships with social partners (employers, trade unions) seems more limited. The annual survey 2010 mentions national and regional social partners (68%) and especially EU level social partners (60%) being the categories social inclusion organisations collaborate least with. The grant beneficiary survey reveals that one half of co-funded projects contributed to better partnerships with social partners (see Table A.2.19). Interviews with stakeholders seem to consider the involvement of social partners in social inclusion activities still insufficient though.

Partnership of EU with national governments is primarily developed through the SPC, and PROGRESS provides opportunities to develop this partnership. However, there seems to be room for improvement, as can be seen, for example, from the high share of PROGRESS survey respondents highlighting the limited appropriateness of EU policy to the needs of Member States (see Table A.2.6). One drawback of limiting partnership with Member States to SPC involvement is that on specific issues (e.g. homelessness) the competent officials in national administrations may not be the same who participate in the policy committee. More targeted involvement of MS officials in specialised communities of practice should be foreseen.

3.5.4 Ultimate outcome

PROGRESS's ultimate outcome is '*Member States implement laws, policies and practices in a manner that contributes to the desired outcomes of the Social Agenda*'[41]. The implementation of law is not relevant in the context of social inclusion, but policies and practices are. The logical framework postulates that if intermediate outcomes are achieved, a number of conditions are met for PROGRESS to contribute to this final outcome[42]. From what has been discussed in the previous section, we can conclude that *Increased shared understanding* and more *Effective partnerships* have created part of such conditions. However, the issues regarding ownership of EU policy objectives by Member States do not suggest full policy convergence – although this cannot of course been achieved by a programme like PROGRESS. A confirmation of this comes from the first review of draft National Reform Programme by the Social Protection Committee highlighting that, although certain key priorities are shared by a vast majority of members, several of them receive variable levels of attention[43].

3.6 European added value

3.6.1 Overall assessment

The EU added value of the programme seems to be confirmed in terms of all the four types of effects, with emphasis on agenda setting, learning and innovation effects. These were clearly reported both by grant beneficiaries and key informants in interviews as well as the case study.

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41 Draft Strategic Framework for the implementation of the Community Programme for Employment and Social Solidarity – PROGRESS, Brussels, 18 March 2008, p.3.

42 Ibidem.

43 Certain themes are a priority for a vast majority of MS (efforts to raise employment rates, active inclusion strategies, and fighting child poverty), other ones involve less than two thirds (access for all to high quality services, fighting poverty in old age, and reforms of the social protection systems) or less than half of countries (inclusion of groups at risk like migrants, people with disabilities, Roma), Cf. The social dimension of the Europe 2020 Strategy. A report of the Social Protection Committee, Publications Office of the European Union, Luxembourg, 2011.

3.6.2 *Volume effects*

Volume effects emerge from the survey on grant beneficiaries revealing that two out of five grants helped to provide continuity to - or strengthen the effects of - activities supported by national actions and about one quarter did it for ESF funded actions (a few projects also supported actions under the Social Dialogue budget line even if not especially relevant to this section) (see Table A.2.20). Moreover, about two thirds of responding beneficiaries could increase the size of their actions thanks to the PROGRESS grant. Three quarters of them report that they achieved a complete picture at EU level through comparative research and / or the development of common statistical tools and indicators and over three quarters could better monitor the application of EU law and achievement of EU policy objectives, while almost the totality of them could raise awareness on relevant issues and themes among the population and stakeholders (see Table A.2.21). Also, according to stakeholders' interviews EU added value is clearly recognisable, especially on setting common indicators and monitoring tools, and providing an evidence base through comparative studies. Added value in terms of serving additional localities and places can be observed in the support to European-level NGOs in the social inclusion field, as confirmed by interviews of stakeholders and our case study. Several NGO networks could reach actively to the new Member States and expand their membership thanks to EU support.

3.6.3 *Scope effects*

Scope effects are visible at the level of grant beneficiaries, less so at the macro level of national policies. National government interviewees did not confirm that PROGRESS extended the range of policy issues covered, as national policies would cover already most topics address by the programme. However, such effects have been noticed at the micro level of projects: two thirds of beneficiaries could address new target groups thanks to the PROGRESS grant, according to the survey (see Table A.2.32). The case study also shows some evidence of scope effects, mainly in terms of new themes on the agenda of the supported NGO networks. We noted a tendency of networks to include in their agendas new issues and new aspects of child wellbeing, thanks to their increased capacity under PROGRESS: Early Childhood Education and Care (ECEC) and the issue of children without parental care.

3.6.4 *Agenda setting, innovation and learning effects*

Agenda setting, innovation and learning effects are quite evident. According to the survey, four out of five beneficiaries report that new working procedures innovations and new methods and approaches were adopted by the target group or their organisation thanks to the PROGRESS grant (see Table A.2.23). Transfer of best practices from one country to another occurred in almost the totality of projects. The case study provides some examples of these learning effects. Agendas of EU level networks changed under each other's influence; for instance, COFACE as a network of family organisations started looking at children as individual right holders, while child rights-centred network Eurochild opened up to family policies.

3.6.5 *Process effects*

Process effects in terms of capacity building of Member States administrations are not immediately evident at the overall programme level (apparently experts who are already well-versed in EU affairs attend most meetings, some interviewees reported). However, these effects are clearer in the beneficiary survey as effects of participation in specific actions. Strengthening of the capacity of Member State administrations and / or other participating organisations was reported by over one half of beneficiaries as an effect of the co-funded project. But much more often the main process effect was the strengthening of partnerships, at national and especially at transnational level (see

Table A.2.33). The opportunity to establish partnerships to submit together EU grant proposals is an important benefit member organisations received from support to EU level networks under PROGRESS, according to our case study. The start of new programmes, projects and / or new initiatives that amplify the effects of the PROGRESS funded is another example of the leverage acquired through the programme – this was noticed by about two thirds of grant beneficiaries of this section. Finally, almost one half of actions continued after funding of PROGRESS stopped, most of which are still on-going.

3.7 Efficiency and programme management

3.7.1 Overall assessment

This evaluation assesses efficiency through proxy elements such as the adequacy of procedures to select the most appropriate implementing bodies (by removing barriers to good applicants and choosing organisations with sufficient capacity), the clear communication of objectives, the existence of room for flexibility, the monitoring of grants and contracts, and the overall efficiency of the delivery process. The overall picture seems mixed, with some aspects working better than other ones.

3.7.2 Selection of implementing bodies

Regarding barriers for specific types of applicant, our analysis of execution reports shows that no specific type of body was excluded in 2007-2009. Grants were awarded to non-governmental organisations in strong prevalence, but also to national, regional and local governments, international organisations and universities. Also contracts went to a diverse range of bodies, one third of which were non-commercial companies.

Regarding insufficient capacity of implementing bodies, there seems to have been problems with certain calls which are now leading to the adoption of more restrictive criteria. An example is the first call on social experimentation which yielded ten times the number of proposals that could be funded – many of which were well below the requested level of quality. It is worth mentioning that interviewees are divided regarding the appropriateness of including non-governmental organisations among lead applicants for grants, with representatives of NGOs pointing at the need for inclusiveness and some Commission officials preferring public agencies for the greater possibility of policy impact. Our assessment is that encouraging broader partnerships and networking is a way to improve efficiency and effectiveness, but the type of eligible organisations has to be decided call by call, depending on the expect (policy) impact. In any case, clear specifications and better guidance for applicants could help limiting the number and improving the quality of proposals submitted under each call.

Regarding calls for tender, it is the opinion of some interviewees from the Commission that simpler administrative procedures could help attracting good service providers that are currently discouraged, especially in universities. There were however no suggestions on how to improve this aspect and involvement of universities in networks of experts led by a contractor experienced in such procedures is probably the best solution.

It appears that some aspects of the application procedure may deter some potential beneficiaries; yet existing grant beneficiaries give a mixed judgement of the application process. Complexity of application is considered high by only one fifth of respondents (about one quarter in the total sample). Likewise, only one fifth thinks that applications require much time and effort. However, only around one third finds the deadlines comfortable, whilst less than one quarter of grant

beneficiaries stated that Commission technical support during the application process was widely available, a lower percentage than in other sections (see Table A.2.37). It was appreciated when deadline for application was set in autumn and not in summer, and grants were awarded by end of the year, so that project could start in January. Some beneficiaries recommended a two phases selection, with a first round based on a concept note.

3.7.3 Monitoring of grants and contracts

Under the monitoring of grants and contracts we also consider the clarity of communication of objectives to implementing bodies and the room for flexibility to make the necessary adjustments. Communication of objectives of the programme seems fairly comprehensive in the calls. Three fifths of beneficiary survey respondents think that award criteria are clear and two thirds think the same of the objectives of calls. Two thirds of beneficiaries consider that information is sufficiently available from the Commission regarding calls (see Table A.2.37) (although a smaller number of them make a positive judgement on technical support from the Commission in the application phase, as already said). Stakeholder interviews did not identify any weakness in this regard either.

Management of grants seems to allow for the required flexibility. About one third of beneficiaries reported modifications of the budget during the grant implementation (see Table A.2.27). For the vast majority of respondents, it was possible to make the adjustments to some extent, and for one half to the extent needed or to a large extent (results from whole sample) (see Table A.2.34).

Financial monitoring appears not to be problematic from the evidence we gathered. There are clear guidelines, and the fact that for example one third of beneficiaries received less than the amount they applied for suggests that actual resource needs are verified (see Table A.2.26). In general, financial accountability requirements were judged high by the majority of respondents. However there is room for improvement in monitoring co-funded projects from the point of view of contents. Monitoring of projects progress by the Commission is considered intense by just one fourth of beneficiaries in this section, and about one third thinks that such intensity is low (the remaining respondents give an intermediate judgement).

Availability of Commission support during implementation is considered wide by less than half of respondents (see Table A.2.25). According to interviews, guidelines on how to monitor contents are weak and the level of commitment of individual policy officers is decisive. Grants supporting operating costs of EU level networks seem to have a more intense monitoring process, with constant contacts between beneficiary and the responsible officer. Their being established in Brussels facilitates this and also in the case study networks were satisfied of their relations with the policy officer. However, some network representatives regret the suppression of regular meetings with funded networks that were held at the beginning of PROGRESS and under the social inclusion programme.

Monitoring of contracts is more intense as terms of reference foresee formal inception, interim and final meetings of steering committees. However, the personal commitment of the officer together with the availability of the contractor for more informal contacts can make a difference. Currently there is no incentive in contracts for this (e.g. expenses for attending meetings in Brussels are to be paid out of fee budgets).

The overall efficiency of the delivery process seems sufficient but not optimal. Regarding grants, the majority of respondents judged the disbursement of funding timely, more than in other PROGRESS sections (see Table A.2.25). Judgements of beneficiaries regarding the approval time, the complexity of reporting requirements and duplication of information requests were neither

especially negative nor positive, probably in line with the expectations towards a large public administration like the Commission (see Table A.2.25). Some form of simplification of the reporting template was however asked by interviewees from EU-level networks (for example, clarifying the difference between outcomes and outputs, removing complex tables).

3.8 Conclusions and recommendations

3.8.1 Key findings

The evaluation confirmed that the needs identified by PROGRESS are still very relevant for the social inclusion and social protection field, and so are the types of outputs and expected immediate outcomes. The programme was implemented with a sufficient level of effectiveness at the level of outputs, immediate, intermediate and ultimate outcomes, although there are points where there is room for improvement. Involvement of stakeholders in the implementation of the programme is quite developed and effective. European added value is also sufficient to justify the existence of the programme, as volume, scope, innovation and process effects were found as a result of PROGRESS activities. Innovation, agenda setting and learning effects have been especially evident. Efficiency has also been reasonable in terms of selection of appropriate implementing bodies, room for flexibility, monitoring grants and contracts and the overall delivery process, while it has been very good in terms of communicating PROGRESS objectives and outcomes to beneficiaries.

3.8.2 Recommendations

On the basis of the previous findings and the detailed remarks made in the chapter, as well as the case study findings, the following recommendations can be proposed:

Relevance:

- Strengthen the link between PROGRESS and the Flagship Initiative European Platform against Poverty and Social Exclusion.

Effectiveness:

- Increased and improved structure provisions for disseminating outputs in future programme;
- Develop good practice dissemination tools;
- Ensure greater diversity in participation in events;
- Share and compare the methods for peer reviews used in the SPSI and employment sections;
- More targeted involvement of Member State officials from public authorities in specialized communities of practice;
- Respect and make the most of diversity of EU-level networks;
- Increase collaboration with social partners.

EU added value:

- Continue using grants as tools to boost innovation, learning and agenda setting effects at EU level, and opening to new issues/problems/target groups;
- Define how to scale up such effects in Member States through the European Social Fund.

Efficiency:

- Strengthen support to grant applicants in cooperation with Member States;
- Further simplify the application process for grants, consider two-stages selection procedures;
- Provide incentives for regular communication between officers a and contractors;
- Simplify reporting template for grants to EU level networks.

4 Working conditions

4.1 Introduction

The objective of the PROGRESS working conditions section is to 'support the improvement of the working environment and working conditions, including health and safety at work and reconciling work and family life'[44]. According to interviewees as well as recent policy documents, this objective is still relevant today, not least because of changes in labour markets dynamic brought about by the crisis. It is also important to keep people healthy and at work, as this means higher productivity and longer activity in jobs. Another issue underpinning relevance is that changing roles of actors imply an increased importance of 'soft' (non-legislative) instruments.

In the Communication 'An Agenda for new skills and jobs: A European contribution towards full employment', the Commission states that:

> '[…] workers in involuntary temporary and part-time work have increased from 53.7% and 18% in 2001 respectively, to 60.3% and 25.6% in 2009. Due to the crisis, more jobs have been exposed to competitive pressures and deteriorating working conditions. In many instances, new forms of work and a higher number of job transitions have not been accompanied with appropriate working conditions, increasing psychological stress and psychosocial disorders. This has social and economic costs and may undermine Europe's capacity to compete: unsafe, unhealthy work environments result in more claims for disability benefits and earlier exits from active life'.[45]

The topics remain the same, but some aspects differ as a result of societal developments. New risks emerge in health, and both legislation and practice have to keep pace with scientific and technological developments. Labour law must also be adjusted to transformations in the working world, such as the increase in atypical contracts, increased mobility of workers, the rise of temporary agency work, and increased flexibility of working time.[46]

4.2 Relevance

4.2.1 Overall assessment

Needs identified in the PROGRESS Decision are still very relevant to the working conditions policy fields, except for the need to boost the capacity of EU-level networks (as there are already highly structured European social partner organisations and Committees where social partners are represented). The types of envisaged outputs and outcomes are in general relevant to the specific needs mentioned in Article 6 of the Decision.

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[44] Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS, article 6.

[45] Communication from the Commission 'An Agenda for new skills and jobs: A European contribution towards full employment', COM(2010) 682 final.

[46] Communication from the Commission 'Outcome of the Public Consultation on the Commission's Green Paper Modernising labour law to meet the challenges of the 21st century', COM(2007) 627 final.

4.2.2 *Relevance of needs identified by the PROGRESS Decision*

Relevance of improving the knowledge and understanding of the situation prevailing in the participating countries

This need is still highly relevant. Health and safety at work is affected by continuous changes in the type and intensity of risks from technological developments. This makes the collection of scientific evidence especially important. The Community Strategy on Occupational Safety and Health says that 'It is essential to step up scientific research in order to be able to anticipate, identify and respond to new workplace health and safety risks'.[47] Analysis and systematic comparison of the situation in Members States is also necessary to assess needs, and to choose appropriate responses to changes in the working world. For instance, in the field of employment relationships, a better understanding of the classification of workers under Member State law is needed to avoid misclassification and to prevent undeclared work.[48]

Improving knowledge was deemed important by all interviewees but was particularly emphasised in relation to working conditions and adaptation to change. An issue highlighted is how to make effective the subdivision of work in the collection of research evidence between PROGRESS as a DG EMPL instrument, the European Foundation for the Improvement of Living and Working Conditions (EUROFOUND) and the European Agency for Health and Safety at Work (EU-OSHA), the Framework Programme[49], and DG SANCO.

Relevance of supporting the development of statistical tools and indicators

The development of statistical tools and indicators is also still relevant, and both qualitative and quantitative indicators are required. The Community Strategy on health and safety at work invited the Commission to ensure that statistics and information on national strategies are collected, and that qualitative indicators are developed to enhance knowledge of progress achieved in the areas of health and safety at work.[50] Interviews with representatives of the Advisory Committee on Health and Safety at Work highlighted the need to develop statistical tools for occupational diseases as it has been done for accidents at work.

Relevance of supporting and monitoring the implementation of EU law and policy objectives

This is clearly an important need, given the importance of legislation in the working condition strand. The Commission needs to assess how EU law is implemented in all Member States. It also intends to undertake a large-scale step-by-step assessment of the *acquis* of EU legislation on working conditions over the coming years, and will promote the best use of 'soft' instruments besides legislation.[51] The Smart Regulation agenda[52] also has a strong bearing on this policy field. Policies and implementation are considered increasingly important in the field where Directives exist. More generally, the policy cycle (with ex-ante impact assessments and ex-post policy evaluations) is extremely important for the definition of PROGRESS activities in this section.

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47 Communication from the Commission 'Improving quality and productivity at work: Community strategy 2007-2012 on health and safety at work', COM(2007) 62 final.

48 Communication from the Commission 'An Agenda for new skills and jobs: A European contribution towards full employment', COM(2010) 682 final.

49 Communication from the Commission 'Improving quality and productivity at work: Community strategy 2007-2012 on health and safety at work', COM(2007) 62 final.

50 Ibidem.

51 Communication from the Commission 'An Agenda for new skills and jobs: A European contribution towards full employment', COM(2010) 682 final.

52 Communication from the Commission 'Smart Regulation in the European Union', COM(2010) 543 final.

Relevance of promoting networking, mutual learning, identification and dissemination of good practice and innovative approaches at European level

The need for mutual learning among Member States is also relevant. The production of practical and scientifically informed guides on the correct application of Directives is a key activity under this strand. Sharing of good practices among Member States is also a vital tool to achieve compliance with legislation.

Relevance of enhancing awareness of EU policies and objectives among stakeholders and the general public

Although awareness-raising in health and safety at work sees a strong role of EU-OSHA and Member States, it remains a relevant need to be addressed also by PROGRESS-funded activities to the extent to which the Commission keeps a policy role (for instance, in the Strategy calls upon the Commission to consider whether or not to develop a Recommendation on including occupational health and safety in vocational and occupational training policies, and mandates the Agencies to collect information on campaigns and their effects).[53]

Relevance of boosting the capacity of EU-level networks to promote, support and further develop EU policies and objectives

This need is less relevant to this policy strand where well-structured social partner organisations already exist at EU level and are institutionally involved in the European Social Dialogue and in policy committees (e.g. Advisory Committee on Health and Safety at Work). In addition, well-established institutional networks operate, like for instance the network of focal points of EU-OSHA (each one managing its own tripartite network comprising of government bodies and representatives from worker and employer organisations).[54]

4.2.3 Relevance of outputs and outcomes to the specific working conditions policy needs

Overall assessment

In general, the outputs and outcomes funded through PROGRESS respond to the specific needs identified for the area of working conditions under Article 6 (text box below). The link of outputs and outcomes to need C, however, is not immediately evident: the needs of the section correspond to three sub-areas of working conditions (working conditions strictly speaking, labour law and health and safety at work), but A and B, as well as D, are also specified in terms of activities, whereas C is not. On the other hand, there is also a strong mandate of EU-OSHA on need C within the Community Strategy for Occupational Safety and Health that has no equivalent in the other areas.

Needs/objectives identified for working conditions in Article 6 of the PROGRESS Decision:

Section 3 shall support the improvement of the working environment and working conditions, including health and safety at work and reconciling work and family life, by:

a. improving the understanding of the situation in relation to working conditions, in particular through analysis and studies and, where appropriate, the development of statistics and indicators, as well as assessing the effectiveness and impact of existing legislation, policies and practices;
b. supporting the implementation of EU labour law through effective monitoring, the holding of seminars for those working in the field, the development of guides and networking amongst specialised bodies, including the social partners;
c. initiating preventive actions and fostering the prevention culture in the field of health and safety at work;

[53] Communication from the Commission 'Improving quality and productivity at work: Community strategy 2007-2012 on health and safety at work', COM(2007) 62 final, pp. 11-12.

[54] http://osha.europa.eu/en/oshnetwork/focal-points/index_html.

d. raising awareness, disseminating information and promoting the debate about the key challenges and policy issues in relation to working conditions, including among the social partners and other stakeholders.

Outputs

In total, 7 types of outputs are produced under PROGRESS. The relevance of such types to article 6 and corresponding examples are provided in the following table.

Table 4.1 Examples of relevance of outputs to needs identified by article 6 of the PROGRESS Decision

Need (as identified in the Decision)	Relevant outputs (from the Strategic Framework)	Examples of outputs
A. Improving the understanding of the situation in relation to working conditions, in particular through analysis and studies and, where appropriate, the development of statistics and indicators, as well as assessing the effectiveness and impact of existing legislation, policies and practices.	• Development of appropriate statistical tools, methods and indicators (Output 3); • Appropriate policy advice, research and analysis (Output 5).	• Specialised study on the economic and social impact of the agreement concluded between social partners on certain aspects of the working time of mobile railway workers in 23 Member States; • Study of the implementation of the Directive 2003/72/EC on workers' involvement in the European Cooperative Society into the national legislation of Member States.
B. Supporting the implementation of EU labour law through effective monitoring, the holding of seminars for those working in the field, the development of guides and networking amongst specialised bodies, including the social partners.	• Accurate monitoring/assessment reports on implementation and impact of EU law and policy (Output 2); • Relevant training and mutual learning targeting legal and policy practitioners (Output 1).	• Support to Senior Labour Inspectors Committee (SLIC) activities; • Expert Group on the implementation of Directive 2009/38/EC on European Works Councils; • Call for proposals on restructuring, well-being and financial participation‘.
C. Initiating preventive actions and fostering the prevention culture in the field of health and safety at work.	• Identification and dissemination of good practices (Output 4).	• Good practice guide on the ‘optical radiation’ directive (Directive 2006/25/EC).
D. Raising awareness, disseminating information and promoting the debate about the key challenges and policy issues in relation to working conditions, including among the social partners and other stakeholders.	• Information and communication activities, networking between and with stakeholders and events (Output 7).	• Presidency Conference on working conditions and social dialogue (22-23 June 2009, Prague, Czech Republic); • Call for proposals on restructuring, well-being and financial participation.

Outcomes

Activities whose expected immediate outcome *Evidence-based EU policies and legislation* (Immediate Outcome 2) respond to need A, whilst those geared at *Effective information sharing*

and learning (Immediate Outcome 1) satisfy need B and those aimed at *High-quality and participatory policy debate* (Immediate Outcome 5) meet need D. It is not clear which immediate outcome is related to need C, i.e. initiating preventive actions and fostering the prevention culture. This matches the lower relevance attributed to awareness-raising in this section by some interviewees regarding occupational safety and health (see section 4.2.2). The other immediate outcome that does not directly and explicitly relate to these needs (as it is transversal in nature) is *Integration of cross-cutting issues and consistency* (Immediate Outcome 3). At the level of intermediate outcomes, *Effective application of EU law* (Intermediate Outcome 1) is related to needs A and B and to some extent also to need C, *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2) seems especially linked to need B and D, *Effective partnerships* (Intermediate Outcome 3) are related to need D. Again, need C is not clearly matched by expected outcomes.

Interviews confirm that immediate outcomes are generally considered still relevant to the working condition area by Commission and social partners at EU level. *Evidence-based EU policies and legislation* (Immediate Outcome 2) are considered crucial to needs of this field. *High-quality and participatory policy debate* (Immediate Outcome 5) is also deemed very important. *Effective information sharing and learning* (Immediate Outcome 1) are considered relevant in connection to the diversity of approach of Member States and the need for exchanging good practices. *Cross-cutting issues* are not judged relevant in some areas of work (occupational health and safety).

4.3 Effectiveness: outputs

4.3.1 Overall assessment

Although this section produces a limited number of outputs, the quality is on the whole of acceptable level. In the following sections we provide some details to further qualify this judgement.

4.3.2 Quantity

On the whole, the number of outputs of the section appears to be limited compared to other sections, which is explained in part by the lower use of networks and grant agreements. We are aware that the number of output is only one of the possible indicators of quantity of outputs, however, it is the only one provided by the monitoring.

In terms of number of outputs, the share of this section is lower than the share of budget received (12%) for all types of outputs, with the number of statistical tools, methods and common indicators best approaching this share (8.57% of PROGRESS outputs) (see Table A.2.2 and Table A.2.3). The absence of EU-level networks producing outputs partly explains this, but also for information, communication and networking; policy debate and events, policy advice, research and analysis, where networks are not counted, the share of outputs is never higher than 6%. The limited use of grant agreements is probably another explanation. In addition, certain outputs (e.g. impact assessments and evaluations of legislation in all 27 Member States) may be more costly. Differences in reporting methods could also count, for example, given the higher than average share of commitments on mutual learning in budget 2009 (see section on immediate outcomes) the share of outputs for mutual learning in the three years being as low as 1% does not appear realistic and could be the result of greater aggregation.

4.3.3 Quality

On the basis of the available evidence quality of outputs appears to be generally good but there is room for improvement in research and policy advice, monitoring and assessment reports.

According to interviewees, the accuracy and usefulness of *Accurate monitoring/assessment reports on implementation and impact of EU law and policy* varies depending on the quality of the consultants and on the ability of the Commission to select them. Their usefulness also varies as a consequence.

The same applies to pieces of *Appropriate policy advice, research and analysis*. When research is done in all Member States, accuracy becomes variable, not least because the consolidation of stable networks of experts has not been achieved yet. Working conditions does not seem to succeed as other sections do in using the PROGRESS-funded expert networks to meet its needs for EU-wide policy-oriented research, although it supports one – the European Labour Law Network. On the other hand, the section has a more advanced experience in involving social partners and representatives of the EUROFOUND and EU-OSHA in the steering committee of the studies, a practice that seems to have improved their quality.

Timeliness is seen as a problem by Commission officials, due to the long procedure of tender assessment and the several drafts often needed for final reports. Framework contracts were supposed to be the solution but deadlines for submitting proposals are often very tight and this could discourage potential contractors.

Results of studies are not always disseminated among stakeholders and the public. Some reports are not published because of their insufficient quality, others because they are intended for internal use only (in the PPMI study, working condition samples of research reports resulted in equal number for external and internal use). The level of dissemination seems to vary from unit to unit (according to what is reported by Commission officials themselves). This was confirmed through analysis that found an uneven availability for study outputs. In some case (e.g. a study on sectoral skills), results were widely publicised through conferences and social partners were also often used as a dissemination vehicle.

Activities producing *Appropriate statistical tools, methods, indicators* are considered, by interviewed policy committee stakeholders, to be good quality especially in the area of statistics on accidents at work (work done by Eurostat), while statistics on occupational diseases would need further development, according to some members of the Advisory Committee on Health and Safety at Work. An interesting example for the relationship with policy implementation and the use of a comprehensive system of quantitative and qualitative indicators is the scoreboard for the implementation of the Community Strategy 2007-2012 on Health and Safety at Work.

The quality of *Relevant training and learning of legal and policy practitioners* activities was generally good according to interviewees. Seminars, events, mutual learning exercises were seen as a more appropriate way to exchange good practices than simply using a website. Outputs of the call of proposals on restructuring, well-being and financial participation were only partly available. From those seen, quality seems good in terms of number of publications and their diffusion, and overall satisfaction of promoters (however this is a self-reported judgement).

The section produce accurate non-binding practice guides in the safety and health at work field, which are a tool to make guidelines more concrete. Their preparation is often supported by a research activity and efforts are made to understand why the practice worked. Examples are good

practice guides on Directive 2006/25/EC (optical radiation), another on Directive 1992/57/EC (temporary or mobile construction sites) and a further guide for Hospital Personnel.[55]

The quality of *Information and dissemination activities, networking among stakeholders and events* looks reasonable but not optimal. The Commission organised 27 events with 7,413 participants and additional 8 were held under grant agreements, with 161 participants (see Table A.2.4). In the desk research the quality of events was found generally good but documentation was often not sufficient to fully judge this aspect. The share of respondents to the 2009 PROGRESS survey stating that they had participated in - or were aware of - the key information, communication and networking events funded under PROGRESS in the working condition field was 51%. In the 2010 wave, time given to prepare and plan participation was found adequate by 64% of interviewees and dissemination of results by 62% (see Table A.2.13). Points for improving events highlighted in interviews are that discussions sometimes remain general under the assumption that Member States have the competence on details; other times, the limited time available does not allow for thorough interaction with stakeholders; and coordination of the Commission with Presidencies to set the agendas of Conferences.

4.4 Effectiveness - Immediate outcomes

PROGRESS activities in the working conditions section seem to have significantly contributed to *Evidence-based policy and legislation*, *Effective information-sharing and mutual learning* and might have contributed also to *High-quality participatory debate* although there are less elements to identify the specific added value of PROGRESS. *Integration of cross-cutting issues and greater consistency of EU policies* appear achieved to a lesser extent.

Information on commitments per immediate outcomes by section is available only in Annual Performance monitoring report 2009 (see Table A.2.2). Working conditions committed the following shares of budget:

- Information-sharing and mutual learning: ca. 57%, well above the average (33.5%);
- Evidence-based policy: ca. 17%, below the average (23.7%);
- High-quality participatory debate: ca. 26%, on average (27.8%);
- Greater capacity of networks is not applicable to this section.

Thus, commitment is much higher on information-sharing and mutual learning.

There seems to have been a significant contribution of outputs to supporting *Evidence-based EU policies and legislation* (Immediate Outcome 2). This is alluded to by the fact that around three quarters of respondents to the 2008 Annual PROGRESS survey (and around two thirds of respondents in the 2009 edition) stated that EU policy is grounded in thorough analysis of the situation. This share was higher than in any other policy section in 2008. Also the share of respondents stating that the EU policy is responsive to conditions, needs and expectation in Member States was highest in working conditions (above 70%) in 2008 (see Table A.2.6) (more than half of respondents still supported this in 2009, again more than in other PROGRESS policy sections although in the context of a general decrease of the share of positive responses).

[55] Annual Performance Monitoring Report 2008.

According to the survey of grant beneficiaries, 17% of grants contributed to evidence-based policy and legislation. This not a high percentage, but it has to be related to the nature of the calls for proposals, which were not focused on this type of outcome (see Table A.2.18).

Several examples of evidence being used for policy and legislation are available from annual monitoring reports: the preparatory study for impact assessment of the European Works Councils Directive, studies and debates on restructuring in 2007 that fed into the Commission Staff Working Paper on Restructuring and employment - the contribution of the European Union, the Commission proposal to review the Directive on European Works Councils {COM(2008) 419 final} and its impact assessment {SEC(2008)2166}, as well}, the Restructuring Forums on various facets of restructuring. Similarly, in the field of health and safety at work, a number of PROGRESS-supported assessments and impact studies were used internally by the Commission for the preparation of the Impact Assessment reports. In the field of labour law, on the basis of the study on the 'Economic and social impact of the agreement concluded between social partners on certain aspects of the working conditions of mobile workers engaged in interoperable cross-border services in the railway sector', a Communication was adopted[56] on 15 December 2008. The findings of the study and the Communication were useful to the social partners to help them in their on-going negotiations on the agreement.

Contribution to *Effective information sharing and learning* (Immediate Outcome 1) was also good. For example, the share of respondents to the annual survey stating that they acquired relevant knowledge through the information sharing and learning activities performed in the working conditions section in 2008 was 94%, slightly above PROGRESS average (see Table A.2.6). In addition, the grant beneficiary survey shows that nine in ten grants (more than the 77% of the whole sample) contributed to information sharing and mutual learning (see Table A.2.18).

Activities are also likely to have contributed to the achievement of *High-quality and participatory policy debate* (Immediate Outcome 5) but there is more uncertainty in isolating the specific added value of PROGRESS in this area. Respondents to the annual PROGRESS survey expressed positive judgements, with around 84% agreeing that principles of good governance had been followed in the policy debate at the European level in general (but this was only around 71% the following year) and 85% in PROGRESS-funded events in particular (see Table A.2.6). More than 66% of respondents recognised that the quality of national/regional/local policy debate was influenced by initiatives coming from the European level. Also, in 2010 satisfaction with debates was high: over three quarters of respondents agreed that the policy debate at the EU level on law, policies and objectives in the area of working conditions was characterised by clarity of policy issues (87%), involvement of relevant EU and national policy- and decision-makers (76%) and stakeholders (77%) (see Table A.2.13). However, some interviewees were sceptical of attributing any improvement of public debate in this policy field to PROGRESS (that would already be characterised by an open culture). In the beneficiary survey, only one third of grant recipients reported having contributed with their project to participatory quality debate in this section (compared with 54% of the overall sample) (see Table A.2.18).

We cannot confirm that the *Integration of cross-cutting issues and consistency* (Immediate Outcome 3) was significantly boosted by PROGRESS activities in this section. In 2008 and 2009 working conditions had the lowest share of survey respondents agreeing that the EU contribution to the integration of cross-cutting issues into this policy area is high (41% in 2008, 58% in 2009) (see

[56] Communication from the Commission 'Economic and social impact of the Agreement appended to Directive 2005/47/EC concluded on 27 January 2004 between the social partners on certain aspects of the working conditions of mobile workers engaged in interoperable cross-border services in the railway sector', COM (2008) 855.

Table A.2.6). In the 2010 Annual PROGRESS survey there was, however, a widespread perception that the EU generally made a contribution to mainstreaming gender equality in working conditions policies (a high (72%) or at least moderate (23%) contribution). Similarly, for antidiscrimination the figures were 55% for high and 34% for moderate contribution, and for disability they were 32% high, and 47% moderate contribution. The EU contribution to mainstreaming poverty issues into this policy field was lowest (only 24% found it high and 30% found it moderate) (see Table A.2.17). Of the grant recipients from our survey, only 39% declared that their project integrated cross-cutting issues (compared to 50% in the whole sample) (see Table A.2.18).

We noted that activities dealing with gender issues were more likely to be funded by the gender equality strand rather than being mainstreamed into working conditions. For example, the activity in support to the development and dissemination of ad-hoc module of the Labour Force Survey on reconciliation between work and private life was not shared between the two policy strands. Instead it was exclusively supported through the gender section, and most studies for the impact assessment of leave were managed by Directorate G despite being related to working conditions. Now that the competence has been transferred to DG JUST, mainstreaming gender and antidiscrimination becomes even more important.

Ensuring greater consistency of EU policies is often a requirement in this policy area. For instance, when preparing legislative instruments on safety at work matters, DG SANCO has to check them against health objectives and DG Enterprise against competitiveness objectives. In the working conditions field, consistency has improved as stakeholders are more regularly consulted in last years according to some interviewees, but this is not attributed to PROGRESS.

4.5 Effectiveness - intermediate and ultimate outcomes

4.5.1 Overall assessment

In this policy section it is especially difficult to isolate the net effect of PROGRESS from the influence of wider policy developments and other programmes (particularly the Industrial Relations and Social Dialogue instrument). PROGRESS activities in the working conditions field appear to have indirectly contributed to achieving *Better compliance with EU law* by drawing attention on implementation, and to *Shared understanding and ownership of EU objectives*. No significant specific contribution of PROGRESS can be detected to *Effective partnerships*.

4.5.2 Intermediate outcome 1: compliance in Member States with EU law related to PROGRESS areas

On the whole, it is not easy to isolate the PROGRESS contribution to improvements in application of EU law, because improvements themselves are often hardly measurable. However, there are signs that activities funded by the programme drew attention on implementation, which is a precondition for greater compliance. PROGRESS contributed to evidence-based legislation through studies and impact assessments aimed at the application of 'smart regulation' principles that if properly disseminated, generate greater awareness of practical application problems.

The Annual Performance Monitoring Report stated that 2009 was marked by an improvement in Member State compliance with EU law in PROGRESS policy areas. While a percentage of the provisions in directives linked to national rules (transposition rate) remained unchanged, a percentage of the outstanding directives that have not been transposed in at least one Member State (fragmentation factor) decreased. Regarding working conditions, the data was as follows and suggests a reduction in fragmentation (see Table A.2.7).

Transposition rate:

- Labour law: 99.4% in 2008, 98.3% in 2009;
- Health and safety 99% in 2008, 100% in 2009.

Fragmentation factor:

- Labour law - 2008 14.3 (3 directives), 2009 5 (1 directive);
- Health and safety – 2008 11.1 (3 directives), 2009 0 (0 directives).

However, the main realm of action where PROGRESS intervenes is the monitoring and improvement of implementation of EU law and policies by key actors in Member States (particularly employers). The activities in support of the SLIC or the Community Strategy on Occupational Health and Safety as well as the activities of the expert groups established to assist in the implementation of labour law directives are examples of support to implementation.

In the absence of more systematic evidence, we use the self-reported outcomes of grant beneficiaries regarding achievements in this field that can be upward-biased. The survey shows that just over one third of co-funded actions helped better monitoring of application of legislation, and a similar proportion contributed to increase consistency of national government programmes with EU policy objectives. However, only one in eight grants contributed to increasing compliance with rules in the fields covered by EU law (see Table A.2.19). This share is much lower than, for example, antidiscrimination, where about one half of grants would have increased compliance with legislation. The survey therefore suggests prudence in attributing to PROGRESS significant improvements in compliance.

The case study on the SLIC shows how, for instance, how after inspections or even announcements of inspections employers of certain sectors feel pressure to comply with law. A key success factor of some campaigns organised in parallel with SLIC activities is the combination of inspection with information provision. Employers are made clear that they have to improve working conditions not only for the sake of being a good employer but also to comply with the European law and there are fines for non-compliance.

On health and safety at work, there is some evidence of a decrease in the number of work accidents, but this indicator could have been influenced by the employment consequences of the financial crisis. In addition, a clear picture on the situation in SMEs would be lacking. However, it is acknowledged by interviewees that PROGRESS has contributed to strengthening the focus on implementation, as already said, and that through mutual learning and exchange of good practices (e.g. among labour inspectorates), as well as through the provision of evidence, it has prompted Member States and social partners to work in this area.

4.5.3 Intermediate outcome 2: Shared understanding and ownership of EU objectives

In principle, having increased information-sharing and mutual learning, PROGRESS should have contributed to *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2). This assumption, together with the perceptions of interviewees from the Commission and policy committees, suggests a likely progress on this outcome. However, caution is necessary since sound direct evidence is lacking.

There is no confirmation of this net effect from the PROGRESS survey: the share of respondents stating that they are familiar with EU objectives and policies in the working condition section was 79% in 2008, and 67% in 2009 (see Table A.2.8), (the section with the lowest share in both years), while in 2010 76% of respondents stated they were familiar with the proposed issues (around

average of sections, this time). Therefore there was an improvement compared to 2009, but not compared to 2008, meaning no real improvement during PROGRESS life-time. In detail, in 2010 respondents were generally familiar with labour law issues (94%) and simplification of legislation in both working conditions and health and safety at work (83%). Most of them were familiar with occupational safety and health legislation (84%) and behavioural and cultural aspects of risk prevention (74%), a bit less with the OSH Strategy (69%) and assessment of new risks (67%) (see Table A.2.11). Change management, restructuring and anticipation were also quite known (68% familiar or very familiar).

In the beneficiary survey, slightly less than one half of respondents of working conditions (compared to 63% of the whole sample) confirmed that their project contributed to better understanding of EU policies and approaches by practitioners in their respective field and slightly over one third (overall sample: 34%) that it prompted more consistency of national government programmes with EU policy objectives, while just one in five (compared to 49% in the whole sample) generated awareness of rights in the fields covered by EU law (see Table A.2.19).

Among the interviewed stakeholders, there is agreement that shared understanding and ownership of EU objectives in the field of working conditions has increased over the last few years. Member State officials, but also employers and professionals should now be more aware of risks at work and measures to prevent them.

4.5.4 Intermediate outcome 3: Effective partnerships and involvement of stakeholders

Partnerships in this policy area are mainly between the Commission and social partners (trade unions, employers) and public authorities. Since the budget line Industrial relations and Social Dialogue and other activities also aim at strengthening these partnerships it is difficult to isolate the contribution of PROGRESS. On the basis of the available evidence we cannot conclude that such contribution was decisive or that it strongly characterised the added value of the programme to supporting *Effective partnerships* (Intermediate Outcome 3).

There is limited evidence of true partnerships (i.e. not mere funding relationships or statutory institutional cooperation) in the outputs of PROGRESS activities examined in the desk research. An example is the SLIC campaign that involved some cooperation between labour inspectorates (national government body) and social partners (e.g. social partners helped to make campaign information available). Another example is the call for proposals on restructuring, well-being and financial participation, which involved a broader range of stakeholders: not only national governments and social partners, but also regions, private companies, universities and research institutes.

The Annual PROGRESS survey checks the state of partnerships with several types of actors. Although it cannot prove that changes in partnership relations have been achieved thanks to PROGRESS, it gives an idea of existing strengths and gaps and therefore fields in which the partnership-related outcome is not achieved. According to the 2010 edition, the vast majority of respondents from working conditions have strong partnerships with EU institutions, national governments and national/regional level social partners (90% of respondents agree that there is a sense of collaboration and partnership between their organisation and this type of entity). Less strong, but still developed (73% of positive responses) is partnership with regional and local governments. Partnership with EU level social partners is less frequent (58% positive responses), and is even weaker than the less-relevant partnership with national and regional level NGOs (69%) (see Table A.2.10).

The grant beneficiary survey reveals that just above one third of projects contributed to more effective partnerships with social partners (overall sample: 49%) and slightly below one third contributed to more effective partnerships with regional and local authorities (overall sample: 54%), while one in eight actions achieved more effective partnerships with NGOs and networks (overall sample: 63%) (see Table A.2.19).

Interviewees recognise that PROGRESS has provided a thematic contribution to the content of pre-existing partnerships. For example, PROGRESS provided a framework for the responsible national authorities (e.g. belonging to the Senior Labour Inspectors Committee (SLIC)) to meet at the EU level to discuss priority issues through annual meetings and other communication and information-sharing events. There is no clear perspective from interviewees from the Commission and Member States as to whether these partnerships were strengthened by PROGRESS, although some progress was noted.

4.5.5 Ultimate outcome

PROGRESS's ultimate outcome is to ensure that '*Member States implement laws, policies and practices in a manner that contributes to the desired outcomes of the Social Agenda'.*[57] The logical framework postulates that if intermediate outcomes are achieved, a number of conditions are met for PROGRESS to contribute to this final outcome.[58] From what has been discussed in the previous section, we can conclude that paying greater attention to law implementation (if not compliance), and improving shared understanding of policy objectives might have supported such conditions. However, evidence of Member State consistent behaviour is still too weak and attribution to PROGRESS is especially difficult for this section.

4.6 European added value

4.6.1 Overall assessment

The EU added value of the programme seems to be confirmed in terms of the four types of effects, with emphasis on volume effects.

4.6.2 Volume effects

Volume effects emerge from the survey of grant beneficiaries revealing that one third of grants strengthened national actions, about one third amplified ESF funded actions, over one third reinforced activities of the Social Dialogue budget line, and one tenth strengthened actions performed under the European Globalisation Fund (see Table A.2.20). Moreover, over two thirds of responding beneficiaries could increase the size of their own actions thanks to the PROGRESS grant. About one half said that it was possible to improve the legal framework thanks to acting at the EU level, and around nine tenths confirmed that they could improve monitoring the application of law and achievement of policy objectives. A similar amount said that they could raise awareness among stakeholders and the population, and three quarters argued that they could achieve a complete picture at EU level through comparative research and / or the development of common statistical tools and indicators (see Table A.2.21).

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[57] Draft Strategic Framework for the implementation of the Community Programme for Employment and Social Solidarity – PROGRESS, Brussels, 18 March 2008, p.3.

[58] Ibidem.

4.6.3 *Scope effects*

Some scope effects are visible in examples drawn from desk research and at the level of grant beneficiaries. Guidelines for handling emerging health and safety at work risks for instance helped in putting these risks on the agenda of Member States and social partners. The 'Non-binding guide to the artificial optical radiation Directive 2006/25/EC' helped employers to confront a new risk, and probably also facilitated participating countries in incorporating it in their agenda. In the survey, over one half of beneficiaries stated that they could address new target groups thanks to the PROGRESS grant.

4.6.4 *Agenda setting, innovation and learning effects*

Agenda setting, innovation and learning effects are detectable in this section. According to the survey, slightly more than a half of beneficiaries reported that new working procedures, innovations or new methods and approaches were adopted by their organisation, and a similar share reports the transfer of best practices from one country to another. Working conditions has the lowest share of grants reporting such effects (see Table A.2.23).

In the desk research, we found some example of activities that are likely to have brought agenda setting, innovation and learning effects, although these could not be confirmed by direct evidence.

Any gaps in Member States legislation mentioned by country reports on implementation of directives - if properly disseminated and receiving sufficient attention – may have contributed in putting the issue on the national agendas. Disseminating good practices at conferences and restructuring forum meetings may have contributed to innovation through knowledge sharing.

Mutual audits of labour inspectorates organised by the SLIC has significant learning effects, according to our case study. For example, the German Labour Inspectorate was drastically reorganised after a peer review, and Estonia learned about greater specialisation of inspectors in other Member States to reach a higher level of service.

4.6.5 *Process effects*

Process effects detected at the level of grants are mostly related to the transnational dimension, while at national level they appear more modest. This can be explained in part by the prevalence of already well established organisations (governments and social partners) and the fact that the field is more established compared to antidiscrimination and gender (where NGOs operate).

The reinforcement of the capacity of Member State administrations and / or other participating organisations and the reinforcement of partnerships at national level were reported by one half of beneficiaries, the lowest share of all sections. The strengthening of partnerships across countries was instead a widespread effect of the vast majority of grants (almost nine in ten). The start of new programmes, projects and / or new initiatives that amplified the effects of the PROGRESS was reported by about two thirds of grant beneficiaries of this section (see Table A.2.33). Finally, two third of actions continued after the end of PROGRESS funding, most of which are still under way (see Table A.2.35 and Table A.2.36).

4.7 Efficiency and programme management

4.7.1 Overall assessment

We assess efficiency through proxy aspects like the adequacy of procedures to select the most appropriate implementing bodies, the clear communication of objectives, the existence of room for flexibility, the monitoring of grants and contracts, and the overall efficiency of the delivery process. The overall picture seems fairly good although there is room for improvement.

4.7.2 Selection of implementing bodies

Some elements hampering selection of service providers seem to emerge, while there seem to be no barriers to participation of grant beneficiaries.

Grants awarded under this section were for the SLIC campaign and the call on restructuring, well-being at work and financial participation. For SLIC campaigns grants were awarded to individual labour inspectors from national administration for participating in activities. The other call mainly funded projects by social partner-related organisations. Our analysis of execution reports shows that in 2007/2009 grants were awarded to different types of bodies, but local and regional government bodies seem absent or almost absent among them. However, no specific problems in beneficiary selection emerge from interviews.

In the survey, grant beneficiaries gave a positive judgement of the application process which cannot therefore be considered a barrier for participation. Complexity of application is considered high by only one fifth of respondents (about one fourth in the total sample). Likewise, only one third thinks that applications require much time and effort, although less than one half finds the deadlines comfortable. About one half of grant beneficiaries stated that Commission technical support during the application process was widely available, a higher percentage than in other sections, and almost none gave negative judgements on this (see Table A.2.37).

Contracts were mostly awarded (three quarters of them) to private companies but some also went to universities, non-profit organisations, individual experts and national government bodies. Regarding tenders, the requirement to cover all Member States can discourage potential service providers, because bidders do not have time to build such a network unless they already have one in place which is specialised for the particular assignment.

Timeliness seems an issue for contracts, as for grants. According to interviews with Commission officials, the several consultation steps required for each call (PROGRESS Committee, other units) are a slowing factor, although they are required by the Financial Regulation[59]. It was argued by officials that more confidence should be given to contracting units. Some policy committee representatives on the other hand, point to the poor timeliness of outputs and think that the Commission should be timelier in spotting emerging issues, should spend less time in preparation and should make more use of framework contracts, networks of experts and other partnerships with reliable providers.

[59] Council Regulation (Commission, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities.

4.7.3 *Monitoring of grants and contracts*

Under the monitoring of grants and contracts we also consider the clarity of communication of objectives to implementing bodies and the room for flexibility to make the necessary adjustments. On the whole, the management of implementation seems reasonably under control.

Communication of objectives of the programme seems fairly comprehensive in the calls. Two thirds of beneficiaries were satisfied with clarity of award criteria and four fifths deemed the objectives of calls quite clear – in both cases this policy section scores relatively high. About one half consider technical support from the Commission widely available and slightly less are satisfied with information from the Commission – suggesting that there is room for improvement. No issues regarding their clarity were raised by interviewees from Commission and Advisory Committee (see Table A.2.37).

Management of grants seems to allow for the required flexibility. About one third of beneficiaries reported modifications of the budget during grant implementation. These represent only 16 grants so further disaggregation is not advisable, however we can mention the finding from the overall sample that for the vast majority of respondents it was possible to make the required budget adjustments to some extent (see Table A.2.27).

No specific issues emerge regarding financial monitoring. As for social inclusion, in this section one third of beneficiaries received less than the amount they applied for, suggesting that actual resource needs are verified (see Table A.2.26). Financial accountability requirements were judged low by a larger share of beneficiaries in this section, which may depend on the simpler types of grants awarded e.g. for supporting participation to SLIC activities of individual labour inspectors.

Monitoring of co-funded projects in terms of content seems relatively good in this policy section. Monitoring of project progress by the Commission, and also Commission support during implementation is considered intense by the majority of beneficiaries, more than in other sections (see Table A.2.25).

We have no such direct feedback on monitoring of contracts but interviews with Commission officials left the team with the impression that it is quite tight for studies, revealing a proactive attitude of the section towards contractors.

The overall efficiency of the delivery process seems sufficient except perhaps for timing of approval of grants, which was judged satisfactory by one fifth of beneficiaries only. It is worth noting that reimbursement of funding was judged timely by the majority of beneficiaries, more than in other PROGRESS sections (see Table A.2.25).

4.8 Conclusions and recommendations

4.8.1 *Key findings*

We can conclude that needs identified by PROGRESS are still relevant, and so are the types of outputs and immediate outcomes envisaged by the programme. Perhaps some clarification on how PROGRESS outputs match the need for initiating preventive actions and fostering the prevention culture in the field of health and safety at work would help, particularly in relation to the role of EU-OSHA.

Outputs were relatively limited but generally of an acceptable level, enabling most of the expected immediate outcomes to be achieved, although better integration of cross-cutting issues appears necessary. Some signs of effectiveness in contributing to intermediate outcomes are also detectable, but imputation of improvements to PROGRESS is especially difficult in this section.

Acting at the EU level through programme activities seems to have produced volume and other effects which confirm the added value of PROGRESS in the working conditions field.

Efficiency has also been of an acceptable level in both the selection of bodies and the implementation of activities.

4.8.2 Recommendations

On the basis of the previous findings and the detailed remarks made in the chapter, as well as the case study findings, the following recommendations can be formulated:

Relevance:

- Clarify how PROGRESS outputs match the need for initiating preventive actions and fostering the prevention culture in the field of health and safety at work.

Effectiveness:

- Further streamline and divide tasks with EU-OSHA and Eurofound on evidence production;
- Make external access to studies and reports easier;
- Improve timeliness of report availability by streamlining procurement and improving the use of networks of experts;
- Pay more attention to gender and discrimination on various grounds and other cross-cutting issues that affect working conditions.

EU added value:

- Further follow up transfer of best practices to ensure ideas are rolled out in different contexts.

Efficiency:

- Strengthen information support for grant applicants;
- Disseminate support to SLIC as a significant example of PROGRESS helping building a community of practitioners from national administrations.

5 Antidiscrimination

5.1 Introduction

The objective of PROGRESS in the field of antidiscrimination is to 'support the effective implementation of the principle of non-discrimination and promote its mainstreaming in all Community policies'[60]. The activities supported by PROGRESS in this field have supported awareness raising around and implementation of EU antidiscrimination legislation[61].

The PROGRESS programme's antidiscrimination policy section is built on the fact that 'Non-discrimination is a fundamental principle of the European Union'[62]. Despite existing EU legislation, a special Eurobarometer survey illustrated the continued prevalence of discrimination, with 16% of respondents saying that they had been discriminated against in the previous year[63]. Overall, respondents saw ethnic origin as the most common ground for discrimination, followed by age and disability[64]. This reinforces arguments that migrants and ethnic minorities experience discriminatory treatment and criminal victimisation[65], whilst 'persons with disabilities suffer explicit or concealed discrimination or are at risk of discrimination.'[66]

5.2 Relevance

5.2.1 Overall assessment

The needs underlying PROGRESS are still relevant. In particular, the need for awareness raising, and the development of statistical tools and indicators is higher than for other policy areas. This reflects the requirement to change attitudes, the relative newness of antidiscrimination policy and issues in some Member States, and the lack of reliable data available in the field of antidiscrimination. The outputs and outcomes foreseen in the Strategic Framework correspond to the specific needs the PROGRESS Decision foresees for the support of antidiscrimination and diversity.

5.2.2 Relevance of needs identified by the PROGRESS Decision

The objectives of PROGRESS are all still relevant today and correspond to needs in the field of antidiscrimination. Support for all these objectives should be maintained, and focus should be placed on enhancing awareness at all levels, and providing up-to-date statistical tools and indicators.

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60 Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS, p4.

61 Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin and Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation.

62 Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS, p2.

63 European Commission, 'Discrimination in the EU in 2009', Special Eurobarometer 317, November 2009, p22.

64 European Commission, 'Discrimination in the EU in 2009', Special Eurobarometer 317, November 2009, p11.

65 European Union Agency for Fundamental Rights (FRA), 'EU-Midis - European Union Ethnic Minorities and Discrimination Survey. Data in Focus Report 1: The Roma', 2009.

66 European Commission, 'EU Disability Strategy 2010-2020: Initial impact assessment screening and planning of further work', 2010, p2.

Relevance of improving the knowledge and understanding of the situation prevailing in the participating countries

There is an on-going need to improve knowledge and understanding of the situation within Member States. Desk research has highlighted concerns over an on-going lack of specific intelligence that may hamper effective interventions in the future. For example, in 2008 the Commission stated that the 'socio-economic conditions of Roma remain under-researched'[67].This is a vital information gap and efforts should be made to plug it if EU interventions are to be based on robust analysis. The 2010 PROGRESS Annual survey supported the need for more work in this area, as only 21% of respondents said they were very familiar with issues surrounding the integration of Roma people (see Table A.2.11). A non-institutional study also highlighted gaps in knowledge regarding people with complex needs – another grouping prone to a variety of forms of disabilities – specifically asking that the Commission 'contract further studies on people with complex needs under its Research Programmes'[68].

Relevance of supporting the development of statistical tools and methods and common indicators

The need for statistical tools and methods and common indicators is highly relevant in the field of antidiscrimination. Research has highlighted significant gaps in information, and numerous calls for these gaps to be addressed. Data is 'an essential tool for, firstly, properly assessing the extent and type of discrimination issues which individuals face and, secondly, designing, adapting, monitoring and evaluating policies'[69]. The Commission acknowledged that there is 'considerable demand for data on all grounds of discrimination'[70] and that variation in the data that is available nationally 'makes comparability of data difficult if not impossible'[71]. At present there is wide variation in terms of what information is collected nationally, let alone the specific details of that data. It was for example, highlighted by a NGO representative that in some Member States it is currently illegal to request data according to antidiscrimination related parameters such as ethnicity.

Relevance of supporting and monitoring the implementation of EU law and EU policy objectives and assessing their effectiveness and impact

Despite the transposition of antidiscrimination law being the highest for all policy areas (100%), supporting and monitoring the implementation of EU law and EU policies is still relevant. It is actually argued that 'the European legal framework for tackling discrimination is not yet complete'[72] due for example, to variations in the depth of protection. In addition, there is uneven knowledge regarding legal obligations or possibilities at both institutional and public levels. For example, it has been argued that some EU Member States are 'ill-informed as to what extent they are obliged to protect transgender people from discrimination. In fact, some are still uncertain as to whether gender identity falls under 'sex' or 'sexual orientation' or nothing at all.'[73] Such problems are said to be replicated in disabilities, where a 'lack of a specific coordination process with indicators, monitoring, evaluation and feedback systems and exchange of good practices of Member States

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67 Commission Staff Working Document accompanying the Communication 'Non-discrimination and equal opportunities: A renewed commitment. Community Instruments and Policies for Roma Inclusion', p.3.

68 Inclusion Europe et al., 'The Specific Risks of Discrimination Against Persons in Situation of Major Dependence or with Complex Needs. Report of a European Study. Volume 1: Policy Recommendations', 2008, p13.

69 European Council Resolution on the follow-up of the European Year of Equal Opportunities for All (2007), 15383/07 SOC 468, p7.

70 Communication from the Commission 'Non-discrimination and equal opportunities: A renewed commitment', COM(2008) 420 final, p7.

