

Ledningskonsulterna

i Stockholm AB

EQUAL

Community laboratory

Functioning experiment — less discrimination?

Mid-term evaluation II

Community Initiative EQUAL

**Final report
Slutrapport**

Vivelvägen 1, 184 34 Åkersberga
Tel 08-540 61466, fax 08-540 62954

Bankgiro
5657-0757

Postgiro
575071-6

Org.nummer
556383-9678

Ledningskonsulterna

i Stockholm AB

To the Swedish ESF Council

The task of *Ledningskonsulterna i Stockholm AB* is to produce the second part of the mid-term evaluation of the Community Initiative EQUAL in Sweden. The evaluation has been carried out by a project group consisting of Bengt Wittbom (project leader), Lars Behrenz, Karl-Ingvar Malmgren, Helene Norberg, Masoud Kamali, Anne-Marie Morhed, Henry Tham and Olof Bergwall.

We are now submitting the final report on the evaluation, entitled “EQUAL” – Community laboratory – Functioning experiment – less discrimination?”. In September 2004 we submitted the “Interim report on EQUAL – Steering and Management in the Community Laboratory of Diversity”.

Åkersberg 30 October 2005

Ledningskonsulterna i Stockholm AB

Bengt Wittbom

Project Leader

Ledningskonsulterna

i Stockholm AB

SUMMARY	6
1. BACKGROUND, PURPOSE OF THE EXERCISE, WORK ORGANISATION ETC.	13
1.1 Evaluation exercise.	13
1.2 Method/analysis concept/approach	13
1.3 Layout of the report.....	16
2. EQUAL'S AIMS AND GOALS.....	17
2.1 EQUAL's background, aims and goals.....	17
2.2 Approach, content and organisation of the programme	17
2.3 Results of EQUAL and how they can be disseminated	19
2.4 General principles of EQUAL.....	20
2.5 Summary	21
3. DISSEMINATION AND MAINSTREAMING.....	22
3.1 Introduction	22
3.2 Progress with dissemination and mainstreaming	23
3.3 What has been disseminated?.....	26
3.4 How are results disseminated?	34
3.5 To whom are results disseminated?	38
3.6 Success of dissemination.....	42
3.7 Summary	45
4. USERS' PERSPECTIVE.....	46
4.1 Success criteria for dissemination	47
4.2 Factors which may make dissemination and mainstreaming more difficult.....	49
4.3 Observation and operational development.....	52
4.4 Degree of innovation and significance for activities.....	53
4.5 The potential users' viewpoint.....	54
4.6 Participants in dissemination and its results.....	55
4.7 Reasons for a negative response.....	58

Ledningskonsulterna

i Stockholm AB

4.8 Concluding remarks	59
5. INCLUSION AND EFFECT OF THE PRINCIPLES IN THE DISSEMINATION AND MAINSTREAMING PHASE	60
5.1 Has work within the partnership benefited the processes of dissemination and mainstreaming in EQUAL?.....	60
5.2 Has the transnational work created added value for the processes of dissemination and mainstreaming in EQUAL?.....	66
5.3 Have equal opportunities (mainstreaming- and problem-orientated work) created added value for dissemination and mainstreaming work in EQUAL?.....	72
5.4 Has work on empowerment created added value for the processes of dissemination and mainstreaming under EQUAL?.....	75
5.5 Has work on diversity created added value for the processes of dissemination and mainstreaming under EQUAL?.....	81
5.6 In what way is the development work innovative?.....	85
5.7 Conclusions	89
6. THE MONITORING COMMITTEE'S ACTIONS AND RESPONSIBILITIES TO ENSURE MONITORING AND FOLLOW-UP.....	90
6.1 The basis for the Monitoring Committee's activities, with particular emphasis on monitoring.....	91
6.2 Indicators.....	95
6.3 Information on activities and results gathered from other sources	101
6.4 Summary	102
7. IMPLEMENTATION OF THE PROGRAMME FOCUSING ON DISSEMINATION AND MAINSTREAMING.....	103
7.1 Follow-up of controlling and management following submission of the interim report	103
7.2 Implementation at Monitoring Committee/ESF or DP level focussing on finalising development tasks	109
Summary	111
7.3 The implementation focussing on NTGs' organisation, tasks, participation and dissemination and mainstreaming	112
Summary	114
7.4 The Monitoring Committee's role in dissemination and mainstreaming.....	114
7.5 The ESF Council's strategies for dissemination and actual practice	115

Ledningskonsulterna

i Stockholm AB

Summary	115
8. FINANCIAL SCOPE AND FOCUS OF THE PROGRAMME.....	116
8.1 The total scope of activities – approved budget.....	116
8.2 The co-financing share of the approved budget	117
8.3 The focus per thematic field for the approved budget	117
8.4 How will the remainder of the budget be utilised?	118
8.5 Utilisation of the approved budget, payment ratio etc	120
8.6 Summary	123
9. ANALYSIS AND CONCLUSIONS	124
9.1 The relevance and consistency of the programme – was the focus on the most important areas?	125
9.2 Are the activities supported by research?.....	130
9.3 Dissemination and mainstreaming– can the programme objectives be achieved?	135
9.4 Have the general principles been incorporated in activities and results	144
9.5 Innovative results?.....	153
9.6 Programme monitoring and follow-up.....	155
9.7 Has implementation/control and management been affected and become an improved means of achieving objectives	157
1.8. Has EQUAL had an impact at national and EU level?	159
9.9 Programme impact (added value) and effectiveness.....	161
9.10 Has the learning process been developed – what are we able to learn?.....	168
9.11 What can be passed on in future development programmes?	169

Annex 1 Memorandum Option part I

Annex 2 Research overview

Ledningskonsulterna

i Stockholm AB

SUMMARY

The second part of the mid-term evaluation of the Community Initiative EQUAL has now been completed. The evaluation was divided into two stages. The first, on which we reported in September 2004, focused on programme steering and management, implementation and approach. The second stage, the subject of this report, concentrated on the programme results — forms, content and approach to dissemination and mainstreaming — i.e. the results of dissemination and mainstreaming so far. The report also includes an analysis of the contribution of the general principles towards the creation of an added value, together with assessments of the preconditions for achieving the programme objectives.

The implementation of phase 2, in which development work took place within the framework of EQUAL, and of the specific dissemination and mainstreaming phase (phase 3) has, during the period covered by the second stage of the evaluation, focused on the establishing and development of the specific National Thematic Groups (NTGs), including dissemination of the results from the Development Partnerships (DPs) in the first round of applications. It also included the establishment of DPs under the second round. The main focus was on dissemination and mainstreaming.

In the summary, in addition to the four main questions which the evaluation had to answer, we also cover the report's main conclusions, the background to them, and the resulting recommendations.

How have dissemination and mainstreaming developed?

In order to answer the main question, i.e. what has been achieved by