71 Ibidem.

72 Ibidem, p.4.

73 ILGA-Europe, Memorandum to the Belgian Presidency of the European Union, July - December 2010.

results from insufficient awareness and commitment to combat discrimination of persons with disabilities and to guarantee them equal opportunities.'[74]

Relevance of promoting networking, mutual learning, identification and dissemination of good practice and innovative approaches at European level

Anti-discrimination Directives are relatively new compared to other policy areas, so mutual learning is therefore relevant. This is magnified for many newer Member States which often have relatively little experience of addressing discrimination issues. Given that forms of antidiscrimination legislation vary across the Member States[75], it is important that knowledge exchanges take place. This has been backed up in documentation: for example, the Commission argued that 'it is essential that Member States learn from their own experiences of developing Roma inclusion initiatives and share their experiences with other Member States'[76].

Relevance of enhancing awareness of the EU policies and objectives pursued among stakeholders and the general public

Enhancing awareness remains relevant. Research has highlighted that shifting knowledge and information from the EU level is a challenge, and cascading information to the national level is important. The lack of lower-level knowledge is emphasised when it is stated that 'Europeans are not sufficiently aware of their rights [and that] only a third of Europeans say they know their rights should they be a victim of discrimination or harassment'[77]. This is argued to be the case across various particular groups at risk of discrimination, including ethnic minorities[78].

Relevance of boosting the capacity of EU-level networks to promote, support and further develop EU policies and objectives

The practical impact of networks points to a continued relevance for their support. The proposal for a Directive on equal treatment highlighted the potential benefits to legislative implementation of having 'a body or bodies in each Member State, with competence to analyse the problems involved, to study possible solutions and to provide concrete assistance for the victims'.[79] Furthermore, the Commission has emphasised that 'the full involvement of civil society - and in particular - Roma NGOs in drawing up plans, implementing and monitoring their impact is a factor for success which needs further investments of main stakeholders including the European Union in capacity building and operational functioning'[80].

5.2.3 *Relevance of outputs and outcomes to the specific antidiscrimination policy needs*

Overall assessment

In general, the outputs and outcomes funded through PROGRESS respond to the specific needs identified for the field of antidiscrimination under Article 7 of the PROGRESS Decision (see below). All the needs have been addressed to some degree by activities funded by PROGRESS in this policy section.

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74 Communication from the Commission 'Situation of disabled people in the European Union: the European Action Plan 2008-2009', (2007) 738 final, p23.

75 Commission Staff Working Document 'European Disability Strategy 2010-2020: A Renewed Commitment to a Barrier-Free Europe', SEC(2010) 1324 final.

76 Commission Staff Working Document 'Roma in Europe: The Implementation of European Union Instruments and Policies for Roma Inclusion – PROGRESS Report 2008-2010', 400 final, p35.

77 European Commission, 'Discrimination in the EU in 2009', Special Eurobarometer 317, November 2009, p12.

78 European Union Agency for Fundamental Rights (FRA), 'EU-Midis - European Union Ethnic Minorities and Discrimination Survey. Data in Focus Report 1: The Roma', 2009.

79 Proposal for a Council Directive on implementing the principle of equal treatment between persons irrespective of religion or belief, disability, age or sexual orientation, COM(2008) 426 final 2008/0140, p17.

80 Commission Staff Working Document 'Roma in Europe: The Implementation of European Union Instruments and Policies for Roma Inclusion – PROGRESS Report 2008-2010', 400 final, p24.

Needs/objectives identified for antidiscrimination in Article 7 of the PROGRESS Decision:

Section 4 shall support the effective implementation of the principle of non-discrimination and promote its mainstreaming in all Community policies by:

a. improving the understanding of the situation in relation to discrimination, in particular through analysis and studies and, where appropriate, the development of statistics and indicators as well as by assessing the effectiveness and impact of existing legislation, policies and practices;
b. supporting the implementation of Community antidiscrimination legislation through effective monitoring, the holding of seminars for those working in the field and networking amongst specialised bodies dealing with antidiscrimination;
c. raising awareness, disseminating information and promoting the debate about the key challenges and policy issues in relation to discrimination and the mainstreaming of antidiscrimination in all Community policies, including among the social partners, NGOs and other stakeholders;
d. developing the capacity of key European level networks to promote and further develop Community policy goals and strategies in the field of combating discrimination.

Outputs

In total, 7 types of outputs are produced under PROGRESS. The relevance of such types to article 7 and corresponding examples are provided in the following table.

Table 5.1 Examples of relevance of outputs to needs identified by article 7 of the PROGRESS Decision

Need (as identified in the Decision)	Relevant outputs (from the Strategic Framework)	Examples of outputs
A. Improving the understanding of the situation in relation to discrimination.	• Development of appropriate statistical tools, methods and indicators (Output 3); • Appropriate policy advice, research and analysis (Output 5).	• Study on diversity in the Media; • Study on positive action; • Eurobarometer.
B. Supporting the implementation of community antidiscrimination legislation.	• Relevant training and mutual learning targeting legal and policy practitioners (Output 1); • Accurate monitoring/assessment reports on implementation and impact of EU law and policy (Output 2).	• Seminars to raise awareness among judges and legal practitioners on antidiscrimination; • Thematic reports, country reports and comparative analyses from the expert networks; • Contribution to the activity on the uniform and affective application of EU law (study – changed to Activities to improve the impact of policies, programmes and projects aimed at the social inclusion and non-discrimination of Roma people in the EU).
C. Raising awareness, disseminating information and promoting the debate about the key challenges and policy issues.	• Identification and dissemination of good practices (Output 4); • Information and communication activities, networking between and with	• French Presidency Conference on antidiscrimination issues; • Swedish Presidency Conference on antidiscrimination issues; • EU Media Campaign 'For

Need (as identified in the Decision)	Relevant outputs (from the Strategic Framework)	Examples of outputs
	stakeholders and events (Output 7).	Diversity, Against Discrimination'; • European Day of Disabled People.
D. Developing the capacity of key European level networks to promote and further develop Community policy goals and strategies in the field of combating discrimination.	• Support to NGOs and networks (Output 6).	• Support to National Equality Bodies; • Operating Cost Support to EU – Level Networks.

Outcomes

The PROGRESS Strategic Framework outlines five immediate outcomes, and three intermediate outcomes. There is a correlation between the needs in the field of antidiscrimination, as detailed in the PROGRESS Decision, and these outcomes.

With respect to immediate outcomes, activities aimed at *Effective information sharing and learning* (Immediate Outcome 1) link to need C, and also, to a lesser degree, need B. Activities which produce *Evidence-based EU policies and legislation* (Immediate Outcome 2) satisfy needs A and B. Activities which result in *Integration of cross-cutting issues and consistency* (Immediate Outcome 3) are likely to contribute to all the needs, especially need C, by raising awareness across all policy fields and with all actors. Actions producing *Greater capacity of national and EU networks* (Immediate Outcome 4) contribute primarily to need D, while those which contribute to *High-quality and participatory policy debate* (Immediate Outcome 5) will link to need C.

At the intermediate level, activities contributing to *Effective application of EU law* (Intermediate Outcome 1) correspond to need B. Those activities aimed at developing *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2) and *Effective partnerships* (Intermediate Outcome 3) have clearest links to C, D and B (for the networking dimension).

5.3 Effectiveness: outputs

5.3.1 Overall assessment

The quantity and quality of outputs produced in this section appears good. The following sections provide details to further qualify this judgement.

5.3.2 Quantity

On the whole, the number of outputs is good. All output types have been produced, and the overall share of outputs is 48%, compared to an overall share of budget of just 23% (see Table A.2.2 and Table A.2.3). There has been a contribution from the Commission direct commissioning, grant agreements and networks for all output types (where possible).There are apparent imbalances in the amount of outputs when broken down by type however.

Antidiscrimination's share of outputs for information, communication and networking is significantly lower than that for employment and social inclusion (10% against 53%, and 26% respectively) (see Table A.2.3). As only 10 outputs were commissioned via grant agreement (the second lowest for any policy area), there appears significant scope to improve the share of outputs. This low figure

does not reflect the significant expenditure on the FDAD campaign however, which when factored in serves to make this dimension of activities more robust.

The share of outputs under development of statistical tools, methods and common indicators is also lower than both employment and social inclusion (25% against 29%, and 34% respectively) (see Table A.2.3). There is a need to heighten investment in this area given the acknowledged difficulty in attaining and producing statistics and other quantitative data for antidiscrimination. There is potential to improve the level of outputs in this field, especially as only gender has a lower number of Commission commissioned outputs in this area (gender has 2, antidiscrimination 6) (see Table A.2.3).

In all other areas, antidiscrimination had the highest proportion of overall outputs - training/mutual learning/peer reviews 37%; exchange of good practices 68%; monitoring/assessment reports 53%; policy advice, research and analysis 43%; and policy debate events 80% (see Table A.2.3). There is a significant role for all delivery agents – the Commission, networks and grant recipients. The Commission only commissioned 7 of 702 policy debate events though. The implication could be that issues are often addressed from a specialised (NGO network etc.), rather than cross-cutting perspective, which may in turn hamper the mainstreaming of antidiscrimination issues.

5.3.3 Quality

The quality of *Relevant training and learning of legal and policy practitioners* is satisfactory. Seminars arranged by various organisations have good levels of attendance, with attendees rating them well – for example seminars run by ERA in Trier on antidiscrimination were rated good for both administration and presentation. Seminars also address topical issues and some, such as the training of legal and policy practitioners, explicitly target a geographic spread in terms of their targets. Comparisons between the EU and non-EU countries provide an added dimension to training in some instances.

Accurate monitoring/assessment reports on implementation and impact of EU law and policy provide clear, useful recommendations which can be used to support future policy and interventions. Importantly, they provide practical recommendations for Member States, and cut across specific issue areas. There are instances of, despite low external dissemination, reports such as the 'Study on the existence of discrimination in the field outside the current scope of EU legislation and potential effects of further measures' having a clear impact on and being acknowledged in legislation (in Communication COMM(2008) 420 final).

Commission officials and NGO network representatives interviewed by us argued that the quality of reports produced as an outcome of PROGRESS spending was generally good, providing suitable amounts of information. Similarly, the 2010 PROGRESS Annual Survey showed that an above average proportion of respondents felt that studies and analyses, thematic assessments and monitoring reports (in general), were very useful (48.6%).

Appropriate statistical tools, methods, indicators are limited and hampered by a lack of comparable information across the EU on key antidiscrimination activities. As a result, the body of outputs does not provide comprehensive information on all aspects of discrimination across all Member States. Nonetheless, outputs such as Special Eurobarometer reports provide useful, detailed insight on attitudes that can be used to support policy development. The Eurobarometer is useful as it includes Candidate countries, which means that evidence can be used to prepare entry into the EU.

The quality of *Identification and dissemination of good practices* is mixed. Practices often form significant parts of key reports supported by the programme, and are often disseminated at conferences, as well as through both the Commission and contractor websites. Good practices are well categorised, and efforts are made to ensure they are up to date. However, there are some instances of good practice exchange being limited in terms of scope. For example, in one report on 'The business case for diversity', the focus is exclusively on large businesses to the exclusion of SMEs. Similarly, some seminars such as those exclude NGO and social partner representatives. Major events are much more open, and according to interviewed European Commission official and NGO network representatives they are particularly suitable for highlighting practices and facilitating networks, although the policy knowledge at Equality Summits has been criticised.

The quality of *Appropriate policy advice, research and analysis* is good. Studies tend to be accurate, with good content. For example, the study on diversity in the media presented a relevant series of well constructed case studies and the study on positive action contains clear recommendations. The media study was cited elsewhere[81], and recognised by journalists[82] - just as the study on positive action was have been variously used and cited, including in opinion pieces[83]. Importantly the latter was delivered timely, although there are instances where reports are delayed – often for a combination of reasons including Commission and delivery agent issues – such as the case for the study on diversity in the media.

Support to NGOs and networks has led to good quality activity. Reports by networks are valued by Commission officials as being particularly high quality, with outputs often being quickly prepared. Monitoring reports are also important as they highlight gaps for future activity. These outputs are publicly available, easily accessible and provide a useful framework for national organisations, governments as well as the EU. Seminars organised by these expert networks enjoy growing numbers of attendees which may be indicative of greater awareness or high quality, and address cross-cutting themes highlighted by cooperation with the network for gender experts.

An evaluation of studies done by networks of experts and other contractors supports the claims of good quality for the networks. They are said to have a good understanding of Commission needs, and 'are able of delivering national fact finding within rather tight time limits and carrying out basic analysis'[84]. They also benefit from flexibility and can be used for both long-term and short-term planning of evidence and respond to *ad hoc* requests for information[85]. Importantly however, the report also highlights the expert networks' limitations, including narrow thematic focus, limited resources and limited methodologies.

The quality of *Information and dissemination activities* is good. Outputs are complete, accurate and of high quality. They are also varied, including outputs such as awards, national activities, and Diversity Days. As well as being relevant, activities are topical and up to date. In many instances the input of key stakeholders such as NGO networks has helped ensure the quality and suitability of tools such as videos and brochures.

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81 http://www.pedz.uni-mannheim.de/daten/edz-du/gda/09/annex_1_user_guide.pdf.

82 http://ethicaljournalisminitiative.org/en/contents/media4diversity-taking-the-pulse-of-diversity-in-european-media-a-study-on-media-and-diversity-in-eu-member-states-and-3-eea-countries.

83 http://www.whywomenmeanbusiness.com/SpringboardWebApp/userfiles/wmeanb/file/Boardroom_breakthroughs.pdf, http://www.migration-boell.de/web/diversity/48_2668.asp.

84 PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011, p.36.

85 Ibidem.

5.4 Effectiveness - Immediate outcomes

Information on commitments per immediate outcomes by section is available in the 2009 Annual Performance Monitoring Report. Antidiscrimination committed the following shares of budget:

- Information-sharing and mutual learning: ca. 15%, the lowest, far below the average (33,5%);
- Evidence-based policy: ca. 11%, the lowest, far below the average (23,7%);
- High-quality participatory debate: ca. 50%, the highest, far above average (27,8%);
- Greater capacity of networks: ca. 23%, the highest, above the average (14,5%) (see Table A.2.5).

The high level of commitment for participatory debate reflects the on-going dialogue surrounding a potential future EU Directive. As prospective new EU legislation is discussed, so it makes sense to feed national debate and opinion into EU law and policy. The level of commitment to supporting networks allows PROGRESS to reach a large number of organisations and individuals through trickle down from EU-level networks, thereby supporting awareness raising and policy implementation.

It is possible to highlight examples where PROGRESS-funded analytical work has contributed to *Evidence-based EU policies and legislation* (Immediate Outcome 2). The 'Providing reasonable accommodation for persons with disabilities in the EU – best practices and financing schemes' study was also used by national governments to compare national practices to those of other countries[86]. Unit G3 commissioned a study on the situation of women with disabilities in Europe in light of the UN convention on the Rights of People with Disabilities (2009). It was disseminated among the members of High Level Group on Disability and fed into the background document to Strategy for Equality between Women and Men (2010-2015) developed by Unit G1[87].

The percentage of survey respondents intending to use research is around 60% and decreased between 2008 and 2009[88], and the proportion of antidiscrimination respondents that EU policy is grounded in thorough analysis of situation is lower than other areas, at around 60%[89]. This may well indicate dissatisfaction with the lack of progress on issues such as indicators, as well as a reflection that EU policy must cater for all Member States and is therefore not necessarily in tune with more advanced Member States.

There is evidence that *Effective information sharing and mutual learning* (Immediate Outcome 1) in EU and across Member States' has been achieved. PROGRESS Annual Survey results for 2010 show a generally good level of satisfaction with policy debate amongst antidiscrimination practitioners. Over 82% agreed (rather agree, agree, and strongly agree) that policy debate was characterised by clarity of policy issues (see Table A.2.13). This was above both gender equality and employment. Respondents were also generally satisfied with other factors underpinning policy debate, such as time allowed for preparation, and participation of suitable stakeholders.

There was dissatisfaction with dissemination of debate results however. Less than 55% agreed that dissemination was adequate, the lowest of all policy areas (see Table A.2.13). In some cases reports and studies were more easily found on contractor's websites than the Commissions, and in other cases reports were kept for internal use by the Commission. Complementing strong

[86] PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011, p60.
[87] PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011, p58.
[88] PROGRESS Annual Performance Monitoring Report 2008, p36/2009 p45.
[89] PROGRESS Annual Performance Monitoring Report 2009, p35/2009 p44.

communication activities with more uniform dissemination of outputs may help increase effectiveness of the programme.

Impact on mutual learning seems good as the share of respondents stating that they acquired relevant knowledge through the information sharing and learning activities was above average in 2008 [90]. However, the grant beneficiary survey also shows that only 66% of grants contributed to information sharing and mutual learning (whole sample: 77%) (see Table A.2.18). Our research indicates that mutual learning, both in formal and informal situations is valuable for a variety of stakeholders. For example, NGO networks involved in activities surrounding the FDAD campaign were able to participate in informal networking and mutual learning which led to increased capacity and knowledge. Major events such as the Equality Summits were also praised for their value in drawing together key stakeholders to share valuable information and develop networks.

There is evidence that t *High-quality and participatory policy debate* (Immediate Outcome 5).

Has been achieved thanks to PROGRESS activities, although with some limitations as this seems to have happened more at EU than at national level and sometimes the range of stakeholders involved was not as broad as needed. In the 2008 Annual PROGRESS Survey, while four of five respondents recognised that the principles of good governance had been followed in the policy debate at the European level (three out of four in 2009) and particularly in EU funded events. Results of the PROGRESS annual survey 2010 confirm this positive evaluation, as 84% of respondents said that policy issues debated were clear. However there is less agreement that the results of debate were adequately disseminated (64%) and only one half thought that adequate time was given to prepare and plan participation (51%) (see Table A.2.13).

The immediate outcome *Greater capacity of national and EU networks* (Immediate Outcome 4) seems to be achieved. The survey of grant beneficiaries shows that 59% of actions in the antidiscrimination section contributed to strengthen capacity of national and pan-European networks (see Table A.2.18), a share that was highest of all policy sections. EU NGO networks have confirmed that their capacity has been improved, as well as their ability to access funding and they are better concentrate on their policy focus being relieved from the need to struggle for survival.

PROGRESS funding for networks has also allowed a contribution to both evidence based policies and high quality policy debate. For example, a thematic report by the Academic Network on European Disability Experts (ANED) on the 'Implementation of EU social inclusion and social protection strategies in European countries with reference to equality for disabled people' was used by national governments to compare their national practices with those of other countries. PROGRESS-supported expert networks in the fields of gender equality and antidiscrimination also provided 'the Commission with independent advice on all the grounds of discrimination through two thematic reports, the 'European anti-discrimination law review' and flash reports on legal developments in the Member States.'[91] Similarly, the 2008 APMR highlights key outputs for *Evidence-based EU policies and Legislation*. These include a number of country reports and thematic studies produced by the Academic Network of European Disability Experts (ANED) and Legal experts network on antidiscrimination on issues, like disability mainstreaming in the 2008-2010 NSRs, or indirect discrimination, discrimination outside employment and similar cases[92].

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90 PROGRESS Annual Performance Monitoring Report 2008.

91 PROGRESS Annual Performance Monitoring Report 2009, p30.

92 PROGRESS Annual Performance Monitoring Report 2008, p35.

Finally, we can confirm that PROGRESS activities in this section have contributed *Integration of cross-cutting issues and consistency* (Immediate Outcome 3). The 2008 and 2009 annual surveys demonstrate a dramatic increase in the number of respondents stating that the EU contribution to the integration of cross-cutting issues is high. This figure stood at only 45% for antidiscrimination in 2008, yet jumped to around 65% in 2009[93].

5.5 Effectiveness - intermediate and ultimate outcomes

5.5.1 Overall assessment

We can confirm contributions from this policy section particularly to the *Effective application of EU law* (Intermediate Outcome 1). The *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2) remains a challenge that requires on-going attention, whilst *Effective partnerships* (Intermediate Outcome 3) is unevenly achieved.

5.5.2 Intermediate outcome 1: Effective application of EU law

It is clear that Intermediate Outcome 1 has been contributed to. The transposition of antidiscrimination law is the highest for all policy areas covered by PROGRESS – standing at 100%. The grant beneficiary survey also shows that antidiscrimination had the highest proportion of respondents arguing that activities have led to more compliance with rules in the fields covered by EU law (see Table A.2.19). Similarly, this section has the highest number of positive responses saying activities led to more awareness of rights in the fields covered by EU law.

PROGRESS-funded activities under antidiscrimination have produced outputs that contribute to the application of EU law in a number of ways. Numerous funded activities and outputs have contributed to the drafting of a new Directive on antidiscrimination issues. For example, Presidency events and studies have enabled information sharing to support the content and aims of legislation. PROGRESS-funded training has also helped improve the knowledge and capacity of key professionals in the legal system, specifically on antidiscrimination issues. Specific outputs include:

- Three seminars to train judges, prosecutors and other members of the judiciary with the aim of creating a corps of legal practitioners within the judiciary who are familiar with the European legal and policy framework on non-discrimination;
- Two seminars aimed at disseminating information and raising the awareness of other interested legal practitioners, for example, from trade unions or employers' associations, NGOs, labour inspectorates and Equality Bodies;
- One seminar to train university professors and law lecturers on the antidiscrimination Directives[94].

5.5.3 Intermediate outcome 2: Shared understanding and ownership of EU objectives

Evidence suggests that policy and decision makers and stakeholders at the national level have an adequate understanding of EU objectives, but that this has declined over time - pointing to shared understanding and ownership of EU objectives not being achieved. In 2008, the number of people saying they were 'familiar with EU objectives and policies' (over 80%, see Table A.2.8) was above the PROGRESS average, as was the number of people who said that they had 'acquired relevant knowledge through the information-sharing and learning activities' (around 90%) (see Table A.2.6). The level of knowledge reduced in 2009, when a below average numbers were 'familiar with EU

[93] PROGRESS Annual Performance Monitoring Report 2008, p61/2009 p59.
[94] PROGRESS Annual Performance Monitoring Report 2008, p28.

objectives and policies' (around 75%) or said they 'participated in or were aware of the key information, communication and networking events'[95] (just over 50%) (see Table A.2.6).

The 2010 PROGRESS Annual Survey analysed awareness of particular issues within a policy area. Results showed a lower level of knowledge than earlier surveys. For example, the proportion of respondents saying they were (very or rather) aware of the social and economic integration of the Roma people was the lowest of any issue in any policy area (49.3%). Awareness of the role of trade unions in combating discrimination and the new European Disability Strategy were similarly low (53.5% and 54.1% respectively) (see Table A.2.11).

The challenge of boosting awareness is compounded by low levels of familiarity with research and analyses. In 2009 only around 25% of survey respondents answered positively, indicating significant scope to improve the dissemination of outputs in order to improve awareness. The quality of outputs does seem to be high however, as in 2009 antidiscrimination had the highest (and significantly so) amount of people saying that they '(intend to) use the policy advice, research and analysis for policy making or policy advocacy' (see Table A.2.6) at 80% and above.

In terms of grant beneficiaries, almost two thirds (65%) say that activities have contributed to 'Better understanding of EU policies and approaches by practitioners', whilst almost half (42%) said that activities contributed to 'More consistency of national government programmes with EU policy objectives' (see Table A.2.19). The contrast between such positivity and the more negative results around awareness reinforce the need for further dissemination efforts.

5.5.4 Intermediate outcome 3: Effective partnerships and involvement of stakeholders

Evidence from the PROGRESS annual survey shows there is partnership and collaboration between practitioners of the antidiscrimination field (survey respondents of this section) and institutional, social partner and NGO bodies. Annual survey responses show that over 50% or respondents strongly agreed or agreed with there being a sense of collaboration and partnership between their organisation and EU institutions (65%), EU level NGOs and networks (60%), and national government (52%). The results were significantly lower with respect to regional and local government however (40%) (see Table A.2.10) – pointing to potential for greater involvement of these important governmental actors in the programme, and the activities of programme beneficiaries.

This spatial difference is reversed when looking at social partners however. Reflecting interviewee comments that partnership working with social partners (trade unions, employers etc.) has not been as successful as other types, only 37.9% of respondents strongly agreed or agreed that there was a sense of collaboration with EU social partners. This increased to 46.6% when looking at national and regional social partners (see Table A.2.10). In terms of practical involvement of stakeholders in policy development, around 43% strongly agreed or agreed that relevant stakeholders were involved. At below 50% this is dissatisfactory, however, when compared to other policy areas it is a mid-level score that provides room for improvement (see Table A.2.13).

There is positive evidence for effective partnerships, beyond survey results. For example, PROGRESS allowed NGOs and networks to develop important relationships and partnerships with the EU institutions. These were valuable in providing legitimacy and information to advocacy organisations. Similarly, the development of 'cooperation between national authorities (exchange of

[95] PROGRESS Annual Performance Monitoring Report 2009, p40.

good practices), to increase knowledge on the discrimination phenomena'[96] may have led to effective institutional partnerships, sharing of practice, and changes at the national level. This has been facilitated in large part by the work of the Government Expert Group that 'examines the impact of national and EU-level non-discrimination measures, validates good practice through peer learning and evaluates the effectiveness of non-discrimination policies.'[97] The FDAD campaign provides an example of planned and organic partnership development and stakeholder engagement. Stakeholders worked with the Commission and other partners to plan and deliver outputs, leading to better quality outputs and leaving legacy relationships and knowledge. This was reflected in the positive responses from grant recipients, particularly the proportion saying activities had improved partnerships with NGOs and networks (90%) (see Table A.2.19).

5.5.5 Ultimate outcome

PROGRESS' ultimate outcome is that Member States implement laws, policies and practices in a manner that contributes to the desired outcome of the Social Agenda. The outcome of the original Social Agenda itself was for more and better jobs, and more cohesive societies that offer equal opportunities for all, in Member States. This evolved through the Renewed Social Agenda and more recently Europe 2020. The core principle of improving employment in an inclusive, equitable manner remains, with PROGRESS' antidiscrimination activities supporting the goal.

The PROGRESS logical framework postulates that, if intermediate outcomes are achieved, a number of conditions are met for PROGRESS to contribute to this final outcome[98]. From the evidence above, we can therefore deduce that the role played by PROGRESS outputs from this section in ensuring more effective application of law and better shared understanding/ownership has therefore played a role in achieving this overarching goal.

5.6 European added value

5.6.1 Overall assessment

European added value is particularly strong in terms of volume and scope effects. Process effects exist and are especially important for learning and adaptation through involvement. Agenda setting is less visible, with relatively low transfer of best practice between organisations and across Member States.

5.6.2 Volume effects

The PROGRESS-funded FDAD campaign is an example added value in this policy field. Analysed activities tended to add to and complement existing Member State actions, suggesting an overall trend towards volume added value. The decentralised approach taken by the campaign coordinators, with effective linkages between governance levels, helped minimise duplication by ensuring the EU message was tailored to local needs and sensitivities in an effective way. Those hosting events used EU resources to reinforce and add to national activities, demonstrating added value in terms of volume effect. The concept of such days was actually quite new in some countries, for example Cyprus where 'actual events were unique for what Cyprus has been used

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96 PROGRESS Annual Performance Monitoring Report 2009, p29.

97 http://ec.europa.eu/social/main.jsp?catId=954and langId=en#socioec.

98 Draft Strategic Framework for the implementation of the Community Programme for Employment and Social Solidarity – PROGRESS, Brussels, 18 March 2008, p.3.

to'[99], reinforcing the volume effect. The European 'badging' of antidiscrimination issues also has the potential to add volume effect added value, as the profile of issues and events is raised.

Grant recipient survey results support a positive evaluation, with 62% and 38% (both second highest) saying that the grants received helped to provide continuity to or strengthen the effects of activities supported by national actions and ESF respectively (see Table A.2.20).

5.6.3 Scope effects

We are able to observe scope effect added value, with new ideas being explored under PROGRESS. For example, antidiscrimination debate in Estonia and Croatia was argued to be improved through nationally-delivered PROGRESS actions. Both examples were of campaigns raising general awareness and discussion around issues such as Lesbian, Gay, Bisexual and Transgender hate crime and racial discrimination. Another practical example provided by a Commission official was of how a European network had set up operations in Serbia as a secondary effect of PROGRESS-related activities. Reports and outputs from the expert networks such as the 'Study on the existence of discrimination in the field outside the current scope of EU legislation and potential effects of further measures'[100] may also have indirectly introduced new themes in Member States. In addition, funded reports such as 'Contribution to the activity on the uniform and effective application of EU law' have brought issues to wider attention, and have suggested interventions to deal with challenges.

Importantly, over 90% of grant beneficiaries responding to the beneficiary survey reported that they were able to raise awareness on relevant issues and themes among the population and stakeholders to a high or moderate extent (see Table A.2.21). It is worth noting though, that where antidiscrimination awareness and legislation is advanced, the value of some activities such as elements of the FDAD campaign appears diminished. This was illustrated in the Swedish Diversity Day, where a lack of interest from NGOs[101] was attributed by an interviewee from the Commission to a feeling that the event wasn't needed. Because of the uneven nature of legislation and awareness across Member States, it is arguable that only certain Member States will truly benefit from pan-EU activity.

5.6.4 Agenda setting, innovation and learning effects

Such added value has been achieved through mutual learning, information sharing and other such 'agenda setting' and knowledge transfer activities. However, the extent to which it has occurred is in some instances quite low, and uneven. Grant beneficiary survey results show quite a low proportion arguing that activities led to transfer of best practices from one country to another (48% - second lowest policy area, compared to 89%, 93%, 88% and 38%) (see Table A.2.22). The survey also indicates that although higher proportions of recipients feel that activities have led to innovations or new working methods being adopted by their organisations or target groups, the figures are still lower that for other policy areas. 62% say that new working procedures or innovations were adopted by the target group of their organisations (both third lowest), whilst 76% said new methods and approaches were adopted by the target group of their organisation (second highest) (see Table A.2.23).

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[99] Diversity Days Cyprus - final report (2009), p.3.
[100] PROGRESS Annual Performance Monitoring Report 2008, p40.
[101] Diversity Days Sweden – debrief (2009).

It is perhaps indicative of the varying state of advancement of antidiscrimination in Member States that figures above are variable. In reality, it is most likely that innovation will be seen in Member States in which antidiscrimination issues are relatively new. Reports and outputs from the expert networks such as the 'Study on the existence of discrimination in the field outside the current scope of EU legislation and potential effects of further measures'[102] may also have indirectly introduced new themes across Member States.

5.6.5 Process effects

There is an indication that the NGO networks and potentially other stakeholders derive benefits from involvement in PROGRESS. By acting at the EU level supported by PROGRESS, over 80% of grant beneficiaries were able to increase the size of their activities to a high of moderate extent. Similarly, around 50% said they were able to improve legal frameworks in certain fields because of their programme involvement (see Table A.2.21).

5.7 Efficiency and programme management

5.7.1 Overall assessment

For this evaluation, efficiency is assessed through proxy indicators such as the adequacy of procedures to select the most appropriate implementing bodies, the clear communication of objectives, the existence of room for flexibility, the monitoring of grants and contracts, and the overall efficiency of the delivery process. The overall picture for antidiscrimination is that challenges remain. For example, there is an uneven split between types of implementing bodies, and it is argued that there are significant reporting and monitoring arrangements that could be lessened.

5.7.2 Selection of implementing bodies

Overall the largest proportion of grants was awarded to non-governmental bodies, although a still significant number were awarded to governmental bodies too. The split between national and EU-level bodies was relatively even. There was a large majority of contracts awarded to commercial bodies, with only a small minority awarded to universities or non-profit organisations.

Stakeholders emphasised the resource-intensive nature of application and management processes. This presents a challenge to efficiency as it can draw resource away from other aspects of activity – potentially deterring applications from likely candidates and in turn impacting on the programme's effectiveness. There is also a need to improve recipient's access to finance outside PROGRESS, to avoid grant dependency. This is highly relevant given pressures on other funding sources such as Member States, as governments were co-financers for antidiscrimination grant recipients 50% of the time (see Table A.2.24).

5.7.3 Monitoring of grants and contracts

Communication and working relationships with the Commission is an important aspect of PROGRESS, and this was borne out in research. The FDAD campaign has benefited from a Commission official developing a working relationship with stakeholders, allowing on-going discussions on protocols and expectations. This was echoed by NGO networks who argued that there is a strong and positive working relationship with the Commission, and the Commission are

[102] PROGRESS Annual Performance Monitoring Report 2008, p40.

helpful and supportive. An important aspect of this positive dynamic is the availability of information from the Commission, with survey results indicating this is a successful area for antidiscrimination (see Table A.2.25). Other positives include that the outcomes and targets set in the programme are perceived as clear, and that the interim reporting process gives an opportunity to identify problems in meeting targets, and therefore to improve for the final report.

When awards were made however, only 42% were for the full amount requested which is the second lowest of any policy area (see Table A.2.26). This may present problems for recipients if shortfalls must be made up in challenging financial environments. Beneficiaries also reported that reporting requirements were complex (only 20% ranked complexity in the lowest two categories), with even fewer saying that financial reporting requirements were low (see Table A.2.25).

Conversely, 37% of responses to the grant beneficiary survey reported that the budget was subsequently altered to take into account changed circumstances or lessons learned (see Table A.2.27). This was second highest of all policy areas and implies a positive, proactive monitoring approach that seeks to ensure best use of resource.

In terms of efficiency, antidiscrimination appears to present opportunities for improvement. A majority of beneficiaries reported a need for double information provision, only just over 40% argued there was widely available Commission support (people choosing top two categories) (see Table A.2.25), despite positivity regarding the information available, in order to improve efficiency in the future, administrative and reporting burdens could be lessened through various practical means including adapting forms, reviewing the amount of information needed, and utilising all possible technologies. There is also scope to proactively increase the number of universities and other non-profit organisations in the programme to provide more balance in recipients.

5.8 Conclusions and recommendations

5.8.1 Key findings

The evaluation has confirmed that the needs identified by PROGRESS are still very relevant for antidiscrimination field, and so are the types of outputs and immediate outcomes envisaged by the programme. The programme was implemented with a sufficient level of effectiveness at the level of outputs, immediate, intermediate and ultimate outcomes, although there are points where there is room for improvement.

The quality of outputs is generally good. Training and mutual learning targeting legal and policy practitioners is satisfactory, whilst monitoring/assessment reports provide clear, useful recommendations which can be used to support future policy and interventions. There is clear scope and indeed calls for more *Statistical tools, methods and indicators* however, and the quality of *Identification and dissemination of good practices* is mixed. Nonetheless, the quality of *Appropriate policy advice, research and analysis* is good as are *Support to NGOs and networks*, and *Information and dissemination activities*.

There was a good level of effectiveness in terms of the achievement of immediate outcomes. At the intermediate level however, the achievement of shared understanding/ownership and more uniform effective partnership working remain work in progress. Although a variety of stakeholders have been involved, partnership and collaboration is uneven across sectors and geographic levels.

European added value is sufficient to justify the existence of the programme. Particularly volume and scope effects were found as a result of PROGRESS activities. Innovation, agenda setting and learning effects were less evident within and across organisations. Similarly, efficiency has also been of an acceptable level in terms of selection of appropriate implementing bodies, room for flexibility, monitoring grants and contracts and the overall delivery process, while it has been very good in terms of communicating PROGRESS objectives and outcomes to beneficiaries.

5.8.2 Recommendations

On the basis of the previous findings and the detailed remarks made in the chapter, as well as the case study findings, the following recommendations can be formulated:

Relevance:

- Focus action on the development of comparable data and statistics for all EU27;
- Even in absence of new legislation, continue awareness raising where necessary in relevant Member States.

Effectiveness:

- Increase dissemination of outputs to improve awareness and familiarity with results;
- Widen stakeholder involvement in policy debate, and strengthen role of social partners;
- Increase involvement of local and regional government as stakeholders.

EU added value:

- Commission involvement in outputs such as events and communications activities should be maximised to take advantage of potential volume effects;
- Elements of the programme should be increasingly decentralised to take account of varying levels of Member State experience/knowledge/need.

Efficiency:

- Simplify reporting template for grants to EU level networks;
- Simplify application procedures for grants;
- The partnership approach should be used wherever possible to have practitioner opinions ensure relevance of planned outputs and activities;
- Efforts should be made to work with recipients to broaden their revenue streams.

6 Gender Equality

6.1 Introduction

The specific objective of PROGRESS in the field of gender equality is 'to support the effective implementation of the principle of gender equality and promote gender mainstreaming in all Community policies'[103]. This dual objective continues to be highly relevant today. Its broad nature has allowed the programme sufficient flexibility to address the multi-faceted nature of the barriers to gender equality and more effective gender mainstreaming.

Although there have been major advances in gender equality over the past few decades, 'there are still significant gender gaps, in both quantitative and qualitative terms'[104]. Women's employment rate is over 12% below that for men and the gender pay gap is over 17%, whilst women still make up the overwhelming majority of part-time workers, do the vast bulk of unpaid care work[105], and are unequally represented in decision-making[106]. Similarly, gender mainstreaming is still insufficient in EU policies and objectives, particularly in terms of concrete measures for implementation[107]. The Commission called recently for the European Council 'to urge Member States to […] strengthen the gender dimension in all parts of the EU 2020 strategy, including more efficient use of gender mainstreaming'[108].

6.2 Relevance

6.2.1 Overall assessment

The six needs which PROGRESS seeks to address[109] remain highly relevant for the continued improvement of gender equality and gender mainstreaming within the EU. Support for all six objectives will need to be maintained or reinforced in order to reach the targets set out in the Women's Charter[110] and to successfully implement the actions set out in the Strategy for equality between women and men 2010-2015[111]. The outputs and outcomes set out in the PROGRESS logic model correspond to the needs identified for this policy section.

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103 Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS, Article 8.

104 Commission Staff Working Document 'Actions to implement the Strategy between women and men 2010-2015', SEC(2010) 1079/2, p.9.

105 Ibidem, p.9-12.

106 24% of members of national parliaments and 30% of managers.

107 Commission Staff Working Document, Background document accompanying COM(2010) 491 final: 'Strategy for equality between women and men 2010-2015', SEC(2010) 1080, p.23: *'studies and evaluations show that some Community policies have not taken systematic account of gender equality. Gender mainstreaming is often seen as a general principle, and is not translated into more specific objectives in policies and programmes'.*

108 'Report on Equality between women and men 2010', European Commission, Manuscript completed in December 2009, p.10.

109 Set out in Article 2 of the Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS.

110 Communication from the Commission 'A Strengthened Commitment to Equality between Women and Men: A Women's Charter', COM(2010) 078 final.

111 COM(2010) 491.

6.2.2 *Relevance of needs identified by the PROGRESS Decision*

The objectives of PROGRESS are all still relevant today and correspond to clear needs in the field of gender equality.[112] Support for all these objectives should be maintained, and increased support should be made available in particular for enhancing awareness at all levels, exchange of good practice and providing up-to-date statistical tools and indicators.

Relevance of improving the knowledge and understanding of the situation prevailing in the participating countries

Our evaluation has highlighted that more research would be beneficial to improve knowledge and better understand the prevailing situation, in order to better support effective policy-making in the field of gender equality. While research material does exist (in particular through the expert networks), there is a need for it to be continued and focused, in particular on developing areas of research (i.e. the role of men in gender equality[113], women and the environment[114]), topical issues (i.e. the impact of the economic crisis which was addressed in two experts' reports in 2011[115]) and issues which require persistent attention (i.e. the gender pay gap[116], women in decision-making[117]). Our research highlighted in particular the high degree of relevance of the reports produced by the three gender equality expert networks on the prevailing situation in Member States, in particular in respect of upcoming policy issues, and the way in which such reports were able to support policy orientations, including the debate around key directives.

Relevance of supporting the development of statistical tools and methods and common indicators

Updated, sex-disaggregated and comparable data is an essential tool for promoting gender equality and for gender mainstreaming across all policy fields. It serves as the basis to raise awareness on inequalities, monitor impact and implementation, and guide policy decision-making. Although PROGRESS has supported the development of some important tools - such as the Database on Women in Decision-Making or the Eurobarometer Survey – there is a clear consensus that more tools would be useful and efforts should be continued to cooperate with ESTAT. The Employment, Social Policy, Health and Consumer Affairs Council has called for example to make further progress on indicators for the three remaining 'critical areas of concern' set out in the Beijing Platform for Action[118], while the Parliament has highlighted the need for 'more and better gender-specific data' in relation to the gender pay gap. Despite improvements in the existence of disaggregated data (by Eurostat for example), the needs remain great across all policy fields and themes. As an EU-level tool, PROGRESS is ideally placed to play a key role in this field and, as such, this need remains of high relevance for the future of the programme.

Relevance of supporting and monitoring the implementation of EU law and EU policy objectives and assessing their effectiveness and impact

Continued, and indeed increased, support and monitoring of the implementation of EU gender equality law and policies remains essential not only to ensure compliance and consistency across the EU, but also to support awareness-raising and guide policy orientations in terms of the areas of greatest need. The transposition rate of directives in the field of gender equality is the lowest of all PROGRESS policy strands (see Table A.2.7). Reports point to the difficulties of monitoring: 'In

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112 Communication from the Commission 'Strategy for equality between women and men 2010-2015' COM(2010) 491 final.

113 A study was launched in 2011.

114 Advisory Committee on Equal Opportunities for Women and Men, 'Opinion on the Gender Perspective on the response to the economic and financial crisis', June 2009, p.16.

115 Ibidem, p.13.

116 A study was launched in 2011.

117 Ibidem, p.11.

118 Commission Staff Working Document, Background document accompanying COM(2010) 491 final: 'Strategy for equality between women and men 2010-2015', SEC(2010) 1080, p.23, p.32.

most of the Member States, there seems to be no reliable tool to track the judicial cases by topic'[119]. Our research highlighted the usefulness of the monitoring funded by PROGRESS, for example via the Network of Legal Experts in Gender Equality, and the continuing need to better follow-up and monitor implementation of laws and policies in this field.

Relevance of promoting networking, mutual learning, identification and dissemination of good practice and innovative approaches at European level

Given the multiplicity and complex nature of the obstacles to gender equality, exchanging and sharing of successful and innovative practice is crucial. PROGRESS is uniquely placed to fulfil this role of identifying and disseminating best practice. The new EU Strategy for Equality between Women and Men recommends 'more highlighting of good practices'[120], while the Advisory Committee emphasises that Member States should 'share good practices and knowledge, in order to promote family-friendly measures, flexible working patterns available to women and men in the labour market'[121]. PROGRESS has funded relatively few activities of this type in the gender equality policy section under this programming period, but the needs remains of real relevance for the future and these actions should be reinforced.

Relevance of enhancing awareness of the EU policies and objectives pursued among stakeholders and the general public

Research highlights that many stakeholders have a low level of understanding – and even a misunderstanding – of what gender equality policies are and what they aim to achieve, hampering progress. In 2006, only 40% of the European public thought that gender discrimination was prohibited by law when hiring new employees[122]. As a result, sexist stereotypes remain prevalent in many domains, including the workplace, advertising, news and politics[123]. In order to break down such stereotypes, much more awareness-raising is necessary, not just to know that the EU promotes gender equality, but to understand the objectives and how to implement them. Such awareness-raising remains a key need for the future: 'work needs to continue so that relevant players have a more comprehensive understanding of the value of promoting gender equality both out of respect for fundamental rights and as a condition for social and economic progress'[124]. The conference "Equality between women and men", organised in Brussels on the 19th and 20th September 2011, was highly appreciated in this context.

Relevance of boosting the capacity of EU-level networks to promote, support and further develop EU policies and objectives

Our research clearly demonstrated the added value of the three expert networks[125] and the NGO (EWL[126]) funded under the gender equality strand. Although their work and position are sometimes not clearly understood by national stakeholders, they play a key role in producing high-quality reports, lobbying, monitoring, providing alternative viewpoints and innovative ideas, and disseminating to national-level NGOs. The need for such networks and NGOs hence remains important for the future, supported in a recent Opinion of the Advisory Committee on Equal

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119 Commission Staff Working Document, Background document accompanying COM(2010) 491 final: 'Strategy for equality between women and men 2010-2015', SEC(2010) 1080, p.43.

120 Ibidem, p.48.

121 Advisory Committee on Equal Opportunities for Women and Men, 'Opinion on the Gender Perspective on the response to the economic and financial crisis', June 2009, p.10.

122 Monitoring of The Performance of the Community Programme For Employment and Social Solidarity – PROGRESS (2007-2013), Baseline Assessment Report, p.49.

123 European Commission, 'Gender equality in the EU in 2009', Special Eurobarometer 326, February 2010, p.6.

124 Commission Staff Working Document, Background document accompanying COM(2010) 491 final: 'Strategy for equality between women and men 2010-2015', SEC(2010) 1080, p.21.

125 EGGE, EGGSI and the Network of Legal Experts on Gender Equality.

126 European Women's Lobby.

Opportunities for Women and Men[127]: 'The Commission should […] provide additional resources, particularly in the framework of PROGRESS, to enable civil society organisations, especially women's organisations, to identify ways of contributing to economic recovery and to combating poverty and social exclusion'[128].

6.2.3 *Relevance of outputs and outcomes to the specific gender equality policy needs*

Overall assessment

In general, the outputs and outcomes funded through PROGRESS respond to the specific needs identified for the field of gender equality under Article 8 of the PROGRESS Decision (see text box below). All the needs have been addressed to some degree by activities funded by PROGRESS in this policy section.

Needs/objectives identified for gender equality in Article 8 of the PROGRESS decision:

To support the effective implementation of the principle of gender equality and promote gender mainstreaming in all Community policies by:

a. improving the understanding of the situation in relation to gender issues and gender mainstreaming, in particular through analysis and studies and the development of statistics and, where appropriate, indicators, as well as assessing the effectiveness and impact of existing legislation, policies and practices;
b. supporting the implementation of Community gender equality legislation through effective monitoring, holding seminars for those working in the field and networking amongst specialised equality bodies;
c. raising awareness, disseminating information and promoting the debate about the key challenges and policy issues in relation to gender equality and gender mainstreaming among the social partners, NGOs and other stakeholders;
d. developing the capacity of key European level networks to support and further develop EU policy goals and strategies on gender equality.

Outputs

In total, 7 types of outputs are produced under PROGRESS as specified in the Strategic Framework[129]. All these types are relevant in relation to the specific needs identified for the gender equality policy section in the PROGRESS Decision (see text box above). The following table provides a number of examples on the relevance of the outputs produced under the gender equality section in relation to these needs.

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127 The Advisory Committee is composed of 68 members from national representatives of ministries and committees responsible for gender equality, and the social partners, who are appointed by the European Commission (Commission Decision of 16 June 2008 relating to the setting up of an Advisory Committee on Equal Opportunities for Women and Men, 2008/590/EC.

128 Advisory Committee on Equal Opportunities for Women and Men, 'Opinion on the Gender Perspective on the response to the economic and financial crisis', June 2009, p.12-13.

129 Draft Strategic Framework for the implementation of the Community Programme for Employment and Social Solidarity – PROGRESS, Brussels, 18 March 2008, p.9.

Table 6.1 Examples of relevance of outputs to needs identified by article 8 of the PROGRESS Decision

Need (as identified in the Decision	Relevant outputs (from the Strategic Framework)	Examples of outputs
A. Improving the understanding of the situation in relation to gender issues and gender mainstreaming, in particular through analysis and studies and the development of statistics and, where appropriate, indicators, as well as assessing the effectiveness and impact of existing legislation, policies and practices.	• Development of appropriate statistical tools, methods and indicators (Output 3); • Appropriate policy advice, research and analysis (Output 5).	• Database on women and men in decision-making; • Study on non-legislative initiatives for companies to promote gender equality at the workplace.
B. Supporting the implementation of Community gender equality legislation through effective monitoring, holding seminars for those working in the field and networking amongst specialised equality bodies.	• Relevant training and mutual learning targeting legal and policy practitioners (Output 1); • Accurate monitoring/assessment reports on implementation and impact of EU law and policy (Output 2).	• Seminars to raise awareness among judges and legal practitioners on equal treatment between women and men; • Thematic reports, country reports and comparative analyses from the expert networks.
C. Raising awareness, disseminating information and promoting the debate about the key challenges and policy issues in relation to gender equality and gender mainstreaming among the social partners, NGOs and other stakeholders.	• Identification and dissemination of good practices (Output 4); • Information and communication activities, networking between and with stakeholders and events (Output 7).	• Exchange of good practices on gender issues; • Raising the awareness of companies about combating gender stereotypes; • Gender Equality Law Review produced bi-annually by the Network of Legal Experts in Gender Equality.
D. Developing the capacity of key European level networks to support and further develop EU policy goals and strategies on gender equality.	• Support to NGOs and networks (Output 6).	• Support to the European Women's Lobby (EWL); • Support to 3 expert networks (EGGE, EGGSI, Legal Experts).

The types of outputs correspond globally to the needs identified for this policy section, although one need appears to have been addressed less than others. Outputs produced reflect in particular the emphasis on monitoring of EU legislation/policy, seminars and networking (need B) and developing the capacity of EU-level networks (need D). Need C (raising awareness) appears to be less well addressed in terms of some types of outputs, but these figures do not necessarily reflect the true picture: for example, although few information campaigns were produced, they were very large and of a high profile. However, outputs are of a lower level in respect of improving the understanding of gender issues (need A), in particular with respect to statistical tools/indicators.

Outcomes

The PROGRESS Strategic Framework outlines five immediate outcomes, and three intermediate outcomes. There is a clear correlation between the needs in the field of gender equality, as detailed in the PROGRESS Decision, and these outcomes.

With respect to the immediate outcomes, activities aimed at information sharing and mutual learning (outcome 1) correspond to need C, and also, to a lesser degree, need B. Activities which produce evidence-based policy (outcome 2) satisfy needs A and B. Activities which result in *Better integration of cross-cutting issues* (outcome 3) are likely - due to their transversal nature - to contribute to all the needs, and in particular need C, by raising awareness across all policy fields and with all actors. Actions producing a *Greater capacity of national and pan-European networks* (outcome 4) contribute primarily to need D, while those which contribute to *High-quality and participatory debate* (outcome 5) will link to need C.

At the intermediate level, activities contributing to improved *Compliance with EU law* (outcome 1) correspond principally to need B. Those developing *Shared understanding/ownership* (outcome 2) and *Effective partnerships* (outcome 3) are a lever in respect of all needs, with the most direct links to C, D and B (for the networking dimension).

Stakeholders at all levels considered that both levels of outcomes were still relevant in the field of gender equality, although stressed the difficulty of directly linking activities to intermediate objectives. The need for activities under other policy sections to contribute more to the integration of gender as a cross-cutting issue (immediate outcome 3) was highlighted. Stakeholders also emphasised the importance of generating outcomes contributing to *Evidence-based EU policies and legislation* (immediate outcome 1), improving *Information sharing and learning* in the field of gender equality (immediate outcome 2), and developing the *capacity of networks* (immediate outcome 4).

6.3 Effectiveness: outputs

6.3.1 Overall assessment

The quantity of outputs produced in the gender equality section is overall of a satisfactory level, globally respecting its share of the budget and corresponding to the needs identified in the PROGRESS Decision. The quality of outputs is overall of a good to very good level. The below sections provide an overview of the key elements which qualify this assessment.

6.3.2 Quantity

The number of outputs from the gender equality section is relatively small compared to other policy sections, but this proportion is globally consistent with its share of the budget (11%) (see Table A.2.3). Furthermore, due care has been taken when drawing conclusions from this indicator, since it cannot take into account the differing scale or importance of specific outputs.

In terms of its overall proportion of the 7 different types of output produced, the gender equality section only exceeded its proportion of the share of the budget for monitoring/assessment reports (15%). Its lowest proportion of outputs was for the exchange of good practices (3%) and statistical tools/indicators (4%). Outputs produced by NGOs/networks were overall high, especially considering that only one NGO is funded in this section. They produced 17% of monitoring/assessment reports and 11% of policy advice/research. On the other end of the scale,

the gender equality section produced well below its share of the budget (1-7%) for all outputs from grant agreements, reflecting the low number of grants awarded in this section (see Table A.2.3).

6.3.3 *Quality*

The quality of outputs was overall good to very good, with some variation between types of outputs. Overall, a high quality of outputs was found in particular for training/mutual learning, monitoring/assessment reports, statistical tools/indicators, policy advice/research and Support to NGOs and networks. A more mixed – but overall good – level was observed for the outputs corresponding to information/communication and identification/dissemination of good practices. We will review each of these in turn.

The quality of outputs corresponding to *Training and mutual learning targeting legal and policy practitioners* (Output 1) was particularly high in this policy section. As seen in the case study (part B of this report), the series of seminars for legal practitioners were of a very high quality. Over 90% of the participants felt that the event 'matched their needs' and that they 'gained relevant knowledge'[130]. Similarly, our research highlighted the high level of impact of the national-level grants for improving gender mainstreaming in Member States policies, despite their relatively small size[131].

Monitoring/assessment reports (Output 2) were also of a high quality, of which many were produced by the 3 expert networks[132], providing a clear overview of the situation across the participating Member States on a regular and timely basis[133]. The European Commission, as well as academics and NGOs in the field of gender equality, highlighted the usefulness of such reliable and comparable data from across the EU in supporting policy-making, lobbying and monitoring. Similarly, these processes were supported by the *Statistical tools/indicators* (Output 3) produced which, although not numerous, were of a very good quality, both in terms of contents and accessibility (user friendly, web access). Key examples were the Database on women in decision-making, and the Eurobarometer survey on gender equality.

The quality of outputs was slightly more mixed in terms of *Identification/dissemination of good practices* (Output 4). In some funded activities, interesting examples of good practice were usefully highlighted and disseminated, such as the video clips on good practice from SMEs in addressing gender stereotyping[134]. However, outputs from the seminars for the exchange of good practices were more variable, with only the final event's report clearly addressing the transferability of examples of good practice.

The quality of the *Research and policy advice* (Output 5) was also good, even excellent for some of the outputs from the networks of experts. Reviewed outputs addressed topics relevant to upcoming or current policy debate, and were comprehensively researched and well presented. Many actors highlighted the quality of reports produced by the three *expert networks supported* (Output 6), borne out by our own examination of outputs. Thematic reports offer interesting overviews of policy and practice on topical issues like childcare, gender segregation and ethnic minority and Roma women. Our research singled out in particular the usefulness of the 'Analysis Note: the Economic

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130 ERA, Final report 2010, 9th February 2011, p.20.

131 Maximum of 90 000€.

132 EGGE, EGGSI, Legal Experts.

133 For example the Equality Law Review produced the Network of Legal Experts, the analysis of the National Strategy Reports on Social Protection and Inclusion carried out by EGGSI and the examination of the National Reform Programmes (NRPs) done by EGGE.

134 From the Activities to make firms aware of the fight against gender stereotyping.

Case for Gender Equality'[135] and raises the issue of whether this shorter format is more suitable for policy-makers than the longer thematic reports. Preliminary results of a recent study indicate that the reports from expert networks are also 'substantially more cost-effective than the corresponding study service contracts'[136] and are also produced in a more timely way[137], while policymakers appreciate the flexibility they offer in addressing topical issues (as compared to contracted studies).

The outputs from the *supported NGO* (also Output 6), European Women's Lobby (EWL)[138], were also well appreciated. In 2009 for example over 11 500 people participated in 219 information, awareness-raising and campaigning events organised by the EWL, and 150 people received training from them[139]. In the PROGRESS 2010 Survey, it was the NGO with the highest level of awareness among respondents (35.4%)[140] and third highest (22%) in terms of being successful in increasing awareness and exerting pressure on policymakers (see Table A.2.14).

Finally, outputs in terms of *Information/communication, networking and events* (Output 7) were probably of the most mixed level, with the widest level of variation in terms of satisfaction. Although major activities of a high-profile nature took place, many of which were of good quality *per se*, as for example the Communication campaign on the gender pay gap or the EU Presidency events, our research has raised questions about how much impact was achieved beyond the 'usual suspects' (gender equality specialists) in EU-level circles, and whether targets and methods chosen were the most appropriate ones to reach 'other stakeholders'. In addition, there was evidence[141] that more tailoring of messages to specific national contexts and issues may increase impact.

6.4 Effectiveness - Immediate outcomes

Our research indicates that the outputs from the gender equality section of PROGRESS have contributed primarily to the achievement of four immediate outcomes: *Evidence-based policy* (outcome 2), *Greater capacity of national and pan-European networks* (outcome 4), *Better integration of cross-cutting issues* (outcome 3) and *Effective information sharing/learning* (outcome 1).

However, in terms of actual commitments to the different immediate outcomes, data available for 2009 shows that the highest budget share has gone to high-quality participatory debate (outcome 5) (see Table A.2.5). This is likely to be explained by the high cost of events (such as the Presidency events) or other information/communication campaigns, but is important to bear in mind. The actual commitments, as well as their comparison to the average for all policy sections, are as follows:

- Information-sharing and mutual learning: 23%, below the average (33.5%);
- Evidence-based policy: 30%, above the average (23.7%);
- High-quality participatory debate: 39%, significantly above the average (27.8%);
- Greater capacity of networks: 8%, below the average (14.5%).

No figures are available for the integration of cross-cutting issues.

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135 Smith, M., Bettio, F., 'Analysis Note: the Economic Case for Gender Equality', August 2008.
136 PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011, p.55.
137 See Chart 1.
138 WIDE is financed since 2011.
139 PROGRESS Annual Performance Monitoring Report 2009, Table 11 p.56.
140 Preliminary results of PROGRESS Annual survey 2010 (section 8).
141 Building on the experience from the anti-discrimination campaign and the successful national grants in this policy section.

In the remainder of this section, we consider the evidence gathered on the contribution to each of the immediate outcomes.

Firstly, our research highlighted a number of ways in which the outputs from the gender equality section contributed to *Evidence-based EU policies and legislation* (outcome 2). Studies and statistical tools in particular provided new and relevant research material for substantiating policy proposals or decisions. For example, data from the database on women in decision-making has frequently been used by a variety of stakeholders, as indicated by frequent references to its data.[142] The approach set out in the study on the costs and benefits of options to improve provisions for the reconciliation of work, private and family life contributed to the Extended Impact Assessment, which fed into a proposal for a directive[143].

Many outputs from the expert networks and EWL also fed directly into policy. The Network of Legal Experts produced reports[144] which contributed to the assessment of the proposal for the directive 92/85/EEC[145]. Two analysis notes by EGGE[146] directly fed into the annual 'Report on equality between women and men 2009'[147]. An assessment of gender mainstreaming in the Lisbon Strategy by EGGE was used to help prepare the Joint Employment Report 2008. Similarly, the thematic report on childcare was used to prepare a Communication[148] on work-life balance. The EGGSI assessment report on gender mainstreaming in National Strategy Reports (NSRs) on Social Protection and Inclusion contributed to the Joint Report on Social Protection and Social Inclusion 2009[149]. Similarly, the advocacy work of EWL contributed to changes in the European Parliament's resolution on gender-based violence, as well as to the adoption of a United Nations resolution on Gender Equality Architecture Reform in September 2009, and its '50/50 campaign' on gender parity in politics was so successful that Jose Manuel Barroso, President of the European Commission, wrote to the EWL on two occasions in the run-up to the elections. As observed in the programme monitoring: 'the EWL provides regular input on all areas of EU policy development and implementation that have an impact on women's lives and on the promotion of equality between women and men...'[150]

Indeed such evidence is backed up by the PROGRESS Surveys which show that, in the field of gender equality, respondents feel that policies are well grounded in evidence. In 2008, gender equality was the policy section in which the highest share of respondents (89%) stated that 'they use policy advice, research and analysis initiated by the Commission' and, in 2009, that 'EU policy is grounded in a thorough analysis of the situation': (73%) (see Table A.2.6).

Secondly, evidence was clearly found that this policy section contributed to a *Greater capacity of national and pan-European networks* (outcome 4), mainly by funding the three expert networks, the Network on women in decision-making and the EWL, which all provide key capacity and expertise

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142 PROGRESS Annual Performance Monitoring Report 2007/8, p.37.

143 Directive amending Council Directive 92/85/EEC on the introduction of measures to encourage improvements in the safety and health at work of pregnant workers and workers who have recently given birth or are breastfeeding. PROGRESS Annual Performance Monitoring Report 2007/8, See p.39.

144 'Legal Approaches to Some Aspects of the Reconciliation of Work, Private and Family Life in Thirty European Countries' and 'Report on Pregnancy, Maternity, Parental and Paternity Rights'.

145 Directive on the introduction of measures to encourage improvements in the safety and health at work of pregnant workers and workers who have recently given birth or are breastfeeding. See PROGRESS Annual Performance Monitoring Report 2007/8, p.39.

146 'Gender equality and recession' and 'Gender equality, employment policies and the crisis in EU Member States'.

147 PROGRESS Annual Performance Monitoring Report 2009, p.33.

148 Communication from the Commission 'A better work-life balance: stronger support for reconciling professional, private and family life', COM(2008) 635 final. See PROGRESS Annual Performance Monitoring Report 2007/8, p.26.

149 PROGRESS Annual Performance Monitoring Report 2007/8, p.27.

150 PROGRESS Annual Performance Monitoring Report 2009, p.33.

in their specific fields. Without PROGRESS funding, none of these pan-European networks would exist, and it is clear that EU level capacity is the main outcome. However, by supporting the EWL, PROGRESS also indirectly strengthened the capacity of the national members (who number more than 2500), by providing them with tools and training. In addition, national-level capacity and networks were strengthened in some Member States by the grants for Improving gender mainstreaming.

Thirdly, many of the outputs in this section contributed to *Better integration of gender equality as a cross-cutting issue* (outcome 3), in particular the communication campaign on the gender pay gap, the training for legal practitioners, the activities to make firms aware of the fight against gender stereotyping and the grants for improving gender mainstreaming in Member States' policies. For the latter example, 57% of grants indeed contributed to this outcome (see Table A.2.18). All of these activities allowed a better understanding of gender mainstreaming for key categories of actors (SMEs, legal practitioners, national-level policy-makers…) and/or in new domains (for example, the public domain for the communication campaign on the gender pay gap).

Outputs from this section have, fourthly, made some clear contributions to *Effective information sharing/learning* (outcome 1). In particular, activities such as the high quality monitoring/assessment outputs and successful seminars for legal practitioners have been key tools in ensuring the effective transfer of knowledge. However, as discussed in the previous section, although they will have contributed to this aim, outputs relating to identification/dissemination of good practices and information/communication activities have been of a mixed level. Nonetheless, it should be noted that the PROGRESS Survey 2009 highlighted that gender equality had the highest number of respondents (65%) saying that they 'participated in or were aware of the key information, communication and networking events' (see Table A.2.6).

Finally, outputs including information/communication activities, have also made contributions to *High quality and participatory policy debate* (outcome 5), although the evidence was weakest for this outcome. While activities such as the EU Presidency conferences (in particular the interesting Swedish case), the conference organised under the Communication campaign on the gender pay gap and the exchange of good practices play a part in achieving this goal, our evidence suggested that such events had difficulty in mobilising actors beyond the sphere of gender equality specialists and did always have sufficient follow-up. Indeed, in the 2009 survey, gender equality had the lowest number of respondents (approximately 35%) stating that the 'involvement of all relevant stakeholders in the policy debate at EU level was satisfactory/very satisfactory.' (see Table A.2.13) On a more positive note, a significant majority of respondents (70%) did feel that principles of good governance had been followed in policy debate at EU level (see Table A.2.6).

6.5 Effectiveness - intermediate and ultimate outcomes

6.5.1 Overall assessment

Although it is difficult to demonstrate direct causal links between PROGRESS outputs and intermediate objectives, we can confirm contributions from this policy section particularly to the *Effective application of EU law* (intermediate outcome 1), but also to *Shared understanding/ownership of objectives* (intermediate outcome 2). There was some evidence of more *Effective partnerships* (intermediate outcome 3), but our research shows that this was the weakest outcome at the intermediate level.

6.5.2 *Intermediate outcomes 1: Effective application of EU law*

The transposition rate of directives in the field of gender equality was the lowest (at 96%), and the fragmentation factor highest (at 31%), of all the policy strands in both 2008 and 2009, as well as in previous years (see Table A.2.7). Furthermore, the Eurobarometer highlighted that 'only a quarter of Europeans who face gender-based discrimination exercise their rights'[151]. PROGRESS contributions to this outcome are therefore particularly important and our research has indeed shown that outputs from this policy section provided a number of contributions to the *Effective application of EU law.*

Monitoring carried out by the Network of Legal Experts, both in terms of their reports and law reviews, has been a valuable tool for the Commission in monitoring implementation in Member States and providing information for new legal developments, as well as valuable information for academics and gender equality organisations which can support the dissemination of legal provisions. PROGRESS outputs contributed to the development and revision of certain key directives. A report by the Network of Legal Experts on the implementation of directive 86/613/EEC on equal treatment of self-employed and assisting spouses, including loopholes, weaknesses and ways to improve it, was used for the analysis of the need to review the directive. EWL was also consulted in writing prior to the proposal for revision that took place in November 2009[152]. As discussed above, the Network of Legal Experts produced reports[153] which fed into the assessment of the proposal for the directive 92/85/EEC[154]: the study on the costs and benefits of options to improve provisions for the reconciliation of work, private and family life also contributed to the Extended Impact Assessment which contributed to the same proposal[155]. The EGGE report on childcare was used as part of the evidence base for the new directive (2010/18/EU) on parental leave[156].

In addition, PROGRESS activities have been used to disseminate key documents aimed at ensuring more effective application of EU law. For example, the revised 'Handbook on the equal treatment of men and women and non-discrimination in the EU' was disseminated via PROGRESS-supported events including EU Presidency events and the Training of Legal Practitioners in Gender Equality[157]. The seminars for legal practitioners, examined in our case study (see part B), made a clear contribution to this outcome. In our participant survey[158], 55% of respondents felt that the seminars had allowed them to achieve 'greater compliance with EU gender equality legislation', including 60% of judges. Among others, participating lawyers were better able to advise corporate clients on gender equality legal issues, and use the knowledge obtained in court cases. Discussing interpretation of law and examples of case law also gave participants confidence to apply such legislation, and recognise elements of sex discrimination which may not otherwise have been evident.

6.5.3 *Intermediate outcome 2: Shared understanding and ownership of EU objectives*

Our research found a number of ways in which outputs from this policy section contributed to a *Shared understanding/ownership of EU objectives* (intermediate outcome 2). Overall, shared understanding of EU objectives is high. In both 2008 and 2009, gender equality had the highest rate

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151 European Commission, 'Gender equality in the EU in 2009', Special Eurobarometer 326, February 2010, p.6.
152 PROGRESS Annual Performance Monitoring Report 2009, p.18.
153 'Legal Approaches to Some Aspects of the Reconciliation of Work, Private and Family Life in Thirty European Countries' and 'Report on Pregnancy, Maternity, Parental and Paternity Rights'.
154 PROGRESS Annual Performance Monitoring Report 2007/8, p.39.
155 Ibidem.
156 PROGRESS Annual Performance Monitoring Report 2009, p.18.
157 Ibidem.
158 Ecorys survey of seminar participants.

of respondents saying that they were 'familiar with EU policy objectives' (see Table A.2.8). Furthermore, in 2008, it had the highest rate stating that they 'acquired relevant knowledge through the information-sharing and learning activities' and 'have already used or intend to use the acquired knowledge for policy-making or policy advocacy' (see Table A.2.6). The PROGRESS Annual Survey 2010 also analysed awareness of key issues in each policy area. The results showed that there was a very high level of awareness of many of the key gender equality themes (higher than any other issues across all policy fields), such as the gender pay gap (97%), equal economic independence (94%), equal participation in decision-making (94%) and gender-based violence (also 94%) (see Table A.2.11).

Shared understanding was demonstrated for example by concrete outputs from conferences: the Swedish Presidency prepared the draft Council conclusions on 'Gender equality: Strengthening growth and employment — input to the post-2010 Lisbon strategy''[159] on the basis of conclusions from the Swedish EU Presidency conference. The communication campaign on the gender pay gap and communication activities for raising the awareness of companies about combating gender stereotypes also promoted a shared understanding/ownership of these issues. The campaign can perhaps indeed be said to have contributed to the high level of awareness of the gender pay gap (see above). The seminars for legal practitioners clearly contributed, both through formal lectures and the informal exchange of experience between participants, to a better shared understanding of the difficulties and good practices involved in concrete application of gender equality legislation.

Tools produced, such as studies (i.e. study on non-legislative initiatives for companies to promote gender equality at the workplace) and statistical tools (i.e. database on women and men in decision-making) provided key evidence to serve as a basis for a common perspective on gender equality issues across the EU. PROGRESS support for the EWL, which actively engages in lobbying activities in the field of gender equality in order to influence opinion among policymakers, other stakeholders and the general public, also contributed to this aim: in 2009 for example, over 11 500 people participated in 219 information, awareness-raising and campaigning events organised by the EWL (see Table A.2.9), at EU and national level. A better shared understanding at national level was also promoted by the national grants for improving gender mainstreaming.

Contributions to this outcome could be further increased by a wider, and more focused, dissemination strategy of key outputs from PROGRESS.

6.5.4 Intermediate outcome 3: Effective partnerships and Involvement of stakeholders

Only a limited amount of evidence was found supporting the achievement of *Effective partnerships* (intermediate outcome 3) in this policy section. Nonetheless, the section scored above average (compared to all policy sections) in terms of the 'sense of collaboration and partnership' between the interviewed organisation and all the types of actors except for EU level NGOs and networks: however the score never rose above 38% 'strongly agreeing' for any stakeholder (see Table A.2.10).

Some PROGRESS activities did indeed help build partnerships or bring together a diverse range of stakeholders. For example, 'representatives from the European institutions, Member States, national equality bodies, social partners, international organisations, NGOs, candidate countries and EEA/EFTA countries'[160] participated in the conference on 'Equality between women and men

[159] PROGRESS Annual Performance Monitoring Report 2009, p.27.
[160] PROGRESS Annual Performance Monitoring Report 2009, p.56.

in a time of change', held in Brussels in June 2009. Similarly, different stakeholders came together at the exchange of good practice events: for example, the 'seminar on gender-based violence held in Madrid on 24–25 September 2009 brought together key representatives of EU governments, gender equality experts and other relevant stakeholders from 15 countries to discuss different aspects of gender-based violence.'[161] The training workshops in the activities to make firms aware of the fight against gender stereotyping also created innovative links with employers in this field[162].

However, our research showed that such links were rarely taken to the point of being 'effective partnerships'. In the seminars of legal practitioners, although the contractor worked closely with a variety of partners (in particular national judicial training centres) and networks (e.g. EJTN, EQUINET), such partnerships could be further enhanced in order to go beyond just recruiting participants, but also as relays in terms of dissemination and follow-up. Similarly, although partnerships were sometimes set up for implementing the national grants for improving gender mainstreaming, we have not found evidence of significant durable relationships beyond the scope of the grants.

6.5.5 Ultimate outcome

PROGRESS's ultimate outcome is to ensure that '*Member States implement laws, policies and practices in a manner that contributes to the desired outcomes of the Social Agenda*'. The goal of the original Social Agenda was to promote 'a social Europe in the global economy: jobs and opportunities for all'. Within this wider goal, the contribution of the gender equality section would therefore principally be to promoting equal opportunities for both men and women. This goal was continued through the priority area of the Renewed Social Agenda focusing on 'fighting discrimination and promoting gender equality' and, more recently, through the Europe2020 Strategy. However, although the Europe 2020 Strategy provides clear overall orientations, it does not include specific goals in the field of gender equality. In order to bridge this gap, it would be important to explicitly set out objectives in terms of gender equality within the Europe 2020 strategy in relation to headline targets, as these aims will be key in ensuring that the targets are reached (for example the target of 75% employment rate).

The PROGRESS logical framework postulates that, if intermediate outcomes are achieved, a number of conditions are met for PROGRESS to contribute to this final outcome[163]. From the evidence above, we can therefore deduce that the role played by PROGRESS outputs from this section in ensuring more effective application of law and better shared understanding/ownership has also played a role in achieving this overarching goal.

6.6 European added value

6.6.1 Overall assessment

The evaluation has identified examples of European added value of all four types from activities funded under the gender equality strand of PROGRESS, to differing degrees.

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161 Ibidem, p.32.

162 Ibidem, p.32.

163 Draft Strategic Framework for the implementation of the Community Programme for Employment and Social Solidarity – PROGRESS, Brussels, 18 March 2008, p.3.

6.6.2 *Volume effects*

EU added value in terms of volume refers to interventions which add to existing action or directly produces beneficial effects that can be expressed in terms of volume. Although volume is not the key aim of a relatively small programme such as PROGRESS (compared to ESF interventions for example) and hence is not the main effect, we did find some evidence of added value in this area. For example, 100% of beneficiaries of the national-level grants for improving gender mainstreaming who responded to our survey[164] stated that the grant had 'allowed them to provide continuity or strengthen the effects of national actions' with over 1000 individuals in Member States have received gender mainstreaming training (see Table A.2.20). As a result of the seminars for legal practitioners, follow-up events, providing more volume of participants, took place in Greece, Spain and Bulgaria.

6.6.3 *Scope effects*

EU added value in terms of scope refers to an intervention that broadens existing action by addressing groups or policy areas that would not otherwise be addressed. Country-level interviewees stated that gender mainstreaming has become a bigger priority in their country as a result of the grants for improving gender mainstreaming. National level officials also welcomed the new emphasis on the gender pay gap introduced via the communication campaign, with a view to encouraging national policymakers to address this issue. The contributions made by the expert networks (see above) to various directives (parental leave, maternity leave for self-employed women…) have also introduced new themes in Member States. We also clearly observed that the seminars for legal practitioners allowed participants (and, by extension, their organisations and judiciaries) to address new, or wider, topics in relation to EU gender equality legislation. 77% of academics - and 60% of judges - stated that the seminar had allowed them to 'address new issues in relation to gender equality legislation'[165]. Scope effects are also increased by the high media profile of many legal cases, which can raise awareness on new topics among publics well beyond the relatively small number participating directly in the seminars.

6.6.4 *Agenda setting, innovation and learning effects*

EU added value in terms of agenda setting, innovation and learning refers to interventions which deliberately support innovation and the transfer of ideas that are subsequently ‘rolled out’ in different contexts. Due to the relatively limited focus in this policy section on disseminating good practices, there was limited evidence of such effects: the events for the exchange of good practices only involve a small number of participants and their reports are only known by a limited circle. In terms of grants, gender equality had the lowest proportion (38%) of beneficiaries reporting that best practices were transferred from one country to another, although more than half (57%) did feel that innovations had been adopted by the target group or the organisation itself (see Table A.2.22 and Table A.2.23). The Seminars for legal practitioners did provide evidence of the successful transfer of ideas and concepts. Despite the relatively small number of actual participants, new ideas and interpretations in terms of gender equality law are being transferred into different contexts: we noted for example the important added value achieved by training law lecturers or members of judicial training schools.

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[164] 7 beneficiaries, just less than half of the total.

[165] Ecorys survey of seminar participants.

6.6.5 *Process effects*

EU added value in terms of process effects refers to benefits derived by Member State administrations and participating organisations from being involved in programme action. Such effects were clearly in evidence in this policy section. 100% of grant beneficiaries for Improving gender mainstreaming who responded to our survey stated that the capacity of administrations and other participating organisations had been strengthened as a result of the action (see Table A.2.33), and 63% that action is still on-going (see Table A.2.35 and Table A.2.36). Such effects were also clear in the Seminars of legal practitioners: 80% of interviewed judges stated that they had used the knowledge obtained to 'train [their] colleagues or fellow professionals.'[166] Such effects have been sustained and strengthened by another positive impact of the seminars - reinforcing networks across Member States. For all but one of the respondents in our survey[167], 'meeting relevant peers from other European countries' was one of the most important impacts of the seminar, and a clear example of EU added value. National-level NGOs were also strengthened by the policy documents, training and events implemented by the European Women's Lobby as a result of PROGRESS funding.

6.7 Efficiency and programme management

6.7.1 *Overall assessment*

For this evaluation, efficiency is assessed through proxy indicators such as the adequacy of procedures to select the most appropriate implementing bodies, the clear communication of objectives, the existence of room for flexibility, the monitoring of grants and contracts, and the overall efficiency of the delivery process. The overall picture for the gender equality section is positive, with some qualifications.

6.7.2 *Selection of implementing bodies*

Overall, the majority of grants were awarded to national governmental bodies (due to the restricted nature of the call for proposals on improving mainstreaming), while the majority of contracts were awarded to private organisations. No significant gaps in types of implementing bodies were identified, although some actors felt that more funding should be available to national-level bodies for supporting pilot projects (as in the previous programme) which could – if successful - be mainstreamed by other funds such as the European Social Fund. Interviewed PROGRESS Committee members and NGO network representatives felt that the funding procedures and mechanisms were overall appropriate and well managed by the European Commission, with clear award criteria and feedback. Due to the complexity and financial guarantees required, smaller organisations were *de facto* excluded: but this observation is not specific to PROGRESS. A clear issue was that, in this policy field, the requirement for match funding can be problematic, for example for EU-level NGOs, who often have to compete with their members for funding from national sources. This requirement may also compromise the independence of NGOs.

6.7.3 *Monitoring of grants and contracts*

Monitoring of grants and contracts by the European Commission was of a good level. Several beneficiaries highlighted particularly good, and generally informal, relationships with their contact points in the Commission, and felt that they were supported and empowered in their work, without unnecessary interventions. Such views were backed up by our grant beneficiary survey (see Table

[166] Ecorys survey of seminar participants.
[167] Ecorys survey of seminar participants.

A.2.25). Expected outcomes and targets were clearly communicated to beneficiaries. Some stakeholders felt however that there was an over-reliance on quantitative monitoring, with too great a focus on numbers of outputs, rather than quality.

6.8 Conclusions and lessons learnt

6.8.1 Key findings

Our research has confirmed that needs identified by PROGRESS remain very relevant in the field of gender equality, and that the types of outputs and immediate outcomes targeted are relevant to those needs. Increased support could indeed be given to improving awareness, exchange of good practice and statistical tools/indicators.

The quantity of outputs is overall satisfactory: it is particularly high for monitoring outputs, and lowest in terms of statistical tools. Quality of outputs was overall good to very good. High quality outputs were found particularly in training, monitoring, policy advice and NGOs/networks, but were of a more mixed level was for information/communication and identification/dissemination of good practices. The quantity and quality of outputs from both the expert networks and NGO were particularly high, and can offer an important source of flexibility in relation to topical issues.

Effectiveness was high in respect of contributing to the achievement of the immediate outcomes of evidence-based policy, capacity of networks, integration of cross-cutting issues and information-sharing/learning. The highest share of actual commitments was however dedicated to high-quality participatory debate, where evidence of achievement was weakest. At the intermediate level, outputs from this section contributed particularly to the effective application of EU law and also shared understanding/ownership. Evidence of effective partnerships is however more limited. Although a variety of stakeholders have been involved in events, involvement of stakeholders beyond the circle of gender equality experts has sometimes been challenging in other activities.

European added value was sufficiently high to justify the existence of the programme, and particularly evident in respect of scope and process effects. We also however noted some volume and agenda setting, innovation and learning effects. Efficiency of programme delivery in terms of selecting implementing bodies and monitoring grants has been good. Objectives and expected outcomes have been clearly communicated to grant beneficiaries and contractors.

6.8.2 Recommendations

On the basis of the evidence gathered, our evaluation has the following key recommendations in respect of the gender equality policy section:

Relevance:

- Continue to address all the needs identified in the PROGRESS Decision, which are all key levers for more effective gender mainstreaming;
- Enhance support for improving awareness, exchange of good practice and statistical tools/indicators.

Effectiveness:

- Increase the focus on producing statistical tools/indicators to provide an evidence base;
- Continue the support for the expert networks and the NGO;
- Ensure that successful outputs are exploited to the full by widespread and targeted dissemination;

- Increase and improve the identification and dissemination of good practice, with more structured follow-up to events and better dissemination of successful PROGRESS outputs;
- Specifically seek to target beyond the usual circle of actors for information/communication activities, consider tailoring to national contexts/issues;
- In addition to longer, in-depth studies, consider producing shorter thematic policy papers which may be better adapted to the needs of policy-makers;
- Increase support for strengthening partnerships – between different types of actors (policymakers, NGOs, academics, social partners, etc.) and between different levels (EU, national, regional, etc.) in order to strengthen opportunities for dissemination and heighten impact.

EU added value:

- Volume effects could be increased by exploring better 'bridges' for funding to other sources, such as the European Social Fund;
- Focus on addressing new groups/policy areas should be continued and enhanced, as it is crucial for gender mainstreaming in all policy areas and with all stakeholders;
- More innovation could be targeted with specific calls for proposal/tender on innovative approaches to tackling barriers to gender equality;
- Better and more structured dissemination of successful outputs and good practice would enhance learning.

Efficiency:

- More pilot projects (at national or EU level) could be funded, for mainstreaming (if successful) by other funds;
- Requirements for match funding for grants should be reconsidered;
- Calls for proposals/tenders could actively seek to target non-specialists in the field of gender equality.

7 Gender mainstreaming

7.1 Introduction

As set out in the PROGRESS Decision, gender mainstreaming is an important priority of the programme which 'shall be promoted in all sections and activities[168]. The baseline assessment for PROGRESS identified weaknesses in terms of gender mainstreaming which needed to be addressed, stating that: 'In principle, the EU and Member States have a long-standing commitment to the promotion of gender equality. However, when it comes to the practical integration or 'mainstreaming' of this principle […] there appear to have been some difficulties.' For example, in the field of social protection and social inclusion, the independent experts reported that gender equality and the gender dimension of policies are not given sufficient attention by most Member States[169].

In this section, we present the evidence gathered on gender mainstreaming across the five policy sections. We first consider the efforts made within the programme to promote gender mainstreaming (guidance provided, gender balance in management, etc.), before exploring the evidence of gender mainstreaming in the PROGRESS Annual Surveys, in feedback from stakeholders, in activities across the five policy sections, and in our survey of grant beneficiaries.

7.2 Institutional promotion of gender mainstreaming within PROGRESS

Despite the clarity of this priority in the PROGRESS Decision, there is little evidence of a concerted effort to promote or support the gender mainstreaming principle in implementation, by either the Commission or implementing bodies. We therefore conclude that insufficient emphasis has been placed on ensuring the concrete implementation of gender mainstreaming within the programme.

7.2.1 Guidance on gender mainstreaming

Under PROGRESS, all the terms of reference, as well as contracts with implementing bodies, include a standard text on gender mainstreaming. This text clearly specifies the importance of this issue within PROGRESS and states the steps which the contractor will be expected to follow in order to implement this priority:

> 'The PROGRESS Programme aims at promoting gender mainstreaming in all its five policy sections and commissioned or supported activities. Consequently, the contractor will take the necessary steps to ensure that:
>
> - Gender equality issues are taken into account when relevant for the drafting of the technical offer/proposal by paying attention to the situation and needs of women and men;
> - Implementation of the requested tasks includes a gender perspective by considering systematically women and men dimensions;
> - Performance monitoring includes the collection and gathering of data disaggregated by sex when needed;

[168] Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS, Article 2.2.

[169] Monitoring of the Performance of the Community Programme For Employment and Social Solidarity – PROGRESS (2007-2013), Baseline Assessment Report.

- Its proposed team and/or staff respect the gender balance at all levels.'

Despite these formal priorities, our research has indicated that little guidance or support has been provided either to European Commission policy units in charge of PROGRESS implementation or to PROGRESS beneficiaries. Within the Commission, although two workshops on gender mainstreaming were organised at the start of the programme for Commission policy units involved in the programme, these were discontinued due to a lack of interest, because of the view that most DG EMPL officials already had a high enough level of awareness of this principle, and also the belief that further guidance could be provided following specific requests.

There is a manual on gender mainstreaming in employment and social inclusion policies. However, little or no additional guidance on how to achieve gender mainstreaming has been provided to beneficiaries, either in written form (guidance notes, examples) or through contacts with monitoring points in the European Commission. Beyond the standard questions in the activity reports about the number of women involved in the project/on the board of the organisation, compliance with the gender mainstreaming priority does not seem to be checked, and interviewees were unable to state any consequences of non-compliance. Interviewees from DG EMPL confirmed that the assessment of gender mainstreaming in submitted tenders played only a minor role in the selection of contractors. Some Commission officials and network members said that gender mainstreaming was therefore little more than a 'tick box exercise', and that there was no real follow up or support as to how mainstreaming was being implemented throughout activities.

7.2.2 Gender balance in programme management

The majority of interviewees considered that the number of men and women involved in the management of PROGRESS at programme level was roughly equal, or simply not important. However, some gender equality specialist interviewees have highlighted that a good gender balance – in particular in programme management roles – is a key factor in terms of ensuring gender mainstreaming. For example, they feel that gender mainstreaming in the EU-level NGOs supported by PROGRESS will not become a reality until more women become involved in their management structures. Interviewees felt overall that there was a good balance of men and women on the PROGRESS Committee. An analysis of the named PROGRESS Committee national representatives shows that there is a considerable majority of women members (23 out of 34 Country Representatives).

7.3 Evidence of gender mainstreaming in PROGRESS

In this section, we consider evidence of gender mainstreaming in PROGRESS, including PROGRESS Annual Surveys, feedback from interviewees and an analysis of concrete implementation in activities funded by PROGRESS including grants.

7.3.1 PROGRESS surveys

The PROGRESS Annual Surveys show that respondents feel the EU has made an important contribution to gender equality as a crosscutting issue. However, it is not clear from the evidence available how PROGRESS has supported this role. In the 2008 Survey, the highest number of respondents (51% to 80%, depending on the policy section) felt that 'the EU has made a rather high or very high contribution to the integration of gender equality'. In 2009, gender equality had the second highest (after non-discrimination) number of respondents (66% to 79% depending on the

policy section) stating that 'the EU has made a moderate or high contribution to the integration of cross-cutting issues' (see Table A.2.6).

7.3.2 *Feedback from key stakeholders*

Few interviewees from any policy section (except gender equality) felt able, or were willing, to comment on gender mainstreaming within the programme: this in itself may be considered indicative of attitudes and the low level of importance accorded to this issue. Some interviewees within the Commission did acknowledge that gender mainstreaming is probably weak in PROGRESS and argued that it should be addressed more, not only in the calls for tenders or proposals. Some even went as far as to admit that they do nothing about gender mainstreaming. However, the majority of Commission officials and PROGRESS Committee members who did comment on gender mainstreaming considered that the level of emphasis on this principle was sufficient. Most DG EMPL officials felt that they were doing their best to integrate this principle in their policy section. This lack of enthusiasm may be explained by the fact that the notion of gender mainstreaming remains too abstract to many people.

Some of our research highlights barriers to gender mainstreaming and a certain level of misunderstanding about how this principle should be addressed, despite the existence of a 'Manual on gender mainstreaming in employment, social inclusion and social protection policies'[170]. One interviewee for example stated that many studies would not lend themselves to looking at the gender dimension and that integrating the gender dimension into the terms of reference of a study could distort its focus. Another interviewee stated that there was little that could be done around gender mainstreaming in some economic sectors since they were male-dominated.

7.3.3 *Evidence of gender mainstreaming in PROGRESS activities*

Our analysis of a representative sample of activities has shown little evidence of gender mainstreaming in activities across the four policy sections excluding gender equality. The majority of activities did not specifically take the gender dimension into account, or did it only formally. Nonetheless, although the overall picture is weak, we have found some examples of gender mainstreaming in specific activities in each policy section which we highlight below. The integration of gender mainstreaming appears stronger in certain policy sections (such as social protection and social inclusion), but is much less visible in others (such as working conditions).

Employment

In April 2008, a thematic review seminar was carried out in co-operation with the OECD on the Role of Migrant Women in the Labour Market in April 2008. Policies and programmes aimed at facilitating the labour market integration of migrant women were examined as well as the first evaluations of the implementation of these policies and programmes. The seminar looked at how to include and mainstream women's interests in the development of migration and integration policies of the host countries as well as in the related labour market policies. One of the four co-funded projects under the analytical activity entitled 'Projects contributing to the evaluation of the EES' - which aimed to support projects contributing to the evaluation of Member States' employment policies developed in the framework of the EES and projects improving the long-term evaluation capacity of the Member States - directly addressed gender equality. The aim of the project, which ran from December 2007 to December 2008, was to contribute to the creation of a sustainable and feasible evaluation system for enhancing gender mainstreaming in the Bulgarian Employment

[170] http://ec.europa.eu/social/main.jsp?catId=421andlangId=enandfurtherPubs=yes.

Strategy. One of the outputs of this study was the Reference Guidance for the Evaluation of Gender-mainstreaming in Employment Policy in the Republic of Bulgaria. Some Commission officials also highlighted a number of studies in which the gender dimension was particularly relevant, such as a study on undeclared work, or a study on migrant women.

Social Protection and Social Inclusion

In the study on stakeholders' involvement in the implementation of the Open Method of Coordination (OMC) in Social Protection and Social Inclusion, the final report mentions gender and diversity requirements in the list of the key quality aspects of stakeholders' involvement. The study also notes that this aspect is not taken into account enough by Members States in the Social OMC. Another positive example is the EU expert network on social inclusion, whose goal is to monitor poverty and social exclusion at national level. Although there is no mention of gender mainstreaming in the operational guide for the network, almost all synthesis reports mention gender differences and/or gender mainstreaming. Furthermore, some European-level NGOs in the field of social inclusion that are supported by PROGRESS, such as CARITAS, have explicitly gender-related activities. Some also have a high percentage of women among their staff or as vice presidents. Although there is no reference to gender mainstreaming to their Operational Guide, some peer reviews on social protection and social inclusion and assessment in social inclusion (2007-2009) have addressed gender issues. For example, one peer review in 2008 focused on the return of women to the labour market and highlighted the major differences in the return to work of men and women after the birth of a child. The review focused on the case in Germany, which launched a specific programme to overcome this inequality.

Working Conditions

In the report of the impact assessment concerning a possible revision of exclusions of seafaring workers from EU social legislation, the part of the report that describes the number of seafarers that are affected by the exclusions includes a section on women in shipping. The impact assessment part of the study does however not distinguish between men and women. In the call for proposals on restructuring, well-being and financial participation that refers to 'Support the research and networking with the view to exchange of information and best practices, raising awareness and improving knowledge in issues like restructuring, financial participation and Well-being at work', there is some evidence of mainstreaming in the form of mention of number of participants in events broken down by gender. One report also provided a breakdown of speakers at a conference by gender.

Anti-discrimination

Gender issues were considered in particular in relation to the PROGRESS activities on Roma people. A specific reference to Roma women was made in the 10 common basic principles on Roma inclusion (principle 5), which were presented during the first meeting of the European Platform for Roma Inclusion in April 2009 and later included in the Council conclusions on inclusion of the Roma.[171] As stated in one report: 'Roma inclusion policy initiatives need to take account of the needs and circumstances of Roma women. They address issues such as multiple discrimination and problems of access to health care and child support, but also domestic violence and exploitation'.[172] A study on the situation of women with disabilities in Europe in the light of the UN Convention on the Rights of Persons with Disabilities was implemented under this strand. The first exchange of good practice seminar in the field of discrimination was hosted by the Finnish

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171 PROGRESS Annual Performance Monitoring Report 2009, p59.

172 Commission Staff Working Document 'Roma in Europe: The Implementation of European Union Instruments and Policies for Roma Inclusion – PROGRESS Report 2008-2010', 400 final, p35.

authorities in Helsinki in September 2009 and focused on equality mainstreaming, including gender mainstreaming[173].

Gender equality

Although activities under the gender equality policy section by definition all focus on gender equality, most also contribute to gender mainstreaming in other policy fields to some degree or another. Two key examples where there is a strong impact on gender mainstreaming in other fields are the training seminars for legal practitioners, and the grants for improving gender mainstreaming in Member States' policies.

7.3.4 Survey of grant beneficiaries

Our survey of grant beneficiaries explored the proportion of women and men in project teams running PROGRESS-funded grants. The results showed that, of the respondent organisations, there was overall a strong representativeness of women: a slight majority of projects led by women (52%, see Table A.2.28), and a clearer majority (60%, see Table A.2.29) of women in project teams. However, there were significant differences between policy sections which are of interest. In terms of project leaders, the proportion of women was only 34% in social protection and social inclusion and 36% in employment, whilst it was over 70% for both antidiscrimination and gender equality. Similarly, in terms of project teams, women constituted for example 65% of teams in antidiscrimination, and only 49% in working conditions.

Despite the contractual requirement for all activities to disaggregate data by gender (see above), our survey found that only 43% of grants did so, again also displaying considerable differences by policy section: the proportion ranged from only 12% in working conditions and 21% in employment, to 56% in antidiscrimination and 80% in gender equality (see Table A.2.30).

Despite also the contractual requirement to take into account the situation and needs of men and women, our survey showed that very few grants – only 21% overall – carried out a gender analysis before implementation of activities. This proportion was low in all policy sections, but particularly dismal for employment and working conditions (only 7%) (see Table A.2.31). These figures are particularly of concern since an initial gender analysis of the situation is the only way to assess the differing situation for men and women, and hence address distinctive needs within the activities which are implemented.

7.4 Conclusions

Based on our research, gender mainstreaming within PROGRESS is overall weak. There is little evidence of strong support for the concrete implementation of this principle in programme management. This view is further confirmed by poor results in terms of numbers of activities which carry out a gender analysis prior to implementation or which disaggregate project data by gender, and limited examples of gender mainstreaming in activities funded in policy sections other than gender equality. Although all sections are weak, gender mainstreaming does seem stronger in some policy sections (social protection and social inclusion and antidiscrimination) than others (working conditions and employment).

[173] PROGRESS Annual Performance Monitoring Report 2009, p.59.

Much stronger and more proactive support from all Commission units (not just the Gender Equality Unit) is needed to ensure that gender equality is mainstreamed in a meaningful way across all PROGRESS-supported activity. Currently, the level of gender mainstreaming does not seem to have any significant impact on either selection or payment of results. There is apparently limited monitoring that activities adhere to contractual requirements about disaggregation of data or gender analysis. A particular effort should be made in the policy sections of working conditions and employment. Under section 8.4 we provide a number of suggestions on how to mainstream gender and antidiscrimination considerations into other policy strands.

8 The management of the programme

8.1 Introduction

In this chapter we address the overall management and coordination of PROGRESS. First we discuss the programme's cycle of planning, implementation, monitoring and evaluation. We then move to discuss the governance of the programme and the mechanisms for the involvement of key stakeholders. Following this we address the advantages of a single programme approach vs. the previous separation of programmes by policy area, before finally exploring the complementarity of PROGRESS with other EU financing instruments in the employment and social affairs field.

8.2 The PROGRESS cycle: planning, implementation, monitoring and evaluation

8.2.1 The annual cycle

According to several interviewees, the setting up and running of the PROGRESS cycle has been characterised by a learning curve. The overall management of the programme has improved since its inception, the procedures have been streamlined and stakeholders have grown accustomed to them.

The annual cycle of planning, implementation, monitoring and evaluation is generally fitting. The workplans were considered a particularly good instrument by some Member State interviewees as they ensure transparency. Two steps were pointed out as potentially slowing down the process however: first, the gap between workplan approval and the financing decision (the latter being in April, usually), and second, the fact that, until recently, additional approval for awarded grants and contracts was needed from the PROGRESS Committee. These steps, combined with constraints from the financial regulation have often made the timely delivery of desired outputs difficult. Whilst the approval of grants will be streamlined, it might be also useful to consider the suggestion from some Commission officials that the content decision should be combined with the financial decision.

8.2.2 The size of activities

One question raised by the Commission in view of the validation seminar is to what extent the programme planning should prioritise bigger projects/activities to ensure critical mass. The evaluation did not find that larger-sized projects are more effective than smaller ones (although evaluation of individual projects was out of its scope). Large networks where effective, yet their activities were of variable size. Results of smaller projects may be not totally known at the moment because of partial central consolidation of lessons and results. Once this consolidation is improved, the value of smaller projects can be better assessed. Among other things, the outcome of the current call for proposals on social experimentations – which aimed at bigger projects than the previous one - will be useful to answer this question (did expected large size or projects discourage participation? Did it yield enough applications from well-qualified bodies?).

Impact on policies of transnational projects will never be direct, as national policies prevail in the labour and social field. So impact on policies will always be mediated by impact on people and organisations in Member States (public administrations and non governmental organisations), irrespective of the size of project operations (that will be never large enough to ensure large-scale policy impact). In addition, the bigger the minimum size of projects, the more likely the risk that only

big players with greater experience in large-scale project applications participate. While having a few key bigger projects could be useful, consultations in the evaluation seem to suggest that PROGRESS should leave some room for (relatively) new entrants with small/medium sized projects. The DG RTD Framework Programme provides an example of planning which strikes a balance between small/medium collaborative projects and large scale actions involving many partners (but there may be more examples in other DGs). What is most important is that smaller and bigger size activities are linked together in a coherent strategic framework.

8.2.3 Flexibility

There were varying opinions on the extent to which PROGRESS currently ensures sufficient flexibility, and the current system is probably a reasonable compromise between the need to find room for adjustments and the need for transparency towards Member States. Interviews implicitly suggest that less detailed control by Member States on activities would be more acceptable if accompanied by their greater involvement in strategic decisions.

8.2.4 Monitoring

Results-based management is at the core of the PROGRESS logic model. The logic model-based monitoring helps in keeping a constant focus on results by all stakeholders. The existence of a monitoring system is clearly an achievement of the programme produced by the continued commitment of its Coordination and the monitoring contractor PPMI as well as the cooperation of beneficiaries.

The evaluation found that counting outputs and developing other performance monitoring indicators is useful, although different understanding of counting criteria could affect the reliability of data. There are however no clear benchmarks to which the performance monitoring indicators can be related, therefore they can only be used to compare performance over time and among policy sections (taking into account different budgets). Given the EU-level nature of the programme, it is understandable that no targets are provided regarding beneficiary populations. Some targets and benchmarks could be defined in advance to clarify performance expectations though. Examples could include the number of Member States expected to participate in certain types of activities/outputs, or the number and the range of participants to events which have a similar format (e.g. presidency conferences).

Another limitation in the current monitoring system is the lack of a clear link between information on activities (contained in workplans and execution reports) that are performed by Commission units, beneficiaries and contractors, and the information on outputs that is summarised in Annual Reports. The evaluation team encountered difficulties when trying to retrieve reports on the activities chosen for review, showing that more can be done to organise a central storage system of outputs linked up to activities. One approach would be to have a single system that all DG EMPL officials are aware of and can consult, acting as a monitoring source that could increasingly replace ad-hoc requests to beneficiaries.

There is also a perception amongst some stakeholders, principally the EU-level networks, that the logic model has an artificial and formal character. The emphasis on outcomes was considered by some as disproportionate when applied to annual reporting (although in this case only immediate outcomes are checked). A number of interviewees including both Commission officials and beneficiaries actually deemed that outcomes cannot be achieved on an annual basis. Intermediate outcomes were introduced in reporting templates after the 3rd year of implementation, yet most monitoring information still concerns activities which were designed to contribute to intermediate

outcomes, rather than looking for signs of the outcomes' actual achievement. Monitoring should not be forced to measure outcomes that cannot in actuality be measured in the short and mid-terms. Action could also be taken to reduce the need to duplicate the same information in different reporting templates to fit the different levels of the monitoring framework.

8.2.5 *Multi-annual perspective*

This leads to an apparent need to add a multi-annual, longer term perspective to the annual cycle, mirroring the five-year cycle of the Commission for example. Several interviewees stressed that it would be important to do more scoping work to identify emerging issues and future priorities, and that a more strategic and substantial policy approach should be adopted.

8.2.6 *Dissemination of results*

The consolidation of knowledge produced through tools within specific policy themes could be led by the relevant policy officers, in cooperation with their external partners. Although Commission officials are probably the best judges of the quality of the requested studies, some common standards could be defined on the dissemination of reports and the steps to be taken after the delivery of each study (for example, producing a policy brief, upload onto websites, dissemination to policy committees and stakeholders), without generating excessive administrative burden on staff. The consolidation of knowledge produced in events and their follow up in Member States could also be improved. Events would work better if they were prepared in advance with relevant stakeholders, and linked to other policy initiatives. More attention could be paid during the event to plans to transfer achievements to other contexts/stakeholders, and more follow-up work could also be done to support stakeholders in applying those plans. Member States and event attendees could also take more initiative in ensuring that information acquired is used in their respective countries.

'Dissemination'

It is important to stress here that when in this Report we mention 'dissemination', this is not simply restricted to the provision of basic information on the existence of the programme and its activities (e.g. through leaflets and newsletters). We place emphasis on the dissemination of outputs and knowledge, the results of particular activities and of the whole set of activities regarding a certain theme within policy sections. This is arguably complex to organise as it requires a prior knowledge management and consolidation exercise for information produced through different activities.

Even the monitoring system would benefit from a clearer, Commission and PROGRESS Committee-owned strategy for knowledge management and dissemination of results. As with other similar performance monitoring reports, the PROGRESS annual report has a dual role; it is used both for internal management and also for external accountability purposes i.e. to inform interested parties what the programme finances and how it contributes to achieving its objectives. However, in the context of the lack of a comprehensive dissemination strategy, this annual reporting tool may be perceived as a communication tool to 'sell' the programme (also because the most positive examples are often used to confirm that outcomes are achieved). Monitoring reports should instead have a strictly technical role that enables the discussion of both strengths and weaknesses of the programme, by tracing results back to activities and people, whilst the dissemination strategy would benefit from additional thematic communication instruments such as brochures, leaflets or best practice directories.

8.3 The governance of PROGRESS: involvement of Member States and other stakeholders

The governance of PROGRESS involves several actors: the European Commission (PROGRESS Coordination and other Commission officials from Directorates involved in the planning and implementation of activities), the PROGRESS Committee composed of representatives of participating countries, and policy committees that have a say in confirming that the chosen priorities correspond to policy priorities.

Besides having a general monitoring role, the PROGRESS Committee should be a vehicle for conveying national needs in the programme. At the coordination level, the PROGRESS Committee is supposed to be used in a strategic way, with micromanagement being avoided. But it is questionable as to whether this is happening. There is agreement from all sides that there is room to improve the functioning of the Committee and the consultation of the policy committees. Putting any improvements in place will require commitment from both sides (Commission and Member States) to ensure higher quality participation.

Most of the interviewed Member State representatives (mostly PROGRESS Committee members, two social *attachées*) wished for improvements in the way the Committee is employed. According to some of them, the role of the Committee should be clarified as members do not always know what they are expected to do. There is the feeling that too much time in the meetings is dedicated to informing and that not enough time is dedicated to discussion. When discussion takes place, it was felt that the Commission could adopt a more open attitude towards requests from Committee members.

Commission officials are worried about the risk of being involved in the micromanagement of running the programme (e.g. the burden would be quite high if the PROGRESS Committee needs to approve all lists of beneficiaries and contractors). There is consensus that Member States should have a say on the programme. Some interviewees suggested that more involvement in substantive discussions could also address certain difficulties for Member States in participating in activities, as well as gaps in meeting relevant needs. A better articulation of the role of the PROGRESS Committee with the policy committees is also needed. The ability to ensure representation of policy competences is an issue to be considered here, as discussing contents with Member States is more challenging in a multi-thematic committee than under the former separate programmes' committees where Commission and Member State officials shared the same policy background.

There are two possible options that may address these needs.

The first is to merge the policy and programme competence, for example, by securing a representation of policy committees or at least the equal presence of all policy field backgrounds in a single programme committee. This committee could then discuss both thematic priorities and the detailed contents of activities under the various policy sections, as well as more general tools and issues like communication, dissemination, coordination.

The second (and at the moment more realistic) option is to respect the distinction between policy and programme committees and give the PROGRESS Committee a greater role in discussing strategic matters regarding transversal issues. Such issues could include how to make better use of peer reviews mechanisms for effective mutual learning; how to build capacities in Member State level NGOs and public administrations; or how to ensure that PROGRESS improves compliance with EU law by ensuring follow-up and transmission mechanisms to the national and local level. Other possible topics are the mainstreaming of anti-poverty, gender and antidiscrimination; or

complementarity with other EU instruments (such as ESF and the Industrial relations and social dialogue budget line). The Europe 2020 strategy provides an enabling framework for both options as it is an overarching framework transcending policy field subdivisions.

We propose a few suggestions on how to make the reinforce the involvement of the PROGRESS Committee.

- The PROGRESS Committee could be more involved in the preparation of meetings. For instance, the EC could provide in advance a list of needs as per the PROGRESS Decision and ask the Committee to suggest themes for activities that would meet these needs and provide scores for the level of priority of each need. Results of this exercise could then be analysed by the EC/PROGRESS Coordination and be taken into account in planning.
- When asked to give opinions on the annual work plan, the PROGRESS Committee could work in break-out sessions, with each one examining proposed priorities and activities of one policy section. Groups could be asked to answer specific questions concerning the relevance of the work programme (using the Strategic Framework and the Decision as a guidance, but also their up-to-date knowledge of country needs).
- Some Committee members could be given tasks regarding particular themes or issues. Committee members would in this way be encouraged to take up a more general role than the one of representing their countries and would be jointly responsible for the programme. This would make discussions more focused on the 'common good' of the programme.

8.4 The added value of a single programme

Moving from separate policy programmes to a single programme had numerous potential advantages. Some advantages are organisational and financial in nature such as increased economies of scale, harmonisation of procedures, and less administrative burden. Some advantages are more substantial, including better coherence of DG EMPL activities, and more cross-fertilisation between policy fields. There may however, also be some disadvantages to the change as there are more coordination requirements.

Interview results showed that there are clearly some advantages from a single programme in terms of lesser administrative burden and harmonisation of procedures. For example, the same reporting templates were adopted. The Parliament only needs to give one decision now, as opposed to multiple in the past, and a single larger programme may be perceived as more 'secure' from expenditure cuts than smaller programmes. The workload of units was also reduced, with lower resource commitment for preparing numerous programme committees. It also seems that there have been economies of scale**.** For instance there is only one programme committee. Time is therefore saved even if most of the day-to-day programme management – contracting and grant awarding above all - is entrusted to units as before.

All stakeholders acknowledged that opportunities for cross-fertilisation have not been taken advantage of so far. Under the policy section subdivision the directorates continue to administer their chunk of funding separately. Cross-cutting issues have been addressed more through inserting passages on gender mainstreaming in the calls than co-producing activities. Some de facto cross-cutting issues (e.g. migration) were not the subject of joint work. The separate work plan sections have built divisions and even potential beneficiaries felt encouraged to address core policy area subjects rather than crosscutting subjects, so that they would not risk their projects falling between policy areas.

Mainstreaming gender and antidiscrimination: some ideas

All stakeholders acknowledge that there is a clear need to better address gender and antidiscrimination in the other policy areas, especially as they will no longer have a specific budget or section with the gender and antidiscrimination units having moved to DG JUST.

Possible initiatives for improving mainstreaming of gender and antidiscrimination include the following:

- Tenderers should be asked to clearly state how they intend to ensure gender and antidiscrimination mainstreaming, providing a short action plan. This section should be scored within the tendering process and therefore form a key part of the assessment process, sending a clear message to tenderers of its importance.
- In particular, in the rationale for any action under PROGRESS, the gender and antidiscrimination perspective (impacts on men/women and on different groups within society) should be fully explored, to set the context and define the necessary actions to be taken throughout the project.
- The action plan for gender and antidiscrimination mainstreaming should form part of the contract with successful tenderers and be assessed as part of the monitoring process carried out by the EC.
- Tenderers and contractors should receive guidance on gender and antidiscrimination mainstreaming: not only the principles, but also how to apply them.
- Contractors should be required to attend a briefing/training session, as a minimum as part of any inception meeting.
- Contractors should be required to keep data disaggregated by sex, and specifying (as appropriate and where national law allows) the participation of other target groups (ethnic minorities, disabled, older people, etc.). Again, this should form part of the monitoring process by the EC of all PROGRESS tenders.
- Contractors should be encouraged to promote diversity within project teams, and the gender of contract managers should be monitored.
- Any activities carried out under PROGRESS should ensure that access of specific groups is facilitated, by considering for example access for disabled people to events (i.e. physical access, provision of sign language, audio versions of documents), childcare, transport provisions, etc., and should be promoted to diverse groups with a particular focus on disadvantaged groups and/or their representatives.
- PROGRESS activities should actively seek the empowerment of disadvantaged groups, and seek their active involvement and voice in activities wherever appropriate.
- PROGRESS Committee members and DG EMPL policy unit representatives in the PROGRESS Coordination should receive briefing on gender and antidiscrimination mainstreaming means. This topic should be monitored by the PROGRESS Committee and form a regular point of the agenda of meetings.
- A specific 'mainstreaming' representative/board could be set up within the PROGRESS Committee, and nominated from each policy unit (if not the PROGRESS representative) with a specific remit for improving mainstreaming.
- The PROGRESS Coordination should demonstrate their commitment to the mainstreaming of gender and antidiscrimination at the highest level.
- An event could be organised to promote successful examples of gender and antidiscrimination mainstreaming in specific policy sections, to share good practice and launch new guidance measures.

Based on interviews and our review of activities it seems that it would not make sense to go back to separate programmes. It is however, worth considering the issues raised by the few who miss the separate programmes, to see if they could be tackled even under a new edition of PROGRESS. One such issue is dialogue and cooperation on policy contents based on a shared specialist background between Commission and Member States officials. Whilst cross-thematic coordination is important at both EU and national level, one thing that was lost in the move to a single

programme is a communication channel between officials who are competent on the same policy theme in the European Commission, in Member States government administrations, and in policy committees.

It is also important to create a clear identity for the programme in the eyes of stakeholders - something that is difficult to achieve with such a diversity of policy themes and ranges of activities. Better communicating PROGRESS results to stakeholders and public is a solution. Despite the high attention given to the subject of communication since the first meetings of the PROGRESS Committee and a specific consultancy assignment, the achievements seem insufficient. Indeed, issues as practical as the availability of outputs on a single PROGRESS website are still on the agenda and there is in general the need to make better known the programme added value.

Possible initiatives for improving this aspect are:

- Progress thematic papers on policy sub-themes where more PROGRESS tools were used – e.g. child poverty, homelessness, etc.
- Thematic repositories on a dedicated PROGRESS website
- News alerts on PROGRESS results and outputs to specialised mailing lists – and obviously the Social Europe newsletter and Facebook page
- For analytical activities, creating a small additional budget for dissemination – publication, translation, presentations at EU level (other committees) and in Member States, etc.
- Charge the PROGRESS national contact point with disseminating all key materials to national and local bodies.

In general, there might be interest in knowing the extent to which PROGRESS is known among its various audiences. But then it is important to establish who these audiences are. It is unlikely (and probably not necessary) that the general public is aware of the programme as such. Currently 'fame' among specialised audiences is measured through the Annual PROGRESS survey questions relating to awareness of events, activities etc. and this is indeed a good method. If resources were available for improvement, a larger sample size could enhance representativeness of specific target audiences. More qualitative methods (e.g. focus groups) could be used to understand in which areas and why PROGRESS is 'known'. Once a dedicated website is created and access to outputs improved, one temptation is to move to awareness of/hits on the website, and accessing of reports etc. A registration form enabling to classify PROGRESS website users could help measuring access by specific categories. However, the case study on the For Diversity and Against Discrimination campaign (see chapter 15) highlighted the major challenges in reliably comparing such indicators.

8.5 Complementarity with other EU interventions

Coherence and complementarity between policy sections, and also with other EU interventions, are needed to ensure maximum added value of PROGRESS.

There is some evidence of de facto complementarity achieved at the level of co-funded projects. The survey of grant beneficiaries reveals that about one third of grants in the working conditions and employment sections and a quarter in the social inclusion section contributed to strengthen the effects of activities funded under the European Social Fund. Likewise, one third of actions in the working condition section strengthened the effects of activities funded by the Industrial Relations and Social Dialogue budget line and one tenth of projects reinforced the effects of actions financed by the European Globalisation Adjustment Fund (see Table A.2.20).

It is unclear if complementarity is also institutionally inbuilt in programme governance. Most of the Commission representatives interviewed acknowledged that the Commission programmes are still very independent from each other and there are few links and little coherence, with some explicitly mentioning ESF and Social Dialogue. The lack of complementarity and coordination is reflected, for example, in the fact that ESF representatives are not invited to take part in the PROGRESS Committee. Neither is there coordination or exchange of information between the programmes, except for the exchange of lists of organisations funded by PROGRESS. Interviewees point to the importance of good coordination of PROGRESS and ESF in order to provide capacity-building for national/local NGOs/civil society so that they can make better use of ESF funding, and to support pilot projects in Member States run by national-level NGOs. ESF could then mainstream those which are successful and roll them out to a wider audience. ESF could also be helpful to make results of the PROGRESS projects sustainable, for example, by supporting wider roll out and giving continuity to social experimentation.

Increased cooperation between PROGRESS and ESF is thus already foreseen in the new Programme for Social Change and Innovation and could on a more practical level be furthered by:

- Strategic coordination: annual coordination of annual PROGRESS work plan and ESF priorities, e.g. through a joint meeting of the PROGRESS and ESF Committee, or a working group consisting of a smaller number of representatives of both;
- Exchange of lessons learned in the implementation of employment policies: In addition, with the projects implemented under ESF and their monitoring and evaluation knowledge becomes available on labour market policies too. Information on best practices and outcomes of evaluation studies could be integrated and made available to a wider audience. This could be done not just for ESF, but also for evaluation studies undertaken under PROGRESS. An example could be the database on evaluated practices in PES, which will soon be created (WEESP);
- The creation of a new procedure by which the most successful policies tested under PROGRESS become incorporated in the actions co-funded by ESF in Member States. To this end it is recommended to draw up a specific and intensive dissemination plan, which will allow national policy makers to learn from PROGRESS. Ideally, also an incentive would accompany the application of such lessons in Member States – financial or e.g. some kind of preferential treatment.

8.6 Conclusions and lessons learnt

This section has addressed a number of issues related to the overall management of the PROGRESS programme. The annual cycle of planning, implementation, monitoring and evaluation is generally fitting, although there are two steps that potentially slow down the process: the time gap between the workplan approval and the financing decision, and the additional approval by the PROGRESS Committee of awarded grants and contracts.

The level of flexibility ensured by the programme is a reasonable compromise between the need for planning and transparency, and the potential to adjust to circumstances. The ascending part of the cycle, monitoring and evaluation, could generate even more knowledge on the added value produced, as well as more chances for public scrutiny of results.

The logic model seems to hold, but the time frame for measuring outcomes achievement needs to be multi-annual. In general, a multi-annual, strategic perspective should be added to the annual cycle.

Monitoring is to be kept distinct from communication and could better trace back outputs to activities and people. A central outputs storage system would facilitate monitoring. Additional instruments could also be produced to communicate PROGRESS` good results, such as thematic best practice directories and brochures.

There appears to be clear room for improving the working of the PROGRESS Committee. More substantial and thorough discussions, and earlier involvement in the design of the priorities seems appropriate. The distinction between policy/general content and programme/detail implementation aspects (where the first would see primarily the role of policy committees and the latter the role of the PROGRESS Committee) does not always work. Two possible ways forward are ensuring adequate representation of all policy fields in PROGRESS Committee, and giving the committee a much greater role in strategic discussion of crosscutting issues.

Moving from separate programmes to a single one had clear advantages in terms of reducing administrative burden and to some extent bringing economies of scale. However, cross-fertilisation opportunities have not been fully grasped. There is in addition the need to ensure effective mainstreaming of gender and antidiscrimination in the PROGRESS' successor, where the relevant policy sections will no longer be there. In addition, communication channels between officials who are competent on the same policy theme in the European Commission, in Member States government administrations and in policy committees could be reintroduced as this was lost in the merging of programmes.

Communication of PROGRESS results should be improved, despite continued attention being paid to the issue in recent last years. Practical issues as ensuring availability of reports on a PROGRESS website to stakeholders and public are still on the agenda.

Complementarity with the European Social Fund and other initiatives like the Social Dialogue instrument has not been addressed very well so far at the EU level, and positive experiences in Member States could be identified and scaled up.

We conclude with a number of recommendations for the future programme made both by interviewees and ourselves. They are summarised in the following box subdivided by subject: content, management and outreach.

Changes in the future PROGRESS edition suggested by interviewees

Content:

- Align programme to Europe2020;
- More focus on social innovation and pilot projects;
- Greater stress on mainstreaming gender and antidiscrimination into other policy sections;
- More scoping work to identify emerging issues;
- Improve integration of PROGRESS themes in other EU policies (e.g. economic policies);
- Less silo mentality, more co-productions between policy sections;
- More studies and evidence base for policies;
- More consolidation of knowledge acquired on specific policy themes through different PROGRESS tools.

Management:

- More clearly-defined and strategic role for the PROGRESS Committee;
- Better balance between Commission-driven programme and Member States/policy committees;
- Better consolidation and exploitation of completed activities;
- Multi-annual programming;
- More efficiencies and economies of scale;
- Better training of beneficiary organisations on monitoring;
- Less emphasis on quantitative aspects and more on qualitative aspects in monitoring;
- More use of framework contracts in procuring services;
- Better coordination before issuing calls for tender;
- Clear distinction between monitoring and communication tools;
- A clearer Commission and PROGRESS Committee-owned strategy for knowledge management and dissemination of results.

Outreach:

- Better coherence with the European Social Fund, e.g. support pilot projects that could be mainstreamed into the ESF in the future, build capacities of national/local NGOs to better use ESF funding;
- Convey more funding to national level NGOs and other national level stakeholders;
- Special attention to smaller NGOs, limit co-funding requirements to no more than 20%;
- Deeper involvement of EU agencies and better coordination with FP7;
- Improved visibility of results and dissemination.

9 Partnership strategies

9.1 Introduction

Partnership strategies are at the core of all PROGRESS activity. The programme is implemented in cooperation with other EU institutions, national governments, regional and local authorities, NGOs, social partners, research institutes and universities, private sector companies and international institutions. Different types of procedures and tools are used to formalise these collaborations, from service contracts to grant agreements. Not all forms of cooperation are taken forward as fully-fledged partnerships though. For instance, the fact that three-years agreements are signed with EU level networks suggests a more strategic collaboration than the funding of individual projects under calls for proposals. Yet the duration of agreements is not a sufficient criterion by which to identify partnerships within PROGRESS. For example, framework services contracts also last several years, but are not normally mentioned in discussions on partnerships. Partnerships seem instead to relate to cooperation involving actors that have a policy influence (at different levels) and that can contribute to the achievement of PROGRESS outcomes.

According to the PROGRESS Strategic Framework, the delivery of effective partnership strategies can be evaluated using three criteria: the identification and involvement by the EU of key actors in a position to exert influence or change at EU and national levels, the existence of common ground and consensus among policy and decision-makers and stakeholders on EU objectives and policies, and the effectiveness of partnerships in relation to outcomes related to PROGRESS policy areas. Whilst these aspects are interconnected, we discuss them separately in the following sections. drawing on information already used for policy section chapters and case studies.

9.2 Identification and involvement of key actors

Involvement of influential policy makers and stakeholders is of paramount importance for achieving PROGRESS objectives. Policy makers consist of officials from EU institutions, national government and regional/local government officials. Stakeholders are NGOs, networks and social partners. On the whole, PROGRESS seems to have achieved a lot in terms of involving these actors.

In awarding grants and contracts, several types of bodies are involved and the assessment found that none of them are excluded, in principle, although certain procedures specifically target certain types of actors. Stronger partnership with NGOs and networks at EU level seem to be one of the most remarkable results of PROGRESS, although one that continues from the previous funding programmes.

The case study on social inclusion clearly illustrates how having a three years partnership gave stability to EU level networks, allowing them to be more effective. Networks could engage more staff and strengthen their secretariat, which led to an increase in complexity of structure and volume of activity. As a result, several forms of policy influence, mutual learning and awareness raising could be realised.

The case study on the For Diversity, Against Discrimination campaign also showed the benefits of strategically involving stakeholders (particularly NGOs and networks) at both EU and national level.

Outputs were more relevant and well designed, and there were significant opportunities for mutual learning and capacity building.

The case study on the participation of social partners in the employment Mutual Learning Programme could not confirm a similar positive dynamic. Participation was relatively low and the activity did not contribute to foster partnerships between governments and social partners, although it might have strengthened relations among social partner organisations of different Member States.

The case studies allowed the identification of numerous lessons regarding the management of partnerships with EU–level networks, including (see case study on social inclusion for more detail):

- The importance of respecting the independence of networks, the need to take into account their diverse backgrounds, memberships and aspirations;
- The importance of using them as vehicle for spreading out social innovation;
- The importance of leaving them time for member-driven mutual learning internal activities besides involving them in the EU agenda;
- The room for further simplification and clarification of reporting templates.

An oft-mentioned weak point was the fact that the regular meetings of the Commission with EU funded networks which were organised under the previous funding programme and at the beginning of PROGRESS have no longer been held in the last years.

9.3 Existence of common ground/consensus among policy and decision-makers and stakeholders on EU objectives and policies

The baseline survey revealed a degree of consensus amongst policy makers and stakeholders on the major policy objectives, with some divergence in approach when it comes to more specific policies and their implementation. In addition, there was the perception that the level of consensus had not changed in recent times, with the exception of the key EU networks which noted that consensus with the Commission was increasing (a perception not shared by the Commission officials though). The existence of a common ground with some divergences on specific issues suggests that a healthy dialogue is in place. We can therefore consider that PROGRESS started from a favourable situation.

This assessment could not compare the above indicator on consensus over time though, as the question on consensus was not replicated in the subsequent surveys, so another question on partnerships served as a proxy. As can be inferred from Table A.2.10, respondents to the 2010 Annual survey mostly gave a positive judgement (rather agree, agree or strongly agree) on their sense of collaboration and partnership with all types of bodies. At EU level, the strongest sense of collaboration and partnership was with EU institutions (83%), followed by EU level NGOs and networks (72%) and lastly by EU social partners (62%). At national (including regional and local) level, partnership felt stronger with national governments (82%) and national/regional level NGOs and networks (82%), followed by national/regional social partners (77%) and regional / local governments (75%).

We have found some confirmation of the existence of common ground between EU institutions and NGOs in recent policy developments. In the social inclusion field, the achievement of the EU-wide target on poverty reduction may be considered the result of the development of a common ground among all actors that developed during the PROGRESS existence. Wide cooperation in implementing the European Year 2010 against poverty and social exclusion is another sign of a common ground fed also by the partnership agreements that PROGRESS stipulated with EU level

networks. The common ground has been renewed with Europe 2020 representing a new partnership between European institutions, Member States, and all European, national, regional and local stakeholders.

9.4 The effectiveness of partnerships in relation to outcomes related to PROGRESS policy areas

Partnership can be considered effective when they contribute to the achievement of policy outcomes besides showing quality in the relations between partners. Amongst the sampled activities for desk research, at least 12% had the partnership of the EU with stakeholders as a success factor, and at least 12% had the partnership between national governments and stakeholders (this number might be an underestimation, as only activities where this success factor was explicitly mentioned in reports was mentioned).

Grants cover most of the activities generating partnerships, perhaps with the exception of mutual learning and peer reviews (which are a strong vehicle of partnership among Member States). 63% of respondents to the survey of grant beneficiaries said that the activity supported by the grant achieved more effective partnerships with NGOs and networks, and 54% with regional and local authorities. Likewise, 50% of grants would have improved partnership with national authorities and 49% with social partners. The lower percentage for national governments is compensated for by the fact that linkages among national authorities are also fostered through non-grant activities, but the same cannot be said about social partners (see Table A.2.19). In addition, we suspect that the percentage of grants partnering with social partners is even lower, as some respondents referred to NGOs and associations rather than trade unions and employers, when asked to provide examples.

There are several examples of partnerships enabling the achievement of results and outcomes in PROGRESS policy areas, mainly partnerships with EU level networks. The case studies show that networks contributed to all PROGRESS immediate outcomes. They contributed to *High quality and participatory policy debate at the EU and national levels* through their participation in events organised by the European Institutions, and through their own events. They also achieved *Information sharing and mutual learning*, for example, through their conferences that often involve officials and practitioners. Especially noteworthy is the role of EU level networks in promoting *consistency of EU policies*, since their position outside the Commission enables them to play a role of liaison between different DGs.

Regarding contribution to intermediate outcomes, the case study on social inclusion confirmed that support to EU level networks was conducive to *Shared understanding and ownership among policy makers and stakeholders in Member States, and the Commission, of EU objectives* related to child wellbeing. Network member organisations became more aware of the social OMC through their involvement in reviewing the NAPs from the point of view of child wellbeing. The networks also strengthened awareness on child poverty by delivering specific campaigns and projects during the EY2010. Some member organisations could develop projects nationally because were trained on that by their network. The case study also shows that support to EU level networks on child poverty was – as expected – functional to effective partnerships with national and pan-European stakeholders in support of the social inclusion OMC (objective of the inclusion section).

The case study on the anti-discrimination campaign shows that EU added value was significant, and that partnerships contributed to improve quality of outputs. Therefore it gives an indirect indication of the potential of stakeholders' involvement in amplifying policy impacts.

Conversely, attempts at involving social partners in the employment Mutual Learning Programme did not significantly contribute to the *Shared understanding and ownership* of the EES amongst social partners and public authorities in the Member States. Effective partnerships between social partners and public authorities in the Member States in the framework of EES were not generated. The impetus that activities such as thematic review seminars can provide is by definition too small to achieve the intermediate objectives foreseen in the intervention logic, however, results were not as satisfactory as could be expected.

9.5 Conclusions

In all, stronger partnership with NGOs and networks at EU level seems to be one of the most remarkable results of PROGRESS, although one that continues from the previous funding programmes. The identification and involvement of key actors is strongly pursued in the implementation of PROGRESS. Partnerships strategies have been developed primarily with EU-level networks (of NGOs, local authorities, and social service providers), through full-fledged agreements. Attempts were also made to involve social partners, for example, in the Mutual Learning Programme on employment. Partnership with governments was managed through the mutual learning and peer review activities as well as presidency conferences.

Social partners are primarily target by specific instruments including another budget line – Industrial Relations and Social Dialogue - but they are also involved in PROGRESS because of their role in the implementation of the European Employment Strategy, the European Strategy on Occupational Health and Safety and in the various agreements regulating working conditions. Their participation in certain activities (for example, employment Mutual Learning Programme) could be further boosted if PROGRESS aims to develop a stronger partnership between EU/national institutions and employers/trade unions.

Partnership with national governments seems to be established and managed at a higher institutional level (for example, policy committees, presidencies) and the impact that PROGRESS has on them is limited by definition. However, the experience of peer reviews and mutual learning events in both the employment and social inclusion sections as well as the achievement of the Senior Labour Inspectors' Committee supported by PROGRESS, show that there is room for effective cooperation and exchange between the Commission and Member States and amongst Member State governments, particularly in terms of horizontal networking among officials and practitioners. Regional and local governments (directly or through their EU level networks) can be effectively involved in these type of exchange as well.

10 The intervention logic and causality factors

10.1 Introduction

In this section, we discuss the PROGRESS intervention logic as reflected in the strategic framework. The point of departure is questioning whether the intervention logic still represents a realistic hypothesis for transforming PROGRESS outputs into immediate, intermediate and ultimate outcomes (relevance - evaluation question 3). In doing so, we also address causality factors - another transversal issue of this evaluation - as the two issues are strictly interconnected. Several sub-questions are also posed, such as:

- What are the links between different levels of the intervention logic? For example, which outputs are related to which immediate outcomes, which immediate outcome is related to which intermediate outcome?
- Which of the causal links of the intervention logic have proven to be strong, and which have proven to be weak?
- What other factors intervene as causality factors?
- Can specific and typical 'paths' be identified and named, leading from certain types of activities and outputs to certain immediate outcomes, intermediate outcomes and the ultimate PROGRESS expected outcome?
- Is there a difference between the expected paths implicitly embedded in the intervention logic design and the actual paths resulting from the programme evaluation?

These questions are addressed together due to methodological problems in addressing them separately. We first offer some general remarks on each level of the intervention logic, then we move to discuss specific 'pathways' within it.

The PROGRESS strategic framework is as follows.

Ultimate outcome

Member States implement laws, policies and practices in a manner that contributes to the desired outcome of the Social Agenda (i.e. More and better jobs, and more cohesive societies that offer equal opportunities for all, in Member States).

Intermediate Outcomes:

1 Compliance in Member States with EU law relating to PROGRESS areas ;
2 Shared understanding and ownership among policy/decision-makers and stakeholders in Member States, and the Commission, of EU objectives related to PROGRESS policy areas;
3 Effective partnerships with national and pan-European stakeholders in support of outcomes relating to PROGRESS policy areas.

Immediate Outcomes:

- Effective information sharing/learning in Commission and across Member States on EU law and policy relating to PROGRESS;
- Well-informed EU policies and legislation in PROGRESS areas relevant to needs, challenges and conditions in Member States;
- Better integration of crosscutting issues (e.g. gender, poverty and non-discrimination) and greater consistency in EU policies and legislation relating to PROGRESS;
- Greater capacity of national and pan-European networks to support, promote and further develop policies and objectives relating to PROGRESS policy areas;

- High-quality and participatory policy debate at EU and national levels on law, policies and objectives in areas relating to PROGRESS.

Outputs:

- Relevant training and mutual learning targeting legal and policy practitioners in PROGRESS policy areas;
- Accurate monitoring/assessment reports on implementation and impact of EU law and policy in PROGRESS areas;
- Development of appropriate statistical tools, methods, indicators relating to PROGRESS policy areas;
- Identification and dissemination of good practices in PROGRESS policy areas;
- Appropriate policy advice, research and analysis relating to PROGRESS policy areas;
- Support to NGOs, and networks active in PROGRESS policy areas;
- Information and communication activities, networking between and with stakeholders and events on issues related to PROGRESS policy areas.

10.2 Levels of the intervention logic

10.2.1 Outputs

The seven types of outputs identified by the strategic framework generally match the types of outputs actually produced. However, it is not always possible to distinguish between the *Identification and dissemination of good practices* and the *Relevant training and mutual learning* outputs which are key tools for such dissemination. Moreover, assessment reports on implementation of EU law or policies often require research and yield policy advice, therefore these types of output often overlap.

10.2.2 Immediate outcomes

Immediate outcomes are generally clearly distinguishable (they have dedicated shares of expenditure) although in practice it is sometimes difficult for some stakeholders to use them as a classificatory tool in reporting. *Better integration of crosscutting issues (e.g. gender, poverty and non-discrimination) and greater consistency in EU policies and legislation* is somehow different from the other expected immediate outcomes. Indeed this outcome appears more ambitious and less clearly linked to specific types of outputs and intermediate outcomes. Maybe the limited achievement of this outcome in the first years of PROGRESS also reflects the lack of a clear strategic link with other outputs and upper level outcomes. Of the cited examples of crosscutting issues, gender and non-discrimination will become entirely transversal in the next edition of PROGRESS, as they will not have dedicated policy sections. The mainstreaming of anti-poverty considerations into all EU policies as a consistent element beyond the social inclusion section, could be linked more strategically to the implementation of the Horizontal Social Clause of the Treaty.

10.2.3 Intermediate outcomes

The first two intermediate outcomes allude to the role of hard and soft law in the construction of social Europe, while the third intermediate outcome is in many respects instrumental in supporting the other two. At this high-level however, such formal inconsistencies are less important because there are fewer practical implications, for example, for the classification of activities and outputs.

A distinction may be needed between 'understanding' and 'ownership' which are currently together in the second intermediate outcome. Ownership in fact implies a greater degree of commitment by stakeholders rather than simple understanding. The review of activities showed that commitment of Member States is far from obvious given the difficult financial situation many of them are in.

10.2.4 Ultimate outcome

The ultimate outcome requires first of all an updating, as the Social Agenda is no longer valid and has been replaced by Europe 2020. In addition, the ultimate outcome appears somewhat ambitious for a programme with the scale and tools of PROGRESS. The discussions with the Commission services during the evaluation exercise often concluded that PROGRESS cannot be expected to have measurable influence on Member States' policies (since causality issues cannot be resolved and the size of the budget is relatively small) and that this is much more expected from the European Social Fund. An analysis of the respective and complementary intervention logics of PROGRESS (and its successor) and ESF in achieving the Europe 2020 targets would help sheding light on this matter. For the new programming period, both funding instruments will be focused more strongly again on supporting policy priorities. In the case of ESF this implies contributing to achieving the headline targets of Europe 2020, in particular those related to inclusive growth: employment growth, poverty reduction and increased levels of formal qualification. In addition, funds under shared management will in future be governed by one Common Strategic Framework, which replaces the current individual strategic guidelines. PROGRESS will become part of PSCI, the new Programme for Social Change and Innovation. In PSCI also EURES (European Employment Services); and the European Progress Microfinance Facility will be integrated. The overall objective of PSCI is similar to that of PROGRESS – supporting employment and social policy across the EU. In comparison though, more emphasis is placed on policy coordination, sharing of best practices, capacity-building and testing of innovative policies.

10.3 Specific pathways within the intervention logic

The Strategic Framework does not specify which outputs are related to which immediate and intermediate outcomes. It seems possible however, based on the interviews and our knowledge of activities from desk research, to single out a number of typical pathways that describe causal chains within the framework.

10.3.1 Pathway one: evidence production

The first, more evident pathway is that leading from analytical outputs (*monitoring and assessment reports, policy research and advice, statistical tools and indicators*) to *Evidence-based policy and legislation* (link 1), which should in turn lead to *Better compliance with EU law* (link 2) and to *Member States implementing laws, policies and practices in a manner that contributes to the desired outcome of the Social Agenda* (link 3).

Link 1 generally holds true: there are significant examples in all policy sections of analytical outputs which contributed to policy work and legislation formulation, revision or implementation. In addition, high percentages of PROGRESS beneficiaries and stakeholders use the evidence in all policy sections. The causal effect is however, sometimes hampered by insufficient exploitation of results, due to the busy agenda of policy officers, inadequate dissemination tools, absence of routines and guidelines, and lack of intermediate knowledge management products to consolidate knowledge on specific themes. Therefore, the causal effect needs be proved indirectly, for example, by asking stakeholders about the value added of PROGRESS-funded activities.

Link 2 is less obvious but could hold true through intermediate elements. We found no proof that evidence-based legislation ensured better compliance with EU law by Member States and the complexity of factors affecting compliance with law goes well beyond the way in which legislation is formulated at EU level. However, better knowledge of law implementation (e.g. through evaluation and impact assessment reports) enabled increased understanding about the causes of non-compliance or partial-compliance, potentially contributing to their elimination.

Link 3 is more obvious but slightly tautological. *Compliance in Member States with EU law relating to PROGRESS areas* is a sign that *Member States implement laws (policies and practices) in a manner that contributes to the desired outcome of the Social Agenda*. This would only not hold true in the case of EU legislation contradicting the Social Agenda (or any further policy agenda, e.g. Europe2020), which is unlikely.

10.3.2 Pathway two: mutual learning

The second pathway is that leading from *Training and mutual learning targeting legal and policy practitioners*, and the *Identification and dissemination of good practices in PROGRESS policy areas*, to *Effective information sharing/learning in Commission and across Member States on EU law and policy relating to PROGRESS* (link 1). This would in turn increase *Shared understanding and ownership amongst policy/decision-makers and stakeholders in Member States*, *and the Commission, of EU objectives related to PROGRESS policy areas* (link 2), and also *Compliance in Member States with EU law relating to PROGRESS areas* (link 3). The first outcome being presumably in the areas where the OMC operates and the second in the areas in which EU legislation exists. Both these intermediate outcomes are expected to contribute to the ultimate outcome: *Member States implement laws, policies and practices in a manner that contributes to the desired outcome of the Social Agenda* (link 4 – from compliance with law – and link 5 – from better understanding and ownership of EU objectives).

Link 1 holds true. The evidence collected from the various sources confirms the achievement of information sharing and mutual learning in the EU and across Member States through training and mutual learning activities, and through the Identification and dissemination of good practices.

Link 2 holds true in general, but the causal effect was sometimes weakened by the below optimal quality and use of activity results (for example, outputs of peer reviews not suited to immediate dissemination and transfer, participation in mutual learning events not extended as expected, variable dissemination of reports, insufficient follow-up of mutual learning events in Member States) and by the variable policy agendas of Member States (so that shared understanding was not necessarily accompanied by ownership of EU objectives).

Link 3 also holds true. Compliance with EU antidiscrimination law was fostered by training of practitioners and mutual learning. In the working condition field such an effect was less apparent but nonetheless there was some evidence that by improving skills for monitoring compliance (e.g. through labour inspections), better compliance among employers was also achieved.

Link 4 is self-evident like link 3.

Link 5 is not evident at all as there are too many national-level factors that influence the shift from understanding (or ownership, in the best cases) of EU objectives to their actual implementation in Member States. There is still widespread diversity of national approaches in the social inclusion and employment fields. In addition, Member States are differently affected by the economic and

financial crisis and the requirements for fiscal consolidation which have a strong bearing on social expenditure.

10.3.3 Pathway three: partnership building

The third pathway dictates that *Support to NGOs and networks active in PROGRESS policy areas* gives *Greater capacity to national and pan-European networks to support, promote and further develop policies and objectives relating to PROGRESS policy areas* (link 1). Such a process can in turn promote *Effective partnerships with national and pan-European stakeholders in support of outcomes relating to PROGRESS policy areas* (link 2), thereby contributing to the ultimate outcome related to implementation of the Social Agenda (or its successors) in Member States (link 3).

Link 1 certainly holds true, since EU level networks in the fields of social inclusion, gender and anti-discrimination greatly increased their capacity to influence and implement policies, as shown in the relevant chapters and the social inclusion case study.

Link 2 also holds true since the partnerships established with pan-European stakeholders were mostly effective, with perhaps some differences between NGOs (social inclusion, gender, antidiscrimination), which were more effectively involved, the social partners (employment and working conditions) for which PROGRESS was less decisive, EU level stakeholders that were key partners through three-years agreements, and national stakeholders that were more loosely involved in specific projects.

Link 3 is not at all evident for two key reasons. First, as for link 5 of the previous section, national contexts affect national policies more strongly than any partnership achieved at EU level. Second, the fact that partnerships at national level were weaker than partnerships at EU level (as shown by uneven consultation of NGOs on NAPs social inclusion) implies that the influence of such partnerships on national policy implementation was also weak.

10.3.4 Pathway four: awareness-raising

The fourth pathway relates to multiple types of activity but is simply named awareness-raising. It assumes that communication activities, networking between and with stakeholders, and events on issues related to PROGRESS policy areas contribute to *High-quality and participatory policy debate at EU and national levels on law, policies and objectives* (link 1). This in turn leads to *Shared understanding and ownership among policy/decision-makers and stakeholders in Member States, and the Commission, of EU objectives* (link 2). Such linkages should lead to *Member States implementing laws, policies and practices in a manner that contributes to the desired outcome of the Social Agenda* (link 3).

Link 1 partially holds true: in the social inclusion field, there is evidence that the policy debate became more participatory thanks to PROGRESS activities, but this seems more apparent at EU than at national level and the range of stakeholders involved was not always as broad as needed. In the working conditions field, public debate improved but it is not clear how influential PROGRESS was in this respect. Other sections have similar mixed results.

Link 2 holds true as the positive outcomes in all sections in terms of shared understanding of EU policy objectives are strongly influenced by the debate generated among stakeholders by communication, networking and events like conferences.

Link 3 is as uncertain as all previously discussed links to the ultimate outcome. However, since many of the events are held under the responsibility of presidencies, the shared understanding and sense of ownership they created in the organising Member States may have had a more direct influence on their national policy making than other types of activities. The evaluation however, does not have sufficient evidence to thoroughly proof this.

10.3.5 Beyond known pathways

The pathways discussed so far are the most obvious within the intervention logic. However, this does not mean that other links are not possible. It is particularly noticeable that support to EU-level networks contributed not only to its own specific pathway, but also to other immediate outcomes, especially to the better integration of cross-cutting issues which is transversal and less easily found along the pathways. More generally, partnerships were not only a specific pathway on their own but a necessary ingredient for the achievement of all PROGRESS outcomes.

Pieces of research, as well as monitoring and assessment reports not only provided EU and Member State officials an evidence base for policy making and legislation, but were also used to feed the public debate. This can be strengthened in future through better dissemination of results of studies and reports through public channels (e.g. websites, events).

There is also potential for the development of further statistical tools, methods, indicators that can help in integrating cross-cutting issues like gender, poverty, discrimination - mainstreaming them into other policies. Activities to promote social impact assessments methods could, for example, aim at this.

10.4 Conclusions

The PROGRESS Strategic Framework is generally a valuable and useful instrument and most of its causal links have proven true, albeit often indirectly, which is understandable given the nature of the activities. An update could merge or separate specific elements of the logic model and/or reduce the ambitious formulation of the high level outcomes so that their achievement can be more clearly assessed. It should also be considered whether partnerships have to be considered as something transversal rather than a specific ‘pathway’ within the intervention logic.

11 Conclusions and recommendations

11.1 Introduction

The objective of the evaluation is to assess the progress made in meeting the objectives of the programme, the efficiency of resource use, and the programme's European added value. This chapter presents our conclusions for each of the five policy fields of employment, social protection and social inclusion, working conditions, antidiscrimination, and gender equality. This contrasts the structure of the executive summary where the focus is directly geared to the four evaluation criteria. We briefly summarise the conclusions per policy field in section 11.4.

The chapter also addresses the transversal issues of intervention logic and causality factors, programme management, partnership strategies, and gender mainstreaming. In addition, we take a horizontal perspective and identify some general lessons. The conclusions for each policy field are summarised in tables where we present the conclusions per evaluation question and add recommendations.

11.2 General conclusions

On the whole PROGRESS has delivered positive results on many of the evaluation questions. Whilst the various sources have allowed us to draw lessons on most relevant topics, there are still caveats surrounding out final findings. The nature of PROGRESS-funded activities is often indirect, in the sense that the activities try to improve the quality of debate, improve processes, enhance cooperation or share best practices, rather than directly aiming at core policy final outcomes (such as employment targets). As a consequence the achievements of final outcomes are also often indirect and dependent on further actions at the Member State level (e.g. extending knowledge to all or most EU countries on a certain subject through comparative studies, benefits of joint EU versus national action for improving design and implementation of law) and sometimes causality is simply too difficult to establish.

Therefore when evaluating a programme of such significant scope, with diversity in the ways that different topics and evaluation questions play out, one has to be careful on how to draw overall general conclusions. Typically there is not a single conclusion that holds true for all policy fields. Similarly, there is rarely a single conclusion that is common across all activities within a policy field. Despite this it is still worthwhile taking a horizontal view to determine if certain patterns can be discerned, or if some conclusions hold true for more than one policy field or activity type. Such a horizontal perspective also avoids the danger of becoming ‘lost’ in the details of individual policy fields or activity types. When possible we have added examples to illustrate conclusions with experiences from the relevant policy field. Another consequence of the wide scope of PROGRESS is that there are so many activities and policy initiatives that it is always possible to improve on some of them. In a forward looking evaluation the focus tends to be on those points where improvements are possible. This does not imply that the overall evaluation of PROGRESS is a negative one. On the contrary, as said, PROGRESS has delivered positive results on many of the evaluation questions.

Bearing in mind these caveats general conclusions are possible. Since the central focus of the evaluation was on intermediate outcomes (compliance with EU law, shared understanding and ownership, and effective partnerships) the research question is 'has PROGRESS achieved these outcomes?' On compliance we conclude that PROGRESS went reasonably far in achieving it in the area of gender equality but it was not equally effective in a number of policy fields. In our assessment shared understanding and ownership leaves more to be desired. A possible explanation includes suboptimal dissemination, which is a shared responsibility between the European Commission and Member States (see below). An integration of the findings of research and mutual learning, accompanied by state-of-the-art dissemination is a necessary bridge to go from findings to insight and then understanding. Effective partnerships score better, but vary for the different policy fields. There are strong partnerships at EU level in the social protection and social inclusion, gender equality and anti-discrimination fields. PROGRESS support to networking amongst PES and Labour Inspectorates has helped the development of partnerships between the Commission and implementing bodies in the fields of employment and working conditions. The partnerships between the Commission and Member States are developing through the Employment and Social Protection Committees and PROGRESS further fosters them through horizontal networking among national and local government officials.

Together with EURES (European Employment Services) and the European Progress Microfinance Facility, PROGRESS will become part of the EU Programme for Social Change and Innovation (PSCI), the programme supporting EU regional, employment and social policy during the period 2014-2020. The PSCI too will support actions relating policy coordination, sharing of best practices, and capacity-building testing of innovative policies. What is new is that the programme explicitly envisages that the most successful measures be up-scaled with support from the European Social Fund. This calls for a synthesis of information on best practices and requires the development of impact assessments tools or methodologies to quantify the potential impact of best practices in the light of ESF funding to be allocated.

We also conclude that the shift from separate programmes to a single one has had clear advantages in terms of reducing administrative burden and, to some extent, bringing economies of scale. In addition, communication channels between officials who are competent on the same policy theme in the European Commission, Member State government administrations and in policy committees could be reintroduced, as this was missed in the merging of programmes. The development of cross-cutting issues has not been developed in a satisfactory manner, so that the programme still has silo characteristics that might need to be reduced in the future. This would further justify the existence of a single programme.

A further general issue is the functioning of the PROGRESS Committee, where the European Commission and the Member State representatives exchange views. Whilst the PROGRESS Committee is considered a valuable forum for discussions and coordination, there is some frustration among Member States on the working of the Committee. More substantial and thorough discussions, as well as earlier involvement on the design of the priorities could be desirable. In the meetings themselves several members expressed the desire to dedicate more time to an open debate.

Moving to the substantive subjects of PROGRESS, many of the PROGRESS-funded outputs were well received. It also appears that a substantial number of them have influenced EU policies and legislation (e.g. Europe 2020 anti-poverty targets, reform of pension systems, implementation of law on health and safety at work, labour law). They have also influenced emerging/changing policy areas – the antidiscrimination theme comes out strongly here. Meetings and events were often well attended and appreciated.

A characteristic of PROGRESS is that it can generate value by operating as a complement to other policies and programmes (for instance the European Social Fund, the Industrial Relations and Social Dialogue instrument). Another strong point is the production of statistical tools/indicators to provide an evidence base for policy making. Whilst this is a key asset of PROGRESS, at the same time it was felt in many policy fields that still more could be done. The same applies to the awareness raising and mutual learning whose importance is uncontested, and in which area PROGRESS activities often score well, but with the acknowledgement that more could be done.

The findings suggest that dissemination of results is an area that needs to be further developed. There are significant communication and dissemination activities, from newsletters to websites, which underpin this area of activity. There are also instances however, where some products of PROGRESS activities are not fully disseminated. For example, reports that are used internally by the Commission despite being of high relevance to wider audiences. Similarly, some products are disseminated in an uneven fashion through various sources. There is scope to build on the significant communication and dissemination activities to ensure even wider appreciation of products.

Many activities that the Commission outsources to outside parties are monitored. Such monitoring is often well executed when is financial and administrative in nature. At the same time it is desirable that monitoring extends and moves beyond administrative monitoring by becoming more substantive in nature. Complementarity of the programme with other policy fields, notably the European Social Fund, could be improved as well.

A particular area where there is substantial room for improvement is gender mainstreaming. There is limited evidence of strong support for the implementation of this principle in programme management. This view is further confirmed by poor results in terms of numbers of activities which carry out a gender analysis prior to implementation or which disaggregate project data by gender, and limited examples of gender mainstreaming in activities funded in policy sections other than gender equality. Stronger support from all Commission units is needed to ensure that gender equality is mainstreamed in a meaningful way across all PROGRESS-supported activities.

11.3 Conclusions per evaluation criteria

This section summarises the conclusions per evaluation criteria. This is for completeness. A similar text is used in the executive summary (in somewhat more detail).

11.3.1 Relevance

In all policy fields of PROGRESS relevance was still strong. Clearly there is a well identified role for the European Commission in collecting and disseminating key statistical indicators, in particular given the increased importance of evidence based policy making in the Europe 2020 agenda. Engaging in mutual learning and awareness raising is equally relevant, and often seen as more effective than top-down policy making.

Supporting networks, NGOs and other stakeholders is key as well, exemplified by the good performance of the three expert networks on gender equality and the key role of NGO networks in the social inclusion and antidiscrimination sections. It is noticeable that outputs and outcomes often correspond well to the specific needs of the various policy sections.

Whilst the PROGRESS activities score quite well on this evaluation criterion there are several topics that need special attention. There is a clear need for improving information sharing/learning and for continued awareness raising in certain areas, as well as a further development of statistical tools, for instance in the areas of gender equality and antidiscrimination.

11.3.2 Effectiveness

The intermediate outcome level is the most important one for this evaluation. Overall, PROGRESS scores positively on effectiveness. In many cases outputs yielded satisfactory results both in terms of quality and quantity. This applied to all policy fields, but perhaps less so for employment than to other fields.

Effectiveness could be further enhanced by improving the dissemination of good practices and by further boosting the production of statistical tools/indicators to provide an evidence base as already explained in the general conclusions above. A good example on that account is the dissemination of support to the Senior Labour Inspectors Committee which clearly suggests that PROGRESS helps building a community of practitioners from national administrations.

The stronger involvement of social partners in partnerships is needed in e.g. employment (Mutual Learning Programme). In some cases targeting beyond the usual circle of actors for information/communication activities can help for instance in the social protection and social inclusion field. The timeliness of report availability can be improved, and finally, in some fields (for example gender and social inclusion) the use of networks of experts can be boosted as well.

11.3.3 EU added value

EU added value was more difficult to show than relevance and effectiveness. Volume effects are not the main expected outcome of PROGRESS, although some effects were visible (e.g. national-level grants and follow-up of training events).

Scope effects were evident in terms of new themes (such as anti-discrimination, gender pay gap), new groups of actors (grant beneficiaries) or new Member States (anti-discrimination).

Agenda effects were more difficult to prove than other effects with the exception of social protection and social inclusion, exemplified by the fact that according to the survey of grant beneficiaries, four out of five beneficiaries report that new working procedures, innovations, methods and approaches were adopted by the target group or their organisation thanks to the PROGRESS grant.

Process effects did not show up significantly in most fields with the exception of gender equality, exemplified by the fact that 100% of grant beneficiaries for improving gender mainstreaming who responded to our survey stated that the capacity of administrations and other participating organisations had been strengthened as a result of the action. Such effects were also clear in the seminars of legal practitioners and have been sustained and strengthened by the positive impact of these events.

A way to improve the European added value is an increased decentralisation of elements of the programme planning to take account of the different needs of Member States. Volume effects could be increased by exploring better 'bridges' for funding to other sources, such as the European Social Fund. Focus on addressing new groups/policy areas should be enhanced in all policy areas and with all stakeholders, in particular to boost the weak performance on gender mainstreaming.

11.3.4 Efficiency

Of all evaluation criteria efficiency is the hardest to prove. This is mainly due the general difficulty of evaluating efficiency for types of activities where the causality of the policy intervention vis-à-vis the desired outcomes is hard to make; hence the choice for indirect ways to measure efficiency such as efficiency of processes. A further difficulty emerged as a result of the relatively poor quality of the material on which we had to base the evaluation. For the other criteria interviews and the survey formed a reasonable substitute to missing sources but for efficiency this was a bit more problematic.

On process efficiency, the calls for proposals/tenders were often well managed by the European Commission. Targets and expected outcomes are well communicated to relevant stakeholders. The financial monitoring of projects is invariably accurate and proactive. The information in calls for tenders and proposals is often clear. Efficiency is preserved by sufficient flexibility in the management of budgets allowing to adjust to new circumstances. Whilst efficiency of the overall delivery process is good, accessibility of funding programmes could still be improved to 'reach out' to new, non-specialist stakeholders. There could be merit in simplifying application and reporting procedures, since they are perceived by various stakeholders as being relatively laborious and resource intensive.

11.4 Conclusions per policy field

We will summarize the conclusions by means of tables per field and per evaluation criterion. They consist of the conclusions per evaluation question and some recommendations.

11.4.1 Employment

A striking feature of this policy field is the relative good scores on efficiency and European added value. Relatively speaking there is more room for improvement when it comes to the effectiveness of the programme, though a lot is being achieved already. The somewhat lower scores on effectiveness stem from the secondary effects (not) generated in Member States. It is good to remember that expectation and ambitions in this policy field are relatively ambitious as it has the oldest and best developed OMC in the social field. The positive scores on relevance support this and show there is still much need for actions at European level.

Evaluation question	Score	Key findings	Recommendations	Priority
Relevance				
Q1 - Relevance of needs	+++	The six needs are still relevant for the support for EES; need for awareness raising is lower than other needs.	Increase the budget for policy advice, research and analysis and policy debate events. The size of the increase should be in function of demands of the Commission, to be identified in the next programming round.	Introduce provisions that allow for more flexible responses to information needs.
Q2 - Relevance of outputs and outcomes to specific needs of policy section	+++	The outputs and outcomes correspond to the specific needs; there seems to be a need for more ad-hoc responses and for opportunities to learn from other OECD countries.	Introduce provisions that allow for more flexible responses to information needs; introduce learning from other OECD countries on a more structural basis.	

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
Q1 - Quantity and quality of outputs	++	Number of outputs relatively low for policy advice, research and analysis and policy debate events; quality satisfactory to good.	Increase dissemination of outputs, especially those related to research & analysis.	Increase dissemination of outputs, especially those related to research & analysis.
Q2 - Achievement of immediate outcomes	++	Positive impact on effective information sharing and learning; a positive but smaller contribution to evidence-based EU policies; evidence on better integration of cross-cutting issues is mixed; contribution to a high-quality debate has been small.	Strengthen the role of social partners and local and regional authorities, by e.g. organising specific mutual learning events for these stakeholders; publishing a guide dedicated to practices relevant to specific stakeholder groups; or creating a mechanism for the systematic exchange of information on relevant policies with	

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
			the ESF.	
Q3 – Contribution to intermediate outcomes	++	Compliance with EU law does not apply; shared understanding and ownership has been promoted; some evidence on promoting of partnerships.		
Q4 – Contribution to ultimate outcome	++	Member States implement the strategy and introduce or adapt employment measures in line with the EES framework; the impact of PROGRESS on these policies outputs seems somewhat modest.		
Q5 - Stakeholders involvement in steering and implementation of the programme	+	Several examples of activities supporting stakeholder involvement, through various events, e.g. preparatory workshops on the economic crisis in the countries holding the EU Presidency. Overall involvement in the management of the programme is restricted to EMCO and hence the Member States though.		

Evaluation question	Score	Key findings	Recommendations	Priority
European added value				
Q1 - Volume effects	+++	PROGRESS has generated clear volume effects	Develop better monitoring tools for added value at national level	Develop better monitoring tools for added value at national level
Q2 - Scope effects	+++	PROGRESS has generated clear scope effects.		
Q3 - Agenda setting, innovation and learning effects	++	To a lesser extent it has been agenda setting and innovative.		
Q4 - Process effects	+	Process effects occurred, but primarily in grant funded activities.	(Further) increase capacity building elements under PROGRESS.	

Evaluation question	Score	Key findings	Recommendations	Priority
Efficiency				
Q1 - Funding management	+++	The procedures used in PROGRESS ensured the selection of the appropriate implementing bodies.		Increase the information available for grant managers.
Q2 – Definition of interventions communication/dissemination	++	They are fairly well defined and communicated, but there is room for improvement.	Increase the information available for grant managers.	
Q3 – Flexibility of coordination; monitoring	++	Monitoring of grants and contracts is well organise; no information on flexibility.	Increase the time available for the execution of grant funded activities.	
Q4 - Delivery process	++	Efficiency could be improved with regard to the availability of information and the time available to execute the activity.		

11.4.2 Social protection and social inclusion

The overall picture for this policy field is positive. PROGRESS clearly is deemed effective in meeting its goals. This field has been very good in terms of involving stakeholders and beneficiaries in output delivery and outcomes achievement. Agenda setting, innovation and learning effects are quite evident. There is room for improvement on various detailed points.

Evaluation question	Score	Key findings	Recommendations	Priority
Relevance				
Q1 - Relevance of needs	+++	Needs identified by PROGRESS still very relevant.	Strengthen the link between PROGRESS and the Flagship Initiative European platform against poverty and social exclusion.	
Q2 - Relevance of outputs and outcomes to specific needs of policy section	+++	Types of outputs and immediate outcomes meet needs mentioned in Article 5.		

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
Q1 - Quantity and quality of outputs	++	Number of outputs adequate, all main needs met; large contribution of stakeholders and networks to the delivery of outputs; quality of outputs generally good with some points for improvement for information and dissemination events and good practice collections.	Increased and more structured provisions for dissemination of outputs in future programme; develop good practice dissemination tools; ensure greater diversity in participation in events; share and compare the methods for peer reviews used in the SPSI and employment sections; more targeted involvement of MS officials from public authorities in specialised communities of practice; respect and make the most of diversity of EU-level networks; increase collaboration with social partners.	More targeted involvement of MS officials from public authorities in specialised communities of practice.
Q2 - Achievement of immediate outcomes	+++	Very good achievements of greater capacity of networks, information sharing and mutual learning; sufficient achievement of evidence-based policy making, high-quality participatory debate and integration of cross-cutting issues.		
Q3 – Contribution to intermediate outcomes	++	Intermediate outcome 1 is not directly applicable to the SPSI policy area; reasonably positive achievements on the other intermediate outcomes.		
Q4 – contribution to ultimate outcome	++	Increased shared understanding and		

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
		more effective partnerships have created part of conditions for achievement; issues regarding ownership of EU policy objectives by Member States do not suggest full policy convergence.		
Q5 – Stakeholder involvement	+++	Relevant contribution of stakeholders and beneficiaries in output delivery and outcomes achievement.		

Evaluation question	Score	Key findings	Recommendations	Priority
European added value				
Q1 - Volume effects	++	The EU added value of the programme seems to be confirmed in terms of all the four types of effects, with emphasis on agenda setting, learning and innovation effects.	Continue using grants as tools to boost innovation, learning and agenda setting effects at EU level, and opening to new issues/problems/target groups; define how to scale up such effects in Member States through the European Social Fund; identify possible linkages with the European Regional Development Fund.	Define how to scale up innovation, learning and agenda effects in Member States through the European Social Fund.
Q2 - Scope effects	++	Scope effects visible at the level of grant beneficiaries, less so at the macro level of national policies.		
Q3 - Agenda setting, innovation and learning effects	+++	Agenda setting, innovation and learning effects quite evident.		
Q4 - Process effects	++	Process effects not immediately evident in participation to programme governance, more evident from participation in specific actions.		

Evaluation question	Score	Key findings	Recommendations	Priority
Efficiency				
Q1 - Funding management	++	No barriers for specific sectors or types of body, procedures might have discouraged small organisations though; regarding sufficient capacity of implementing bodies, problems with certain calls leading now to adopt more restrictive criteria.	Strengthen support to grant applicants in cooperation with Member States by enhancing the role of focal points; further simplify the application process for grants, consider two-stages selection procedures; provide incentives for regular communication between officers and contractors; simplify reporting template for grants to EU level networks.	Strengthen support to grant applicants in cooperation with Member States by enhancing the role of focal points.
Q2 – Definition of interventions communication/dissemination	+++	Communication of programme expected outcomes and targets fairly comprehensive in the calls, beneficiaries aware.		
Q3 – Flexibility of coordination; monitoring	++	Sufficient room for flexibility thorough financial monitoring; Content monitoring left to individual officers, detailed guidelines lacking.		
Q4 - Delivery process	++	Overall efficiency of the delivery process sufficient but not optimal.		

11.4.3 Working conditions

In the field of working conditions PROGRESS also scored reasonably well on most criteria. Outputs are relatively limited in number but generally of acceptable level and have enabled the achievement of most expected immediate outcomes. Some signs of effectiveness in contributing to intermediate outcomes are also detectable, but realisations of improvements to PROGRESS are especially difficult in this section. As said above, the experience of the Senior Labour Inspectors' Committee is a good practice of effective cooperation between the Commission and Member States and amongst Member State governments, particularly in terms of horizontal networking among officials and practitioners.

Evaluation question	Score	Key findings	Recommendations	Priority
Relevance				
Q1 - Relevance of needs	+++	Needs still relevant.	Clarify how PROGRESS outputs match the need for initiating preventive actions and fostering the prevention culture in the field of health and safety at work.	-
Q2 - Relevance of outputs and outcomes to specific needs of policy section	++	Types of outputs and immediate outcomes still relevant.		

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
Q1 - Quantity and quality of outputs	++	Outputs were in relatively more limited number but generally of acceptable level.	Further streamline and divide tasks with EU-OSHA and Eurofound on evidence production; make external access to studies and reports easier; improve timeliness of report availability by streamlining procurement and improving the use of networks of experts; more attention to gender and discrimination on various grounds and other cross-cutting issues that affect working conditions.	More attention to gender and discrimination on various grounds and other cross-cutting issues that affect working conditions.
Q2 - Achievement of immediate outcomes	++	Significant contribution to evidence-based policy and legislation, effective information-sharing and mutual learning; integration of cross-cutting issues not achieved yet.		
Q3 – Contribution to intermediate outcomes	++	Difficult to isolate the net effect of PROGRESS; Contribution to achieving better compliance with EU law, i.e. by drawing attention on implementation, and to shared understanding and ownership of EU objectives; no significant specific contribution to more effective partnerships.		
Q4 – Contribution to ultimate outcome	++	Greater attention on law implementation (if not compliance) and better and more shared understanding of policy objectives might have contributed to achievement; evidence of Member		

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
		State consistent behaviour still too weak and imputation to PROGRESS especially difficult.		
Q5 – Stakeholder involvement	++	Provided a thematic contribution to the content of pre-existing partnerships; Stakeholders (social partners) involved through policy committees (e.g. Advisory Committee on Health and Safety at Work).		

Evaluation question	Score	Key findings	Recommendations	Priority
European added value				
Q1 - Volume effects	+++	Volume effects clearly emerge.	Further follow up transfer of best practices to ensure ideas are rolled out in different contexts.	-
Q2 - Scope effects	++	Some scope effects were detected, e.g. guidelines for handling emerging health and safety at work risks helped in putting these risks on the agenda of Member States and social partners.		
Q3 - Agenda setting, innovation and learning effects	++	Agenda setting, innovation and learning effects detectable, but not striking.		
Q4 - Process effects	++	Process effects in terms of strengthened transnational partnerships, more modest at national level.		

Evaluation question	Score	Key findings	Recommendations	Priority
Efficiency				
Q1 - Funding management	++	Some elements hampering selection of service providers, no specific barriers in selection of grant beneficiaries.	Strengthen information support for grant applicants; disseminate support to SLIC as a significant example of PROGRESS helping building a community of practitioners from national administrations.	Strengthen information support for grant applicants.
Q2 – Definition of interventions communication/dissemination	++	Information in calls for tenders and proposals clear, oral information from the Commission to be improved.		
Q3 – Flexibility of coordination; monitoring	+++	Sufficient room for flexibility allowed.		
Q4 - Delivery process	++	Monitoring of projects relatively good, very proactive attitude also towards contractors.		

11.4.4 Antidiscrimination

The evaluation also showed a good a reasonable to good overall score for antidiscrimination. The quality of information and communication activities is high, not least through the FDAD campaign, although the dissemination of some activity products could be improved or amended. There is a good achievement of both Immediate and Intermediate Outcomes, and the quality of outputs is good. There is room to improve some aspects of stakeholder engagement however, as well as aspects of added value such as agenda setting.

Evaluation question	Score	Key findings	Recommendations	Priority
Relevance				
Q1 - Relevance of PROGRESS Decision needs to policy developments	+++	Need for awareness raising, and development of statistical tools and indicators high; information sharing and awareness raising key to ensuring knowledge of legal obligations and rights, underpinning application of law; information gap around specific cohorts such as Roma and multiple disabilities.	Focus action on the development of comparable data and statistics for all EU27 Even in absence of new legislation, continue awareness raising where necessary in relevant Member States; improve awareness around legal rights and obligations.	Improve comparable data and statistics in the field of antidiscrimination.
Q2 - Relevance of outputs and outcomes to specific needs of policy section	+++			

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
Q1 - Quantity and quality of outputs	++	Outputs are generally of a good quality, with good and useable content; There is some dissatisfaction with dissemination of outputs that may indicate that potential effectiveness is being hampered; Share of outputs vs share of budget is highly positive.	Increase dissemination of outputs to improve awareness and familiarity with results; widen stakeholder involvement in policy debate, and strengthen role of social partners; increase involvement of local and regional government as stakeholders.	Develop mechanisms and processes that will improve the dissemination and awareness of outputs.
Q2 - Achievement of immediate outcomes	+++	Good achievement of greater capacity of networks, evidence based policy; Satisfactory achievement of mutual learning and information sharing.		
Q3 – Contribution to intermediate outcomes	+++	Good achievements of compliance in Member States Variable results regarding effective partnerships, with lower success for local and regional government, as well as social partners; Work remains to be done to achieve shared understanding and ownership.		
Q4 – Contribution to the ultimate outcome	++	Shared understanding not achieved completely, but good progress on improving awareness and understanding to underpin conditions for achievement.		
Q5 - Stakeholder involvement	++	Significant partnerships in		

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
		planning and implementation of major communications activities; stakeholders play an important part in the steering of key activities such as the FDAD campaign.		

Evaluation question	Score	Key findings	Recommendations	Priority
European added value				
Q1 - Volume effects	+++	Funding has clearly allowed extension of existing activities both in terms of individual actions and wider support for networks.	Commission involvement in outputs such as events and communications activities should be maximised to take advantage of potential volume effects; elements of the programme should be increasingly decentralised to take account of varying levels of Member State experience, knowledge or needs.	Decentralise activities where possible to ensure improved relevance and outcomes.
Q2 - Scope effects	+++	PROGRESS activities have been important tools to introduce new policy issues, particularly in 'newer' Member States.		
Q3 - Agenda setting, innovation and learning effects	+	Agenda setting and innovation is not as strong/uniform as other effects, perhaps reflecting different levels of advancement for Member States.		
Q4 - Process effects	++	Participation leads to greater knowledge, contacts and networks.		

Evaluation question	Score	Key findings	Recommendations	Priority
Efficiency				
Q1 - Funding management	++	No barriers for specific sectors or types of body; procedures might have discouraged small organisations; Application procedures are relatively laborious and resource intensive	Simplify reporting template for grants to EU level networks; simplify application procedures for grants; the partnership approach should be used wherever possible to have practitioner opinions ensure relevance of planned outputs and activities; efforts should be made to work with recipients to broaden their revenue streams; the domination of co-financing by Member State governments indicates a need to avoid public grant-dependency for beneficiaries.	Use partnership approach where possible to gain practitioner opinions on planned outputs and activities.
Q2 – Definition of interventions communication/dissemination	+++	Communication of the programme's expected outcomes and targets was fairly comprehensive in the calls.		
Q3 – Flexibility of coordination; monitoring	+++	Sufficient room for flexibility; Thorough financial monitoring; Co-financing is dominated by Member State governments, indicating a need for measures to avoid public grant-dependency for beneficiaries.		
Q4 - Delivery process	++	Recipients reported inefficiency, for example, through requirements for double information.		

11.4.5 Gender equality

The overall assessment scores for this policy field are average to good. The needs clearly remain relevant. The quantity of outputs is overall satisfactory: particularly high for monitoring outputs and lowest for statistical tools. High quality outputs were found particularly in training, monitoring, policy advice and NGOs/networks, but were of a more mixed level for information/communication and identification/dissemination of good practices. The quantity and quality of outputs from both the expert networks and NGO were particularly high. Evidence of effective partnerships was more limited.

Evaluation question	Score	Key findings	Recommendations	Priority
Relevance				
Q1 - Relevance of PROGRESS Decision needs to policy developments	+++	All the needs are still highly relevant in the field of gender equality.	Continue to address all these needs, which are key levers for more effective implementation of gender equality/mainstreaming; enhance support for improving awareness, exchange of good practice and statistical tools/indicators.	Increase support for improving awareness, exchange of good practice and statistical tools/indicators.
Q2 - Relevance of outputs and outcomes to specific needs of policy section	+++	Outputs and outcomes correspond well to the specific needs of the policy section; in order to meet the needs, there is a particular need for outcomes in relation to evidence-based policy, improving information sharing/learning and developing the capacity of networks.	To meet the identified needs, place a greater focus on outputs relating to evidence-based policy, improving information sharing/learning and developing the capacity of networks; ensure that outputs from other policy sections contribute more to achieving a better integration of gender equality as a cross-cutting issue.	

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
Q1 - Quantity and quality of outputs	++	Quantity of outputs satisfactory; particularly high for monitoring outputs, but lowest in terms of statistical tools; quality overall good to very good; high quality outputs particularly in training, monitoring reports, policy advice and NGOs/networks; more mixed for information and communication and identification, dissemination of good practices; the quantity and quality from both the expert networks and NGO were particularly high.	Increase focus on producing statistical tools/indicators to provide an evidence base; continue the support for the expert networks and the NGO; increase the identification and dissemination of good practice, with more structured follow-up to events and better dissemination of successful PROGRESS outputs; seek to target beyond the usual circle of actors for information/communication activities, consider tailoring to national contexts/issues; in addition to longer, in-depth studies, consider producing shorter thematic policy papers or other formats which may be better adapted to the needs of policy-makers; increase support for strengthening partnerships – between different types of actors and between different levels in order to strengthen opportunities for dissemination and heighten impact.	Increase support for strengthening partnerships – between different types of actors and between different levels in order to strengthen opportunities for dissemination and heighten impact
Q2 - Achievement of immediate outcomes	+++	Good to very good evidence-based policy, capacity of networks, integration of cross-cutting issues and information-sharing/learning; the highest share of actual commitments was dedicated to high-quality participatory debate, where evidence of achievement is weakest.		
Q3 – Contribution to intermediate outcomes	+++	Contributions from outputs were confirmed for effective application of EU law and also shared understanding and ownership; there was some - but limited - evidence of		

Evaluation question	Score	Key findings	Recommendations	Priority
Effectiveness				
		strengthening partnerships.		
Q4 – Contribution to ultimate outcome	++	Contributions to more effective application of EU law and also shared understanding/ownership have helped create the conditions for achieving this ultimate goal.		
Q5 – Stakeholder involvement	++	A variety of stakeholders have participated, particularly in events; effective partnerships not strong, difficult to break beyond the circle of gender specialists; good involvement of EU-level policy-makers, NGOs and academics; little involvement of other stakeholders.		

Evaluation question	Score	Key findings	Recommendations	Priority
European added value				
Q1 - Volume effects	++	Some effects were visible, particularly for national-level grants and follow-up training events.	Volume could be increased by exploring better 'bridges' for funding to other sources, such as the European Social Fund; focus on addressing new groups/policy areas should be continued and enhanced, as it is crucial for gender mainstreaming in all policy areas and with all stakeholders; more innovation could be targeted with specific calls for proposal/tender on innovative approaches; better and more structured dissemination of successful outputs and good practice would enhance learning.	Better and more structured dissemination of successful outputs and good practice would enhance learning.
Q2 - Scope effects	+++	Evident in terms of new themes (such as gender mainstreaming, gender pay gap) being introduced to different groups of actors.		
Q3 - Agenda setting, innovation and learning effects	++	Evidence overall rather limited due to limited focus on dissemination of good practice; some evidence of innovation through national-level grants, and transfer of ideas in training activities.		
Q4 - Process effects	+++	Clearly visible, particularly in national-level grants, seminars and NGO support activities for member organizations.		

Evaluation question	Score	Key findings	Recommendations	Priority
Efficiency				
Q1 - Funding management	++	No significant barriers identified to any types of implementing body; calls for proposals/tenders were well managed the European Commission.	More pilot projects (at national or EU level) could be funded, for mainstreaming (if successful) by other funds; calls for proposals/tenders should actively seek to target non-specialists in the field of gender equality.	Calls for proposals/tenders should actively seek to target non-specialists in the field of gender equality
Q2 – Definition of interventions communication/dissemination	+++	Targets and expected outcomes are well communicated to relevant stakeholders.		
Q3 – Flexibility of coordination; monitoring	++	Sufficient flexibility in budgets where necessary; level of support appreciated by implementing bodies in terms of financial and general monitoring.		
Q4 - Delivery process	++	Efficiency of the overall delivery process is good, but could be improved to 'reach out' to new, non-specialist stakeholders for better gender mainstreaming.		

11.5 Transversal issues

We have also evaluated transversal issues within PROGRESS, as well as the five policy fields above. These transversal issues are important horizontal issues on which the European Commission wanted to receive feedback.

11.5.1 Programme management

Overall management of the PROGRESS is evaluated to be adequate to positive, although with a number of points for improvement. We limit ourselves here to points not already mentioned under the general conclusions above. The annual cycle of planning, implementation, monitoring and evaluation is generally fitting. Two steps are potentially slowing down the process though: the time gap between the workplan approval and the financing decision and the additional approval by the PROGRESS Committee of awarded grants and contracts. The level of flexibility ensured by the programme is a reasonable compromise between needs for planning and transparency and possibility to adjust to circumstances. The ascending part of the cycle, i.e. monitoring and evaluation, could generate even more knowledge on the produced added value and more chances

for public scrutiny of results. The Logic Model seems to hold, but the time frame for measuring outcomes achievement needs to be multi-annual. In general, a multi-annual, strategic perspective is to be added to the annual cycle. Monitoring is to be kept distinct from communication and could better trace back outputs to activities and people. A central outputs storage system would facilitate monitoring. Additional instruments could also be produced to communicate PROGRESS` good results, such as thematic best practice directories. Communication of PROGRESS results deserves improvement despite continued attention in the last years and practical issues as ensuring availability of reports on a PROGRESS website to stakeholders and public are still on the agenda. The validation seminar further stressed the need to rethink the role of the PROGRESS Committee. The policy and expert committees could be more deeply closely involved as this would be the way to reinstate the discussion on policy themes that was possible when separate funding programmes were attached to policy strands.

11.5.2 Intervention logic and causality

The PROGRESS strategic framework is generally a valuable and useful instrument and most of its causal links have proven true, albeit often indirectly, which is understandable given the nature of the activities. An update should be made to merge or separate specific elements of the logic model and/or to reduce in ambition the formulation of the high level outcomes so that their achievement can more clearly assessed. It should be considered whether partnerships have to be considered as something transversal rather than a specific 'pathway' within the intervention logic.

11.5.3 Partnerships

The identification and involvement of key actors is a key dimension of PROGRESS. Partnership strategies have been developed primarily with EU level networks (of NGOs, local authorities, and social service providers), through full-fledged agreements. Attempts were made also at involving social partners – e.g. in the Mutual Learning Programme on employment. Partnership with governments was managed through the mutual learning and peer review activities as well as Presidency events. Stronger partnership with NGOs and networks at EU level seems to be one of the most significant results of PROGRESS, although one that continues from the previous funding programmes. Social partners are primarily target by another budget line but they are also involved in PROGRESS because of their role in the implementation of the European Employment Strategy, the European Strategy on Occupational Health and Safety and in the various agreements regulating working conditions. Their participation in certain activities (e.g. employment Mutual Learning Programme) could be further boosted. Partnership with national governments seems to be managed at a higher institutional level, and the impact that PROGRESS has on them is therefore limited. The experience of peer reviews and mutual learning events in both the employment and social inclusion sections as well as the achievement of the Senior Labour Inspectors' Committee supported by PROGRESS show that there is room for effective cooperation and exchange between the Commission and Member States and amongst Member State governments, particularly in terms of horizontal networking among officials and practitioners. Regional and local governments (as such or through their EU level networks) can be effectively involved in these types of exchange as well.

In the validation seminar it was stressed that there is a need for a more strategic use of EU level networks that are not only composed of activists but also of service providers, local authorities and academic experts.

11.5.4 Gender mainstreaming

Based on our research, gender mainstreaming within PROGRESS is overall weak. There is little evidence of strong support for the concrete implementation of this principle in programme management. This view is further confirmed by low numbers of activities which carry out a gender analysis prior to implementation or which disaggregate project data by gender, and limited examples of gender mainstreaming in activities funded in policy sections other than gender equality. Although all policy sections are weak, gender mainstreaming does seem stronger in some policy sections (social protection and social inclusion or antidiscrimination) than others (working conditions and employment). Much stronger and more proactive support from all Commission units (not just the Gender Equality Unit) is needed to ensure that gender equality is mainstreamed in a meaningful way across all PROGRESS-supported activity. Currently, the level of gender mainstreaming does not seem to have any significant impact on either selection or payment of results. There is apparently limited monitoring that activities adhere to contractual requirements about disaggregation of data or gender analysis. A particular effort should be made in the policy sections of working conditions and employment. In the validation seminar, it was stressed that a clearer guidance on gender mainstreaming into the other strands was needed, e.g. by tasking people with mainstreaming in each policy field. The most effective way to mainstream gender and antidiscrimination is to explicitly incorporate them in policy objectives, not just as a cross-cutting issue.

11.6 Looking beyond

If we look beyond the achievement of the past, there are several features that will be relevant for the new Programme.

11.6.1 Responding to the budget crisis

A consequence of the financial crisis is that governments face shrinking public budgets. This means that several typical features of PROGRESS, e.g. sharing best practices or publishing meaningful statistical indicators, become more important. Moreover the drive towards evidence-based policy becomes increasingly important not only at EU level but also in Member States. This calls for policies that show better value for public money spent. The new PROGRESS programme should therefore continue the path towards evidence-based policy making. This has consequences for the Programme itself as well as for the way individual activities are selected, monitored, disseminated and evaluated.

11.6.2 Europe 2020 and social innovation

Irrespective of the crisis there are features in the 2020 agenda that deserve attention when looking beyond this evaluation. Relevant Flagship 2020 initiatives are an 'Agenda for new skills and jobs to modernise labour markets and to stimulate a better match between skills demand and supply', and 'the European platform against poverty to improve territorial and social cohesion across the EU'.

The flagship initiatives stress the importance of social innovation. Just sharing or adopting best practices will not be enough to meet the future challenges. PROGRESS can be used as a vehicle for promoting social experimentation and transfer of innovation through mutual learning and partnerships - the last call for proposals on social experimentations[174] being an example of this. As

[174] VP\2011\009.

such initiatives at the European level can become drivers for social innovation at Member State level.

B - Case study reports

12 Employment: Social partners and the Mutual Learning Programme

Activities	Mutual Learning Programme Employment - Thematic Review Seminars
Evaluation period	2009-Mid 2010
Budget	€ 800 000 (2009)

12.1 Introduction

12.1.1 Scope and purpose of the case study

This case study concerns the participation of social partners in the Mutual Learning Programme (MLP). It has been chosen in order to explore and illustrate the issue of partnership strategies and the involvement of social partners in the European Employment Strategy. It seeks to contribute to understanding about how such partnerships can be strengthened.

Social partners are trade unions and employers' associations. The case study focuses on social partners' representatives from Member State organisations.

Three activities are carried out under the Mutual Learning Programme. The case study focuses on the Thematic Review Seminars (TRS), the activity specifically targeting social partners in Member States.

Partnership in this case refers to the partnership between social partners and Member State governments. It refers to working in partnership in the development and implementation of the European Employment Strategy.

The case study examines the TRS since 2009, when a new contractor was appointed. During the ensuing period Member State non-governmental organisations, including social partners, gradually became a more explicit target group for the seminars. The study pays specific attention to the participants of the two seminars that were more widely attended by our target group.

The case study in particular seeks to find out to what extent participation of social partners has been realised and to what extent events such as the TRS are suitable tools for effective information sharing and learning. It then addresses the assumption (outlined in the PROGRESS Strategic Framework) that this increased knowledge and understanding filters through the organisation of a participant and impacts on its conduct in the European Employment Strategy and its relationship with other stakeholders in Member States, notably public authorities.

12.1.2 Method

The case study was conducted using three methods:

- Telephone interviews;
- Desk research;
- Secondary analysis of data.

At EU level, the institutions and persons that were interviewed came from the European Commission, the contractor responsible for the current implementation of the MLP and European social partner organisations participating in the TRS.

In total 6 interviews were held with social partner representatives at Member State level[175]. The interviewees included trade unions as well as employer organisations and representatives from old as well as new Member States. All of them participated in the two most important seminars for this study.

In addition, desk research was conducted encompassing the sources listed in Annex 4.

Finally, a quantitative analysis was conducted on TRS participants' data provided by ÖSB and GHK, the contractors responsible for the MLP in 2007-2008 and 2009-2010 respectively. These data included:

- Information about the participants in all seminars and in particular the type of organisation they represented;
- Data from the evaluation forms filled out by the participants of the two key seminars. The aggregated data were analysed. Since these surveys are conducted anonymously, no comparison could be made between findings for social partners and other types of organisations.

12.2 Background

12.2.1 The importance of social partners for the EES

The introduction of the Open Method of Coordination was accompanied by an increasing emphasis on the role of civil society actors, amongst which the social partners, in policy making in the field of employment. The role of social partners is important at EU as well at Member State level.

Collective bargaining and its impact on the development of wages amongst other things is an obvious example of the impact the actions of social partners have on the functioning of labour markets. The Commission indicated in its 'Industrial relations in Europe Report' from February 2009 that a 'constructive dialogue between employers and trade unions can help the EU to deal with the crisis'[176]. This is reflected in the importance gained by the European Social Dialogue, at cross-industry and sector level. With the Maastricht Treaty social partners became potential co-legislators of EU social policy.

Articles 138 and 139 of the Treaty previously ensured that the Commission consults European social partners on proposals in the field of employment and social policy. These consultations have been intensified during the crisis and included a high-level tri-partite summit in March 2009.

The role of social partners is recognised in the Lisbon Strategy and again the Europe 2020 Strategy. Employment Guideline 14 for example stipulates that '… the Europe 2020 strategy should be implemented in partnership with all national, regional and local authorities, closely associating parliaments, as well as social partners and representatives of civil society, who shall contribute to the elaboration of national reform programmes, to their implementation and to the overall communication on the strategy'. In its June 2009 Communication entitled 'A shared commitment to

[175] All of the interviewees represented the social partner at the time of the seminar, but not all were still in employment of this organisation at the time of the interview.

[176] Communication from the Commission 'A Shared Commitment for Employment' COM(2009)0257 final.

employment' the Commission emphasised again that it was addressing all relevant actors, including trade unions and employers' organisations, when formulating the key priorities for employment policies[177].

In the financial instruments accompanying the EES, notably ESF and PROGRESS, the partnership principle also gained firm ground. During the 2000-2006 programming period, partnership was expanded under Article 8 of Regulation No. 1260/1999 on the Structural Funds to include national, regional, local and other level authorities as well as the economic and social partners, and other relevant competent bodies representing different civil society group. The principle of partnership is firmly embedded in the legislation for the programming period 2007-2013 (Article 11 of the General Regulation No. 1083/2006): 'The objectives of the Funds shall be pursued in the framework of close cooperation. …. Each Member State shall organise, where appropriate and in accordance with current national rules and practices, a partnership with authorities and bodies such as. .. (b) the economic and social partners'[178].

The note on social partners as beneficiaries under ESF emphasises that the legislative framework for 2007-2013 'reinforces both the importance and the responsibility of social partners in the accomplishment of the Lisbon Strategy objectives in the European Union (EU): achieving growth and jobs'. This becomes particularly clear through Article 3.1 (e) on the promotion of partnerships, making explicit reference to the social partners: 'promoting partnerships, pacts and initiatives through networking of relevant stakeholders, such as the social partners and non-governmental organisation, at the trans-national, national, regional and local levels in order to mobilise for reforms in the field of employment and labour market inclusiveness'.

Social partners are currently active participants in projects financed by the ESF. Capacity building of social partners is now funded through the ESF and 'an appropriate amount' of the ESF since 2007 is to be set aside for social partners in convergence regions.

12.2.2 EES and social partners in practice

With regard to the European Employment Strategy the Commission stipulated that social partners were involved in the preparation of the National Action Plans for Employment (NAPs, now National Reform Programmes - NRPs). However, various authors have pointed out that in practice this partnership between national governments and social partners in EES leaves much to be desired and greatly dependent on the attitudes of Member State governments.

An analysis conducted by EIRO on social partner involvement in the 2002/2003 NAPs concluded that 'the countries with a high degree of consultation between social partners during the definition phase of the NAPs, are those Member States where consultations between government, employer representatives and trade unions were already part of the employment policy definition procedure before the 2002 Employment Guidelines'. The involvement of social partners is overall somewhat lower during the implementation than during the preparation phase.

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177 Carley,M., McKay, S., Miller, J., Biletta, I., Industrial relations developments in Europe 2009, European Foundation for the Improvement of Living and Working Conditions, 28 June, 2010.

178 Council Regulation (Commission) No 1083/2006 of 11 July 2006 laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (Commission) No 1260/1999.

Schaefer and Leiber quote De La Porte and Pochet on the double voluntarism in EU social dialogue and employment policy: 'The picture of social partner participation in the EES is shaky, despite the efforts made over time to improve their involvement. This is due not only to the financial resources and agenda mismatch, but also the lack of institutional rootedness of the EES within the national policy process'[179].

DG REGIO concluded in 2005 in their analysis of the implementation of the partnership principle in cohesion policy that social partners often felt that their role was little known or recognised. At the same time, the analysis suggested 'that partnership can contribute to the effectiveness, efficiency, legitimacy and transparency of Structural Funds operations, and to the commitment to, and ownership of, programme outputs. According to the report, working in partnership - if properly implemented - contributed to capacity building of the actors concerned and better coordination and communication or a better involvement of non governmental actors[180].

12.2.3 Summing up

There are clear potential benefits of partnerships with social partners regarding policy making. They:

- Make a wider range of expertise available;
- Increase legitimacy;
- Increase institutional capacity at sector level;
- Encourage improvement of planning and implementation procedures.

However, while the benefits are clearly recognised by the Commission, the enthusiasm of national governments has been varied. PROGRESS is seeking to promote the role of social partners in employment and social policy making and the TRS are one of the activities in which this principle is applied.

12.3 The contribution of PROGRESS

12.3.1 Description of PROGRESS activities

Objectives of the MLP

The Mutual Learning Programme (MLP) has two important overall objectives. The first one refers to its title: to encourage mutual learning. Mutual here refers in particular to Member States learning from each other. The main target group are the national ministries responsible for employment. Through the exchange of information on and discussion about employment policy practices the programme contributes to the transferability of effective policies within key areas of the European Employment Strategy to other Member States. In addition the MLP seeks a wider dissemination of information the European Employment Strategy and the way it is being implemented.

Establishment and management

The MLP builds on the Peer review Programme that was established in 1999. It was launched at the beginning of 2005 through Decision No 1145/2002/EC of the European Parliament and of the Council of 10 June 2002 on Community incentive measures in the field of employment. As of 1 January 2007 PROGRESS supports the MLP. In the management of the programme the

[179] Schäfer, A., and Leiber, S., 'The double voluntarism in EU social dialogue and employment policy', European Integration online Papers (EIoP), Vol. 13, Special Issue No. 1, Article 9, 2009.

[180] 'Partnership in the 2000-2006 programming period - Analysis of the implementation of the partnership principle', DG REGIO discussion paper, November 2005.

Commission is assisted by an external contractor. Up until and including 2008 this contractor was ÖSB Consulting (Austria), in partnership with the IES (UK) and BICEPS (Latvia). As of 2009 the contract was awarded to GHK Consulting (UK).

Activities

Three activities are carried out under the MLP:

- Thematic review seminars (TRS) at EU-level;
- Peer review meetings in the Member States;
- Follow-up and dissemination activities involving a larger group of stakeholders at national level.

The TRS are seen as contributing to both aims of the MLP. On the one hand a pool of good practices emanating from the TRS should promote transferability. On the other hand the wider dissemination of EU policies is furthered by a discussion and review of progress in the implementation of the employment aspects of Europe 2020 strategy, its flagships and underpinning guidelines.

Thematic Review Seminars

Each year two seminars are organised. The Commission, in consultation with Member States, chooses a particular theme. The participants in the seminars include policy makers, experts and other stakeholders. Besides experts, speakers include official delegates from different Member States, representatives from EU social partner organisations and other international organisations.

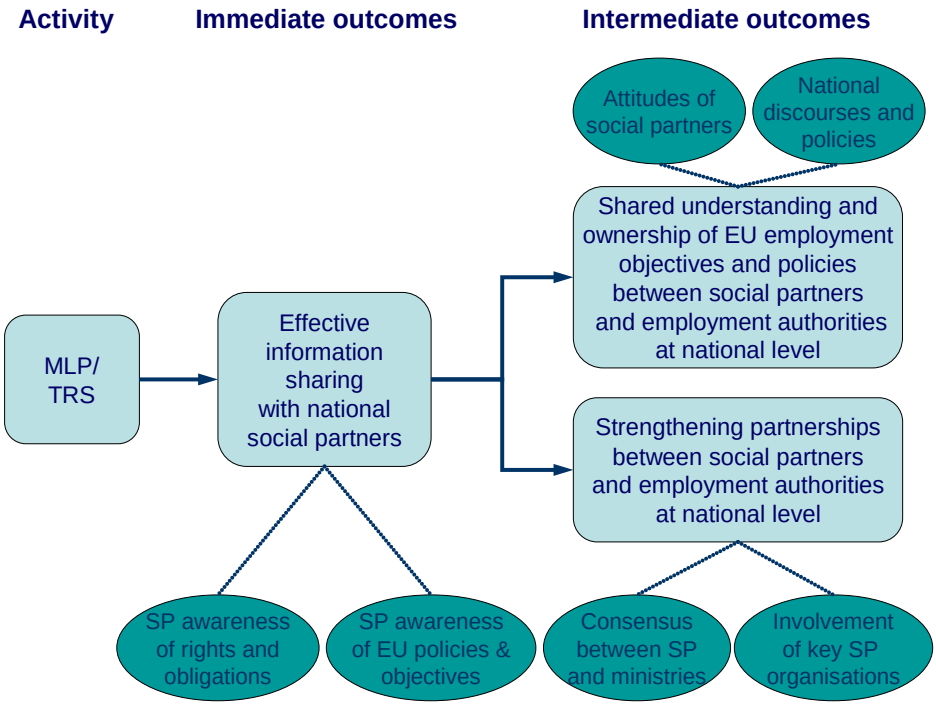
12.3.2 Key hypotheses and issues

Intervention logic

Based on the above, we have reconstructed the intervention logic underlying the TRS, in relation to the involvement of social partners. Figure 12.1 shows how ultimately TRS should help social partners to better understand their role in national and EU employment strategies and create a shared understanding and ownership of these policies amongst social partners and Member State authorities. Partnerships between national authorities and social partners in the field of employment are the intermediate step that should make this happen. These partnerships should be directly furthered by the TRS, during which information is disseminated.

TRS aim to share information on subjects relevant to EU and thereby national employment policies with social partners.

Figure 12.1 Reconstructed intervention logic of TRS regarding social partner involvement



Questions and hypotheses:

During the case study, the following questions have been investigated in particular:

- To what extent do the TRS contribute to effective information sharing with national social partners: have they become more aware of the rights and obligations as a result of participating in the seminar and/or of EU policies and objectives? Have others in their organisation?
- To what extent did the TRS increase the shared understanding between social partners and employment authorities at national level? Did this impact the national discourse or policies?
- To what extent did the TRS strengthen partnerships between social partners and employment authorities in their country? If so, how did this occur? Did the programme succeed in involving the right organisations and persons in the TRS?

The causal chain in the above involves a process going from the individual (participant) to organisation (trade union or employer organisation) to the macro level (national discourses and policies). Each step in this chain entails an assumption that needs to be verified, notably whether:

- the TRS were implemented in such a fashion that:
  - participation of social partners was realised;
  - participation of social partners was sufficient to potentially generate impacts on partnerships between social partners and the relevant authorities in Member States.
- the participation of social partners in the TRS increased the awareness of participants, their organisation and other actors at national level of:
  - the rights and obligations of social partners in the framework of the European Employment Strategy;
  - the objectives and measures taken in the framework of the European Employment Strategy.
- the participation of social partners contributed to:
  - a shared understanding and ownership of the EES among social partners and public authorities in the Member States;
  - effective partnerships between social partners and public authorities in the Member States in the framework of EES.

On the basis of these findings the usefulness of events like the TRS for furthering partnerships is assessed and the implications for policies furthering partnerships are discussed.

12.4 Key findings

12.4.1 Participation rates of social partners in TRS

TRS typically include a round table with representatives from the main European social partner organisations delivering a brief speech on the subject of the seminar and opportunity for questions and discussion involving its participants. Member State social partner organisations are invited as participants, but typically do not feature as speakers.

The majority of the attendees represents public or semi-public authorities: EMCO members, national government representatives, PES representatives and Commission officials. Participation of Member States social partner organisations in the TRS is small – on average some 7%. However, their share varies greatly. It is as low as 2% in the 2010 seminars. It was highest in the spring seminar of 2009, amounting to 14% (Table 12.1).

Table 12.1 Participation of social partners in TRS 2009-Spring 2011

Year	Season	Topic	Total No of attendants	Of which MS social partners			
				N.	%	Nationalities	% trade unions
2009	Spring	Labour market policies in response to the impact of the economic crisis	85	12	14.1	Cy, DE, Fi, It, LV, No, Sl, SRB	50,0
	Autumn	The European Employment Strategy after 2010: the challenges and lessons from best practices in the Member States	104	9	8.7	ES, Fi, Hu, LV, No, Sl	66,7
2010	Spring	The way forward – exit strategies for crisis-related measures in the context of the Europe 2020 Strategy	57	1	1.8	TR	0,0
	Autumn	Promoting entrepreneurship and self employment across Europe	104	2	1.9	LT, Po	0,0
2011	Spring	Reduction of labour market segmentation: addressing the needs of young people	70	3	4.1	Be, SRB, TR	33,3

The reasons for the fluctuations are unclear. In 2009 efforts to involve them were strengthened. The possibilities for reimbursement of costs involved in participating were extended to lower financial barriers to participation. As of Mid 2010[181] the EU social partner organisations were asked to also invite their members to the TRS. Previously, Member State authorities would be the only one to invite a number of social partners in their country. This did not have the desired impact. One

[181] The time scope of the evaluation is indeed until Mid-June, however we also consider data on later activities here for comparison purposes.

possible reason is that the TRS are not a high priority on the agendas of social partners, who do not seem to make abundant efforts to promote the TRS amongst their members. Another logical explanation could be the choice of themes for TRS that was done in consultation with EMCO but without the involvement of social partners, which might result in a less attractive agenda for them. Again though there is no consistent pattern to justify this conclusion. The Spring sessions of 2009 and 2010 have very similar themes, but are at the extremes when it comes to national social partner participation.

In fact, the above table also shows that while the participation of the two sides of industry was fairly balanced, the participation is biased by Member States, with the older ones relatively often absent. This strengthens the first impression that TRS does not reach social partners to the degree envisaged. This implies that actual impacts are by definition modest in size. The following sections explore the reasons for this low participation as well as the impacts that can be observed in specific cases. On the basis of these two, the potential impact and suggestions on how to increase the impact will be explored.

12.4.2 Why social partners participate in TRS

Evaluation forms distributed amongst participants of each TRS asked each participant to indicate on a scale from 1 to 5 how they rated various aspects of the TRS. For the purpose of this case study the following questions or indicators have been grouped together as three aspects:

- Quality of information: assessments of various presentation sessions and papers;
- Quality of usefulness: questions concerning the TRS' matching participant's needs, providing relevant knowledge and information, applicability of knowledge and information in participant's work;
- Quality of discussions: assessments of individual panel discussions/concluding discussions.

Table 12.2 shows the average ratings per seminar for each aspect. To this end, the scores on the original five point scale have been reduced to three relative scores –low, normal, high- in which normal can be equalled with good (approximately four on the scale from 1-5).The scores cannot be broken down by type of participant, so the evaluations done by social partners cannot be isolated.

Positively, TRS are generally valued positive; scores below three are rare and four is typically the score given by the largest group of participants. The data also becomes more meaningful if it is kept in mind that the organisation of the seminars (not included) is generally rated significantly higher than the other aspects, with a rating of 5 often being allotted by the largest group of participants.

TRS are in general valued above all for their usefulness. The two seminars that seem to be valued somewhat less are the Spring seminars of 2009 and 2010, that were already less well attended.

Table 12.2 Evaluation results of TRS 2009-Spring 2011 – average relative scores*

Year	Season	Topic	Quality of information	Usefulness	Quality of discussion
2009	Spring	Labour market policies and economic crisis	Low to normal (presentations), high (papers independent expert)	Low to barely normal (meeting needs)	Low
	Autumn	EES after 2010	On average normal, but ranging from low to high	normal to high (applicability in practice)	normal
2010	Spring	Exit strategies Europe 2020	Low to normal, with one exception (papers independent experts)	Low	Low
	Autumn	Entrepreneurship and self employment	normal	normal	normal
2011	Spring	Labour market segmentation - youth	Low to barely normal	High	One panel debate low, the other one high

* The relative scores were calculated as follows: Low = one third or more of the participants rates something 3 or lower on a scale from 1-5, Normal = more than two thirds of the participants rate something 4 or 5 on a scale of 1-5, but the 5 is rated by les than one fourth, High = one fourth or more of the participants attributes a score of 5 on a scale of 1-5. For three groups of questions the average score is indicated in the table.

From the table two issues emerge:

- Sessions with papers presented by independent experts are mentioned receive relatively high scores regarding the quality of the information;
- Quality of discussions (a.o. in panel debates) is rated relatively low.

The first issue is very much in line with one of the main findings of these interviews. For national social partner organisations the TRS constitute above all a source of information. This information contributes to their capacity building and supports their daily work. The distinguishing feature of TRS is that they also offer the opportunity to meet counterparts from other countries. This is often quoted as an important benefit from the seminars. These contacts are important for various reasons, including the digestion of the information obtained during the seminar and even elsewhere before. For the information to be useful for the social partners it needs to be:

- timely, topical or relevant to the current situation;
- in-depth;
- concrete and practical, based on experience by the speaker;
- unbiased and even critical.

The last point is striking for its implications. Although unbiased information is necessary for mutual learning, the formulation of critical judgements during meetings could potentially conflict with the idea of a safe environment for mutual learning among Member State government officials. This tallies well though with the fact that social partners above all want to take away good information from the TRS. It was even suggested by them that seminars should enable ‘tough discussions’ (i.e. unfiltered by political and official interests).

The second issue is supported by many qualitative comments added by participants to the evaluation form. Across the seminar some 14 comments concern the content of the seminars, 8 concern the discussions taking place and another 14 cover various subjects, but mostly related to practical aspects such as the room temperature or the content of the information package provided. The comments on discussions above all urge for more opportunities for discussion between participants, followed by a smaller number addressing the need to better focus discussions. The interviews we conducted with social partner participants from Member States do not oppose this, although the issue is somewhat less emphasised.

12.4.3 Outcomes of participation

From the previous section it can be concluded that *Effective information sharing and learning* (Immediate Outcome 1) is likely to be achieved in the TRS. Besides the Commission and Member States sharing information with social partners, social partners seem inclined to also share their experiences with other participants and counterparts from other countries in particular.

This information is also shared with colleagues back home. Many social partner organisations have standard procedures requiring staff members to prepare a report on their participation in conferences and/or discuss their experience with colleagues.

There are also indications that the TRS help social partner organisations in the formulation of, for example, position papers in their country by providing a wider perspective and new ideas. However, there are no indications that the TRS have influenced the actual position or approach of these organisations. Interviewees also stress that the actual impact of their contributions at national level in the end depends on the willingness of their governments to consult and listen to them. Participants appear well aware of their rights and obligations under the EES, but participation in TRS does not seem to change the views or the perspective of participants on the EU or the EES.

In the light of this, it seems far fetched to expect that a tool such as the TRS can contribute a *Shared understanding and ownership of EU Objectives* (the EES) (Intermediate Outcome 2) among social partners and public authorities in the Member States, as foreseen in the intervention logic. If the TRS contribute to *Effective partnerships* (Intermediate Outcome 3) the interviews suggest that these concern partnerships between social partners and their counterparts from other Member States.

12.4.4 Expectations and intervention logic

The intervention logic developed in section 12.3.2 would seem to be overly optimistic about the Intermediate Outcomes that can be achieved with a tool such as the TRS. This case suggests that persons and perhaps the organisations they belong to can and in fact do benefit from participating in the seminars. The TRS also facilitate the development of partnerships between social partners from different Member States. They do not at present contribute to partnerships between governments and social partners or the two sides of industry. If such partnerships would be furthered it seems more likely that this would be achieved through a different format for the seminars, with much more interaction foreseen and organised between different types of participants (interaction may decrease barriers). The impetus that a TRS can provide is by definition too small to achieve the Intermediate Outcomes foreseen in the intervention logic.

12.5 Lessons learnt

12.5.1 Key success factors for adding value for national social partners

Reach potential participants

A condition for social partners to benefit from participation is that they participate, i.e. that they are reached by the programme. Involving EU social partner organisations in this task did not result in higher numbers of participants and there are no indications this will change. If their participation is to be increased, other venues need to be explored. Other options could include wider publicity on 'participation opportunities' with reference to the organisations that decide on who will be invited at the national level. An option would also be to task the future new contractor for the programme with finding appropriate ways to increase the participation of social partners.

High quality independent information

This is what national social partner representatives look for in the TRS is information. To be complementary to and even compete with similar events, this information needs to be topical, in-depth, concrete and practical, and unbiased.

Role of discussion

In order to compete with other sources of information there should be the opportunity to process and 'digest' this information and there needs to be room for discussion, especially with counterparts from other countries. These discussions should be well prepared and moderated.

12.5.2 Open issues

Expectations from events such as the TRS

We have taken a rather formal approach in this case study and conducted a critical examination of the participation of social partners in the TRS in the light of the objectives of partnership strategies, the EES and PROGRESS-funded activities. This has enabled a structured discussion of partnerships and required us to systematically review the objectives and assumptions behind the involvement of social partners in these events. The approach we chose means that in the end, a number of questions appear or re-appear.

While ample reference is made to the importance of involving the social partners in the EES (see chapter 2) there is an absence of an integrated strategy to achieve this across all PROGRESS-funded activities. The first question to be raised here therefore is whether such a strategy is desired, by the Commission, by social partners and of course by Member States. Without a stronger commitment across all actors, it is questionable whether this objective will be pursued in a meaningful matter.

If a strategy to involve social partners is to be pursued, the second question will be what the role of a TRS in this respect can and should be. This case study demonstrates that the expectations regarding impacts should really be modest. This conclusion is related to the very nature of this kind of event. Although participation could be improved, the impact is unlikely to extend beyond the level of the participating organisation. In addition, TRS can directly contribute to building partnerships between similar organisations from different countries, but so far there are no signs that its impact is enough to change the relationship between social partners and Member States at the national level.

A third question could be what alternatives exist, in the framework of the MLP. Some ideas to develop are:

- Increasing the participation of NGOs and local governments, as this might bring about more critical discussions (higher quality) and help redress the balance between governmental and non-governmental organisations;
- Introduce workshops or other non plenary sessions, including sessions for specific groups of participants, such as trade unions or employers;
- Hold a one-off peer review for social partner organisations on successful EES partnership models.

13 Social inclusion and social protection: Effectiveness of partnership agreements with key EU networks working on child poverty and well-being

Activities	Establishment of 3-year partnerships with EU-level networks active in the field of combating social exclusion and discrimination, promoting gender equality and promoting the integration of disabled people and representing Roma people. (Open call for proposals VP/2007/013).
Evaluation period	2008-2010
Budget	Funding to EU level networks under the social inclusion strand: • € 6.607.535 (2007); • € 7.055.539 (2008); • € 8.018.107 (2009); • € 9.870.307 (2010).

13.1 Introduction

13.1.1 Scope and purpose of the case study

The purpose of the case study was to assess the effectiveness of partnership agreements with key EU networks involved in the social inclusion field in the framework of PROGRESS-funded activities by focusing on the particular case of networks working on child poverty and well being.

The timeframe of the partnership is the beginning of 2008 to the end of 2010, but the case study is focused on the period to the end of 2009, as the whole mid-term evaluation. The geographical scope includes all EU 27 Member States, although specific Member States organisations were sampled for interviews. The case study focuses on Eurochild, the Confederation of Family Organisations in the European Union (COFACE), the European Federation for Street Children (EFSC) as specialised networks. European Social Network (ESN) and Caritas as networks with some activity on child poverty are also considered[182].

13.1.2 Method

The approach to data collection and analysis was mostly qualitative. It involved desk research on relevant reports and interviews with key informants. Desk research included reviewing activity and evaluation reports from Eurochild, COFACE, EFSC, ESN, Caritas Europa 2008, 2009 and 2010. Several EU policy documents were also examined (they are referred to in footnotes).

Interviews were held with officers of funded EU level networks, external experts who worked with EU networks, and representatives of member organisations of Eurochild, COFACE and EFSC. The list of interviewees is provided in Annex 1.

[182] Eurocities and European Anti-poverty Network (EAPN) were also suggested by the Commission, but their involvement in child poverty appears not systematic enough.

The fieldwork allowed us to gather relevant information for exploring a range of issues. However there are some limitations due to the relatively small sample and the fact that interviewees were sourced through the Brussels offices for the networks concerned. The lack of opportunity for direct observation at events involving the networks could also be viewed as a limitation. In general, the case study is not exhaustive in its coverage but is focused on the evaluation questions for the Mid-term evaluation of PROGRESS.

13.2 Background

13.2.1 The growing importance of child well-being in the EU agenda

Concerns about poverty among children have increased in recent years. As reported by the Background paper to the conference of the Belgian Presidency of September 2010, there are over 100 million children and young people aged 0-18 in Europe and at least 20 million of them are at-risk-of poverty, with the risk of even more falling into poverty as the effects of the recent economic crisis continue to take hold. Even before the crisis, the numbers of children at risk of poverty were unacceptably high, with 20% of children living at-risk-of-poverty compared to 16% of the population as a whole[183].

Child poverty is linked to the intergenerational transmission of poverty (i.e. to the persistence of poverty). In 2007 child poverty was the theme of the thematic 'light year' of the social OMC, prepared by a detailed review of the situation by the EU task force established by the Commission and Member States in the last part of 2006 under the Social Protection Committee's Indicators Sub-Group (ISG)[184]. From then on, there were a series of child poverty-related initiatives at both EU and member state level, culminating in the EY2010 against poverty and social exclusion. Results of these activities are now being reaped by the Commission in preparing a recommendation on child poverty as part of the work programme of the European Platform against Poverty and Social Exclusion[185], on the basis of the Council Conclusions of 17 June[186]. In the meantime the importance of childhood for building the human capital of EU societies gets wider recognition.

The Council recently reaffirmed that high quality Early Childhood Education and Care (ECEC) provides a wide range of short- and long-term benefits for both individuals and society at large[187]. Yet the interest in the well-being of children goes beyond attention to children as future earners (economic rationale). The fight against child poverty is increasingly framed into the wider objective of the EU to promote children's rights. This objective is linked to the EU's ratification of the United Nations Convention on the rights of the Child and its Optional Protocols[188], and it is enshrined in the Treaty of Lisbon and the Charter of Fundamental rights (Article 24). It has been the basis of several EU initiatives and policy developments from the 2006 Communication 'Towards an EU Strategy on the Rights of the Child'[189] up to the recent Communication 'An EU Agenda for the Rights of the

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183 Belgian Presidency of the European Union, Background Paper to the EU Presidency Conference: 'Child Poverty and Child Well-Being', 2-3 September 2010, p. 6.

184 The Social Protection Committee, Child Poverty and Well-Being in the EU. Current status and way forward, Office for Official Publications of the European Communities, Luxembourg, 2008.

185 'Commission staff working paper: list of key initiatives'. Accompanying document to the Communication from the Commission 'The European Platform against Poverty and Social Exclusion: A European framework for social and territorial cohesion', COM(2010) 758 final.

186 Council conclusions: Tackling child poverty and promoting child well-being, 3099th Employment, Social Policy, Health and Consumer Affairs Council meeting, Luxembourg, 17 June 2011.

187 Council conclusions on early childhood education and care: 'Providing all our children with the best start for the world of tomorrow'. 3090th Education, Youth, Culture and Sport Council meeting, Brussels, 19 and 20 May 2011.

188 Convention on the Rights of the Child of 20 November 1989. Full text available at http://www.unicef.org/crc/crc.htm.

189 Communication from The Commission 'Towards an EU Strategy on the Rights of the Child', COM(2006) 367 final.

Child'[190] This is why, among other things, increasing reference is being made to 'child wellbeing' and children's rights rather than simply child poverty, highlighting the increasing popularity of the right-based approach to the fight against poverty. The EU level networks funded by PROGRESS that are subject of this case study have being involved – often as key players – in these developments, from 2006 onwards or even before.

13.2.2 EU level networks working on child wellbeing and their cooperation with the Commission before PROGRESS

Most EU level networks in the fields of child poverty and wellbeing have existed for decades, although sometimes under different names/legal forms:

- COFACE was founded in 1958, as the European Action Committee of the International Union of Family Organizations (IUFO);
- Eurochild evolved from the former European Forum for Child Welfare (EFCW), which was the European branch of the IFCW (International Forum for Child Welfare);
- The European Federation for Street Children (EFSC) is a Luxembourg-based network established in 1995 with the name of European Foundation for Street Children;
- Caritas Europa was created in 1971.

Some networks are specialised in children and family-related policies: Eurochild, COFACE and EFSC. Other ones are not specialised in child issues but undertake significant activity on child poverty: ESN, Caritas. We are aware that also other networks (e.g. Eurocities) that have worked on child poverty, but given our constraints this case study covers those networks that have acted exclusively in these fields.

Cooperation between the Commission and the EU networks existed prior to PROGRESS under the 'European Community action programme to encourage cooperation between Member States to combat social exclusion (2002 - 2006) but in the form of funding for specific projects up to 24 months duration. There was no direct support for the operating costs of networks. PROGRESS offered for the first time the opportunity for a three-year partnership on the basis of an overall work programme (with annual grant agreements to be signed on the basis of detailed budgets). This support mechanism was inspired by similar agreements that the Commission had made with NGOs working in the development field.

13.3 The contribution of PROGRESS: partnership with EU-level networks active on child poverty

13.3.1 Description of PROGRESS activities

The activity 'Establishment of 3-year partnerships with EU-level networks active in the field of combating social exclusion and discrimination, promoting gender equality and promoting the integration of disabled people and representing Roma people' falls under the type c 'Support to main actors' of the PROGRESS Decision. There were two calls for proposals regarding EU level networks in the life time of PROGRESS, one of which for support in the time frame of the evaluation, the open call for proposals (VP/2007/013) leading to partnerships for the period 2008 to 2010.

[190] Communication from the Commission 'An EU Agenda for the Rights of the Child', COM(2011) 60 final.

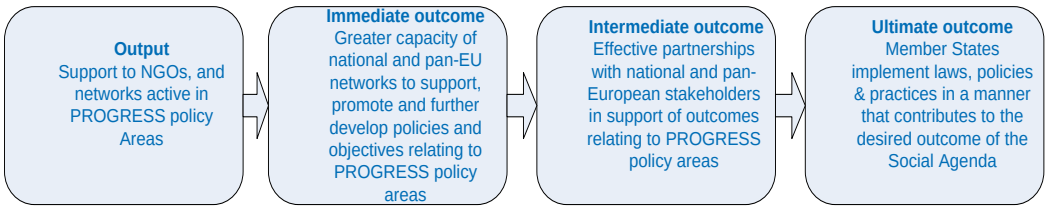
The Commission intended to conclude framework partnerships with key actors in the areas of promoting social inclusion; combating discrimination; promoting gender equality; integrating persons with disabilities; and representing the Roma. Specific agreements on an annual operating grant were signed in a second stage. Concluding the specific agreement for an annual operating grant was subject to the Commission's assessment of the organisation's annual work program and corresponding detailed budget and to the availability of budgetary credits[191]. Work programmes included a wide range of activities, aimed at improving organisational capacity and management of the network; voicing the concerns, expectations and current conditions of people exposed to – or organisations providing service to people exposed to – social exclusion, discrimination or gender inequality; reinforcing the skills of networks and member organisations to advance, support and further develop EU objectives and priorities at national level; and better integrating cross-cutting issues in day-to-day work. Detailed activities and outputs were proposed by each network.

Funding to EU level networks under the social inclusion strand amounted to € 6.607.535 in 2007, € 7.055.539 in 2008, € 8.018.107 in 2009 and € 9.870.307 in 2010.

13.3.2 Key hypotheses and issues

The key hypotheses and issues that we addressed in the case study were:

1. Support to EU level networks is not a separate strand, it is a transversal tool that strengthens the achievement of all PROGRESS objectives. Support to networks has a specific 'path' in the intervention logic: Does this correspond to the reality? To which immediate and intermediate outcomes did the support of networks contribute?



2. Partnerships are effective. To what extent was Intermediate Outcome 3 achieved, i.e. how effective was the partnership? To answer this question we have to define our understanding of effective partnership. For us an 'effective' partnership is:
   - One which contributes to the achievement of policy outcomes;
   - One which shows quality in the process – in the relationships between parties.
3. There is added value achieved through learning from each other. What was the added value for Member state organisations of being part of the Networks? Which types of effects (volume, scope, innovation, process) were more evident? In general, where is added value mostly found and what are the consequences for the partnerships?

[191] Open Call for Proposals VP/2007/013 'Establishment of 3-Year Partnerships with EU-Level Networks Active in the Field of Combating Social Exclusion and Discrimination, Promoting Gender Equality and Promoting the Integration of Disabled People and Representing Roma People, Period Covered: 01.01.2008- 31.12.2010'.

13.4 Key findings

13.4.1 Support to EU level networks is not a separate strand, it is a transversal tool that strengthens the achievement of all PROGRESS objectives

From the analysis of the outputs and results of the networks' activities it is evident that causal links go well beyond the diagram presented in the previous section. Support to EU level networks is an output which produces other types of outputs and this gives it a different status in the intervention logic. This is clear from the Monitoring Reports for networks which demonstrate contributions to: *Information and communication activities, networking among stakeholders and events* (Output 7), *Relevant training and mutual learning for legal and policy practitioners* (Output 1), e.g. ESN is a network of directors of public social services and regularly organises thematic seminars, *Accurate monitoring/assessment reports on implementation and impact of EU law and policy* (Output 2) (e.g. the reports on national actions plans on social inclusions that all networks delivered, the Eurochild publication on children's participation[192]), and also *Appropriate policy advice, research and analysis* (Output 2), e.g. the survey on children without parental care carried out by Eurochild[193], the Research agenda on family and families' wellbeing delivered by COFACE within the FP7 funded Family Platform[194].

Likewise, the supported EU networks contributed to all PROGRESS Immediate Outcomes and achievements are not restricted to the one related to networks. They contributed *to High quality and participatory policy debate at the EU and national levels* (Immediate Outcome 5) through their participation in events organised by the European Institutions, and their own events. Networks supported by PROGRESS also achieved *Effective information sharing and mutual learning* (Immediate Outcome 5), e.g. through their conferences that often involve officials and practitioners (e.g. annual conferences of ESN). Eurochild, COFACE and EFSC participated in 100 events organised by third parties between 2008 and 2009 where they reported the views of their member organisations. They organised 50 events themselves, in which almost 1000 people participated. These events were deemed useful by participants who in the formal feedback responded very positively to questions about that they had their needs met by the event, whether events had enabled them to gain relevant information and whether events had enabled them to use the knowledge they had gained immediately.

Especially noteworthy is the role of EU level networks in promoting consistency in EU policies, since their position external to the Commission administration enables them to play an (informal) role of liaison between different DGs. This is said to happen in the field of child-wellbeing, where networks funded by DG EMPL for their structure and social inclusion work programme also established relations with other DGs (e.g. DG SANCO on mental health, DG EAC on ECEC, DG Regio, DG JUST on child rights) as well as other EU institutions (notably the Parliament and the Committee of Regions).

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192 Eurochild, 'Valuing Children's Potential - How children's participation contributes to fighting poverty and social exclusion', Brussels 2010.

193 http://www.eurochild.org/fileadmin/user_upload/Members_exchange_seminars/Prague_09/CWPC_national_surveys_1st%20edition%20v3%20FINAL.pdf; http://www.eurochild.org/fileadmin/user_upload/Publications/Eurochild_Reports/Eurochild%20Publication%20-%20Children%20in%20Alternative%20Care%20-%202nd%20Edition%20January2010.pdf

194 A further indication is the fact that a specific system of outputs/outcomes is used in the reporting templates that EU level networks have to fill every year, where outputs include: capacity building, monitoring assessment reports, position and policy papers, identification of good practices, information raising and campaigning activities; whilst outcomes include improving organisational capacity and management, voicing the conditions, concerns and expectations of people exposed to social exclusion, discrimination and gender inequality or organisations providing services to these people, reinforcing the skills of the networks and its members' organisations to advance, support and further develop EU objectives and priorities at national level; better integrating cross cutting issues in day-to-day work.

Regarding the contribution to Intermediate Outcomes, the case study confirmed that support to EU level networks was conducive to *Shared understanding and ownership of EU objectives* related to child wellbeing. (Intermediate Outcome 2). Network member organisations became more aware of the social OMC through their involvement in reviewing the NAPs from the point of view of child wellbeing. Additionally, the networks strengthened awareness on child poverty by delivering specific campaigns and projects during the EY2010. Some member organisations could develop projects nationally because they were trained on these issues by their network[195].

The case study also shows that support to EU level networks on child poverty – as expected - fostered *Effective partnerships* (Intermediate Outcome 3) with national and EU stakeholders in support of the social inclusion OMC (specifically the objective of the inclusion section). This is discussed further in the following section.

13.4.2 Partnerships were effective, some flexibility is needed

The effectiveness of partnerships can be seen from the point of view of policy achievements and from a process point of view.

In terms of influence on the most recent policy developments in the field of child poverty and wellbeing[196], there is evidence that the assessed partnerships delivered results. However, influence was more or less direct depending on the capabilities and specificities of the network and their different attitudes and experience towards lobbying work. Examples of policy-related 'intermediate' results at EU level mentioned by networks regard the contribution to the drafting of key policy documents:

- Eurochild worked with the social and employment Committee of the European Parliament (specifically with MEP Zimmer) on child poverty and has an on-going collaboration with MEPs on the issue of children in care. In addition, they contributed with UNICEF to writing the Background paper for the Belgian Presidency conference on child poverty[197]. Through the Child Rights Action Group an alliance of MEPs was set up on children's issues that has terms of reference and has met two times;
- In 2008, the European Federation for Street Children strengthened connections with the European Parliament's Committee on Women's Rights and Gender Equality by closely co-operating with MEP Christa Prets and supporting her cabinet in the development of amendments mentioning street children, which were adopted into the EP Report on 'Promoting Social Inclusion and Combating Poverty, including Child Poverty, in the EU'[198];
- Other networks had a policy influencing role but without a specific policy output, thus are more focused on awareness raising. This is also the case for example with Caritas who addressed child poverty within its Zero Poverty campaign during the European Year 2010. ESN raised awareness among its members of groups of children at risk, e.g. children cared by the State, and child protection issues.

At national level, there was an equally important increase in attention towards child poverty, but it is difficult to attribute this to the influence of network member organisations due to the range of other possible factors. Child poverty is adequately addressed in most National Action Plans on Social inclusion. Eurochild for instance verified that 20 of 27 NAPs identified it as a priority. In certain countries child poverty was not topical, but it became more so after the Council conclusions. In

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195 Interviews with member organisation representative and network officer.
196 Interview with network representative.
197 Eurochild, Activity Report 2010.
198 European Federation for Street Children, Activity Report 2008.

France which has a tradition of strong family policies, child policies were recognised as important. Countries with high levels of child poverty (such as Bulgaria, Romania and Latvia), were supported by the EU in terms of governance of the related policies[199]. In 2005 on the occasion of the election of European MEP, COFACE produced a memorandum for candidates, and the French member UNAF used it for lobbying with the French candidates[200]. Other activities had some policy impact at national level when promoted directly from the EU level. For instance University of Lodz (Polish Eurochild member), working together with the Secretary General of the Network, inspired the Office of the President of Poland to organise the conference on child rights in Europe in 2011[201].

The policy influence of networks was directed towards the governance of the social inclusion strategy by promoting greater participation by stakeholders. EU level Networks committed to take part in the review of National Action Plans on Social inclusion delivered by Member States in the context of the Open Method of Coordination. They encouraged their member organisations to offer themselves as credible counterparts to their governments for setting up and monitoring such plans (it has to be said that some organisations participated in the NAP consultations through their pre-existing national networks rather than because of their belonging to the EU network[202]). However interviews have suggested that this process was only partly successful, mostly due to the variable attitude of Member States towards consulting civil society organisations[203]. It was also suggested that there were variable efforts to link national policies to EU ones and to make the NAP exercise a non-bureaucratic one. In some cases national organisations were consulted by their national governments on NAPS, but it has been argued that their input did not have a strong impact[204]. A shared result is however that members of networks became aware of the OMC process[205]. The extent to which this is capitalised on in the future depends upon how much attention is paid to participation in the implementation of National Reform Programmes[206].

Regarding the transversal issue of partnerships in more process terms (quality of the relationship between the Commission and the EU level networks), the conclusion is that partnership agreements were effective, yet some flexibility and respect for diversity of networks is needed to make the most of their contribution.

The existence of a three-year agreement brought several benefits even to networks that were already supported by the EU. Networks could engage more staff and strengthen their secretariat, which led to an increase in complexity of structure and volume of activity. Evidence gathered for this case study suggests that this would not have happened without the PROGRESS support as resources are invariably limited if they have to be drawn from co-funding of individual projects.

> **COFACE** for instance added to the director one administrative assistant and two policy officers in the first year and one policy officer in the second year, with the previous one becoming a communication officer[207]. This enabled to better structure the network around five working groups each one followed by a policy officer. Some types of outputs increased proportionally or almost: seminars and training events were 14 in the first year, 23 in the second year; the number of meetings between key EU network staff and board members with EU institutions increased from 135 to 193. The newsletter changed from quarterly to monthly

199 Interview with network representative.
200 Interviews with member organisation and network representatives.
201 Interview with member organisation representative.
202 Interview with two member organisations representatives.
203 Interview with two network officers.
204 Interview with network representative.
205 Interview with network representative.
206 Interview with network representative.
207 COFACE, Activity reports 2008 and 2009.

in 2009. Other types of output did not increase, e.g. reports but these probably also depended on the initiative of EU institutions.

In the first year of the 3-year partnership **Eurochild** expanded its team from 2.5 staff to 4.5 staff and in the second year added an additional policy officer in September 2009 (reaching 5.5 staff in total). This enabled it to support more thematic working groups and contribute to the Social OMC work on child well-being indicators. Network size and outputs also increased as a consequence of support. In 2008 Eurochild extended its membership from 52 to 67 full members, and expanded its management board (4 to 5 members). Also in 2009 Eurochild continued to considerably expand its membership (new members from the Czech Republic and Poland ensure that Eurochild has coverage across all 27 Member States), and consolidated members' understanding of roles and responsibilities within the network (adoption of the members' charter). A corresponding increase can be observed in the number of outputs in the two years, which grew from 11 to 17 reports; from 3 to 6 training, seminars or similar events; from 17 to 35 participations in conferences organised by third parties; from 5 to 51 meetings with EU institutions and national authorities. According to an external observer and confirmed by our review of activity reports, a key success factor is a well structured mechanism for members' consultation that makes Eurochild a respected actor at EU and national level.

EFSC kept a more limited number of staff (but has received two fifth of the amount of funding provided to the other two networks) and currently works with one director, one advocacy, lobbying and fundraising officer, one trainee and an accountancy and office management officer. According to the activity report, a more participative structure of the network has been achieved through the legal change from a Foundation to an Association under Dutch Law in 2008. A more efficient structuring of the communication with the Member organisations has also been put in place by creating a network of Focal Officers in Member organisations (who were trained for the purpose), and through the cooperation in PROGRESS activities as well as in other projects[208]. In terms of outputs, the number of Reports increased from 11 to 14 between 2008 and 2009. Participation in events organised by third parties also increased (from 4 to 7) and so did meetings with EU and national institutions (from 24 to 48), while no change can be noted in the participation in consultations (all from the EU, 8 in both years) and number of training and similar events (4 in both years).

Staffs of other networks are dedicated to a wider policy agenda; therefore it is not possible to isolate the additional staff input for children-related work. Our research however highlights a more systematic approach to the issue. For example ESN now has a working group on family and children. Also, it is reported that Caritas Europa could address more systematically the child poverty issue due to PROGRESS support for the INCLUSION II programme.

From the point of view of grant management, the relations with the European Commission were good for the large majority of the studied networks, according to both network and Commission interviewees. Importantly, there is no evidence of influence on the independence of judgement of networks on EU policies because of the EU funding directed towards the networks. According to interviews with network representatives there are tensions involved in developing arrangements which meet the needs for the networks and the Commission:

- The need for organisations to balance the Commission's expectations regarding work on multiple agendas with the time needed for member-driven work;
- The challenges involved in 'fitting' the objectives of networking within the uniform approach of the PROGRESS logic model and the administration of the reporting process.

[208] European Federation for Street Children, External Evaluation 2008.

13.4.3 There is added value achieved through learning from each other

Regarding the EU added value, the case study showed that it was significant in terms of volume, scope and agenda setting, innovation and learning effects.

Volume effects were demonstrated, for example, in the production of comparative reports on specific topics, such as the survey on children in alternative care carried out on the demand of Eurochild member organisations in 2008 or the reviews of the NAPs social inclusion. But they can also be seen for instance in the volume of outputs produced and where PROGRESS support allowed greater participation by members and an expansion of network membership, particularly from New Member States[209].

Regarding scope effects, we note a tendency of networks to include in their agendas new issues and new aspects of child wellbeing, due to their increased capacity under PROGRESS. One example is Early Childhood Education and Care (ECEC), a subject which has been recently addressed by Council Conclusions[210]. For instance, the ESN Working Group on children and families wants to link up with DG EAC on this subject and Eurochild has become extremely active too, with a dedicated working group. Another example is the issue of children without parental care. A movement of opinion developed on this subject particularly from some new Member States[211]. The existence of EU level networks encouraged interest throughout Europe and Eurochild largely contributed to this[212].

Child wellbeing gained a prominent place in the EU agenda, but also agendas of EU level networks changed under each other's influence. For instance, COFACE as a network of family organisations started looking at children as individual right holders, while child-centred network Eurochild opened up to family policies, by starting a specific project on 'Family policies that work best for children'[213] and delivering a position paper on family policies[214]. This convergence is recognised by both organisations as a positive development obtained thanks to collaboration in the PROGRESS timeframe[215]. The promotion of innovation is also apparent in the activity of networks. One key example is the development of methodologies for greater children's participation by the most specialised networks for this target group. The direct participation by children and young people who themselves may be experiencing poverty or social exclusion in the development, implementation and monitoring of policy processes is one of the four goals of Eurochild[216]. Therefore the organisation engaged with experiments in its annual conferences and member exchange seminars, as well as an exchange week for young people co-funded by the Youth in Action programme. The results were collected by the Thematic Working Group on Participation and several critical reflections were made regarding, e.g., the need to consider participation as a process to be mainstreamed rather than a specific project, the need to develop forms of participation at different levels, the need to properly prepare children and young people and avoid tokenism and quasi-participation, etc. [217] Also EFSC was involved as part of the Child Rights Action Group in providing expert advice on how to structure the consultation with children to make sure

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209 Interviews with two network representatives and one member organisation representative.

210 Council conclusions on early childhood education and care: 'Providing all our children with the best start for the world of tomorrow'. 3090th Education, Youth, Culture and Sport Council meeting, Brussels, 19 and 20 May 2011.

211 Interviews with member organisation representatives.

212 http://www.eurochild.org/en/policy-action/children-in-alternative-care/index.html.

213 http://www.eurochild.org/fileadmin/Events/2010/04_Study_Visit/FPS%20Study%20Visit%202010_REPORT1%262.pdf.

214 http://www.eurochild.org/fileadmin/ThematicPriorities/FPS/Eurochild/Eurochild_policy_position_on_family_policies_FINAL_adopted_on_3_November_01.pdf

215 Interviews with two network representatives.

216 Eurochild, Activity Report 2008.

217 Eurochild, Evaluation Report 2009.

that child participation is carried out in a safe and meaningful way[218]. One of its member organisations, IAC (Portugal), designed a project for the EY2010 which encouraged children to express what they feel/know on poverty and social exclusion, ending up in a Chart of proposals and recommendations which was delivered to Ministry members[219].

In general, the case study highlighted that the strongest value for Member State organisations of PROGRESS support lay in greater opportunities for capacity building, networking, information sharing, transfer of innovation. Capacity building concerned for example submitting proposals for EU funding, e.g. a seminar on the EY2010 for EFSC members after which the Portuguese member successfully submitted a project proposal to relevant national authorities. But it also concerned policy activity and awareness raising - for instance the Eurochild Bulgarian member National Network for Children learned from the Irish member how to assess government policies and on the basis of this delivered a report to its government. At the same time the Bulgarian award system 'Golden Apple' for institutions and schools which did something important with children in the year was publicised among other countries thanks to Eurochild). Capacity building and information sharing often regarded knowledge of specific themes where there is a national and a EU dimension at the same time, e.g. child obesity, positive parenting[220]. The opportunity to establish collaborative EU grant proposals is another important benefit member organisations received[221]. The UK member of EFSC reported that involvement in EU level projects made the organisation better known nationally and therefore more frequently invited to participate in important partnerships.

Greater legitimacy and prestige associated with being part of an EU network and taking part in EU events was also cited as a key benefit[222]. This benefit extended to national partners of network members. For instance, in the UK devolved regional government developed an interest in having visibility at EU level and were keen to be involved in Eurochild activities. Also EFSC members received more requests for partnership because of their involvement in EU activities[223].

13.5 Lessons learnt

Partnership with EU level networks has provided the Commission a further source of leverage for achieving all or almost all PROGRESS expected outcomes; it confirms that partnerships are rather a transversal issue rather than a separate strand of PROGRESS. Networks are an important source of social innovation in the social inclusion field as they can spread out ideas across Europe through their member organisations.

13.5.1 Key success factors

From this case study a number of success factors emerge for effective partnerships with EU level networks. The evidence for the following success factors is based on information provided by interviewees, the activity and evaluation reports and our own judgements regarding the networks' achievements:

- Although DG EMPL is the main source of core funding, the networks most often address the fields of interest of more than one DG and the European Parliament in their policy activity;

218 European Federation for Street Children, Activity Report 2008.
219 Interview with member organisation representative.
220 Interviews with one member organisation and one network representative.
221 Interview with member organisation representative.
222 Interview with two network representatives.
223 Interview with network representative.

therefore there is not a one-too-one relationship with DG EMPL that could give rise to suspicion of 'political exchange';
- The Commission appears to have respected the networks' independence so far in terms of policy positions; their maturity and history since well before PROGRESS means that they are confident in raising any concerns;
- It is important for some networks (e.g. Eurochild) to have among their members, local authorities and members of the academic community besides NGOs, as this increases their knowledge and policy influence in Member States. The Commission should therefore go beyond considering the networks the lobbies of particular social categories, and fully understand their roles as advocacy groups, centres of expertise, professional networks and service providers;
- The strongest value for member organisations of networks can be achieved by providing opportunities for capacity building, networking, information sharing and transfer of innovation.

13.5.2 Open issues

There are some open issues that deserve attention on the part of the Commission:

- Networks are different in character and function: some of them are more naturally involved in policy influencing, some are more keen on broader awareness raising work, whilst others are very much focused on internal mutual learning and networking. Although a mix of these activities is necessary (and this was recognised by most member organisations interviewed), it is important to keep some flexibility in the extent to which networks are expected to contribute to each type of activity, depending on their capabilities, attitudes and background;
- The internal, mutual exchange dimension of the networks is very important and a key added value for member organisations, therefore when planning involvement of networks in EU level consultations attention should be paid to leave enough time and resources for more member-driven activities;
- While it is important that networks are fully accountable on PROGRESS outcomes, there is potentially room for further simplification and clarifying of reporting templates, as well as for recording achievements that are relevant to networks' own objectives rather than PROGRESS objectives.

14 Working conditions: Support to the Senior Labour Inspectors Committee (SLIC)

Activities	Support to the Senior Labour Inspectors Committee				
Evaluation period	2007-2010				
Budget	**Year Campaigns**				
	(€) Audits				
	(€) Exchanges				
	(€) Total				
	(€)				
	2007	100 000	15 000	10 000	125 000
	2008	273 000	45 000	12 000	330 000
	2009	346 000	45 000	30 000	421 000
	2010	296 000	45 000	40 000	381 000
	Year Campaigns				
	(€) Audits				
	(€) Exchanges				
	(€) Total				
	(€)				
	2007	100 000	15 000	10 000	125 000
	2008	273 000	45 000	12 000	330 000
	2009	346 000	45 000	30 000	421 000
	2010	296 000	45 000	40 000	381 000

14.1 Scope and purpose of the case study

The Senior Labour Inspectors Committee (SLIC) has been selected as a case study for the Working Conditions component of PROGRESS. SLIC was first established in 1982 to assist the European Commission in monitoring the enforcement of EU legislation at the local level. A Commission Decision (95/319/EC) gave the Committee a formal status in 1995 - with a mandate to give its opinion to the Commission, either at the Commission's request or on its own initiative, on all problems relating to the enforcement by the Member States of Community law on health and safety at work. Before the introduction of PROGRESS, the activities of SLIC were financed through earmarked EU-budgets (e.g. for the exchange programme) and tenders by DG EMPL.

The Committee is chaired by the Commission and comprises one representative[224] of the labour inspection services of each EU Member State, usually the Director of the Labour Inspectorate. Under the SLIC there are several working groups. Some are permanent (e.g. on enforcement and on knowledge support) and some are temporary (e.g. working groups on strategy, campaigns, REACH (chemicals)).

[224] Two representatives before 1 January 2010.

Members are typically employees of Member States' labour inspectorates. Members are nominated for a period of three years and appointments are renewable. Additionally, the directors of the European Agency for Safety and Health at Work (EU-OSHA) and the European Foundation for the Improvement of Living and Working Conditions (Eurofound), as well as the ILO, attend SLIC meetings and are involved in the coordination and communication activities of the Committee. SLIC assembles for an official meeting every six months in the EU Member State holding the EU Presidency. The same country also provides the Vice Chairman.

All activities of SLIC members are unpaid although costs for travelling, accommodation etc. are reimbursed.

Three main types of activities financed by PROGRESS can be distinguished:

- Communication and inspection campaigns, e.g. Manual Handling of Loads 2008-2009;
- Mutual audits / peer reviews of the Labour Inspectorate system;
- Labour inspector exchange programmes in which individual labour inspectors visit another Member State.

The main purpose of this case study is to provide evidence on the effectiveness of SLIC in terms of outputs and outcomes. The PROGRESS logic model is used as an analytical tool for the assessment.

The main sources of information were a literature review and interviews with stakeholders, mostly SLIC members from various Member States. Respondents from various geographical regions were selected to obtain a representative view. Finally, a representative of the European Agency for Safety and Health at Work was interviewed. All interviews were carried out by telephone between June and September 2011.

14.2 Background: the Senior Labour Inspectors Committee

The European Union adopts legislation defining minimum requirements at the EU-level in the fields of working and employment conditions and consultation with workers. Employees in different Member States should enjoy a common minimum core of protection and rights, for both social and economic reasons (for example to avoid dumping practices). Transposition (where necessary), implementation and monitoring of legislation on working conditions is the responsibility of Member States. Social partners are also involved, as cooperation by employers and trade unions is critical. In the mid-nineties there was a shift in focus in the EU from legislating to improve working and employment conditions to providing practical guidelines relating to the implementation of law. To facilitate this change, Member States set up a network of members of national labour inspectorates to exchange information and practical experience in the implementation of European legislation: the Senior Labour Inspectors Committee (SLIC).

The SLIC's overriding objective[225] is to achieve common principles for labour inspection in the field of occupational health and safety, for example in the areas of inspection services (availability of effective sanctions) and prevention services (availability of a wide range of technical expertise). Its role is to 'monitor, on the basis of close cooperation between its members and the Commission, the effective and equivalent enforcement of secondary Community law on health and safety at work, and to analyse the practical questions involved in monitoring the enforcement of legislation in this

[225] http://ec.europa.eu/social/main.jsp?catId=153andlangId=enandintPageId=685.

field.' SLIC sets out to develop an on-going exchange of information among the national bodies and, in addition to its regular meetings, the Committee organises seminars and an exchange system for safety inspectors.

The principal activities of SLIC are to:

- Define common principles of labour inspection in the field of health and safety at work and develop methods for assessing the national systems of inspection in relation to these principles;
- Promote improved knowledge and mutual understanding of the different national systems and practice for labour inspection, the methods and legal frameworks for action;
- Develop exchanges of information between national labour inspection services about their experiences in monitoring the enforcement of secondary Community law on health and safety at work;
- Promote a labour inspector exchange programme between national administrations and the setting up of inspector training programmes;
- Develop a reliable and efficient system of rapid information exchange between labour inspectorates about health and safety issues;
- Establish active cooperation with labour inspectorates in third countries to promote better understanding and to assist in resolving any cross-border problems;
- Study the possible impact of other Community policies on labour inspection activities relating to health and safety at work and working conditions.

The coordinating function and exchange of practice is more important than the advice function.

Twice a year there is a two day meeting - one day is focused on thematic issues and one day examines organisational issues.

14.3 The contribution of PROGRESS to SLIC activities

As noted, the three main types of activity financed by PROGRESS are:

- Communication and inspection campaigns;
- Peer reviews / audit systems;
- An exchange programme.

Most of the budget is spent on campaigns as only travel and accommodation costs are reimbursed for audits and the exchange programme elements.

14.3.1 Communication and inspection campaigns

Communication and inspection campaigns take place in sectors deemed to be subject to high risk of workplace accidents or poor labour conditions, or in areas where substantial improvements in working conditions can be achieved by reducing risks and/or raising compliance levels. Another criterion for choosing the area or sector can be the existence of opportunities for mutual learning between Member States. The topic of the campaigns is usually selected in cooperation with the Commission. Sometimes the choice of the topic is initiated by the Commission which issues a (usually restricted) call for proposals. A national labour inspectorate that has experience and/or the capacity/budget to take the lead (though out-of-pocket costs for conferences, speakers, material etc. are usually covered) is appointed as coordinator. Often only one Member State has responded to the call for proposals.

Since the introduction of PROGRESS three campaigns have been launched on manual handling of loads (2007 coordinated by the Netherlands, follow-up 2008/2009 coordinated by Poland), chemical risks (2010/2011, coordinated by Portugal) and psychosocial risks (to be held in 2012, coordinated by Sweden). These three campaigns are considered below.

Manual handling of loads campaign

The Manual handling of loads campaign had three goals:

1. Better compliance in the EU with EU Directive 90/269/EEC 'Manual Handling of Loads' in order to reduce musculoskeletal disorders;
2. Improving the inspection and communication methods of the national labour inspectorates by learning from existing methods;
3. Greater harmony in the enforcement of the manual handling of loads Directive throughout the EU.

The campaign products were as follows:

1. SLIC guidance document on manual handling of loads to support national project preparations in line with the EU campaign;
2. Communication material, including a communications plan, a press release and general and sector-specific (transport and care) brochures;
3. Train-the-Trainers course to encourage more uniform delivery of inspections throughout Europe;
4. www.handlingloads.eu, containing all the products mentioned above published in 22 languages;
5. E-learning module (hosted by EU-OSHA).

The total amount of subsidy from European funds for the first (Netherlands-coordinated) part of the campaign covered half of the actual costs as there was a system of co-financing. Inspectors translated the material into their own languages and professional translators were employed to complete a final check on texts. The follow-up by Poland was extensive, including more Member States and other sectors (construction and retail trade).

Chemical risks campaign

The chemicals campaign was similar to the one on manual handling of loads and focused on risk assessment in the use of hazardous substances in the workplace. The campaign was held in 26 EU Member States and in Norway from January 2010 to March 2011.

The main objective of the campaign was the development of initiatives by labour inspectorates in all Member States on the use of hazardous substances in the workplace. It focused especially on companies with up to 50 workers, which constitutes the majority of firms across Europe.

The campaign was developed for the following sectors: industrial wood processing and furniture; motor vehicle repair; bakeries; and industrial and dry cleaning industries. Each Member State chose one or more of these sectors.

The Campaign had the following objectives:

- To improve the knowledge on risk assessment in small enterprises;
- To strengthen the intervention capacity of stakeholders in the implementation of best practices on health and safety at work;
- To raise awareness of employers on the importance of assessing risks and of workers to adopt safe work practices;
- To increase the effectiveness of health and safety at work European law;
- To train labour inspectors and to learn from inspection approaches across Europe.

Tools used for the campaign included posters, brochures, events and the campaign website http://chemicalscampaign.eu.

Psycho-social risk campaign

The goal of the campaign on psychosocial risks is the development of an inspection toolkit for targeted interventions on occupational health and safety and psycho-social risks (e.g. stress, work-life balance etc.). Two meetings in Luxemburg have been held so far. As work is in progress, no concrete results have been published to date.

14.3.2 Audits / Peer reviews

Member States have established a system of mutual auditing on a voluntary basis. National labour inspectorate arrangements are tested against the SLIC's 'Common Principles for Labour Inspectorates regarding Inspection of Health and Safety at the Workplace'. The labour inspection system of the host country is audited by several other Member States (usually around seven). The effect of the evaluations is assessed, improvements are suggested, good practice is shared and ideas and experiences are exchanged. The goal is to improve the inspection system and practice in both the host and visiting countries and to foster consistency in policy and practice. An audit report is written at the end of the audit / peer review. It remains the responsibility of the host country to make this report available to the public. In practice few reports could be found by Ecorys, suggesting that there is scope to improve dissemination.

The PROGRESS budget is used for travel and hotel costs. Staff time is not reimbursed. The system of exchanges existed on a voluntary basis prior to 2008. Since this time three Member States are reviewed each year. So with 27 Member States in the EU each country is audited every nine years.

Member States reviewed since the start of PROGRESS financing are:

- 2007 Ireland;
- 2008 Denmark, Sweden, the Netherlands;
- 2009 Estonia, Cyprus, Malta;
- 2010 Slovenia, Latvia, Czech Republic.

14.3.3 Exchange programmes

Exchange programmes are the third type of activity initiated by the SLIC. Individual labour inspectors carry out a two week visit to a country of their choice (which has to be identified in the application) and analyse differences and similarities in policy and practice between Member States. A short evaluation report is produced and shared with their colleagues. The goal is to exchange information and practice and specifically to improve the knowledge and broaden the perspective of the participant. Usually the programme focuses on certain aspects or sectors relevant to the participant due to the limited time that is available. Only travel and hotel costs of participants are covered by PROGRESS. The budget for exchanges is limited - only allowing a few inspectors to participate - though budgets have grown in 2009 and 2010.

14.3.4 Key hypotheses and issues

To verify how SLIC performs on transversal issues, five hypotheses have been formulated:

- The PROGRESS budget for SLIC activities is used in an effective and efficient way;
- Communication and inspection campaigns lead to well-informed EU policies and legislation and to a higher compliance in Member States;

- Mutual audits improve effective information sharing/learning in Commission and across Member States on EU law and policy relating to PROGRESS and encourage compliance in Member States with EU law relating to PROGRESS areas;
- The SLIC exchange programme improves effective information sharing/learning in Commission and across Member States on EU law and policy relating to PROGRESS;
- The PROGRESS logic model serves as a good basis for analysing outcomes of PROGRESS financed activities.

14.4 Key findings

14.4.1 SLIC activities deliver good value for money thanks to Member State ownership and a hands-on approach

Although estimating the impact of SLIC activities is difficult (especially for the exchange programme, because of the relatively low budget and small scale of activity), participants are generally satisfied with its results. One of the main success factors for SLIC (and the PROGRESS contribution to its activities) is that the network is very much relevant to the daily life of labour inspectors and results can be directly applied in their work.

The co-financing requirement ensures that Member States have a sense of ownership of activities. As noted, EU resources are not used to cover the wage/time costs of SLIC-members and labour inspectors as these costs are covered by Member States themselves. According to interviewees, activities could not have been carried out with a lower budget.

The combination of a practical approach and ownership through co-financing suggests that support to SLIC generates good value for money.

Support from PROGRESS is important because it gives officials willing to take the lead an incentive to demonstrate to their administration the relevance of this international work and build a case for the authorisation to spend the necessary time on the exchange. The financial incentive provided by PROGRESS has become even more critical in the light of the economic crisis and reductions to government budgets.

14.4.2 Communication and inspection campaigns lead to well-informed EU policies and legislation and to a higher compliance with EU law in Member States

The hypothesis that communication and inspection campaigns lead to well-informed EU policies and legislation and to a higher compliance with EU law in Member States is confirmed by some evidence obtained from interviews, although systematic evidence is lacking.

As noted, the net impact (including the causality) is difficult to measure, because a lot of factors influence compliance rates. Currently an evaluation of three campaigns (asbestos, manual handling of loads and chemicals) in all Member States (evidence is being gather via a questionnaire) is being carried out under supervision of the Dutch Labour Inspectorate. Outcomes of the evaluation will be presented in Warsaw in December 2011. Mutual learning is an important aspect, especially in terms of sharing methods and practices.

SLIC activities deliver several types of Outputs identified in the PROGRESS Strategic Framework: *Relevant training and learning by legal and policy practitioners* (Output 1), *Identification and dissemination of good practices* (Output 3) and *Information and communication activities, networking among stakeholders and events* (Output 7) are the most relevant ones. Also

Appropriate policy advice, research and analysis is sometimes an (indirect) spinoff (Output 5). Finally, *Support to NGOs and networks* (Output 6) is achieved since SLIC is a direct network itself and it encourages networks of working groups (international) and networks with employer and employee representatives.

The main contribution towards the Immediate Outcomes of PROGRESS associated with campaigns are *Effective information sharing and learning* (Immediate Outcome 1), *Evidence-based EU policies and legislation* (Immediate Outcome 2) and *Greater capacity of national and EU networks* (Immediate Outcome 4). The first Immediate Outcome is more important, the other two Immediate Outcomes are indirectly achieved via the campaigns of the European Agency for Occupational Safety and Health. *High-quality and participatory policy debate* (Immediate Outcome 5) is also an intended effect. *Integration of cross-cutting issues and consistency* issues (Immediate Outcome 3) do not play a significant role, although sometimes inspections are focussed on high risk groups, (e.g. young employees or immigrants) or deal with issues related to gender equality (such as work-life balance).

With respect to Intermediate Outcomes, campaigns contribute to more *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2), for example logos and/or EU slogans are used on brochures and leaflets. In this case, the stakeholders involved are labour inspectors, employers and employees. *Effective application of EU law* (Intermediate Outcome 1) is also increased, although evidence of this is mainly qualitative in nature. Interviewees report that labour inspector visits usually raise compliance by employers and afterwards this usually has a positive effect on other firms. Even the announcement of planned visits in certain sectors has an effect on compliance. *Effective partnerships* (Intermediate Outcome 3) are also indirectly fostered through contacts with social partner organisations such as ETUI and the European Employers Organisation.

A key success factor of the campaigns is providing information and conducting inspections at the same time. Employers are informed that it is important to improve working conditions and take the necessary measures to comply with the law (or face fines for non-compliance) as well encouraged to improve their own production process. The overall message is that taking the appropriate action not only prevents accidents but also enhances productivity.

Another success factor is cooperation with EU-OSHA on communication activities. Communication is usually connected with the inspection efforts on certain risks, e.g. material is produced to be handed over to employers during visits. EU-OSHA also has an annual campaign; SLIC monitors it carefully and - if useful - tries to link up this up with its own campaigns, (e.g. on asbestos). Sometimes SLIC leads and EU-OSHA follows, as is the case in the current campaign on psychosocial risks. Campaign activities of both organisations are coordinated, though EU-OSHA's planning cycle is longer than that of SLIC's due to presidency rotations.

Further key success factors for campaigns according to interviewees are the need for focus, optimal timing and a Member State that takes the lead in coordination and organisation. To obtain maximum impact, campaigns usually focus on certain sectors that are relevant for all Member States. Usually more open sectors are selected as competition drives homogeneity in working conditions. Sheltered sectors (e.g. health care) also receive attention.

Finally, consensus is a keyword for the effectiveness of campaigns. Consensus on the choice of topics, sectors and approaches is a key element, otherwise participation is restricted to only some countries. The purpose is to learn from each other but not to classify approaches or results in different Member States as good or bad.

In this respect, it is worth noting the feedback from some interviewees on the nature of information requested by the Commission in the monitoring framework. For most campaigns the emphasis is on how many inspections have been carried out, which assessment methods have been used, how many warnings and fines were given and the number of prosecutions subdivided by sector and firm size class (number of employees). Communication is monitored through the number of brochures distributed and received. However, these numbers do not describe the situation with respect to working conditions, and this is considered by some interviewees to be a weakness, particularly taking into account that visits are usually targeted at high risk sectors and employers. Comparison between Member States is also said to be difficult in absence of such information.

14.4.3 Mutual audits improve effective information sharing/learning and indirectly encourage compliance in with EU law

In terms of the PROGRESS logic model the main pathway for this activity goes from *Relevant training and learning for legal and policy practitioners* (Output 1) (which relates in this case to labour inspectors), through to *Effective information sharing and learning* (Immediate Outcome 1), and then to *Effective application of EU Law* (Intermediate Outcome 1).

The main goal of mutual audits is to exchange information on inspection practice in order to encourage compliance. It is difficult to prove that this has been achieved, although interviewees intuitively support the hypothesis. Much more evident is the effect in terms of mutual learning and information sharing.

Topics are chosen taking into account potential learning effects for participating Member States. As is the case with the campaigns financed by SLIC, the audit is focused on specific aspects such as inspections methods, training, cooperation with other bodies and reduction of administrative burdens. Mixed old/new Member States audit teams are employed and generally a mix of geographical areas is strived for. To maximise learning effects Member States are preferably not invited to join a team which is going to audit a neighbouring country with which they are likely to be already in contact. The learning effects are usually for both host country and visiting countries.

The model is described by interviewees as a kind of ‘pressure cooker’ in which expert opinions usually converge rapidly and lead to conclusions that can be used by host and visiting countries. Remarks from experts with different backgrounds are refreshing in this sense. Informal international contacts are also useful for the work, thus the benefits are not limited to the auditing period.

The purpose is to provide constructive criticism to the labour inspectorate in the host country. Evidence from interviews suggests that in general Member States of the host country are open to suggestions for improvement. Sometimes they are even very pleased with feedback as it can serve as a tool to stimulate internal discussions. It has been noted that in particular new Member States use reports to make a case for more resources for their work. Positive remarks are also made about the influence on good practice in the host country, as it is a process of mutual learning.

Although the main effects of the audits are on the inspection process, audits can also have impacts on national organisational or even legal frameworks. For example, after a peer review of the German system it was restructured through a reshuffling of tasks and responsibilities between the federal government, the federal states and the accident insurance institutions, who are required by law to employ all suitable means to prevent occupational accidents, occupational disease and work-related health risks. Furthermore, Estonia learned that inspectors in other Member States were specialised in certain branches, and realised that a higher level of competence can be achieved

through greater specialisation. Interviewees suggested that reports from audits are also a useful source of information for the European Commission.

A point for discussion is the degree of transparency and openness with regard to audit outcomes. Reports are published on a private website (named CIRCA) and availability to the public is up to the Member State concerned. Our research found that in general Nordic Member States tend to be more open than the other ones.

14.4.4 The SLIC exchange programme improves effective information sharing/learning in the Commission and across Member States to a limited extent, effects are mainly on individuals

The effects of the exchange programme are difficult to determine as they operate on a very small scale. The three main effects are raising the individual level of expertise of the participant in the exchange programme, learning effects of the host and visiting country and strengthening the relationship and professional contacts between Member States.

Of these three effects the individual effect is seen by interviewees as the largest. Most of the learning effects take place at the individual level and are of practical use. Indirectly the programme can have an effect on regulations, the organisational system and methods of inspection, though in general these effects are difficult to measure. One of the key success factors is that in this more informal setting (when compared with audit) practices can be more easily exchanged.

In terms of the PROGRESS logic model the main path is the same as for the audit system: from *Relevant training and learning for legal and policy practitioners* (Output 1), through to *Effective information sharing and learning* (Immediate Outcome 1), then to *Effective application of EU Law* relating to PROGRESS areas (Intermediate Outcome 1).

Of the three main SLIC-activities our research suggests that the exchange programme is the least convincing in terms of effectiveness. Effects are small and hardly significant at national level, although respondents stress that costs of this exchange programme are also modest, as only expenses for travel and the stay abroad are covered. Some Member States do not apply for budgets for the exchange programme but rather finance them themselves. In these cases there is no bureaucracy and Member States can be more flexible with the programme and the consequent reporting – e.g. in France an international exchange is standard in the curriculum for labour inspectors and is not covered by European budgets. This indicates some possible deadweight effects.

It could be argued that a serious drawback is that the geographical reach of the programme is limited as inspectors of most of the Eastern Europe Member States do not speak English very well. These Member States do not make much use of the programme nor receive inspectors from other Member States. Respondents have given suggestions on the improvement of the effectiveness and efficiency of the exchange programme. One is to narrow the objectives that are defined by the European Commission, which are seen as too broad ('...should aim to promote at least one of the following activities: to facilitate cooperation between labour inspectorates, to set up joint activities for specific sectors or risks or to encourage training programmes on innovative approaches and good practices'). Another suggestion is that the Commission could be more selective and prioritise exchanges aimed at achieving improvements on specific issues. There are usually more applications than the available budget, however some respondents do not have the feeling that the 'best' applications are chosen and have the impression that new Member States have higher chances of being selected – which makes sense given the current difficulties in securing their participation.

Another way of increasing effectiveness would be to extend the length of the visit. Two weeks is generally too short to go into the detail of the selected topic. Also improved preparation by the host country would save some time in explaining the system during the first few days. In general descriptions of Member State systems are rarely available and even less so in the English language.

Participants in the programme lack guidelines for reporting and normally do not receive feedback from the Commission on their reports. These are not systematically published to reach a bigger audience, such as labour inspectors or even the general public. Some interviewees suggested publishing the names of participants, allowing other potential participants to contact them and learn about their experience.

14.4.5 The PROGRESS logic model serves as a good basis for analysing outcomes of PROGRESS financed activities

The PROGRESS logic model serves as a good basis for analysing the outcomes of PROGRESS financed activities as is illustrated by the analysis above. Not all respondents for the SLIC case study were aware of the model, which was sent to them in advance of the interview. Respondents reacted very positively to it, not only as a tool for analysis. New possibilities are to use it for evaluation reports relating to peer reviews and reports on the exchange programme. PROGRESS financed activities are then linked to the goals of the European Union and results and the extent to which they contribute to the goals can be reported. It is also considered by some to be useful to create uniformity in reporting. In general respondents think it is a good idea to communicate the PROGRESS logic model amongst SLIC and inspectors. Furthermore, the idea is that the model can raise new ideas and lead to new activities Indeed, the positive attitude of interviewees in this case study towards the programme's logic model is in contrast with the less enthusiastic opinion of experts in the field of working conditions that were interviewed in the first phase of the research.

14.5 Lessons learnt

14.5.1 Key success factors

The following key success factors can be identified from the SLIC case study:

- The financial support for SLIC through PROGRESS seems cost effective as only direct costs (campaign, travel, organising) are paid from the budget. Inspectors and experts share their knowledge and put resources into activities without being paid. The co-financing by Member States ensures they have shared ownership;
- The commitment (willingness to deliver capacity and knowledge) to the network is high as members know that they will obtain useful information;
- One of the main factors driving the effectiveness of SLIC (and of the PROGRESS contribution) is that the network is very much focussed on the daily life of the labour inspectors and that results can be practically applied. This combination of pragmatism and co-financing makes the effectiveness and efficiency of SLIC activities more likely;
- Focus on specific sectors or risks creates a higher impact, and this holds for campaigns and audits as well as the exchange programme;
- Coordination of activities (campaigns) with EU-OSHA is a strong tool as this organisation has the structure to disseminate information by making use of their national focal points and can be used to reach the wider public (employers).

14.5.2 Open issues

The following open issues can be noted from the SLIC case study:

- The general opinion is that there should be an aim for more openness in respect of SLIC to increase effectiveness. Examples are: publication of audit reports by host countries, publication of exchange programme reports and opening (part of) the SLIC-website to the public. More and better dissemination can boost the effectiveness of SLIC;
- Critical remarks were made by some interviewees on the insufficient provision of general formats, checklists and other tools developed in earlier activities, which would increase efficiency;
- The effectiveness of SLIC is seen as strong for campaigns and the audit system. Some respondents are less positive about the effectiveness of the exchange programme. One of its main effects is an increase in the knowledge of the individual participating inspectors, which raises the issue of whether this activity should be supported with European finance. Some Member States (in particular Western European ones) are sending or willing to send inspectors abroad without PROGRESS financing. Activities could also be more focussed on reaching defined goals;
- Some respondents think that more use could be made of the PROGRESS logic model in the process of generating new ideas or in reporting.

15 Anti-discrimination: The 'For Diversity, Against Discrimination' campaign – EU-level activities

Activities	For Diversity, Against Discrimination campaign – EU-level activities Diversity Days: national events to improve the awareness of discrimination issues (€560,000 - €580,000 p/a). Website: pan-EU website on antidiscrimination issues (€200,000 - €486,000 p/a). EU Journalist Award: annual award aimed at increasing the coverage of diversity and discrimination issues in the media, and raising the level of knowledge of editors and journalists (€150,000 - €400,000 p/a). Audio-visual products: video news reports, documentary and conference videos (€426,000 - €118,000 p/a).
Evaluation period	2008-2010
Budget	€3,500,000 - €4,300,000 p/a

15.1 Introduction

15.1.1 Scope and purpose of the case study

The antidiscrimination case study focuses on the EU-level activities undertaken within the PROGRESS-funded 'For Diversity, Against Discrimination' communications campaign (FDAD). The campaign began in 2003, but this case study deals with the period January 2008 to June 2010, in line with the timescale of the mid term evaluation. Following the call for tender, the FDAD campaign was implemented by MOSTRA, in collaboration with Ketchum-Pleon. The specific activities analysed are:

- EU Journalist Award;
- FDAD website;
- Key audio-visual products;
- Diversity Days.

The geographical scope covers the EU27, although the emphasis is at times on small groups of Member States. This is the case for Diversity Days, where Cyprus, Luxembourg, Portugal, Sweden and Hungary held events during the evaluation period.

The purpose of the case study is to explore the effectiveness, European added value and relevance of the activities funded under the antidiscrimination strand. It focuses on the EU-level activities of the FDAD campaign, and pays particular attention to transversal issues. In particular, the case study considers:

- The achievement of immediate and intermediate objectives, as laid out in the PROGRESS intervention logic;
- The impact of partnership strategies on capacity and outputs;
- The added value in organising the seminars at EU level;
- Ways in which effectiveness could be improved.

15.1.2 Method

The method for the case study combines qualitative and quantitative research and analysis. This mix was necessary in order to fully appreciate the scope and focus of activities. Desk research underpinned the analysis, with a significant literature review. Interviews were also held with the Commission communications officer responsible for the campaign, project managers at the implementing contractor, representatives of NGO networks, and a national representative involved in the campaign.

The information available allowed an overview of the activities undertaken within the FDAD campaign. In many cases it is not possible to draw definitive conclusions on the campaign however. Causal effects are difficult to prove for communications activities, and aggregating conclusions on quality or effectiveness from data on coverage and access is challenging. Not withstanding these caveats, the case study will attempt to draw out or at least suggest conclusions relating to the campaign's impact on PROGRESS Intermediate and Immediate objectives.

15.2 Background: still not enough awareness of antidiscrimination issues

The EU campaign 'For diversity. Against discrimination' has the combined aims of raising awareness of discrimination, increasing understanding of EU laws and generating debate on the themes of diversity and discrimination. It was first launched in 2003 in the context provided by two key pieces of legislation that emerged in 2000[226]. By promoting debate and raising awareness of discrimination issues across the EU, the campaign has the potential to contribute to the ultimate effectiveness of EU legislation, ultimately dependent on 'ground level' understanding and reporting.

Despite 100% transposition of the EU Directives into national law, significant gaps remain in knowledge and understanding. A special Eurobarometer (2009) stated: 'Europeans are not sufficiently aware of their rights [and that] only a third of Europeans say they know their rights should they be a victim of discrimination or harassment'.[227] This is argued to be the case across various particular groups at risk of discrimination, including ethnic minorities[228]. The 2010 PROGRESS Annual survey supported the need for more work in this area, as only 20% of respondents said they were very familiar with issues surrounding the integration of Roma people. By seeking to heighten awareness of key antidiscrimination issues amongst employers, employees and young people, the campaign has the potential to contribute to 'plugging' these knowledge gaps.

15.3 EU-level communication activities in the FDAD campaign

15.3.1 Summary of activities

The FDAD campaign is a significant annual expenditure within the PROGRESS programme. In 2008 it accounted for €3,597,352.86 and in 2009 €4,396,627.57[229], and the 2010 budget stood at around €4,300,000. There is a wide range of EU-level communications activities within the campaign, all supported through the communications framework contract held by MOSTRA

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226 Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin; Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation.

227 European Commission, 'Discrimination in the EU in 2009', Special Eurobarometer 317, November 2009, p120.

228 European Union Agency for Fundamental Rights (FRA), 'EU-Midis - European Union Ethnic Minorities and Discrimination Survey. Data in Focus Report 1: The Roma', 2009.

229 PROGRESS 2008 Annual Plan of Work, Brussels, 27 November 2007; PROGRESS 2009 Annual Plan of Work, Brussels, 30 September 2008.

(VC/2007/0673). The campaign as a whole is aimed at a broad audience: employers (SMEs), employees, young people (16-24 years), and the general public, ensuring coverage across all key target groups. The activities addressed by this case study are:

Diversity Days. These are nationally-based events, held in single geographic locations as opposed to across an entire Member State or the EU. They aim to improve the awareness of discrimination issues at the national level through both the individual events 'on the ground' and wider national communication of issues through for example, media contacts and coverage related to and driven by the event. The budget allocations for the Days were ca. €560,000 in 2009, and €580,000 in 2010.

Host countries for Diversity Days were decided through a call in the Governmental Expert Group (GEG) in the field of non-discrimination and the promotion of equality. The Commission subsequently played a key role in the Diversity Days organisation, holding responsibility for the budget, key objectives, and helping to choose co-organisers and partners as well as determining their roles. National Ministries dealing with antidiscrimination were in turn co-organisers. National and local partners are important actors in the process of setting up and carrying out Diversity Days, having responsibility for suggesting activities, mobilising networks, granting supplementary budgets, and determining which media is to be invited. Each Day had a working group of 15-20 actors that included Commission representation, national ministries and NGOs. Five Diversity Days fell within the timescale of this evaluation and therefore form the evidence base for this aspect of the case study - Cyprus, Luxembourg, Portugal, Sweden and Hungary.

Year	Date	Venue	Country population	Participants
2009	3/10/2009	Cyprus	804 400	1500
2009	7/11/2009	Luxembourg	511 800	5000
2009	15-18/10/2009	Portugal	10 637 000	2000
2009	26-31/10/2009	Sweden	9 415 600	9000[230]
2010	8/5/2010	Hungary	9 986 000	6500

The days themselves were open to all members of the public, and varied in approach. For most they were single events in for example, shopping centres, where stakeholders provided information and activities such as quizzes or music engaged the public. The Swedish Diversity Day was amended however, to a longer running themed art event to compensate for difficulties in securing buy in for a standard Diversity Day format event.

EU Journalist Award. The award aims to increase the coverage of diversity and discrimination issues in the media, and to raise the level of knowledge of specialised editors and journalists. The logic is that as writers produce more articles on antidiscrimination topics, and they are published, so public awareness of the issues will improve as they are able to read more on the subject. The core of the award involves analysing, judging and presenting awards to articles entered either by the journalists themselves, or on their behalf. The budget allocation for the award has increased from ca. €150,000 in 2008 to ca. €400,000 in 2010, reflecting its growth over time.

Articles entered into the award should 'promote the benefits of diversity and/or the fight against discrimination on one of the grounds covered by Article 19 (sex, racial or ethnic origin, religion or belief, disability, age, or sexual orientation) or a combination of these grounds. Sex is seen as a transversal issue, which means that it needs to be referred to in combination with one or more of

[230] Number higher because the event was over a number of days rather than 1 day.

the grounds mentioned above'. In addition, articles should have a European dimension. This means that the subject tackled should be of interest to, or affect more than one EU Member State. Alternatively entries could mention EU anti-discrimination laws (such as the Racial Equality Directive and the Employment Equality Directive).[231] Entry levels for the award have gradually increased since its inception, although the proportion of invalid entries, failing on reasons such as word count or content has also risen as a proportion of overall entries, suggesting a need for clearer communication of criteria:

2008	2009	2010
560 entries / 545 valid	627 entries / 515 valid	1200 entries / 848 valid[232]

The award is based on a partnership strategy, with National Correspondents managing partnerships with national journalist associations. European partners include relevant organisations such as the European Journalism Centre, and representatives of key stakeholders such as NGO networks form part of the jury panel.

Audio-visual products. Audio-visual products account for a varying degree of the campaign budget over the case study period, from €426,000 in 2008 to only €118,000 in 2009. Such variation is due to the changes in number and type of outputs over time, with some years entailing the development of more than one major output.

The two key elements of audio-visual products examined are Video News Reports (VNR) and a major antidiscrimination documentary. The former are developed in collaboration with key stakeholders such as NGO networks, and are available for use by the media around the EU. These are 'TV news story of 8 - 12 minutes distributed to television journalists and programme producers, in this case to those covering issues related to social affairs, employment, equal opportunities, EU topics and news. These reports, which are accompanied by 'B' Roll material (additional shots and interviews not used in the VNR), can be easily adapted by journalists to fit with their usual programmes, can be used to supplement their own reports filmed locally – or can even be used in their entirety as standalone broadcasts[233]. Three VNRs are covered by this case study – Disability and Roma (both 2008) and Intergenerational Solidarity (2009). In addition, there was a more generic documentary on tackling discrimination produced in 2008. This documentary is still available in 22 languages and as with VNRs, can be seen to seek the achievement of immediate outcomes around information, learning and policy debate. There was an initial production of 5000 DVDs in each language. A third dimension of audio-visual products is: films for Equality Summits. These provide a 'headline' event at the Summits, addressing a key issue relevant to the theme of the event. They are subsequently distributed directly to attendees through DVDs.

FDAD website. The FDAD campaign has an overarching website (http://ec.europa.eu/justice/fdad/cms/stopdiscrimination?langid=en) that forms the gateway to the campaigned information, both on activities and outputs. The site accounted for €486,000 expenditure in 2008, with costs reducing to less than €200,000 in 2010 after significant practical and technical amendments following a 2008 audit. According to MOSTRA, the campaign website is aimed at a relatively broad range of interest groups - young people, employers / employees, victims of discrimination, NGOs, and the general public. Its key messages are 'You have rights' and 'Diversity is good'[234].

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231 FDAD information campaign Concept note for the EU Journalist Award 2011, pp4/5.
232 FDAD information campaign - statistics (2008, 2009, 2010).
233 Proposal for a Video Report on Disability To be released to broadcasters across EU.
234 MOSTRA, 'Concept note on website development for integration into Europa', 2008, p.3.

15.3.2 Key hypotheses and issues

The case study pays particular attention to transversal issues. Drawing on the PROGRESS intervention logic model, the following hypothesis/research questions have informed the research:

- By effectively sharing high quality information across the EU, the campaign should have contributed to intermediate and immediate objectives relating to information sharing/learning and policy debate;
- The effective engagement of stakeholders and the promotion of partnership working should have had a positive impact on the capacity of those involved, as well as on the end quality of outputs;
- If the campaign was well designed and relevant, it may have provided EU added value.

15.4 Key findings

15.4.1 Communication activities contributed to intermediate and immediate objectives relating to information sharing/learning and policy debate

The campaign activities help to build a body of knowledge and promote learning by communicating key messages on the issues surrounding antidiscrimination. These allow citizens to better understand discrimination, recognise it and therefore report it, which supports the development of a *Shared understanding and ownership of EU objectives among policy-makers and stakeholders* (Intermediate Outcome 2), as well as *Effective information sharing and learning* (Immediate Outcome 1).

At present the campaign displays an important ability to respond to political and social events, for example, re-issuing the Roma Video News Report to support Roma conferences, or the Intergenerational Solidarity video to mark the 1st European day of the same. This responsiveness allows the relevance of the campaign to be maintained despite changing contexts, in turn strengthening the ability of the campaign to support both immediate and intermediate outcomes. Yet there is an important balance to be made between flexibility and forward planning, in order that continuity is maintained. The use of an annual work plan places certain limitations on the ability for long-term planning for multi-annual activities[235]. A move from annual to multi-annual communication plans, developed in coordination with policy cycles and gaining early political buy in could help avoid such situations. Such multi-annual planning could also prove valuable in ensuring the sustainability of actions, with partners being engaged for longer term cooperation, and legacy actions being planned in advance.

Campaign website

The overall campaign website itself has had increasing visitor numbers in the period covered by the case study, when taking into account seasonal variations and changes in reporting methods[236]. Increasing traffic suggests a greater likelihood that the key messages of the campaign will be disseminated, and therefore lead to greater awareness. It is therefore significant that in 2008-2009 the most visited pages were 'what is discrimination' and 'the benefits of diversity'. Their prominence implies the website is being used as a first point of information gathering on the subject of antidiscrimination. Another important point is that most hits come from Google searches as opposed to weblink searches, showing again, that the website is not necessarily being used by people who already knew of it and it is therefore potentially contributing to new knowledge. Amongst the reasons for the increases in numbers of visitors are the revamp of the website post

[235] Interview with contractor representatives.

[236] FDAD monthly web statistics (2008-2010); Extract – 'For Diversity, Against Discrimination.' Information Campaign final report, 2009.

2008. In addition, given the high traffic that the Europa website has, it is arguable that the positioning of the FDAD website within the wider Commission's website can lead to greater visitor numbers. One compromise however, is the lower potential for technological innovation due to strict protocols for the Commission's website[237].

EU Journalist Award

The Journalist Award is another success in terms of increasing coverage and access. Since its inception in 2008 there have been (in some Member States) increases in applications. In 2008 there were 560 entries, with 545 valid; in 2009 there was an increase to 627 entries, with only 515 valid; and in 2010 there were 1200 entries with 848 valid[238]. Increasing numbers do not necessarily equate with increased awareness of the award or a greater level of writing on antidiscrimination issues however. Instead it is suggested that the increases are in large part due to changes in the entry procedure which no longer requires an author to submit their work themselves. Nevertheless, looking at the Key Performance Indicators for the 2010 Journalist Award shows that results outstripped targeted performance:

Item	KPI	Actual result
No. of entries	Average 15 per MS	31 per MS
No. of participants in national jury meetings	Average 3 per MS	4 per MS
No. of articles covering the announcement of the winners of the Journalist Award 09 and the launch of the JA 10.	Average 3 per MS	8 per MS
Total circulation reached through Media coverage in all MS	+ 7 million citizens	8 million citizens
Qualitative analysis of articles	75% neutral to positive	22% positive and 88% neutral

[239]

High levels of positive press coverage for winning articles are important for the success of the award. Such positivity can serve to reinforce the credibility of the activity, as its 'output' is deemed high quality. Positive press reviews may also lend the articles and therefore the issues addressed in hem, more weight. This was achieved in 2009 when:

> 'The dissemination of the JA press release delivered excellent media coverage results: there were 223 published articles mentioning the top three EU winners in 2009 and the kick-off of the JA 2010. The total circulation of the published articles was 8 714 088. The average number of published articles related to the Journalist Award 2010 was 8 articles per Member State. Out of 223 published articles, 51 (22%) were written in a positive tone. The remaining number of articles was written in a neutral tone.'[240]

The national correspondents are communications-specific actors based in each country, linked to the EU-level contractors, that practically implement the FDAD campaign nationally. Their presence allowed nationally-based organisation of meetings, Journalist award organisation, and management of media relations. The decentralised activities of correspondents contributed to significant levels of media coverage through their continual partnership work with media and media outlets. In total '99 partnerships were implemented throughout 2010 in all 27 Member States.

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237 Interview with contractor representatives.
238 FDAD information campaign - Journalist Award statistics (2008, 2009, 2010).
239 FDAD information campaign - Journalist Award concept note 2011, p15.
240 FDAD information campaign - Journalist Award concept note 2011, p15.

There were 46 unpaid and 53 paid partnerships established across the EU.' [241]

Audio-visual products

Three Video News Reports received theoretical (as it is challenging to determine exact TV viewing figures) combined audiences of over 27 million people[242]. Such a figure equates to around 5% of the population of the EU. Given that this audience is spread across numerous Member States, the scale and coverage would imply a highly effective medium to raise awareness and contribute to immediate and intermediate objectives.

As with other activities, efforts were made to ensure relevance for the end product by working with EU NGO networks, ensuring that the subject material was up to date, and the topic dealt with in an informed and coherent manner. This is a positive for the FDAD campaign, underscoring the proactive approach to partnership strategies. It also seems to contribute to a high quality rating for the product, with NGO networks saying that they are more than happy to pass on materials such as videos (including the broader documentary) to members for future use[243]. Similarly, journalists have received Video News Reports well[244].

The way in which knowledge is gained from watching a Video News Report or reading about antidiscrimination through the EU Journalist Award, suggests that activities are contributing to *Effective information sharing and learning* (Immediate Outcome 1), not least of all by raising the awareness of jury members in the case of the latter. Similarly, such increased knowledge provides the tools for *High quality and participatory policy debate* (Immediate Outcome 5).

Diversity Days

The Diversity Days operated at a much more local level than other, truly pan-European activities. The events attracted an average of 4800 people (although this is boosted due to some events lasting more than one day)[245] which is above target. For an EU-level communication activity such 'direct coverage' appears low, and the fact that this EU-level activity only occurred in a limited number of Member States reinforces this. However, there was a wider impact gained through related media relations that stood at over 40million (around 10% of the entire EU population). Such media relations would have contributed to basic awareness raising of the events and their content. Indeed this is reflected in the Commission's own 'lessons learned' exercise on the days which concluded that they 'can easily be publicised, which achieves a much wider audience than just the event.'[246]

The local impact of the Diversity Days was positive. 90% of responding attendees stated that attending a Diversity Day increased their knowledge of EU anti-discrimination legislation[247]. This illustrates the way in which FDAD activities can lead to an increase in knowledge and understanding. As a consequence it is possible to argue that as people's thematic knowledge increases, so their attitudes shift. The result can be an improved *Shared understanding and*

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241 FDAD information campaign - Journalist Award concept note, p15.

242 KSI Disability – coverage figures and final report (2008); KSI Roma – coverage figures and final report (208); KSI Intergenerational solidarity – coverage figures and final report (2009): Disability video: aired in 13 Member States. 19 Terrestrial Channels, 6 satellite + 3 non-EU states and 1 international channel (Euronews). Total theoretical audience: 8,528,000. Roma video: aired twice. First (2008) in 11 Member States. 23 Terrestrial Channels, 4 satellite + 4 non-EU states (including Al-Jazeera) and 1 international channel (Euronews). Total theoretical audience: 13,585,000. Intergenerational video: aired in 11 Member States. 17 Terrestrial Channels, 1 web/cable, 8 radio + 2 non-EU states and 1 international channel (Euronews). Total theoretical audience: 5,135,750.

243 Interview with two NGO network officials.

244 Production and dissemination of Video News Report 'Accessibility: for everyone's benefit', p7.

245 Diversity Day participants: Cyprus, 1500; Luxembourg, 5000; Portugal, 2000; Sweden, 9000; Hungary, 6500.

246 DG JUST, Les Journées de la Diversité 2009-2010: Leçons tirées de l'expérience, p7.

247 Extract – 'For Diversity, Against Discrimination.' Information Campaign final report, 2009.

ownership of EU objectives inherent to Intermediate Outcome 2. As NGOs and other stakeholders involved in the Days can increase their knowledge of EU objectives, it is arguable that there is also a contribution to *Effective information sharing and learning* (Immediate Outcome 1).

15.4.2 Partnership strategies reinforced capacity and improved output quality

Partnership strategies and capacity

Partnership working has been one of the key strengths and successes of the campaign, underpinning the planning and implementation of EU-level communication activities in the FDAD campaign. An EU-level Advisory Board has been involved since the beginning, with members having the chance to give views on the design and development of the campaign as a whole. The members of the board are asked to advise based on experience of similar campaigns, as well as to help disseminate information on the campaign, whilst encouraging members of their organisations at European and national level to get involved. The Board includes national ministries, NGOs represented through the Social Platform, EQUINET (European Network of the Equality Bodies), UEAPME, Business Europe, and Commission DGs.

Reflecting the fact that the campaign has been built on a commitment to decentralisation, there have also been National Working Groups across the EU. These groups included national ministries, equality bodies, NGOs, trade unions, Commission Representation, with national correspondents acting as a liaison between these groups and the Commission[248]. These relationships appear to have supported the overall effectiveness and efficiency of the campaign. Prior to their end in 2009, National Working Groups provided an effective conduit for information to flow from the EU to national levels, whilst simultaneously allowing Member States to influence and shape EU actions[249]. They sought to involve national stakeholders in campaign activities, provided a platform for best practice exchange and had input into national policy and the activities of stakeholders. In addition they were responsible for selecting two national event partnerships under the umbrella of the campaign. The fact that around 600 stakeholders were engaged in the working groups points to a significant breadth of experience and knowledge that the campaign was able to draw on, but also potential challenges in managing relationships and achieving clear messages.

The role of national correspondents has also been important to the campaign's success. These are communications-specific actors based in each country, linked to the EU-level contractors that have allowed the management of a complex governance arrangement[250]. With responsibilities extending to organising meetings, following up, preparing and organising the Journalist award, managing all media relations at the national level, and organising national events the correspondents were a fulcrum for the campaign activities that has allowed local knowledge and understanding to inform on the ground actions.

The dynamic nature of partnerships suggests that there is significant 'legacy' activity that will place outside official FDAD structures. The act of drawing together stakeholders around a common activity has great potential to lead to mutual learning on policy and practical issues, as professional relationships are developed in a collaborative environment[251]. For example, it has been claimed that the 'Diversity Days' are not only an effective tool to raise awareness among the general public, but also the exchange of best practices among key stakeholders.' [252] Similarly, jury members in the

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248 FDAD Information Campaign Communications Plan 2008.

249 Interview with national official; interview with Commission official; interview with contractor.

250 Interview with contractor representative.

251 Interview with national official.

252 DG JUST, Les Journées de la Diversité 2009-2010: Leçons tirées de l'expérience.

Journalist Award can benefit from access to a wide variety of antidiscrimination articles that can present new ideas or concepts to inform their own work[253]. In addition, there is the potential for NGO networks' and other stakeholders' engagement in the campaign to lead to increased awareness and understanding of more institutional issues such as Commission rules, procedures and structures. Such learning can logically have a positive impact on subsequent engagement with the PROGRESS programme, as stakeholders are equipped with tools to better deal with application, monitoring and reporting procedures are better understood.

It is possible to argue that the partnership strategy of the campaign therefore has multiple effects. First, stakeholders gain access to information on thematic policy issues, the activities of peer organisations, and practical 'institutional' issues useful for future engagement in the PROGRESS programme. This in turn has the capacity to improve the internal skills of NGO networks, thereby contributing to *Greater capacity of national and EU networks* (Immediate Outcome 4).

Second, the campaign is developing partnership structures and relationships between stakeholders at the EU and national levels. Views, experiences and knowledge can be exchanged in these relationships, meaning there is the potential for common ground and consensus to be developed ' underpinning *Effective partnerships* (Intermediate Outcome 3).

Partnership strategies improved outputs

Given the importance of the linkage between PROGRESS and NGO networks, it is significant that major networks have also been involved in the campaign in advisory roles. By seeking the input of these networks on the potential focus and content of outputs, for example, on the form and content of Video News Releases, the campaign has strengthened the relevance of end products by drawing on the opinions of expert, strategic practitioners[254].

It is clear that the FDAD campaign's approach of decentralisation requires collaboration with national actors, and that such collaboration can be used to improve outputs. The Diversity Days are a clear illustration of how this can lead to high quality outputs. By using national ministries and stakeholders at various stages of the process, those managing the days have avoided a ‘top-down’ approach, despite the EU nature of the message. Clear planning stages, with stakeholder meetings to develop plans for activities, media coverage and practicalities such as locations help ensure local knowledge is utilised. The result has been that events have enjoyed positive feedback from participants and stakeholders alike[255] [256].

Indeed even in instances where stakeholders’ buy in was initially troublesome, such as the Cyprus Diversity Days, there has been a subsequent acknowledgement of the key role played by stakeholders. In this instance the final report stated 'some NGOs, in particular the Cyprus Youth Council but also the Equality Authority [which is attached to the Ombudsman Office] were extremely active, efficient and eager and their involvement was paramount to the success of the event.'[257]

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253 Interview with NGO network representative; interview with contractor representative.

254 Interview with national official.

255 85% of stakeholders said they would participate again if Diversity Days were held in their country again. Extract – 'For Diversity, Against Discrimination.' Information Campaign final report, 2009.

256 Interview with national official; Diversity Days Cyprus - final report (2009); Hungary Equality Day Event 2010 Event Feedback (2009).

257 Diversity Days Cyprus - final report (2009), p4.

Challenges

Although the partnership strategies within the campaign have had positive results, they have also brought challenges. In some instances, the local stakeholders and National Working Group members taking part in the campaign had divergent opinions, expectations and experience levels. This led to challenges in gaining consensus for the implementation of practical actions such as Diversity Days[258], and in the case of Sweden, the event's format and focus was redesigned as a result of lack of national buy in[259]. In order for partnership working to uniformly drive such decentralised events in the future, it will be important to ensure that they are hosted by Member States that have secured stakeholder buy in and engagement prior to event planning. The Commission can play an important role in drawing together stakeholders at the national level, exerting a significant level of influence as a 'strategic outsider'. Although it is normal for the Commission to play an on-going role in decentralised activities, there have been occasions where the lack of Commission representation may have hampered progress in planning and implementation[260].

The differences between knowledge and experience and indeed wishes have been present at the more strategic level too. For some Member States the campaign is a valuable resource that can raise awareness on relatively new issues. For others with more developed antidiscrimination systems, the campaign can be seen as bringing resource but not necessarily new ideas or tools. The Commission must balance these differences in the future if it is to continue with an EU-wide campaign, perhaps by encouraging increased collaboration between Member States. The alternative appears a more nationalised approach with Member States increasing a ‘pick and mix’ approach to engagement.

15.4.3 The campaign provided EU added value

Scope effects

EU added value in terms of scope effects refers to an intervention that ‘broadens existing action by addressing groups or policy areas that would not otherwise be addressed'. It is difficult to prove whether this was achieved by the campaign, as it is difficult to determine the alternate actions of Member States, NGOs and other stakeholders in the absence of the campaign. It is possible to argue however, that given the unequal nature of antidiscrimination legislation and discussion across Member States, the campaign did raise issues in at least some Member States that would have not been addressed. The EU Journalist Award is particularly important in this area, with articles being written on contemporary antidiscrimination issues in all 27 Member States, for some of whom antidiscrimination is a relatively new policy area[261]. Similarly, audio-visual products can be argued to have led to scope effect added value. The content of reports drew on lessons and experiences from many Member States, and it is unlikely that national media would develop comparative EU videos for national markets without any EU intervention.

It is worth noting though, that where antidiscrimination awareness and legislation is advanced, the value of FDAD activities and their relevance appears diminished. This was illustrated in the Swedish Diversity Day, where a lack of interest from NGOs[262] was attributed to a feeling that the event wasn't needed[263]. Because of the uneven nature of legislation and awareness across Member States, it is arguable that only certain Member States will truly benefit a pan-EU activity.

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258 Diversity Days Cyprus - final report (2009); Diversity Days Sweden – debrief (2009).
259 Interview with Commission official; Diversity Days Sweden – debrief (2009).
260 Diversity Days Cyprus - final report (2009); Interview with national official.
261 Interview with NGO network representative; Interview with Commission official.
262 Diversity Days Sweden – debrief (2009).
263 Interview with Commission official.

Volume effects

EU added value in terms of volume effects refers to an 'intervention ‘adds to existing action or directly produces beneficial effects that can be expressed in terms of volume'. Analysed activities tended to add to and complement existing Member State actions, suggesting an overall trend towards volume added value. The decentralised approach taken by the campaign coordinators, with effective linkages between governance levels, helped minimise duplication by ensuring the EU message was tailored to local needs and sensitivities in an effective way[264].

Because Diversity Days were voluntary, only Member States which felt a need for additional activities were involved. Those hosting events used EU resources to reinforce and add to national activities[265], demonstrating clear volume effect added value for the FDAD campaign. The concept of such days was actually quite new in some countries, for example Cyprus where 'actual events were unique for what Cyprus has been used to'[266], reinforcing the volume effect.

The presence of senior Commission officials and even Commissioners at events can be argued to provide volume effect as they raise the profile of an event such as the EU Journalist Award[267], which in turn becomes 'bigger' in terms of coverage and attendance. In the case of decentralised activities such as the Diversity Days, there is apparent EU added value from the Commission having a visible involvement. It is unlikely that national or local activities would receive the same levels of coverage or potentially stakeholder involvement in the absence of Commission support and participation. Simultaneously, EU Commission visibility at and through such activities can raise the profile of the EU itself, and can increase awareness of the EU's role in the field of antidiscrimination. This is likely in instances such as the Cyprus Diversity Day where the 'Representation received considerable coverage' at the Cyprus Diversity Day.

Process effects

EU added value in terms of process effects refers to 'Member States administrations and participating organisations derive benefits from being involved in programme action.' As noted, the campaign is built on a decentralised, partnership-based approach. There are benefits for organisations involved in these partnerships, with access to information, potential partnerships with peer-groups, and better understanding of official Commission procedures. As a consequence one is able to surmise that there is a net benefit to those organisations involved.

15.5 Lessons learnt

15.5.1 Key success factors

The case study has identified a number of success criteria linked to the initial areas of investigation:

- Partnership strategies lead to the active involvement of stakeholders in the planning and implementation of campaign activities. A consequence is that outputs are relevant and well designed, whilst there are significant opportunities for mutual learning and capacity building;
- The effectiveness of the decentralised approach was supported by the network of national correspondents. Such a pan-EU network helps drive partner engagement and effective media coverage, through high levels of local knowledge being utilised;

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264 Interview with Commission official. Interview with national official.
265 Interview with national official.
266 Diversity Days Cyprus - final report (2009), p3.
267 Interview with Commission official.

- Decentralisation was important in allowing a tailoring of EU-level activities to local needs and circumstances. Such 'localisation' enhances their practical impact and usefulness in Member States;
- The Commission is vital in lending the campaign visibility at the national level and in the press, especially in instances where senior Commission officials are able to attend events. This generates profile in the same way that attaching communications activities to major policy events gives them importance and true meaning.

15.5.2 Open issues

Open issues in relation to this case study include the following:

- Partnership strategies are valuable, but there is scope for the Commission to be more involved in ensuring there are adequately functioning partnerships prior to the planning of decentralised actions. Acting in such a facilitation role could help avoid confrontation or inertia as was experienced in some instances at the national levels;
- The different levels of awareness and existing action across Member States presents a challenge for continuing EU-level activities. The relevance of some outputs is much less for some countries than others, and a more nationalised approach may well prove useful in the future;
- Given the lack of new legislation and the importance of maintaining a high profile for antidiscrimination issues, there is a question as to whether the campaign can be more tied to high profile events or announcements. Similarly, increased visibility for senior officials should be explored;
- A move from annual to multi-annual communication plans for the campaign may help gain early political buy in to ensure the longevity of actions, and could also enable longer term planning that could lead to more sustainable actions.

16 Gender equality: Seminars to raise awareness among judges and legal practitioners on Commission legislation on equal treatment between women and men

Activities	Seminars to raise awareness among judges and legal practitioners on equal treatment between women and men.
Evaluation period	2008-2010
Budget	€550,000 p/a

16.1 Introduction

16.1.1 Scope and purpose of the case study

This case study focuses on the Seminars to raise awareness among judges and legal practitioners on equal treatment between women and men, funded under the Gender Equality policy section of the PROGRESS programme. The seminars were run by ERA–Academy of European Law[268] in Trier, Germany. The case study covers the years 2008-2010, including the seminar programmes in 2009 and 2010, and also the preparatory work in 2008[269]. Since the seminars are open to participants from all 34 countries eligible for support under PROGRESS[270], the case study covers the entire geographical scope of the programme.

The purpose of the case study is to explore the effectiveness, European added value and relevance of the PROGRESS intervention logic in relation to activities funded under the Gender Equality strand, by focusing in particular on the Seminars to raise awareness among judges and legal practitioners on equal treatment between women and men. In particular, the case study considers:

- The relevance of the PROGRESS intervention logic, and the existence of specific pathways in the logic model in relation to this activity;
- The added value in organising the seminars at EU level;
- Ways in which effectiveness could be improved in similar future interventions.

16.1.2 Method

The method used for data collection and analysis for the case study was predominantly qualitative, based on a review of relevant documents, a survey of participants, interviews with key stakeholders and a field visit to ERA in Trier. A full list of the interviewees and respondents to the written participant survey can be found in annex 1, while annex 2 contains a list of the key documents reviewed.

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[268] Hereafter referred to as 'ERA'.

[269] Although the mid-term evaluation only covers PROGRESS activities until mid-2010, it was agreed with the Commission to consider the entire programme of seminars in 2010.

[270] EU Member States, EEA/EFTA countries (Iceland, Liechtenstein, Norway), EU candidate countries (Croatia, FYROM and Turkey) and Serbia.

This method has allowed us to build up a comprehensive picture of the activities carried out, in terms of both factual information and viewpoints of a wide variety of stakeholders. While we cannot claim to have captured in the timeframe available the full range of impacts and issues, we feel that the data gathered allows us a clear insight into the relevant issues for this evaluation.

16.2 Background: a substantial body of EU law, but awareness needed to boost effectiveness

Gender equality has been at the heart of European legislation since its very beginnings: the Treaty of Rome of 1957 already comprised a provision (article 119) to outlaw unequal pay between women and men. Since then, a large body of European legislation has been introduced to prohibit sex discrimination and promote gender equality, comprising Treaty provisions and directives in the fields of employment, equal pay, maternity protection, parental leave and social security, as well as case-law of the European Court of Justice. Gender equality is defined in the Treaties[271] as one of the EU's key objectives.

This substantial body of legal rights at EU level has indubitably contributed to some important advances in gender equality over the past decades. However, despite such progress, there are still today significant gender gaps, mainly to the detriment of women. On average across the EU, the women's employment rate is still over 12% less than that for men and the gender pay gap is over 17%, whilst women still do the vast bulk of unpaid care work, are at greater risk of poverty and violence, and are unequally represented in decision-making[272]. Furthermore, the transposition rate of directives in the field of gender equality is the lowest (at 96%), and the fragmentation factor highest (at 30.8%) of all the policy strands in PROGRESS in both 2008 and 2009[273] (as well as in previous years[274]).

One factor contributing to these persistent gender gaps is a lack of awareness and exercise of these existing legal provisions. The baseline assessment report highlights for example that 'in 2006, disability was the only type of discrimination which more than half of the European public knew was prohibited by law when hiring new employees (51%)'. This was followed by gender (40%)'[275]. A recent Eurobarometer Survey has highlighted that 'only a quarter of Europeans who face gender-based discrimination exercise their rights'[276]. This lack of awareness extends to legal practitioners, who often have limited experience and knowledge of this specific field of law. For example, several reports point to the lack of available information on equal pay cases: 'In most of the Member States, the national Equality Body has no information on judicial actions on equal pay.'[277] Interviewees also highlighted that many national judges and lawyers 'do not sufficiently know the importance of EU law, think that it is something for Brussels'[278].

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271 Treaty on the European Union, articles 2 and 3(3), and Treaty on the Functioning of the EU, article 8.

272 24% of members of national parliaments and 30% of managers.

273 PROGRESS Annual Performance Monitoring Report 2008, p.17.

274 Monitoring of The Performance of the Community Programme For Employment and Social Solidarity – PROGRESS (2007-2013), Baseline Assessment Report, p.49.

275 Monitoring of The Performance of the Community Programme For Employment and Social Solidarity – PROGRESS (2007-2013), Baseline Assessment Report, p.49.

276 European Commission, 'Gender equality in the EU in 2009', Special Eurobarometer 326, February 2010, p.6.

277 Commission Staff Working Document, Background document accompanying COM(2010) 491 final: 'Strategy for equality between women and men 2010-2015', SEC(2010) 1080, p.43.

278 Interview with a national representative of a Judicial Training Centre.

As such, it is essential to increase awareness on legal rights, in particular among legal practitioners, to support and enhance the effectiveness of gender equality legislation. The Network of Legal Experts in Gender Equality for example highlighted the importance of 'support activities such as […] awareness-raising'[279] in breaking down the gender pay gap. This awareness relates to knowledge of gender equality legislation, but also understanding its key principles, and issues that can arise in the interpretation of specific provisions in practice. The increasing importance of training on EU law (in general) for legal practitioners is recognised in a recent Commission Communication, stating that it is a 'crucial element […] as it enhances mutual confidence between Member States, practitioners and citizens'[280], reiterating the goal that half of all legal practitioners should receive EU judicial training by 2020.

16.3 The contribution of PROGRESS: the Seminars to raise awareness for legal practitioners

16.3.1 Description of PROGRESS activities

In order to address the needs identified above, PROGRESS funded an activity entitled 'Seminars to raise awareness among judges and legal practitioners on equal treatment between women and men', launched through an open call for tender (VT/2008/052) in 2008. Out of the five proposals received, ERA was selected to implement the Seminars. The contract was awarded for a period of 12 months, with the possibility of renewing up to three times. It is worth noting that a parallel series of Seminars for legal practitioners has been run by ERA for a number of years on anti-discrimination legislation.

The overall aim of the activity is 'to raise awareness and aid the dissemination of information on the Commission Equal Treatment Legislation amongst judges, other members of the judiciary, and interested legal practitioners in the EU and in those candidate countries and EEA/EFTA countries which have decided to participate in the PROGRESS programme'[281]. Its aims clearly correspond to the objectives as set out in the PROGRESS Decision: 'supporting the implementation of Community gender equality legislation through effective monitoring, holding seminars for those working in the field and networking among specialised equality bodies'[282], and also, more generally, "raising awareness, disseminating information and promoting the debate about the key challenges and policy issues in relation to gender equality and gender mainstreaming, among the social partners, NGOs and other stakeholders'[283].

Six two-day seminars were organised every year, addressing three different target groups[284]:

- Judges, prosecutors and other members of the judiciary (3 seminars per year);
- Other legal practitioners, including those from trade unions or employers' associations, NGOs, and Equality bodies (2 seminars per year);
- University professors and law lecturers (1 seminar per year).

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279 Commission Staff Working Document, Background document accompanying COM(2010) 491 final: 'Strategy for equality between women and men 2010-2015', SEC(2010) 1080, p.42.'

280 Communication from the Commission 'Building trust in EU-wide justice: A new dimension in European judicial training', COM(2011)551 final.

281 Invitation to tender n° VT/2008/052 – Seminars to raise awareness among judges and legal practitioners on Commission legislation on equal treatment between women and Men, Brussels, EMPL G2/ER/el D(2008), p.6.

282 Article 5(b), Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS.

283 Article 5(c), Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS.

284 Hereafter referred to as 'judges', 'legal practitioners' and 'academics'.

All seminars took place at ERA's premises in Trier and were conducted in English, plus either French, German or Spanish. The annual available budget was approximately €550 000.

The first series of six seminars took place in 2009, as follows[285]:

Target Group	Dates	No. participants	Languages
Judges	19th-20th October	45	EN/ES
	9th-10th November	47	EN/DE
	7th-8th December	53	EN/FR
Legal practitioners	18th-19th May	49	EN/DE
	8th-9th June	47	EN/FR
Academics	21st-22nd September	46	EN/DE/FR

In 2010, only five seminars took place, since the seminar scheduled for judges in April had to be cancelled due to the closure of European air space during the volcanic ash crisis[286]:

Target Group	Dates	No. participants	Languages
Judges	15th-16th November	62	EN/ES
	6th-7th December	69	EN/FR/DE
Legal practitioners	8th-9th March	51	EN/DE
	25th-26th October	51	EN/DE
Academics	20th-21st September	46	EN/FR/DE

In 2009, 286 legal professionals were trained from 33 European countries, chosen from 421 applications. In 2010, 279 legal professionals were trained from 32 European countries, selected from 486 applications. In addition, observers from the Commission participated in seminars. There was an over-representation of women participants in both years.

The courses were promoted via the existing database of legal practitioners held by ERA, as well as via networks, and on websites, such as EQUINET and the European Judicial Training Network (EJTN). Additional research was carried out by ERA for some specific target groups (especially academics) and Member States (in order to ensure a balanced representation).

Participants were selected on the basis of three criteria: their current professional position; their experience in equality and the relevance of the seminar to their work; and, their capacity to disseminate the information received. Course fees were free of charge for all participants, as well as two nights accommodation, and travel expenses were reimbursed up to a maximum of €500.

Each seminar programme lasted two days, and sought primarily to provide participants with an overview of EU gender equality legislation, and an understanding of its key concepts as interpreted in European Court of Justice case law. It comprised a series of lectures by a variety of high-level experts (taken from ERA's pool of speakers) on key topics, including time for questions, as well as a practical workshop (in small groups) on an equal pay case on the first day afternoon. The programme was also interspersed with opportunities for informal exchanges between participants, including a dinner and sightseeing tour of Trier.

[285] ERA Seminars on EU Law on Equality between women and men, Final report 2009.
[286] ERA Seminars on EU Law on Equality between women and men, Final report 2010.

16.3.2 Key hypotheses and issues

The case study explores in particular the following hypotheses:

- The seminars produced a number of relevant outputs and outcomes in line with PROGRESS logic model. In particular, the activity contributed to the intermediate outcome of 'compliance in Member States with EU law in the field of gender equality;
- There was clear added value in organising the seminars at EU level;
- Effectiveness could be improved by a greater focus on dissemination, follow-up and development of partnerships.

16.4 Key findings

16.4.1 Outputs from the seminars have contributed not only to compliance in EU gender equality law, but also other key outcomes from the PROGRESS logic model

Our research has shown that this activity has produced one relevant output, and has contributed to three immediate and two intermediate objectives, in line with the PROGRESS logic model. It is important however to highlight that, although we found evidence of contributions to these outcomes, it has not been possible to prove direct causal links. It is clear that a number of factors contribute to the achievement of immediate and intermediate objectives and that an activity such as the Seminars can only provide part of any solution.

In terms of outputs, the evidence is clear that the seminars successfully produced *Relevant learning and training by legal and policy practitioners* (Output 1). Eleven training seminars were implemented in 2009-2010, with 565 participants from the 3 target groups of legal professions, with a balanced representation from 33 European countries[287]. The seminars provided a comprehensive overview of key legal provisions, case law and concepts in the field of EU gender equality law[288].

We found that the seminars contributed to three immediate outcomes. Primarily, there was considerable evidence that the seminars contributed to *Effective information sharing and learning* (Immediate Outcome 1). Feedback from the participants showed that, in 2010, 90% of respondents 'strongly' or 'somewhat' agreed that the event matched their needs, 91% that they gained relevant knowledge, and 86% that they will be able to apply the knowledge in their work[289]. Participants[290] and speakers[291] alike have praised the quality and relevance of the contents of the seminars: one participant stated for example that 'all relevant issues are addressed'[292], while another that 'it was one of the best seminars I have ever participated in'[293]. This evidence is backed up by our own participant survey: 100% of respondents[294] said that one of the key impacts of the seminars was 'increasing knowledge and understanding of EU gender equality law' - for 75% of them, this was the main impact.

It was clear that effective information sharing happened not only as a result of the formal lectures and workshops, but also due to more informal exchanges and networking between participants at the seminars. The importance of learning from others about good practices and difficulties in application or interpretation was highlighted by the majority of interviewees. 25 out of the 27

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287 See section 3.1.

288 Based on examination of the seminar programmes, lists of seminar participants, other desk research (DG JUST website, publications of the EU Network of Legal Experts) and interviews with EU legal experts in the field of gender equality.

289 ERA Seminars on EU Law on Equality between women and men, Final report 2010, p.20.

290 Participant survey (27 participants), interviews with 2 participants.

291 Interviews with speakers.

292 Survey feedback from a participant in a seminar for judges.

293 Survey feedback from a participant in a seminar for academics.

294 Total of 27 respondents.

participants who provided feedback felt that one of the most important impacts was 'sharing good practices and difficulties' and 'meeting relevant peers'[295].

Secondly, our research showed that the seminars also contributed to *Integration of* [gender as] *cross-cutting issues and consistency* (Immediate Outcome 3), particularly at national level. Two-thirds of participants surveyed stated that the seminars allowed them to 'ensure that gender equality is considered as a more cross-cutting issue in their organisation/working practices'.[296] Several participants highlighted that, as a result of the seminars, they began 'integrating EU gender law in [their] teaching of EU law'[297]. Others underlined that it allowed them to better address gender equality 'in their working environment'[298] and 'explain its importance to other colleagues'.[299] One participant even started an NGO on gender equality in Macedonia following the seminar.[300] By providing effective learning and opportunities for exchanging experiences (see above), it is clear that the seminars also contribute to greater consistency in the application of EU law. Consistency is also achieved by demonstrations of application of law across Europe, which has led to, for example, 'giving concrete examples on applying gender legislation in different countries to our students at the Faculty of Law'.[301]

Thirdly, key stakeholders highlighted that the activity has contributed to *High quality and participatory debate* (Immediate Outcome 5), both at the seminars and in their wake. Seminars allowed academics and legal practitioners in particular to receive and discuss the latest updates from experts. As a result of the seminars, one barrister meets 'fellow European employment lawyers to network and update each other'.[302] Participants have been able to contribute to high level debate via dissemination to other colleagues, for example: *'My colleague works for trade unions and participates on their behalf in a parliament committee. Knowledge gained during the seminar was very useful for me in answering some of her doubts relating to legislative proposals in the field of gender equality law.''*[303]

Such debate is a key starting point for influencing the development of EU gender equality law, and promoting *Shared understanding and ownership of EU objectives* (Intermediate Outcome 2). Immediate outcomes 1 and 3 also contribute to this outcome.

One of the clearest contributions of the seminars is to improve *Effective application of EU law* (Intermediate Outcome 1), with likely causal links to the immediate outcomes (1, 3 and 5) discussed above. In our participant survey, 55% of respondents felt that the seminars had allowed them to achieve 'greater compliance with EU gender equality legislation', providing several clear examples.[304] Improving compliance of companies has been achieved by lawyers having 'used knowledge [obtained in the seminar] in everyday legal practice, to advise clients'[305], 'working with managing directors of small, medium and large companies on applying gender equality legislation and good practices'[306] or 'giving additional information on gender equality to company clients'[307]. Lawyers felt that the seminars allowed them to ensure greater compliance in court cases: although

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295 Ecorys survey of seminar participants.
296 Ecorys survey of seminar participants.
297 Survey feedback from 3 participants: 2 academics and 1 legal practitioner.
298 Survey feedback from a participant in a seminar for academics.
299 Survey feedback from a participant in a seminar for academics.
300 Survey feedback from a participant in a seminar for academics.
301 Survey feedback from a participant in a seminar for academics.
302 Survey feedback from a participant in a seminar for legal practitioners.
303 Survey feedback from a participant in a seminar for academics.
304 Ecorys survey of seminar participants.
305 Survey feedback from a participant in a seminar for legal practitioners.
306 Survey feedback from a participant in a seminar for academics.
307 Survey feedback from a participant in a seminar for legal practitioners.

evidence is only anecdotal, one barrister stated that he has used 'information from ERA in three major cases in the UK'[308], and another that the seminar has allowed him to 'implement EU regulations in [his] on-going court case successfully'.[309] 3 out of 5 judges who responded to our survey felt that the seminars had helped them to ensure more compliance with gender equality legislation. Discussing interpretation of law and examples of case law also gave participants confidence to apply such legislation, and recognise elements of sex discrimination which may not otherwise have been evident. Although it is difficult to identify direct instances of compliance (by measuring for example the number of new cases or the transposition rate), it is clear that this activity contributes to a greater likelihood of applying gender equality legislation in Member States and achieving more compliance.

16.4.2 The seminars generate EU added value, particularly in terms of scope and process

Our research has highlighted that the training seminars produce EU added value effects, particularly in terms of scope and process, but less in terms of volume.

Scope effects

Regarding scope effects, we clearly observe that the training has allowed participants (and, by extension, their organisations and judiciaries) to address new, or wider, topics in relation to EU gender equality legislation. For more 'generalist' participants (judges, employment lawyers etc.), the training has provided an overview of existing legislation, concepts and case law, serving as a reminder, but also an introduction to some topics; for 'specialists', the training has allowed them to learn about newer legislation, topics and cases. Indeed, 77% of the specialist academics - and 60% of judges - we surveyed stated that the seminar had allowed them to 'address new issues in relation to gender equality legislation'[310]. Topics cited included multiple discrimination, gender and temporary work issues, gender and dress codes, referrals, compensation payments in equal pay cases, implications for businesses, and examples of interpretation of law. Scope effects may also be increased by the high media profile of many legal cases, which can raise awareness on new topics among publics well beyond the relatively small number participating directly in the seminars.

Process effects

In terms of process effects, the evidence showed that Member State judiciaries and organisations have been strengthened by participation in the seminars, increasing their capacity to deal with and advise clients on legal issues in relation to gender equality. In our survey, 74% of participants – including 80% of judges - confirmed that they had used the knowledge obtained to 'train [their] colleagues or fellow professionals.'[311] By learning about concrete applications of EU gender equality law in other Member States, participants felt empowered in respect of using provisions in their own national context. Such effects have been sustained and strengthened by another positive impact of the seminars - reinforcing networks across Member States. For all but one of the respondents in our survey[312], 'meeting relevant peers from other European countries' was one of the most important impacts of the seminar, and a clear example of EU added value. Several participants indicated that they had maintained contacts with peers and regularly 'updated each other'[313], and that they 'felt part of a European Community'. The seminars also served to strengthen networks such as the European Judicial Training Network (EJTN). Finally, we observed evidence of a significant leverage effect: 6 academics and 2 judges in our survey (30% of all respondents)

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308 Survey feedback from a participant in a seminar for legal practitioners.
309 Survey feedback from a participant in a seminar for legal practitioners.
310 Ecorys survey of seminar participants.
311 Ecorys survey of seminar participants.
312 Ecorys survey of seminar participants.
313 Survey feedback from a participant in a seminar for legal practitioners.

stated that they had 'implemented new programmes or initiatives' as a direct result of the training[314].

Volume effects

Volume effects were more limited due to the nature of the activity: the training seminars are carried out in a single location, and are not intended to provide volume in terms of participants. However, examples were found of follow-up seminars or conferences on gender equality legislation being held in certain countries, including Greece[315], Spain and Bulgaria[316]. There are also benefits in cost-effectiveness and impact on participants (due to the exchanges of experience) of organising the seminars at a single location at EU level.

16.4.3 Effectiveness could be further improved by a greater focus on facilitating dissemination, follow-up, bottom-up learning and partnership

Our research has shown that the effectiveness of this activity is particularly high in terms of quality of outputs, contribution to a series of key PROGRESS outcomes and generating EU added value. It meets the first stated aim of the activity[317] in terms of 'raising awareness' on EU gender equality law among legal practitioners through the well-implemented, high quality training programme. It also achieves the second goal of 'aiding the dissemination' of this legislation, in particular by targeting legal practitioners with a high potential for dissemination[318] and working with certain legal networks, particularly in terms of promoting the seminars.

PROGRESS has a relatively constrained budget, and is not intended to provide large scale training across the EU. In such a context, increasing effectiveness cannot be achieved by implementing more seminars either at EU or national level. However, effectiveness could potentially be further improved by a greater focus on four elements: facilitating dissemination of learning, follow-up of participants, bottom-up learning and enhanced partnerships.

Firstly, although – as we have demonstrated – dissemination of learning does take place and is facilitated by ERA's work and the selection criteria for participants (one of the three criteria used by ERA for selecting participants is their capacity for dissemination and influence), a greater focus on tools or ways of disseminating the knowledge (during the seminars or in material distributed to participants) could potentially further increase impact at national level, among a wider circle. Participants could be provided with tools such as simplified training materials (such as slides or case studies for discussion), useful contacts and networks in their own Member State (including lists of former participants on the courses) or examples of successful dissemination for inspiration (including conferences and national/local seminars).

A greater follow-up of participants may also encourage participants to continue to feel 'part of the Community of practitioners'[319] and widen the impact. Currently, participants remain on ERA's database but do not receive any sort of specific news update (via newsletter, emails or other mechanisms) or other contacts. Although trainees receive the contact details of the other participants on their course, there is no 'alumni' network.

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314 Ecorys survey of seminar participants.
315 Interview with a representative from the implementing organisation.
316 Survey feedback from a participant in a seminar for academics.
317 See section 3.1 above.
318 Capacity for dissemination is one of the 3 selection criteria.
319 Interview with a representative from ERA.

In addition, the potential for bottom-up learning - from the legal practitioners to the European institutions – about the difficulties of applying EU legislation in gender equality, could be further exploited. Although European Commission officials have often attended the seminars in an observation (or speaker) capacity, no mechanisms are in place to capture the difficulties – or indeed good practices – expressed by the participants. While providing a formal mechanism might stifle debate (practitioners may not wish to have any difficulties 'recorded'), an informal mechanism could be of value for informing the development of further legal provisions at EU level. This could perhaps be facilitated in partnership with networks such as the EU Network of Legal Experts on Gender Equality.

Finally, although ERA works closely with a variety of partners (in particular national judicial training centres) and networks (including EJTN and EQUINET), such *partnerships* could perhaps be further enhanced in order to go beyond being partners for promoting the seminars, but also as relays in terms of dissemination and follow-up, at national and EU level, to the training. Enhanced cooperation with networks such as the EU Network of Legal Experts on Gender Equality, or those on Employment, or the new European Institute for Gender Equality (EIGE), could be explored.

16.5 Lessons learnt

16.5.1 Key success factors

Our research highlighted a number of key success factors which contributed to the high degree of appreciation, quality and effectiveness of the seminars:

- The mix of practitioners from different European countries which provided valuable exchanges of experience on difficulties and good practice, and created a genuine sense of a European community of law and legal practitioners in the field of gender equality;
- A well-planned methodological approach combining formal learning in lectures, a practical workshop on a complex case, and opportunities for informal exchanges, which contributed to effective information sharing;
- The ability to attract high-level speakers, thanks to ERA's reputation for quality, the support of the European institutions and a comprehensive database of key individuals, which enhances the reputation of the training and make it attractive to key legal organisations in Member States and individuals with a potential for dissemination;
- On-going self-evaluation and participant feedback in order to ensure continuous improvement and on-going relevance of the training seminars;
- Seamless organisation and well-adapted facilities at ERA's premises including state-of-the-art seminar rooms and on-site accommodation, facilitating the potential for learning;
- Covering of costs for participation, which encouraged participation from across Europe, including those from more affluent Member States. Evidence suggests that certain target groups, in particular judges, would be unlikely to pay to participate for training in this area;
- Targeted promotion of the events via partner networks (such as national judicial training centres, EJTN, EQUINET) and appropriate selection criteria for participants, particularly in terms of potential for dissemination.

16.5.2 Open issues

Open issues in relation to this activity include the following:

- In light of the seminars' success and positive impact on its direct participants, a key challenge is how their impact can be extended to a much wider target group, within a budget framework in

line with PROGRESS. Key interviewees confirmed that 'so much more needs to be done'[320] in terms of raising awareness of current target groups, but also others such as commercial lawyers. Options to be explored could include more cooperation with other networks (gender equality/legal) at national/EU level, the possibility of using other EU funds (i.e. the European Social Fund) to expand the number of seminars, using more online training tools, or a greater focus on dissemination methods and tools and follow-up of participants (see section 4.3). Complementarity with other EU-level actions such as communication campaigns and events could also be further explored to expand the impact of this activity;

- Although the holding of seminars in one location (Trier) has many advantages in terms of – among others - its central European location and bringing together practitioners from the full range of eligible countries, there may be benefits (cost effectiveness, comparability of national contexts) in holding seminars in decentralised locations, for example bringing together practitioners from regional European country clusters (i.e. Baltic countries, Mediterranean). Ideally, seminars at both levels would be carried out, in a complementary manner;
- Given the proximity of ERA's premises to the European institutions in Luxembourg, certain participants would have welcomed a visit to the European Court of Justice, to help 'demystify' this institution. While this could be beneficial, it would almost certainly result in extending the duration of the seminar, which may pose other issues for many potential participants.

[320] Interview with a speaker from the seminars.

Annex 1 List of interviewees

Surname	Name	Position and organisation	Policy section
Antonucci	Carla	Social Affairs Attachée, Italian Representation to the Commission	All
Be	Dominique	Deputy Head of Unit, ESF Coordination (A1), European Commission, DG EMPL	All
Boutsen	Therese	Alternate PROGRESS Committee Member, General counsellor, Ministry of Social Affairs, Belgium	All
Brauenling	Gerhard	Taskforce 'Microfinances', Interservice Group on Social Innovation, new Unit 'Enterprise, microfinance and youth', European Commission, DG EMPL	All
Colina	Miguel	PROGRESS Committee Member, Adviser, General Technical Secretariat, Ministry of Labour and Migration	All
Domjančić	Krešimir	Directorate for International Cooperation in the field of Labour and Social Security, Department for Coordination and Programming – Expert Assistant, Ministry of Economy, Labour and Entrepreneurship, Croatia	All
Radovanovic	Dragana	PROGRESS Committee Member, Senior Adviser Department for International Cooperation, European Integration and Project Management, Ministry of Labour and Social Policy, Serbia	All
Dupre	Didier	Head of section 'Earnings, labour costs, PEEI for the labour market' statistics, Eurostat F2	All
Andreou	Ekaterini	Senior legal officer, National Contact Point of CYPRUS for PROGRESS, Ministry of Justice and Public Order, Cyprus	All
Gibert-Morin	Nicolas	Head of Unit, Coordination and Planning, Inter- institutional Relations (01), European Commission, DG EMPL	All
Ivanković-Knežević	Katarina	PROGRESS Committee Member, Director for International Cooperation in the field of Labour and Social Security, Department for Coordination and Programming, Ministry of Economy, Labour and Entrepreneurship, Croatia	All
Jølstad	Finn Ola	PROGRESS Committee Member, Department of Labour Market Affairs, Ministry of Labour, Norway	All
Klitscher	Stephan	PROGRESS Committee Member, European Employment and Social Policy, Ministry of Labour, Family and Social Affairs, Germany	All
Krpan	Kristina	PROGRESS Committee Member, Unit for ESF and other EU instruments, Ministry of Labour, Family and Social Affairs, Slovenia	All
Neufang	Ulrike	PROGRESS Committee Member, Deputy head department EU coordination, Federal Ministry of Labour, Social Affairs and Consumer Protection, Austria	All
Scheepers	Klara	Social Affairs Attachée, Dutch Representation to the Commission	All
Sekulović	Ivan	EU Financial and Technical Assistance Coordinator, EU Social Inclusion and Poverty Reduction Unit, Office of the Deputy Prime Minister for European Integration, Serbia	All
Sepp	Annika	PROGRESS Committee Member, Head of European Co-ordination, Ministry of Social Affairs, Estonia	All

Surname	Name	Position and organisation	Policy section
Seppelin	Markus	PROGRESS Committee Member, Senior Officer – Administration and Planning Department, Ministry of Social Affairs and Health (Finland)	All
Williamson	Kevin	PROGRESS Committee Member, EU Social Policy – Joint International Unit for Education, Employment and Social Affairs, Department of Work and Pensions, The United Kingdom	All
Zukalova	Jitka	PROGRESS Committee Member, EU Unit, Ministry of Labour and Social Policies Czech Republic	All
Čerin	Tatjana	Representative for the Chamber of commerce and Industry of Slovenia	EMPL
Ferri	Marco	Former Deputy Head of Unit Employment Services, Mobility (D3), European Commission, DG EMPL	EMPL
Holthuis	Egbert	Former Deputy Head of Unit European Employment Strategy, CSR, Local Development (D2), European Commission, DG EMPL	EMPL
Janssen	Ronald	Policy advisor, ETUC	EMPL
Klaska	Jiri	European Employment Strategy coordinator, European Commission	EMPL
Müller	Wolfgang	Director German Federal Employment Agency European Representation	EMPL
Munthe	Henrik	Representative for the Confederation of Norwegian Business and Industry (NHO)	EMPL
Novotna	Barbora	Assistant to Head of PES, Ministry of Labour and Social Affairs, Czech Republic	EMPL
Ozolina	Santa	Representative for the Free Trade Union Confederation of Latvia (LBAS)*	EMPL
Polyviou	Polyvios	Representative for the Cyprus Employers and Industrialists Federation	EMPL
Pöyhönen	Simo	Representative for the AKAVA/FinUnions*	EMPL
Sardon-Garcia	Mar	Former Planning and programming Assistant, Budgetary and financial coordination, Directorate D, European Commission, DG EMPL	EMPL
Savkovic	Bosko	Representative for the Serbian Association of Employers	EMPL
Strigard	Helene	Policy advisor, Business Europe	EMPL
Tubb	Helen	Mutual Learning Programme Manager, GHK	EMPL
Vanderseypen	Guido	Deputy Head of Unit Employment Analysis (A1), European Commission, DG EMPL	EMPL
Weber	Tina	Mutual Learning Programme Manager, GHK	EMPL
Bogdanov	George	Eurochild member, National Network for Children (BG)	SPSI
de Lord	Brian	EFSC member, Parent Pupils Partnership (UK)	SPSI
Farrell	Fintan	Director EAPN	SPSI
Fleming	Susan	Finance and contracts assistant, Unit Active Inclusion of disadvantaged groups, Fight against Poverty (D2), European Commission, DG EMPL	SPSI
Hainsworth	Jana	Secretary-general, Eurochild	SPSI
Keirle	Marie	Social Protection Committee Member, Office for European and International Affairs, Social Cohesion Directorate, Ministry of Labour, Social Relations and SOlidarithy France	SPSI

Surname	Name	Position and organisation	Policy section
Lay	William	Director, Confederation of Family Organisations in the European Union (COFACE)	SPSI
Minesso	Alessandra	EFSC member, Istituto Don Calabria (IT)	SPSI
Montero	Alfonso	Policy officer in charge of working group on children and families, European Social Network (ESN)	SPSI
Mueller	Reinhold	European Federation for Street Children (EFSC)	SPSI
Opromolla	Adriana	Policy officer, Caritas Europa	SPSI
Paco	Paula	EFSC member, Instituto de Apoio à Crianca (PT)	SPSI
Paraskevas	Marie-Anne	Former Policy officer, Unit Inclusion, Social Policy aspects of Migration, Streamlining of Social Policies (E2), European Commission, DG EMPL	SPSI
Seraphin	Gilles	COFACE member, UNAF (FR)	SPSI
Spinnewijn	Freek	Director FEANTSA	SPSI
St Denis	Antoine	Policy officer, Unit Demography, Migration, Social Innovation, Civil Society (D4), European Commission, DG EMPL	SPSI
Torrens	Antonia	COFACE member, KMOP (GR)	SPSI
Von Nordheim	Fritz	Deputy Head Of Unit Social Protection and Social Services (E4), European Commission, DG EMPL	SPSI
Wachenfeld	Margaret	Senior policy adviser, UNICEF Brussels	SPSI
Warzywoda-Kruszyńska	Wielisława	Eurochild member, University of Lodz (PL)	SPSI
Winther	Eva	Social Protection Committee alternate member - Progress Committee member, Head of Section – Law and international Ministry of Social Affairs, Denmark	SPSI
Blok	Jan	SLIC Working Group Member, The Netherlands	WOCO
Cammarota	Antonio	Team leader OSH Committees and International Relations, Secretary Advisory Committee Safety Hygiene and Health Protection at Work, Unit Health, Safety and Hygiene at Work (F4), European Commission, DG EMPL	WOCO
Cuijpers	Joost	SLIC Working Group Member, The Netherlands	WOCO
de Meester	Kris	Spokesman employers, Advisory Committee on Safety Hygiene and Health Protection at Work	WOCO
Deneve	Christian	Spokesman governments, Advisory Committee on Safety Hygiene and Health Protection at Work	WOCO
Elbel	Jaromir	SLIC Working Group Member, Czech Republic	WOCO
Feenstra	Sjoerd	Deputy Head of Unit Labour Law (F2), European Commission, DG EMPL	WOCO
Fernandez Rodriguez	Arsenio	Policy officer, Unit Health, Safety and Hygiene at Work (B3), European Commission, DG EMPL	WOCO
Gador	Janos	SLIC Working Group Member, Hungary	WOCO
Gricius	Jonas	SLIC Working Group Member, Lithuania	WOCO
Hassler	Christian	Labour inspectorer in Austria	WOCO
Herbillon	Georges	Principal Administrator, Unit Health, Safety and Hygiene at Work (F4), European Commission, DG EMPL	WOCO
Jacobsen	Lone	Spokesman trade unions, Advisory Committee on Safety Hygiene and Health Protection at Work	WOCO

Surname	Name	Position and organisation	Policy section
Karageorgiou	Alexandros	SLIC Working Group Member, Greece	WOCO
Lebrun	Jean-Francois	Head of Unit Working conditions and adaptation to change (F3), European Commission, DG EMPL	WOCO
Leisen-Husson	Jocelyne	Financial Assistant, Unit Health, Safety and Hygiene at Work (B3), European Commission, DG EMPL	WOCO
Reisberg	Rein	SLIC Working Group Member, Estonia	WOCO
Scheerlinck	Danny	Assistant to the Director, Directorate Employment and Social Legislation, Social Dialogue, European Commission, DG EMPL	WOCO
Tregenza	Tim	Network Manager at the European Agency for Safety and Health at Work	WOCO
Velazquez Fernandez	Manuel	SLIC Working Group Member, Spain	WOCO
Ameyol	Laure	Office Luxembourgeois de l'Accueil et de l'Intégration	AD
Danloy	Caroline	Project Manager, MOSTRA	AD
Gaspard	Anne	Executive director, Equinet	AD
Grapeloux	Claire	Information and Communications Officer, Unit Non discrimination policies and Roma coordination (D4), European Commission, DG JUST	AD
Herrmann	Claire	Former Deputy Head of Unit, Action against Discrimination - Civil Society (G4), European Commission DG EMPL	AD
Kennis	Rudi	Belgian Representative on the High Level Expert Group on Disability, Inclusion Manager VAPH - Flemish Agency for Disabled People	AD
Le Polain	Nicolas	Project Manager, MOSTRA	AD
Paradis	Evelyne	CEO, ILGA	AD
Parent	Anne-Sophie	Secretary General	AD
Pereira	Fernando	Former Deputy Head of Unit Equality, action against discrimination: legal questions (G2), European Commission, DG EMPL	AD
Privot	Michael	CEO, ENAR	AD
Siklossy	Georgina	Communication and Press Officer, European Network Against Racism (ENAR)	AD
ten Geuzendam	Johan	Head of Unit Integration of People with disabilities (D3), European Commission, DG JUST	AD
Bolger	Marguerite	Senior Counsel, specialist in employment law, independent barrister	GE
Burri	Susanne	Coordinator of the European Network of Legal Experts in the Field of Gender Equality and Speaker at ERA Seminars, Utrecht School of Law	GE
Chorvatova	Elena	Policy officer, Unit Equal Treatment Legislation (D1), European Commission, DG JUST	GE
Christodoulou	Kassiani	Course Director – Private Law, ERA	GE
Di Rosa	Valeria	EGGE Network – Management Team, Fondazione Giacomo Brodolini	GE
Finné	Sylvie	Policy Coordinator, Unit Gender Equality (D2), European Commission, DG JUST	GE

Surname	Name	Position and organisation	Policy section
Maiso Fontecha	Leyre	Seminar Coordinator, Deputy Head of Section – Private Law, ERA	GE
Martin	Alan	Seconded National Expert, Unit Equal Treatment Legislation, European Commission (D1), DG JUST	GE
Messias	Cristina	CEJ – International Department, ETJN – National Contact Point for Portugal	GE
Smith	Claire	Former Legal Assistant, Unit Equality, Action against Discrimination, Legal Questions (G2), European Commission, DG EMPL	GE
Vassiliadou	Myria	Secretary General European Women's Lobby	GE

Annex 2 Tables

Tables based on information from the work plans and annexes

Table A.2.1 Activities from workplans 2007, 2008, 2009 by type and section (corrected for cancelled activities and activities postponed beyond 2009, percentages)

Type of activity	Name	Employment	SPSI	Working conditions	Non discrimination	Gender Equality	Support	Overall
Analytical activities								
a1	collection, development and dissemination of data and statistics;	8,4	3,3	8,1	0,0	6,5	0,0	5,6
a2	development and dissemination of common methodologies and, where appropriate, indicators or benchmarks;	4,7	6,7	2,7	0,0	4,3	0,0	3,7
a3	carrying out of studies, analyses and surveys and dissemination of their results	27,1	26,7	17,6	30,9	17,4	8,3	23,7
a3;b3		0,0	1,7	0,0	0,0	0,0	0,0	0,3
a4	carrying out of evaluations and impact assessments and dissemination of their results	4,7	0,0	16,2	1,8	4,3	50,0	7,3
a5	elaboration and publication of guides, reports and educational material via the Internet or other media	0,0	0,0	9,5	0,0	0,0	0,0	2,0
Mutual learning, awareness and dissemination activities								
b1	identification of, and exchanges on, good practices, innovative approaches and experiences, and organization of peer review and mutual learning, by means of meetings/workshops/seminars at European, transnational or national level, taking account, where possible, of specific national circumstance	17,8	15,0	10,8	1,8	8,7	0,0	11,6
b2	organisation of Presidency conferences/seminars	4,7	5,0	8,1	5,5	6,5	8,3	5,9
b3	organisation of conferences/seminars in support of the development and implementation of Community law and policy objectives	7,5	0,0	2,7	9,1	13,0	8,3	6,2
b4	organisation of media campaigns and events	0,0	0,0	0,0	5,5	2,2	0,0	1,1
b5	compilation and publication of materials to disseminate information as well as results of the Programme	0,0	1,7	1,4	5,5	4,3	16,7	2,5
Support for main actors								
c1	support for the running costs of those key European level networks whose activities are linked to implementation of the	0,0	6,7	0,0	12,7	6,5	0,0	4,0

Type of activity	Name	Employment	SPSI	Working conditions	Non discrimination	Gender Equality	Support	Overall
	objectives of the Programme							
c2	organisation of working groups of national officials to monitor the implementation of Community law	0,0	1,7	1,4	5,5	0,0	0,0	1,4
c3	funding of specialised seminars addressed to those working in the field, key officials and other relevant actors	4,7	8,3	4,1	5,5	0,0	8,3	4,8
c4	networking among specialised bodies at European level	0,0	3,3	1,4	1,8	6,5	0,0	2,0
c5	funding of experts' networks	0,9	10,0	5,4	14,5	19,6	0,0	7,9
c6	funding of European level observatories	4,7	0,0	0,0	0,0	0,0	0,0	1,4
c7	exchange of personnel between national administrations	0,0	1,7	8,1	0,0	0,0	0,0	2,0
c8	cooperation with international institutions	15,0	8,3	2,7	0,0	0,0	0,0	6,5
Total		**100**	**100**	**100**	**100**	**100**	**100**	**100**
N allocated		107	60	74	55	46	12	354
cancelled		8	10	4	1	5	2	30
postponed		0	1	2	0	0	0	3
Total abs. number		**115**	**71**	**80**	**56**	**51**	**14**	**387**

Source: ECORYS on the basis of PROGRESS workplans 2007, 2008 and 2009.

Table A.2.2 Operational expenditure by section and Year - in millions of €s and share in % (row percentages)

	Employment	Social Inclusion and Protection	Working Conditions	Non-discrimination	Gender Equality	2% support	Total
Operational expenditure in millions of €s							
2007	17,0	22,9	10,1	19,6	7,2	1,2	77,9
2008	20,5	28,7	10,4	21,0	11,0	1,8	93,4
2009	22,7	31,1	10,4	23,0	12,3	1,8	101,3
Total	60,1	82,7	31,0	63,6	30,5	4,7	272,6
Operational expenditure, row percentages							
2007	22	29	13	25	9	1	100
2008	22	31	11	22	12	2	100
2009	22	31	10	23	12	2	100
Share 2007 - 2009	22	30	11	23	11	2	100

Table A.2.3 Outputs by policy section, 2007 – 2009 (number of outputs and row percentages)

Total		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Budget 2007, 2008, 2009	**Budget share**	**22%**	**31%**	**12%**	**24%**	**11%**	**100%**
Information, communication and networking	Commission commissioned	13	0	8	22	1	44
	Grant agreement *	163	87	8	10	19	287
	Total	**176**	**87**	**16**	**32**	**20**	**331**
	Commission commissioned (share)	30%	0%	18%	50%	2%	100%
	Grant agreement (share)	57%	30%	3%	3%	7%	100%
	Total output share	**53%**	**26%**	**5%**	**10%**	**6%**	**100%**
Training/mutual learning/peer reviews	Commission commissioned	133	114	1	107	47	402
	Grant agreement *	212	150	0	272	46	680
	Output produced by EU networks and NGOs	0	338	0	258	38	634
	Total	**345**	**602**	**1**	**637**	**131**	**1716**
	Commission commissioned (share)	33%	28%	0%	27%	12%	100%
	Grant agreement (share)	31%	22%	0%	40%	7%	100%
	Output produced by EU networks and NGOs (share)	0%	53%	0%	41%	6%	100%
	Total output share	**20%**	**35%**	**0%**	**37%**	**8%**	**100%**
Exchange of good practices	Commission commissioned	10	9	0	45	9	73
	Grant agreement *	153	28	6	531	7	725
	Output produced by EU networks and NGOs	0	88	0	119	15	222
	Total	**163**	**125**	**6**	**695**	**31**	**1020**
	Commission commissioned (share)	14%	12%	0%	62%	12%	100%

Total		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
	Grant agreement (share)	21%	4%	1%	73%	1%	100%
	Output produced by EU networks and NGOs (share)	0%	40%	0%	54%	7%	100%
	Total output share	**16%**	**12%**	**1%**	**68%**	**3%**	**100%**
Monitoring/assessment reports	Commission commissioned	10	35	4	235	71	355
	Grant agreement *	49	46	4	38	1	138
	Output produced by EU networks and NGOs	0	59	0	63	25	147
	Total	**59**	**140**	**8**	**336**	**97**	**640**
	Commission commissioned (share)	3%	10%	1%	66%	20%	100%
	Grant agreement (share)	36%	33%	3%	28%	1%	100%
	Output produced by EU networks and NGOs (share)	0%	40%	0%	43%	17%	100%
	Total output share	**9%**	**22%**	**1%**	**53%**	**15%**	**100%**
Development of statistical tools, methods and common indicators	Commission commissioned	10	11	8	6	2	37
	Grant agreement *	20	25	1	20	2	68
	Total	**30**	**36**	**9**	**26**	**4**	**105**
	Commission commissioned (share)	27%	30%	22%	16%	5%	100%
	Grant agreement (share)	29%	37%	1%	29%	3%	100%
	Total output share	**29%**	**34%**	**9%**	**25%**	**4%**	**100%**[321]
Policy advice, research and analysis	Commission commissioned	18	35	24	74	11	162
	Grant agreement *	67	50	14	54	11	196
	Output produced by EU networks and	0	108	0	149	31	288

[321] Row percentages have been rounded up to the unit, this is why the total is 100% and not 101%.

Total		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
	NGOs						
	Total	**85**	**193**	**38**	**277**	**53**	**646**
	Commission commissioned (share)	11%	22%	15%	46%	7%	100%
	Grant agreement (share)	34%	26%	7%	28%	6%	100%
	Output produced by EU networks and NGOs (share)	0%	38%	0%	52%	11%	100%
	Total output share	**13%**	**30%**	**6%**	**43%**	**8%**	**100%**
Policy debate events	Commission commissioned	19	18	18	7	34	96
	Grant agreement *	0	0	0	344	0	344
	Total	**19**	**18**	**18**	**351**	**34**	**440**
	Commission commissioned (share)	20%	19%	19%	7%	35%	100%
	Grant agreement (share)	0%	0%	0%	100%	0%	100%
	Total output share	**4%**	**4%**	**4%**	**80%**	**8%**	**100%**
Total output share		**18%**	**25%**	**2%**	**48%**	**8%**	**100%**[322]

* In the PROGRESS Annual Performance Monitoring Reports it is noted that '[…] the number of outputs produced under grant agreements is the best estimate available, but should be treated with care as they are based on the survey of grant beneficiaries'.

[322] Row percentages have been rounded up to the unit, this is why the total is 100% and not 101%.

Table A.2.4 Number of events and participants by policy section, total for 2007, 2008 and 2009

			Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Information, communication and networking	Events	Commission commissioned	13	0	8	22	1	44
		Grant agreement *	163	87	8	10	19	287
	Participants	Commission commissioned	2048	0	3303	1597	200	7148
		Grant agreement *	6634	5571	161	330	1636	14332
Training/mutual learning/peer reviews	Events	Commission commissioned	20	35	1	24	9	89
		Grant agreement *	212	488	0	530	84	1314
	Participants	Commission commissioned	1733	747	85	955	297	3817
		Grant agreement *	6153	4475	0	20110	1454	32192
Policy debate events	Events	Commission commissioned	19	18	18	7	34	96
		Grant agreement *	0	0	0	344	0	344
	Participants	Commission commissioned	3869	3800	4025	1591	1846	15131
		Grant agreement *	0	0	0	13030	0	13030
Total	**Events**	**Commission commissioned**	**52**	**53**	**27**	**53**	**44**	**229**
		Grant agreement*	**375**	**575**	**8**	**884**	**103**	**1945**
	Participants	**Commission commissioned**	**7650**	**4547**	**7413**	**4143**	**2343**	**26096**
		Grant agreement*	**12787**	**10046**	**161**	**33470**	**3090**	**59554**

* In the PROGRESS Annual Performance Monitoring Reports it is noted that '[…] the number of outputs produced under grant agreements is the best estimate available, but should be treated with care as they are based on the survey of grant beneficiaries'.

Table A.2.5 Share of actual commitments by envisaged immediate outcome and policy area *

	2007 - 2008	2009					
	Total	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Evidence-based policy	22	32	28	17	12	30	23,7
Information sharing and learning	41	47	33	57	15	23	33,5
High quality and participatory debate	19	21	13	26	50	39	27,8
Greater capacity of networks	16	0	26	0	23	8	14,5
Integration of cross-cutting issues	2	-	-	-	-	-	0,6
Total	**100**	**100**	**100**	**100**	**100**	**100**	**100**

* In the PROGRESS Annual Performance Monitoring Reports it is noted that 'As a number of PROGRESS-funded activities contributed to several PROGRESS immediate outcomes, the information provided is the best estimate available'.

Table A.2.6 Immediate outcomes – opinions on their achievement (% of respondents stating that), 2008 and 2009 PROGRESS Annual Surveys

2008	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Effective information sharing and learning						
Acquired relevant knowledge through the information sharing and learning activities	91	93	94	93	95	93
Evidence-based EU policies and legislation						
EU policy is grounded in thorough analysis of situation	77	64	81	61	74	69
EU policy is responsive to conditions, needs and expectations in Member States	71	46	74	54	63	58
Aware of policy advice, research and analysis examples	96	85	87	90	92	89
Use of policy advice, research and analysis initiated by the Commission	84	76	85	81	89	82
Integration of cross-cutting issues and consistency						
EU contribution to the integration of cross-cutting issues is high	72	67	41	45	55	58
High-quality and participatory policy debate						
Principles of good governance have been followed in the policy debate at EU level	79	76	84	77	85	79
Principles of good governance were respected in PROGRESS-funded events	91	77	85	85	92	84
PROGRESS-funded policy advice, research and analysis has contributed to						
Addressed issues that are highly relevant						87
Used the concepts which accurately defined and reflected the nature of problems and challenges analysed						81
Identified and presented policy practices, which are innovative, transferable or demonstrating results						67
Accurately identified the conditions, needs, concerns and expectations in MS						65
Proposed the best solutions and policy options in response to these conditions, needs, concerns and expectations						59

2009	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Effective information sharing and learning						
Participation or awareness of key information, communication and networking events funded under PROGRESS	55	60	51	51	65	54
Evidence-based EU policies and legislation						
EU policy is grounded in thorough analysis of situation	69	63	70	63	73	67
EU policy is responsive to conditions, needs and expectations in Member States	61	53	62	56	63	58
Familiar with the policy advice, research and analysis examples	22	32	18	25	32	24
(intention to) use policy advice, research and analysis for policy making of policy advocacy	52	57	53	81	70	61
Integration of cross-cutting issues and consistency						
EU contribution to the integration of cross-cutting issues is satisfactory or high	71	74	58	66	71	67
High-quality and participatory policy debate						
Principles of good governance have been followed in the policy debate at EU level	63	63	71	66	70	66
Principles of good governance have been adequately adhered to in the policy debate at EU level						
Dissemination of results of policy debate	57	57	64	58	62	60
Adequacy of time given to prepare and plan participation	64	58	65	60	64	62
Involvement of all relevant EU and national policy- and decision-makers	66	59	73	63	67	65
Involvement of all relevant stakeholders (social partners, networks, NGOs, independent experts, etc.)	58	67	76	69	75	69
Clarity of the policy issues discussed	63	74	77	78	73	74
PROGRESS-funded policy advice, research and analysis has contributed to						
Adopting/amending national legal acts implementing the EU law						52
Establishing/improving methodologies and indicators for policy evaluation at national level						54
Reaching the agreement of stakeholders on common concepts, objectives, targets, indicators and policy solutions at EU level						54
Adopting/amending the EU legislation						54
Improving governance of the European policy						56
Triggering/strengthening national policy debate on the basis of policies, practices and achievements in the Member States						57
PROGRESS statistical indicators contribute to						
Reaching the agreement of stakeholders on common targets and indicators on the EU level						46
Triggering new national policy initiatives						47
Establishing/improving methodologies and indicators for policy evaluation at national level						50
Triggering/strengthening national policy debate						53

Table A.2.7 Compliance in the Member State with EU law by policy area

		Employment	Social inclusion -	Working conditions		Anti-discrimination	Gender equality	Total
				Health and Safety	Labour law	Anti-discrimination	Gender equality	Overall rate
Transposition rate (%)	2008	-	-	99	99,4	100	96	98,6
	2009	-	-	100	98,3	100	96	98,5
Fragmentation factor (%)	2008	-	-	11,1 (3 directives)	14,3 (3 directives)	0	30,8 (4 directives)	14 (10 directives)
	2009	-	-	0	5 (1 directive)	0	30,8 (3 directives)	9 (4 directives)

Table A.2.8 Share of respondents stating that they are familiar EU objectives and policies (percentages)

		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Average
Familiarity with EU objectives and policies	2008	86	76	79	84	91	83
	2009	82	71	67	73	90	74

Table A.2.9 Outputs produced by the PROGRESS-supported key EU networks and NGOs in 2009

	Anti-discrimination	Social protection and social inclusion	Gender equality
Number of networks/NGOs	11	12	1
Number of reports aimed at providing policy advice, research and analysis	137	96	30
Number of reports aimed at identifying good practices	91	56	14
Number of reports aimed at monitoring/assessment	63	59	25
Number of training sessions, peer reviews and other mutual learning events	107	172	23
Number of individuals (*) who participated in these events	3428	1802	150
of which, number of women	2041	1042	150
Number of information and communication events	68	91	219
Number of individuals (*) who participated in these events	3386	1628	11507
of which, number of women	1215	838	10000

Tables based on information from the 2010 PROGRESS Annual Survey

Table A.2.10 Sense of collaboration and partnership between respondent's organisation and the following actors (percentages)

		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
EU institutions	Strongly agree	33	30	30	27	30	30
	Agree	33	21	34	38	28	32
	Rather agree	21	21	17	15	32	20
	Rather disagree	5	12	13	15	6	11
	Disagree	5	3	1	3	0	2
	Strongly disagree	2	6	1	0	0	1
	Do not know / cannot answer	2	6	3	1	4	3
	Total	**100**	**100**	**100**	**100**	**100**	**100**
National government(s)	Strongly agree	26	35	20	26	38	28
	Agree	44	26	28	26	26	30
	Rather agree	18	24	24	28	26	24
	Rather disagree	2	6	17	9	6	9
	Disagree	5	3	5	0	2	3
	Strongly disagree	2	3	1	3	0	2
	Do not know / cannot answer	5	3	4	7	2	4
	Total	**100**	**100**	**100**	**100**	**100**	**100**
Regional and local government(s)	Strongly agree	25	18	15	15	22	19
	Agree	42	33	27	25	27	30
	Rather agree	20	24	24	32	24	25
	Rather disagree	7	9	12	13	12	11
	Disagree	0	3	11	0	6	4
	Strongly disagree	3	3	3	1	0	2
	Do not know / cannot answer	3	9	8	13	8	8

		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
	Total	**100**	**100**	**100**	**100**	**100**	**100**
EU level NGOs and networks	Strongly agree	12	29	27	27	10	21
	Agree	30	24	35	33	26	30
	Rather agree	23	18	25	21	18	22
	Rather disagree	17	12	8	6	18	11
	Disagree	7	9	0	4	6	4
	Strongly disagree	2	3	0	1	4	2
	Do not know / cannot answer	10	6	5	7	18	9
	Total	**100**	**100**	**100**	**100**	**100**	**100**
National/regional level NGOs and networks	Strongly agree	10	27	18	26	33	22
	Agree	42	33	24	42	30	35
	Rather agree	24	24	27	24	24	25
	Rather disagree	10	6	14	1	3	7
	Disagree	5	0	6	1	3	3
	Strongly disagree	3	0	0	0	3	1
	Do not know / cannot answer	6	10	10	5	3	7
	Total	**100**	**100**	**100**	**100**	**100**	**100**
EU level social partners	Strongly agree	23	11	25	15	15	17
	Agree	23	26	21	23	27	24
	Rather agree	21	23	13	27	18	21
	Rather disagree	16	14	21	19	15	17
	Disagree	5	6	6	7	6	6
	Strongly disagree	2	3	2	1	6	2
	Do not know / cannot answer	11	17	13	8	12	12
	Total	**100**	**100**	**100**	**100**	**100**	**100**

		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
National/regional level social partners	Strongly agree	26	17	39	22	24	25
	Agree	42	26	20	25	32	29
	Rather agree	18	25	31	25	21	24
	Rather disagree	5	14	4	15	9	10
	Disagree	3	0	2	5	0	2
	Strongly disagree	2	1	2	1	3	2
	Do not know / cannot answer	5	16	2	7	12	8
	Total	**100**	**100**	**100**	**100**	**100**	**100**

Table A.2.11 Familiarity with issues of EU policies by policy section

	Very familiar	Rather familiar	Rather unfamiliar	Not familiar at all	Do not know / cannot answer
Employment					
Key challenges and problems facing the European labour market	60	27	6	3	3
Targets and indicators to measure them	43	33	13	3	8
Solutions, policy options and best practices	37	48	8	2	5
Governance process, your role in this process	36	40	10	5	10
Adoption and promotion of the lifecycle approach to work	32	38	11	9	11
Ensuring inclusive labour markets	42	35	15	3	5
Promoting flexicurity	55	27	10	3	5
Promoting New Skills for New Jobs	53	33	7	3	5
Social protection and social inclusion					
The social OMC	61	20	10	1	7
Active inclusion strategy	63	29	6	1	1
Tackling child poverty	33	38	22	4	3
Homelessness and housing exclusion	23	45	24	4	4
Health and long-term care	23	46	28	1	1
Pensions	16	34	40	5	5
Social services of general interest (SSGI)	32	52	13	0	3
Working conditions					
Management of change, anticipating and accompanying restructuring in order to develop employment	25	43	21	9	2
Setting minimum requirements to improve working and employment conditions and strengthen workers' rights (labour law)	56	38	6	0	0
Improving and simplifying existing legislation on working conditions and health and safety and enhancing its implementation in practice	54	29	17	0	0

	Very familiar	Rather familiar	Rather unfamiliar	Not familiar at all	Do not know / cannot answer
Fostering definition and implementation of national strategies on occupational health adjusted to the specific context of each Member State	35	33	21	4	6
Promoting changes in behaviour, a general culture which values health, risk prevention and goes beyond the workplace and working population	34	40	15	9	2
Better identifying, assessing and confronting new and increasing risks to occupational health	35	33	26	4	2
Non-discrimination					
Legal protection against direct and indirect discrimination	50	37	8	3	3
Support to main EU level actors: NGO networks, National Equality Bodies (Equinet)	28	42	22	4	4
Diversity management	28	34	24	5	8
Raising public awareness about equality rights and the benefits of diversity	41	39	15	3	3
Role of trade unions in combating discrimination					
Social and economic integration of the Roma people	25	29	27	15	4
New European Disability strategy 2010-2020	21	29	30	14	7
UN Convention on the Rights of Persons with Disabilities	26	28	31	11	4
Equality between women and men					
Non-discrimination and diversity-proposal for article 19 directive					
Equal economic independence of women and men	24	46	6	3	21
Gender pay gap	67	27	3	0	3
Reconciliation of work, private and family life	67	30	3	0	0
Equal participation of women and men in decision making	64	21	9	3	3
Raising awareness about gender stereotypes in companies	68	27	3	0	3
Gender based violence	53	38	6	0	3
Policy developments at EU level and support to national authorities for gender mainstreaming	65	29	3	3	0
Governance process, your role in this process	39	46	9	3	3

Table A.2.12 Helpfulness (i.e. responsive to needs and useful for policy making or policy advocacy) of policy evidence produced at EU level in different policy sections: Common methodologies, indicators and statistical data (in general)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Very helpful	50	62	35	38	45	44
Rather helpful	36	30	49	54	43	44
Rather unhelpful	8	3	10	4	4	6
Very unhelpful	3	0	0	1	4	2
Do not know / cannot answer	3	5	7	3	4	4
Total	**100**	**100**	**100**	**100**	**100**	**100**

Table A.2.13 Extent to which the following principle has been followed during the policy debate at the EU level on law, policies and objectives by policy section in the year 2010: (percentages)

		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Involvement of relevant stakeholders during the policy debate at the EU level on law, policies and objectives by policy section	Strongly agree	4	13	6	1	6	5
	Agree	26	31	37	32	38	33
	Rather agree	41	33	34	36	33	36
	Rather disagree	9	8	16	20	4	12
	Disagree	9	10	1	4	8	6
	Strongly disagree	3	3	0	1		1
	Do not know / cannot answer	7	3	6	4	10	6
	Total	100	100	100	100	100	100
Policy issues discussed were clear	Strongly agree	6	10	7	4	2	6
	Agree	41	36	43	42	33	40
	Rather agree	33	31	32	38	52	37
	Rather disagree	6	10	10	7	4	7
	Disagree	6	5	0	7	2	4
	Strongly disagree	1	0	4	1	0	2
	Do not know / cannot answer	7	8	3	1	7	5
	Total	100	100	100	100	100	100
Adequate time was given to prepare and plan participation	Strongly agree	1	3	4	4	2	3
	Agree	26	24	22	19	19	22
	Rather agree	31	27	40	28	43	34
	Rather disagree	22	27	18	28	15	22
	Disagree	9	8	3	8	2	6
	Strongly disagree	1	8	4	8	6	5
	Do not know / cannot answer	9	3	9	5	13	8
	Total	100	100	100	100	100	100
Results of the debate were adequately disseminated	Strongly agree	1	3	1	3	6	3
	Agree	24	18	24	23	21	22
	Rather agree	34	42	29	39	34	35
	Rather disagree	22	16	29	15	19	21
	Disagree	12	16	7	9	9	10
	Strongly disagree	1	5	4	9	2	5
	Do not know / cannot answer	6	0	4	3	9	4
	Total	100	100	100	100	100	100

Table A.2.14 Level of agreement with the statement that activities of EU-level NGOs/networks in the field of the policy section are successful in increasing awareness and exerting pressure on policy makers in the relevant policy area (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Strongly agree	24	31	32	34	22	29
Agree	32	31	27	34	31	31
Rather agree	21	29	28	18	12	22
Rather disagree	10	0	7	6	12	7
Disagree	3	6	1	6	2	3
Strongly disagree	2	0	1	0	2	1
Do not know / cannot answer	8	3	4	3	18	7
Total	**100**	**100**	**100**	**100**	**100**	**100**

Table A.2.15 Level of agreement with the statement that activities of EU-level NGOs/networks in the field of the policy section are a source of useful and appropriate information on the implementation of EU law and/or conditions, needs and expectations of relevant target group (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Strongly agree	24	29	40	35	20	31
Agree	40	43	32	35	35	36
Rather agree	16	23	16	14	16	16
Rather disagree	8	0	5	11	8	7
Disagree	2	3	0	3	0	1
Strongly disagree	2	0	1	0	2	1
Do not know / cannot answer	10	3	5	1	18	7
Total	**100**	**100**	**100**	**100**	**100**	**100**

Table A.2.16 Extent to which the EU has contributed to the integration of the following cross-cutting issues in the policy area of equality between women and men

		Employment	Social inclusion	Working conditions	Anti- discrimination	Gender equality	Total
Integration of disability and accessibility issues	Contribution is moderate to high	66	69	77	81	79	75
	Contribution is limited / no contribution	29	22	13	9	13	16
	Do not know / cannot answer	5	9	9	10	9	8
	Total	**100**	**100**	**100**	**100**	**100**	**100**
Gender equality	Contribution is moderate to high	90	91	87	93	96	91
	Contribution is limited / no contribution	8	6	7	3	0	5
	Do not know / cannot answer	2	3	7	4	4	4
	Total	**100**	**100**	**100**	**100**	**100**	**100**
Non-discrimination	Contribution is moderate to high	89	88	93	91	89	91
	Contribution is limited / no contribution	10	6	4	4	0	5
	Do not know / cannot answer	2	6	3	4	11	5
	Total	**100**	**100**	**100**	**100**	**100**	**100**

Table A.2.17 Extent to which the EU has contributed to the integration of the following cross-cutting issues in the policy area of equality between women and men - Gender equality

		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Gender equality	The contribution is high	59	60	61	61	72	62
	The contribution is moderate	32	31	25	32	23	29
	The contribution is limited	6	6	4	3	0	4
	No contribution	2	0	3	0	0	1
	Do not know / cannot answer	2	3	7	4	4	4
	Total	**100**	**100**	**100**	**100**	**100**	**100**
Non-discrimination	The contribution is high	54	43	56	52	55	53
	The contribution is moderate	35	40	37	41	34	37
	The contribution is limited	8	6	3	4	0	4
	No contribution	2	0	1	0	0	1
	Do not know / cannot answer	2	6	3	4	11	4
	Total	**100**	**94**	**100**	**101**	**100**	**100**
Combating poverty	The contribution is high	21	31	25	42	23	29
	The contribution is moderate	40	26	27	39	30	33
	The contribution is limited	25	29	28	16	30	25
	No contribution	6	3	5	3	4	4
	Do not know / cannot answer	8	3	13	3	11	8
	Total	**100**	**91**	**99**	**103**	**98**	**99**
Disability and accessibility matters	The contribution is high	21	29	40	33	32	31
	The contribution is moderate	44	34	37	49	47	43
	The contribution is limited	25	17	12	7	13	15
	No contribution	3	3	1	1	0	2
	Do not know / cannot answer	5	9	9	10	9	8
	Total	**98**	**91**	**100**	**101**	**100**	**99**

Tables based on the 2011 grant beneficiary survey

Table A.2.18 Immediate outcome(s) to which the grant received by the organisation has contributed (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Effective information sharing / learning in the EU and across Member States	94	73	89	66	43	77
Evidence-based EU policies and legislation in PROGRESS areas	16	48	17	45	29	33
Better integration of cross-cutting issues and greater consistency in EU policies and legislation	19	64	39	72	57	50
Greater capacity of national and pan-European networks	45	55	39	59	29	49
High-quality and participatory policy debate at EU and national levels	48	67	33	66	29	54
Number of respondents	*31*	*33*	*18*	*29*	*7*	*118*

Table A.2.19 Share of respondents who have indicated that an activity supported by a PROGRESS grant has contributed to various outcomes

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Compliance in MS with EU law						
Better monitoring of application of legislation in the fields covered by EU law (discrimination, health and safety at work)	23	29	38	55	13	35
More compliance with rules in the fields covered by EU law	4	6	13	48	25	20
More consistency of national government programmes with EU policy objectives	31	23	38	42	50	34
Shared understanding and ownership						
More awareness of rights in the fields covered by EU law	12	48	19	94	63	49
Better understanding of EU policies and approaches by practitioners of your field	62	71	44	65	63	63
Effective partnerships						
More effective partnerships with social partners	58	48	38	58	13	49
More effective partnerships with regional and local authorities	50	74	31	61	13	54
More effective partnerships with NGOs and networks	46	87	13	90	25	63
More effective partnerships with national authorities	31	48	50	61	75	50

Table A.2.20 Share of respondents who have indicated that the grant helped to provide continuity to or strengthen the effects of activities supported by ESF, EGF, Social Dialogue budget line, national actions, another budget line (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
European Social Fund (ESF)						
Yes	32	23	30	38	50	32
No	20	27	10	24	0	21
Not applicable	48	50	60	38	50	47
European Globalisation Adjustment Fund (EGF)						
Yes	0	0	10	0	0	1
No	41	40	20	50	25	40
Not applicable	59	60	70	50	75	59
Social Dialogue budget line						
Yes	13	4	38	4	0	11
No	33	40	15	46	0	35
Not applicable/ No opinion	54	56	46	50	100	54
National actions						
Yes	52	40	33	62	100	53
No	8	20	17	14	0	13
Not applicable	40	40	50	24	0	34
Another specific budget line						
Yes	12	26	0	19	0	16
No	29	26	25	25	0	25
Not applicable	59	47	75	56	100	59

Table A.2.21 Extent to which respondents found the following advantages in acting at EU level trough PROGRESS, rather than at national level only

		Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
We could increase the size of our actions (number of beneficiaries, number of localities addressed, amount of available	Not at all	7	0	0	0	14	3
	To a small extent	7	7	8	13	0	8
	To a moderate extent	25	28	15	10	0	19
	To a high extent	43	59	54	63	57	55
	No opinion	18	7	23	13	29	15
It was possible to improve the legal framework in certain fields (discrimination, health and safety at work, labour law	Not at all	32	15	8	10	0	16
	To a small extent	4	37	31	17	17	21
	To a moderate extent	24	26	31	23	0	24
	To a high extent	4	11	8	33	0	15
	No opinion	36	11	23	17	83	25
It was possible to better monitor the application of EU law and achievement of EU policy objectives (within the OMC)	Not at all	12	4	8	10	0	8
	To a small extent	12	18	0	27	17	17
	To a moderate extent	28	43	23	20	0	27
	To a high extent	16	29	38	23	17	25
	No opinion	32	7	31	20	67	24
It was possible to raise awareness on relevant issues and themes among the population and stakeholders	Not at all	0	4	0	0	0	1
	To a small extent	4	0	8	7	0	4
	To a moderate extent	30	29	23	17	38	26
	To a high extent	59	68	46	72	63	64
	No opinion	7	0	23	3	0	6
It was possible to get a complete picture at EU level through comparative research and / or the development of common statistical tools and indicators	Not at all	8	0	0	18	0	7
	To a small extent	8	24	23	18	20	18
	To a moderate extent	15	24	31	29	20	24
	To a high extent	50	48	31	11	20	35
	No opinion	19	3	15	25	40	17

Table A.2.22 Activity leading to transfer of best practices from one country to another (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Yes	89	93	88	48	38	75
No	11	3	6	45	50	20
Not applicable	0	3	6	7	13	5
n	*28*	*29*	*16*	*29*	*8*	*110*

Table A.2.23 Evidence of the activity leading to the adoption of new working procedures, innovations and/or new methods and approaches by the target group or own organisation (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
New working procedures adopted by the target group or your organisation itself?						
Yes	63	82	56	62	57	66
No	19	14	25	28	14	21
Not applicable/ No opinion	19	4	19	10	29	13
Innovations adopted by the target group or your organisation itself?						
Yes	78	81	53	62	57	70
No	7	15	27	28	29	19
Not applicable/ No opinion	15	4	20	10	14	11
New methods and approaches adopted by the target group or your organisation itself?						
Yes	74	90	56	76	71	76
No	15	7	19	21	14	15
Not applicable/ No opinion	11	3	25	3	14	9

Table A.2.24 Co-funding organisations

	Employment	Social protection and inclusion	Working conditions	Antidiscrimination and diversity	Gender equality	Total
Member State government	40	50	0	50	50	48
Regional authority	0	17	0	11	0	10
Local authority	10	22	0	11	0	15
Trade union	0	0	0	0	0	0
Employers' organisation	30	11	0	0	0	10
NGO	0	28	0	0	0	10
Foundation(s)	0	6	0	17	50	10
Partner	30	11	0	0	0	10
Private companies	30	0	0	6	0	8
Other	0	28	0	22	0	19
Total	**140**	**172**	**0**	**117**	**100**	**142**

Table A.2.25 Assessment of the procedure covering the execution and finalisation of the activity

	Employment	Social inclusion working conditions	Anti-discrimination	Gender equality	Total
Reporting requirements straightforward	4	10	20	10	29	11
2	44	21	13	10	29	23
3	22	31	33	23	14	26
4	15	21	13	33	14	21
Reporting requirements complex	11	10	0	23	14	13
Not applicable/ No opinion	4	7	20	0	0	6
Financial accountability requirements low	0	3	13	0	0	3
2	7	7	13	3	0	6
3	39	31	27	23	57	32
4	21	41	27	40	14	32
Financial accountability requirements high	29	10	0	33	29	21
Not applicable/ No opinion	4	7	20	0	0	6
Availability of information from Commission limited	4	0	0	3	0	2
2	29	21	27	7	0	18
3	29	31	20	43	43	33
4	25	34	13	37	14	28
Availability of information from Commission high	7	10	20	10	29	12
Not applicable/ No opinion	7	3	20	0	14	6
Monitoring of progress by Commission low	7	7	0	0	0	4
2	25	24	7	7	14	17
3	43	38	29	34	43	37
4	14	21	21	38	29	24
Monitoring of progress by Commission high	7	7	7	17	14	10
Not applicable/ No opinion	4	3	36	3	0	7
Available time to execute the activity insufficient	14	7	0	0	0	6
2	14	3	21	10	14	11
3	36	21	21	34	43	30
4	21	45	21	24	0	27
Available time to execute the activity sufficient	14	17	14	31	29	21
Not applicable/ No opinion	0	7	21	0	14	6
Timely disbursement of funds	11	17	20	13	14	15
2	18	31	20	23	29	24
3	32	28	20	43	0	30
4	14	14	7	13	29	14
Delay in disbursement of funds	18	0	7	7	14	8
Not applicable/ No opinion	7	10	27	0	14	9
Short time till activity was approved	7	7	0	7	14	6
2	14	24	14	17	0	17
3	32	41	43	40	43	39
4	32	7	7	20	14	18
Long time till activity was approved	11	14	7	7	14	10

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Not applicable/ No opinion	4	7	29	10	14	10
No need to provide the same information more than once	18	17	13	17	43	18
2	36	24	20	20	0	24
3	18	24	27	23	29	23
4	18	28	13	23	14	21
Need to provide the same information at more than one occasion	4	0	0	13	0	5
Not applicable/ No opinion	7	7	27	3	14	9
Commission support widely available	4	10	33	7	29	12
2	32	34	13	37	14	30
3	18	31	27	43	29	30
4	29	14	7	13	14	17
Limited Commission support available	4	7	0	0	0	3
Not applicable/ No opinion	14	3	20	0	14	8

Table A.2.26 Extent to which the full amount of funding applied for was received (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Yes	25	53	50	41	100	45
No, somewhat less	57	27	25	52	0	39
No, substantially less	0	3	6	7	0	4
Not relevant	18	17	19	0	0	12
Total	**100**	**100**	**100**	**100**	**100**	**100**

Table A.2.27 Modifications in budget due to changed circumstances or lessons learned (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Yes	57	37	27	37	29	40
No	32	50	40	53	57	45
Not applicable	11	13	33	10	14	15
Total	**100**	**100**	**100**	**100**	**100**	**100**

Table A.2.28 Gender of the project leader

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Woman	36	34	62	78	75	52
Man	64	66	38	22	25	48
n	*28*	*30*	*16*	*28*	*8*	*111*

Table A.2.29 Number of women and men on the project team, averages / percentage of women on team

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Women	5	11,4	5,8	6,6	4,3	7,2
Men	4,4	7,9	5,8	3,4	1,7	5,1
Total	**9,4**	**19,3**	**12,1**	**10,5**	**6,6**	**12,7**
Percentage of women	57	61	49	65	69	60

Table A.2.30 Production of data and statistics that were disaggregated by gender

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Yes	21	52	13	56	80	43
No	79	48	88	44	20	57
n	*28*	*30*	*16*	*28*	*7*	*110*

Table A.2.31 Gender analysis carried out before implementation of the activity (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Yes	7	23	7	32	50	21
No	93	77	93	68	50	79
n	*28*	*30*	*15*	*28*	*6*	*107*

Table A.2.32 Addressed target groups otherwise not addressed (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Yes	57	63	56	63	50	60
No	32	23	31	27	13	27
Not applicable	11	13	13	10	38	13
n	*28*	*30*	*16*	*30*	*8*	*112*

Table A.2.33 Did the grant help to provide continuity to or strengthen the effects of activities supported by ESF, EGF, Social Dialogue budget line, national actions, another budget line, percentages?

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Strengthening of capacity of Member State administrations and / or other participating organisations						
Yes	48	56	50	71	100	61
No	24	28	21	11	0	19
Not applicable	28	16	29	18	0	20
Strengthening of partnerships at national level						
Yes	67	70	50	83	71	70
No	19	19	36	10	14	18
Not applicable	15	11	14	7	14	12
Strengthening of partnerships and networks across countries						
Yes	77	90	86	41	14	68
No	15	7	7	45	29	21
Not applicable/ No opinion	8	3	7	14	57	11
Start of new programmes, projects and / or new initiatives that amplify the effects of the PROGRESS-funded action						
Yes	56	70	64	72	43	64
No	15	15	29	21	14	18
Not applicable	30	15	7	7	43	17

Table A.2.34 Extent to which it was possible to adjust the project (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
To the extent needed	29	53	50	43	50	43
To a large extent	6	6	17	29	0	12
To some extent	35	29	17	7	25	24
To a small extent	29	12	0	21	25	19
Not at all	0	0	17	0	0	2
No opinion	0	0	0	0	0	0
Total	**100**	**100**	**100**	**100**	**100**	**100**
n	*17*	*17*	*6*	*14*	*4*	*58*

Table A.2.35 Action has continued after PROGRESS funding stopped (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Yes	57	43	63	59	63	55
No	39	20	19	24	25	26
Not applicable	4	37	19	17	13	19
n	*28*	*30*	*16*	*29*	*8*	*111*

Table A.2.36 Action is still on-going (percentages)

	Employment	Social inclusion	Working conditions	Anti-discrimination	Gender equality	Total
Yes	75	69	60	65	100	70
No	25	31	40	35	0	30
n	*16*	*13*	*10*	*17*	*5*	*61*

Table A.2.37 Assessment of the grant application procedure

	Employment	Social inclusion	Working conditions	Anti- discrimination	Gender equality	Total
Very straightforward	11	3	20	3	0	7
2	25	38	20	10	29	24
3	25	34	33	48	57	37
4	32	21	7	28	14	23
Very complex	7	0	13	10	0	6
Not applicable/ No opinion	0	3	7	0	0	2
Low number of competitors	0	3	0	10	0	4
2	7	7	7	7	0	6
3	21	31	47	28	38	30
4	14	28	13	17	0	17
High number of competitors	7	24	0	17	0	13
Not applicable/ No opinion	50	7	33	21	63	29
Clear award criteria	11	7	33	25	25	18
2	46	52	27	25	50	40
3	29	17	20	29	0	22
4	7	24	0	14	13	13
Unclear award criteria	4	0	7	7	0	4
Not applicable/ No opinion	4	0	13	0	13	4
Very clear objectives	25	10	27	28	14	21
2	46	59	47	38	57	48
3	14	21	13	24	14	19
4	11	10	7	7	14	9
Unclear objectives	4	0	0	3	0	2
Not applicable/ No opinion	0	0	7	0	0	1

	Employment	Social inclusion	Working conditions	Anti- discrimination	Gender equality	Total
Comfortable deadline	18	7	20	7	25	13
2	32	29	20	21	25	26
3	18	18	27	34	25	24
4	29	32	20	31	25	29
Tight deadline	4	14	7	7	0	7
Not applicable/ No opinion	0	0	7	0	0	1
Low amount of time/effort needed to complete application compared to grant size	4	0	13	3	0	4
2	25	14	13	10	25	17
3	29	34	33	31	50	33
4	18	38	20	38	13	28
Large amount of time/effort needed to complete application compared to grant size	25	14	7	17	13	17
Not applicable/ No opinion	0	0	13	0	0	2
Technical support from Commission widely available	11	0	40	7	13	11
2	25	24	7	34	13	24
3	25	34	40	31	25	31
4	36	31	7	21	25	26
Limited technical support from Commission available	0	10	0	0	0	3
Not applicable/ No opinion	4	0	7	7	25	6
Information from Commission widely available	11	10	31	17	13	15
2	32	55	13	28	25	34
3	18	28	31	28	25	25
4	29	3	13	24	25	18
Limited information from Commission available	0	3	6	0	0	2
Not applicable/ No opinion	11	0	6	3	13	5

Annex 3 Description of activities

Overview

In the following sections, we briefly describe the activities carried out for this evaluation.

Desk research

General desk research

General desk research was the key focus of the initial part of the evaluation. The goal of the desk research was to increase our understanding of the programme in general: its scope, intervention logic and concrete implementation. It also helped us to identify further sources, indicators and data for better operationalizing the evaluation questions and addressing the transversal issues.

Policy section review

The second step was the desk research at policy section level. The goal was to gather and analyse relevant information that was available at the level of policy sections.

The documents used in this phase were:

- PROGRESS Decision (as a reference);
- PROGRESS Strategic Framework (as a reference);
- Annual work plans 2007, 2008, 2009 and 2010;
- Annual execution reports 2007, 2008, 2009;
- Baseline assessment report;
- Data on the transposition rate of EU law and infringement procedures;
- Annual performance monitoring reports 2008 and 2009;
- PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011;
- Key documents in each policy area (key Communications and Decisions in 2008, 2009, 2010);
- Websites of policy and decision makers, social partners, NGOs, networks;
- Preliminary results of the PROGRESS Annual Survey 2010.

In order to ensure maximum comparability, facilitate analysis and ensure that the right information was extracted in relation to the key evaluation questions and sub-questions, a detailed grid for the desk research at policy section level was developed and used by all experts.

Analysis of activities

This part of desk research concerned the analysis of outputs from a sample of activities within the five policy sections. The activities were chosen on the basis of the following criteria:

- Representativeness of the various types of activity;
- Overall relevance (size, scope, political relevance);
- 'Researchability' ('can we evaluate it?'): activities completed by the end of June 2010;
- Data availability, particularly from the monitoring system (availability of activity reports or final reports, documented outputs): priority was given to activities whose outputs were included in the Annual Performance Monitoring Reports.

The following table shows the number of activities sampled for each sub-type mentioned in the PROGRESS Decision.

Table A.3.1 Activities from workplans 2007, 2008, 2009 by type and section (adjusted for cancelled activities and activities postponed beyond 2009)

Type of activity	Section						
	Employment	Social inclusion and social protection	Working conditions	Non discrimination	Gender equality	Support	Total
A1	9	2	6	0	3	0	20
A2	5	4	2	0	2	0	13
A3	29	16	13	17	8	1	84
A3;B3	0	1	0	0	0	0	1
A4	5	0	12	1	2	6	26
A5	0	0	7	0	0	0	7
B1	19	9	8	1	4	0	41
B2	5	3	6	3	3	1	21
B3	8	2	2	5	6	1	22
B4	0	0	0	3	1	0	4
B5	0	1	1	3	2	2	9
C1	0	4	0	7	3	0	14
C2	0	1	1	3	0	0	5
C3	5	5	3	3	0	1	17
C4	0	2	1	1	3	0	7
C5	1	6	4	8	9	0	28
C6	5	0	0	0	0	0	5
C7	0	1	6	0	0	0	7
C8	16	5	2	0	0	0	23
Cancelled*	**8**	**10**	**4**	**1**	**5**	**2**	**30**
Postponed*	**0**	**1**	**2**	**0**	**0**	**0**	**3**
Total	**115**	**73**	**80**	**56**	**51**	**14**	**389**

* Activities listed in the workplan of the year but recorded as cancelled in the execution report.
** Activities listed in the workplan of the year but recorded as postponed in the following execution report and not executed in following years up to 2009.
Source: Ecorys on the basis of PROGRESS workplans 2007, 2008 and 2009.

The consulted sources included:

- Workplans and execution reports (for attribution to immediate outcomes);
- Catalogue of outputs – annex to Annual Performance Monitoring Report;
- Activity reports (interim and final);
- Output products (research reports, training programmes, etc.) – if available on the CD-ROM provided by the European Commission or by searching the web;
- Calls for proposals or tenders.

During data collection, some activities that had initially been chosen had to be replaced because of the limited availability of outputs. We kept our threshold low as we decided to accept activities for which at least one report or key output (activity report, study, etc.) was available. To find outputs for our sampled activities, we used the web links in the Annual Performance Monitoring Reports, looked at the set of activity reports provided by the European Commission and set of study reports provided by PPMI, used internet search engines, and in several cases made specific requests to

the relevant European Commission unit. Nonetheless, for several activities and more often than expected, we were still unable to retrieve any significant material and had to replace them. In order to replace an activity, we first picked another activity from the same subtype of activity (for example another B4 activity). If this was not possible, the activity was replaced by an activity from the same broad type (for example another B activity). Since it was not always possible to replace the activities in the way described above, some policy sections were not able to sample the 20 activities which had been foreseen. The table below sets out the typology and number of the final sample of activities.

Table A.3.2 Distribution of sample activities by policy section and subtype

Type of activity	Policy section					
	Employment	Social inclusion and social protection	Working conditions	Non discrimination	Gender equality	Total
A1	2	1	0	0	1	4
A2	1	1	1	0	0	3
A3	3	3	3	4	3	16
A3;B3	0	1	0	0	0	1
A4	1	0	2	1	0	4
A5	0	0	1	0	0	1
B1	3	3	1	1	2	10
B2	1	1	1	1	2	6
B3	2	0	0	1	2	5
B4	0	0	0	1	1	2
B5	0	1	1	1	0	3
C1	0	1	0	2	1	4
C2	0	0	0	1	0	1
C3	1	3	1	1	0	6
C4	0	0	1	1	1	3
C5	1	2	1	2	2	8
C6	2	0	0	0	0	2
C7	0	1	2	0	0	3
C8	3	2	0	0	0	5
Total	**20**	**20**	**15**	**17**	**15**	**87**

Source: Ecorys/Ecorys UK on the basis of PROGRESS workplans 2007, 2008 and 2009 and execution reports 2007, 2008 and 2009.

The results of our assessments for each activity were inserted in a structured database. This database was specifically designed for this assignment: it addressed all the relevant evaluation questions and indicators, and included spaces for indicating sources and information gaps. In order to ensure consistency in completing the database, a detailed guide was developed for researchers and briefing meetings were held with them.

Overall, due to the limited availability and non-systematic nature of material for several activities, we were only able to use the analysis of activity outputs as a complementary source of evidence. It was used principally to confirm or disprove trends identified during the interviews with key informants or in the surveys, and to provide concrete examples.

In the following tables, the complete list of activities reviewed through the desk research is provided.

Table A.3.3 Overview of activities included in the evaluation of the employment strand

Activity (title)	Description	Type of activity
Labour Force Survey 2008 ad-hoc module 'Labour market situation of migrants and their immediate descendants'	To deepen knowledge on the LM integration of migrants	A1
Labour Market Policy Database	To develop and improve data submitted to the LMP database (recurrent project)	A1
Study 'Modelling of labour markets in the European Union'	To develop an equilibrium model on the labour market	A2
Innovative approaches towards successful integration of migrants in the labour market	Study to assess policies for the integrations of migrants	A3
Small scale studies/ research in support of EMCO discussions for bilateral cooperation activities	To prepare EMCO thematic discussions and support of bilateral cooperation activities in the area of employment and social affairs	A3
The Role of the Public Employment Services related to flexicurity in the European labour markets	To examine the contribution and the essential role of the PES in the implementation of the Lisbon Strategy	A3
Projects contributing to the evaluation of the EES	To improve national evaluation practices	A4
Projects on local employment development	Dissemination activity of regional responses, to share good practices and to provide input for future regional activities	B1
Mutual learning support services	Assist the implementation of the MLP	B1
24th and 25th Heads of PES meetings	Organisation of the 24th and 25th Meeting of the Heads of Public Employment Services	B1
German and Portuguese Presidency Conferences	To discuss topics during each of the half-year presidencies	B2
Public Employment Services Seminars 2008	Aiming at improving the role of PES in implementing the EES	B3
Employment in Europe 2008 dissemination conference	Organisation of a conference to disseminate the 'Employment in Europe' report and discuss current trends on the European labour markets	B3
Support to the Corporate Social Responsibility High Level Group	Service Contract to support the Commissions' approach to CSR	C3
Mobility network	Creation of a network of experts	C5
European Employment Observatory (EEO)	To provide a regular information base for EES policy makers and stakeholders	C6
MISEP meetings (held in the country holding the EU Presidency)	Half-yearly information of the MISEP correspondents from ministries and PES	C6
Cooperation with international institutions, such as joint OECD, WB, and ILO projects (conferences, seminars, reports)	One seminar on 'Gaining from migration' and a yearly contribution (2007-2009) to the research phase of the PIAAC	C8
Promoting the external dimension of the Social Agenda through cooperation with international institutions such as joint OECD, WB, ILO projects	Conferences in order to promote the external dimension of the Social Agenda	C8
Global aspects of the employment dimension of climate change policies - joint management with ILO: with a view to supporting a policy event in 2010	To enhance the EU knowledge basis ad contribute to the employment dimension of international climate change policies in the context of the ILO Green Jobs Initiative and to enhance the debate and dissemination of these issues	C8

Table A.3.4 Overview of activities included in the evaluation of the social protection and social inclusion strand

Activity (title)	Description	Type of activity
Study on Stakeholders' Involvement in the Implementation of the Open Method of Coordination (OMC) in Social Protection and Social Inclusion	Study on OMC as it relates to social protection and social inclusion providing in depth country studies of all EU27 MS, disseminated through a workshop	A3
Surveys on social inclusion (Eurobarometer)	to collect and develop data on the theme of long-term and family care	A1
Analytical support for SPC/ISG (Social Protection Committee - Indicators sub-group)	Seminars within the context of the SPC and Activities aiming to provide analytical support to the SPC and its ISG	A3
Peer review	Seminars organised on key priority issues for voluntary mutual learning process, scrutiny of policies, programmes and institutional arrangements	B1
Peer review on social protection and social inclusion and assessment in social inclusion	Seminars organised on key priority issues for voluntary mutual learning and scrutiny of policies, programmes and institutional arrangements	B1
EUROMOD	tax- benefit model to calculate effects of taxes and benefits on household incomes and work incentives in each MS and the EU as whole (2 conferences + 1 activity report)	A2
Eurobarometer (Poverty, Active inclusion and Social services)	workplan: studies, analysis. Execution report: 6 surveys commissioned	A3
Studies, analysis (from the workplan) In the execution report the three studies are mentioned as separate activities	1. Transitional adjustments pension reforms 2. payout phase of funded pensions provision 3. Private health insurance (Studies, analysis)	A3
Joint projects with international organisations	Cooperation with OECD on replacement rates (pensions) and rational use of resources in healthcare (2 reports)	C8
Feasibility study on an exchange of personnel between national administrations under the PROGRESS programme	Feasibility study - mapping exercise and take into consideration possibility of further action/ Exchange of personnel between national/regional administrations	C7
MISSOC Mutual Information System on Social Protection / Social Security' database (according to the execution report: Translation of MISSOC database and renewal of service contract)	MISSOC Secretariat, for handling the MISSOC information system on social protection legislation + Database Info translated into 19 more languages	C5
EU Experts networks on social inclusion	Monitoring the development of poverty and of social exclusion situation at national level	C5
7th European Round Table on Poverty and Social exclusion, Active inclusion strategy for the people furthest from the labour market	Forum for exchange of experience and information (1 conference)	C3
Meeting of people experiencing poverty (Eighth European Meeting of People Experiencing Poverty, Brussels, 15–19.5.2009)	annual meeting of people living in poverty and social exclusion (1 conference+ 1 report)	C3
Support to European-level NGOs in the social inclusion field	Capacity-building of key European Networks to take part in the development of social inclusion policies and objectives (10 outputs). Workplan: 10 outputs; APMR speaks of 12 NGO's and networks)	C1

Activity (title)	Description	Type of activity
Information /communication activities	Facilitate Information /communication/networking activities between stakeholders and with wider public (output: leaflets, fact sheets, posters, etc.) (Immediate Objective: Participatory debate)	B5
EU Presidency events	Presidency events (1 Pres.Conf. in SE, 1 Pres. Conf. in ES, 1 MISSOC meeting in SE, 1 MISSOC meeting in ES, 2 conferences on SI) (output: 6 conferences)	B2
awareness raising activities	promotion of debates on social inclusion and social protection, in support of the reinforcement of the OMC (Output: 10 seminars, 10 reports; 10 websites; 10 toolkits)	B1
Joint projects with international organisations	(Cooperation with Council of Europe - a) developing intercultural competencies in social services and b) proposal for engaging citizen responsibility for the fight against exclusion	C8
Round table on Poverty/Exclusion: Poverty and Exclusion Minimum Social Standards: a Strategy for Protection and Empowerment	Forum for exchange of experience and information	C3

Table A.3.5 Overview of activities included in the evaluation of the working conditions strand

Activity (title)	Description	Type of activity
Development of a scoreboard for the implementation of the Community Strategy 2007-2012	To contribute to the assessment of the implementation of the Community Strategy on Health and Safety at Work in the EU Member States	A2
Study of the implementation of the Directive 2003/72/EC on works' involvement in the European Cooperative Society into the national legislation of the Member States, which could not be covered by the study on implementation of labour law directives	The aim is to monitor the application of the 2003/72//EC directive and to help the preparation of the 2009 reports on its application, in complement to the on-going study on the implementation of labour law directives	A3
Study on international private law rules applicable to transnational company agreements	Study on the international private law rules eventually applicable to disputes on the interpretation and application on the existing transnational texts concluded in European companies	A3
Study on the implementation of Labour Law Directives in Bulgaria and Romania	To identify possible transposition errors, implementation reports with a more comprehensive approach providing for an evaluation part, case law and statistical information would help the services acquire a more complete picture of the legal and	A3
Economic and social impact of the agreement concluded between social partners on certain aspects of the working conditions of mobile workers engaged in interoperable cross-border services in the railway sector	A specialised study on the economic and social impact of the agreement concluded between social partners on certain aspects of the working time of mobile railway workers in 23 Member States. The aim is to inform the Commission's work in preparing??	A4
Impact assessment concerning a possible revision of exclusions of seafaring workers from EU social legislation	The purpose of this study is to provide input for the Commission's impact assessment in view of a possible proposal for the revision of exclusions concerning seafaring workers contained in several Directives in the field of labour law	A4
Good Practice Guide for Directive 2006/25/EC	To facilitate the understanding of the provisions of the ‘optical radiation’ directive	A5
Call for proposals on restructuring, well-being and financial participation	To support the research and networking with the view to exchange of information and best practices, raising awareness and improving knowledge in 3 issues: restructuring, financial participation and Well-being at work	B1
Presidency Conferences	Conferences on Working conditions and Labour Law	B2
Database on studies realised on anticipation (anticipedia)	Database on studies and reports on job and skill anticipation, foresight and forecasts realised at different levels	B5
European Network of independent Legal Experts	To deal with the legal issues raised by EU labour law, to provide a forum for an open discussion and exchange of information of topical issues and to reinforce the capacity to anticipate problems related to the application of EU law	C5
Senior Labour Inspectors Committee (SLIC) Campaigns on Manual handling of Loads (3rd phase)	To raise awareness on dangers from carrying heavy loads	C7

Activity (title)	Description	Type of activity
Forum	Forum on Restructuring	C3
SLIC Activities - Exchange of national inspectors	To assess the quality and impact of national inspection systems	C7

Table A.3.6 Overview of activities included in the evaluation of the anti-discrimination strand

Activity (title)	Description	Type of activity
Study on Diversity in the Media	A study on best practices identified in initiatives that play a positive role in contributing to social cohesion and in the transformation of groups facing discrimination as well as in management processes of media across the EU	A3
Study on positive action	A study looking at the role that positive action measures can play in remedying discrimination, building on knowledge of the existing legal framework and how the legal framework and existing measures compare to the US, Canada and South Africa	A3
Study on the existence of discrimination in the field outside the current scope of EU legislation and potential effects of further measures	A follow up to the study on 'mapping study on existing national legislative measures and their impact in tackling discrimination'. This study examined discrimination outside of the current framework with the purposing of feeding into the proposal for a new Directive on discrimination based on religion or belief, age or sexual orientation beyond the labour market	A3
Eurobarometer	Extra addition to the Eurobarometer 2009 on discrimination	A3
Evaluation of the European Disability Action Programme	Mid-term evaluation of the Programme, covering 2003-2008	A4
National Awareness Raising Activities	35 grants to projects in 23 Member States with a maximum budget of €400,000 per Member State. Aim to complement existing or planned national awareness raising activities in the field of AD	B1
French Presidency Conference on antidiscrimination issues	Annual Presidency Equality Summit 2008	B2
Swedish Presidency Conference on antidiscrimination issues	Annual Presidency Equality Summit 2009	B2
Contribution to the activity on the uniform and affective application of EU law	Study on activities that improve the impact of policies, programmes and projects aimed at the social inclusion and non-discrimination of Roma people in the EU	B3
EU Media Campaign	The 'for diversity, against discrimination' campaign which disseminates the results of PROGRESS funding related to antidiscrimination	B4
Information and communication on the results of the 'antidiscrimination and diversity' strand of the programme and organisation of events on this theme	Support to the dissemination of PROGRESS, specifically through the EU media campaign 'for diversity, against discrimination' via the funding of events	B5
National Equality Bodies	Funding to EQUINET to facilitate cooperation and communication amongst the national equality bodies across the EU	C1
Operating Cost Support to EU-Level Networks	Funding for specialist networks such as ENAR, EDF, AGE etc. to reinforce the capacity of these organisations to take part in the development of non-discrimination policies and objectives at EU level and support their networks at national level.	C1

Activity (title)	Description	Type of activity
Training of legal and policy practitioners at Community level	Provision of free training courses to legal and policy practitioners to facilitate the uniform interpretation and application of Community legislation related to antidiscrimination	C2
European Day of Disabled People	Annual conference to raise awareness and promote the debates on disability issues at EU and Member States' level	C3
Activities to promote the business case for diversity	Five different activities including a study, creation of charters and a network related to the business case for diversity	C4
Socio-Economic expert network group on diversity and discrimination	Support of a group of experts to provide the Commission with independent information on economic and social aspects of discrimination	C5
Legal experts network on antidiscrimination	Legal network to inform the Commission of the implementation of the legal framework for antidiscrimination, including national case studies and good practices	C5

Table A.3.7 Overview of activities included in the evaluation of the gender equality strand

Activity (title)	Description	Type of activity
Database on women and men in decision-making (2007-09)	Maintenance of the existing (since 2003) database on women and men in decision-making (political domain, public and judiciary, socio-economic), covering 29 countries, including 27 Member States.	A1
Study on non-legislative initiatives for companies to promote gender equality at the workplace (2008)	Review of the existing initiatives taken by private companies and NGOs in Member States to promote gender equality in the work place.	A3
Study on the use of age, disability and gender in the insurance and banking sector (2009)	Stud identifying current practices of financial service providers with regard to the use of age, disability, sex, racial/ethnic origin, religion/belief, and sexual orientation in the supply and design of financial products, as well as problems of discrimination and existing measures to prevent discriminatory practices.	A3
Eurobarometer: Survey attitude towards gender equality (2009)	Special Eurobarometer survey looking at the attitudes of European people towards gender equality, inequality and discrimination, in general as well as in specific domains (e.g. workplace, politics).	A3
Improve mainstreaming in Member States (2008-09)	Initiatives funded at Member State level via a restricted call for proposals with the aim of strengthening gender mainstreaming. The activities examined were the 9 initiatives funded in 2008.	B1
Exchange of good practices (2007-09)	Programme of good practice exchange events to support the dissemination and transfer of good practices on gender issues. 2 seminars were organised in 2008 and 2 in 2009.	B1
European Presidency Conference 2009 (Czech Republic)	Aim to support Presidency initiatives and raise awareness on gender equality issues at EU and Member State level. Title 'The European Conference on new ways in overcoming gender stereotypes' (May 2009).	B2
European Presidency Conference 2009 (Sweden)	Aim as above. Title "What does gender equality mean for economic growth and employment?' (October 2009).	B2
Activities to make firms more aware of the fight against gender stereotyping (2007-08)	Activity to raise awareness on the labour market, particularly targeting SMEs, on the need to combat gender stereotypes. Outputs include: 2 toolkits, training workshops and good practice examples (video clips, national reviews).	B3
Training on Gender Equality for Legal Practitioners (2008-09)	Series of high-level seminars (six per year for 40-50 participants) to provide training for legal practitioners on the Community acquis on gender equality.	B3
Communication activities (2009)	EU-wide campaign on the gender pay gap. Outputs include: campaign toolkit, national events, advertising in EU press, 47 examples of national good practice, mapping of pay gap, slide presentation, leaflet.	B4

Activity (title)	Description	Type of activity
Framework Partnership Agreement to support EU-level networks (2007-09)	Support for the European Women's Lobby, representing 2500 national member organisations. Outputs in 2009 include: 219 events, training of 150 people, lobbying, policy papers, support for members.	C1
Network on women and decision-making (2008-09)	PROGRESS supports the activities and meetings of the Network to promote the participation of women in decision-making in politics and the economy.	C4
Network of experts on employment and gender equality issues (EGGE) (2007-09)	The Network assists the Commission in the assessment of the gender dimension of employment and economic policies, including the OMCs and provides reports on specific themes.	C5
Network of experts in gender equality, social inclusion, health and long-term care (EGGSI) (2007-09)	The Network assists the Commission in the assessment of the gender dimension of the OMC on social inclusion and protection and provides reports on specific themes.	C5

Stakeholders consultations

The goal of the interviews was to obtain qualitative insights on PROGRESS that would plug some of the inevitable gaps in information, and would help to provide both interpretation and validation of the information gathered from the desk research. However, given the limited usefulness of some of the desk research material as discussed above, interviews with key stakeholders became more important, in order to obtain factual information and views about specific evaluation questions on relevance, effectiveness, efficiency, and European added value. An initial exploration of transversal issues - intervention logic and causality factors, partnerships strategies, programme management, and gender mainstreaming – was also carried out.

In total we conducted 54 interviews with a relatively balanced mix of programme 'insiders' and informed 'outsiders', EU and country level officials, specialists of policy sections and generalists. 'Outsiders' included representatives of DG EMPL Units A1 and B4 (ESF), Members State Permanent Representations and policy committee representatives. 'Insiders' were officials from the DG EMPL Units involved in PROGRESS, members of the PROGRESS Committee and a sample of beneficiaries such as Heads of Public Employment Services, NGO networks and Eurostat.

We mainly carried out face-to-face interviews with the stakeholders based in Brussels and telephone interviews for those based in other participating countries, with some exceptions where it was not possible to set up meetings in Brussels, or country-level interviews could be carried out by researchers in particular Member States. In total 29 face-to-face interviews were conducted. A semi-structured topic guide was specifically designed and used for interviews, which was annexed to the inception report.

Table A.3.8 Stakeholders interviewed as key informants

Type of stakeholder	Number planned	Number conducted	Insider/outsider	EU / country perspective	Policy section specialist/generalist
PROGRESS Committee members (sample) and national coordinators	11	15	Insider	country	generalist
Public Employment Services representatives	2	2	Insider	country	specialist
Eurostat	1	1	Insider	EU	generalist
Key EU NGOs and networks	6	7	Insider	EU	specialist
DG EMPL units from Directorates D,E,F,G	20	18	Insider	EU	specialist
DG EMPL A1 and B4 (ESF and transnational projects/innovation)	3	2	Outsider	EU	generalist
Head of PROGRESS coordination unit	0	1	Insider	EU	generalist
Member State Permanent Representations (sample)	6	2	Outsider	country	generalist

Type of stakeholder	Number planned	Number conducted	Insider/outsider	EU / country perspective	Policy section specialist/generalist
Policy committees representatives	9	6	outsider	country	Specialist
Total	**57**	**54**			

Survey of grant beneficiaries

An online survey of grant beneficiaries was conducted in the period between the 22nd June and 22nd July 2011. The survey was hosted by CheckMarket, a company which provides an online platform to create and distribute online surveys.

Grants cover:

- action grants and operating costs grants awarded following calls for proposals;
- spontaneous subsidies (monopoly *de facto* and *de jure*);
- the exchange of personnel between national administrations.

The total gross number of respondents to the survey was 307. The execution reports of the PROGRESS annual workplans were the source of the bulk of the contact details. For some activities, contact details were not available in the execution reports and were provided by the European Commission. The overall response rate was 41% (see Table A.3.9).

The response rate for the gender equality policy section was highest (47%) while the net number of respondents was lowest (8 responses). This net number should be borne in mind while reading the report where results are broken down by policy section. Percentages for the gender equality policy section should be treated as indicative, as should comparisons with other policy sections.

Table A.3.9 Response overview

Panel	Employment		Social inclusion		Working conditions		Non Discrimination		Gender equality		Total	
	n	%	*n*	%	*n*	%	*n*	%	*n*	%	*n*	%
Gross panel size	*69*	100	*75*	100	*60*	100	*86*	100	*17*	100	***307***	**100**
Not responded	*38*	55	*42*	56	*39*	65	*54*	63	*9*	53	***182***	**59**
Completed questionnaires	*29*	42	*30*	40	*16*	27	*29*	34	*8*	47	***112***	**36**
Partially completed	*2*	3	*3*	4	*5*	8	*3*	3	*0*	0	***13***	**4**
Total response	***31***	**45**	***33***	**44**	***21***	**35**	***32***	**37**	***8***	**47**	***125***	**41**

Respondents completed the survey in relation to a particular PROGRESS-funded activity. In Table A.3.10 an overview of the responses by year is provided. Although responses might be expected to be lower for activities that took place in 2007, differences in response rates between the three years are shown to be very small.

Table A.3.10 Response by year

Panel	2007		2008		2009		Total	
	n	%	*n*	%	*n*	%	*n*	%
Gross panel size	*106*	100	*121*	100	*80*	100	*307*	100
Not responded	*64*	60	*70*	58	*48*	59	*182*	59
Completed questionnaires	*39*	37	*42*	35	*31*	39	*112*	37
Partially completed	*3*	3	*9*	7	*1*	1	*13*	4
Total response	***42***	**40**	***51***	**42**	***32***	**40**	***125***	**41**

The surveyed organisations were grouped into those that operate at EU level, Member State level and Other. The eight organisations in the group 'Other countries' were beneficiaries in Croatia, Iceland, Serbia and the Former Yugoslav Republic of Macedonia. The response rate for EU level and Member State level organisations was comparable.

Table A.3.11 Response by type of beneficiary

Panel	EU level		MS level		Other countries		Total	
	n	%	*n*	%	*n*	%	*n*	%
Gross panel size	*61*	*100*	*238*	*100*	*8*	*100*	*307*	*100*
Not responded	*36*	*59*	*142*	*60*	*4*	*50*	*182*	*59*
Completed questionnaires	*23*	*38*	*86*	*36*	*3*	*38*	*112*	*36*
Partially completed	*2*	*3*	*10*	*4*	*1*	*13*	*13*	*4*
Total response	***25***	**41**	***96***	**40**	***4***	**50**	***125***	**41**

Although the net number of respondents for the gender equality policy section and for 'Other countries' was limited, response rates are relatively high. With response rates of 35% and higher for each of the policy sections and an equal distribution over the three years, and between the EU and Member State level, there are no signs of any selective non-response. The group of net respondents is considered representative of the total group of grant beneficiaries.

Case studies

Five case studies were conducted, one per policy section, on themes chosen in agreement with the European Commission:

- Employment: Social partners and the Mutual Learning Programme;
- Social Protection and Social Inclusion: Effectiveness of partnership agreements with key EU networks working on child poverty and well-being;
- Working Conditions: Support to the Senior Labour Inspectors Committee (SLIC);
- Antidiscrimination: 'For Diversity, Against Discrimination' campaign – EU-level activities;
- Gender Equality: Seminars to raise awareness among judges and legal practitioners on Commission legislation on equal treatment between women and men.

Case studies served a number of different purposes, as follows:

- Delving deeper into the substance of activities, serving as a check on some of the lessons drawn from the evaluation;
- Identifying key success factors and obstacles on the basis of concrete examples;
- Further assessing the causal factors, intervention logic and partnership strategies (three of the transversal issues of the evaluation);

- Providing illustrative examples of the EU added value of activities.

The case studies were conducted through a variety of methods: desk research, interviews, and analysis of survey data. They yielded important insights and rich qualitative information that was subsequently used in the policy section chapters and separate case study reports.

Data analysis and production of results and conclusions

To produce overall results, we had to aggregate partial data collected from a wide variety of sources. In addition, we sometimes aggregated results on individual activities to generate results for types of activities. Programme, policy section and activity type remained three distinct levels, each one having independent sources of evidence. The cases in which extrapolation and generalisation were necessary were quite limited.

We distinguish three types of results, with decreasing levels of reliability (because they are based on a decreasing amount of evidence):

- Assessments at the level of the whole programme: were based on the largest number of interviewed stakeholders as no specialised knowledge was necessary (although some interviewees could not comment on the operational aspects of the programme). Some information was available from desk research at programme level;
- Assessments at the level of policy sections: were based on views collected from stakeholders from each policy section (specialists plus generalists who claimed to have specific knowledge) and a reasonable amount of information from desk research;
- Judgements on individual activities: apart from those reviewed in the case studies, are based on a more limited number of documents and comments from interviewees.

As such, and in order to focus on findings with a medium to high level of reliability, this final report focuses mainly on results and analysis at the programme and policy section level. We mention individual activities only for illustrative purposes.

General results were generated from partial data according to the following method:

- If there was a clear trend (for example almost unanimous agreement) in assessments by interviewees, we considered that the view was reliable;
- If desk research shed light on a trend that was not totally clear based on interviews, this was also considered a decisive element for formulating the assessment;
- If conflicting views emerged from interviews and no additional indication came from desk research, this was reported as ‘mixed picture’ or no assessment was made at all.

Drawing conclusions on the basis of general results required a further effort, going beyond answering the evaluation questions, and also taking into account the broader context and the overall contribution that the programme made to EU employment, social and equal opportunities policies over the evaluation period.

Relations with the monitoring contractor

Evaluation is complementary to monitoring since it uses information from the monitoring system to answer the evaluation questions. Hence the team maintained regular contacts with the monitoring contractor (PPMI). These contacts revolved round the exchange of data, notably:

- the dataset (research reports) and the draft report on 'Measuring effectiveness and efficiency of the studies produced under PROGRESS';
- the dataset (partial) and preliminary results of the Annual Survey 2010;
- the dataset of the Annual Survey 2009.

In addition, we suggested the inclusion of a few questions on intermediate outcomes in the Annual Survey 2010. These requests were assessed and in part accepted by the monitoring contractor.

A meeting was held in November 2010 with Diane Eyben from the DG EMPL Evaluation Unit and Haroldas Brozaitis from PPMI, to discuss cooperation on the use of survey data.

Other activities

Other activities included meetings and seminars, namely:

- Steering Committee meetings (kick-off – 7th July 2010, inception – 22nd September 2010, interim – 1st April 2011);
- Other informal meetings with the DG EMPL Evaluation Unit (Diane Eyben) and PROGRESS Coordination Unit (Katarzyna Makowska) in January, June and August 2011;
- Participation of Alessandra Cancedda (Project Manager) in the PROGRESS Committee meeting of 30th September 2010 and presentation of the interim report to the PROGRESS Committee by Marcel Canoy (Project Director) on the 11th April 2011;
- Several internal team meetings and conference calls throughout the whole project.
- Delivery and participation of the Ecorys evaluation team in the PROGRESS mid-term evaluation validation seminar on 9 December 2011, meeting with internal and external main stakeholders' representatives.

Annex 4 Reviewed documents

The following bibliography includes key documents reviewed in the desk research. For space reasons it does not list all reviewed activity outputs, but only documents with broader thematic focus and documents used in the case studies.

General

- Annual activity report on the implementation of the Community Action Programme for Employment and Social Solidarity PROGRESS (2007-13) in 2007, Brussels, 31 March 2008;
- Decision No 1672/2006/EC of the European Parliament and the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — PROGRESS;
- Decision No 284/2010/EU of the European Parliament and of the Council of 25 March 2010 amending Decision No 1672/2006/EC establishing a Community Programme for Employment and Social Solidarity — PROGRESS;
- Draft Strategic Framework for the implementation of the Community Programme for Employment and Social Solidarity – PROGRESS, Brussels, 18 March 2008;
- European Commission, Developing and implementing a monitoring framework for PROGRESS 2007-2013, 2008;
- Execution of 2007 Annual Plan of Work;
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- Funding priorities for 2010 Annual Plan of Work, Brussels, 16 March 2010;
- Monitoring of The Performance of the Community Programme For Employment and Social Solidarity – PROGRESS (2007-2013), *Baseline Assessment Report;*
- PPMI, 'Measuring effectiveness and efficiency of the studies produced under PROGRESS. Draft report', 2011;
- Preliminary results of PROGRESS Annual survey 2010;
- PROGRESS 2007 Annual Plan of Work, Brussels, 21 March 2007;
- PROGRESS 2008 Annual Plan of Work, Brussels, 27 November 2007;
- PROGRESS 2009 Annual Plan of Work, Brussels, 30 September 2008;
- PROGRESS Annual Performance Monitoring Report 2008;
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Employment

Desk research at policy section level:

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- Communication from the Commission ' An Agenda for new skills and jobs: A European contribution towards full employment', COM(2010) 682 final;
- Communication from the Commission ' Renewed social agenda: Opportunities, access and solidarity in 21st century Europe' COM(2008) 412 final;
- EMCO Contribution to the EPSCO Council of 7-8 June 2010 on the 'EU 2020' Strategy;
- European Commission, *EU network of Heads of Public Employment Services*, 2010;

- OSB Consulting et al., *The role of the Public Employment Services related to 'Flexicurity' in the European Labour Markets, Final report*, Policy and Business Analysis, March 2009;
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Employment case study:

- 'Partnership in Cohesion Policy. European Social Fund support to social partners in the 2007-2013 period', DG EMPL;
- 'Partnership in the 2000-2006 programming period - Analysis of the implementation of the partnership principle', DG REGIO discussion paper, November 2005;
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- Communication from the Commission ' Partnership for change in an enlarged Europe – Enhancing the contribution of European Social dialogue', COM/2004/ 557 final;
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Social protection and social inclusion

Desk research at policy section level:

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- Communication from The Commission ' The European Platform against Poverty and Social Exclusion: A European framework for social and territorial cohesion', SEC(2010) 1564 final;
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Social inclusion and social protection case study:

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Working Conditions

Desk research at policy section level:

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Antidiscrimination and diversity

Desk research at policy section level:

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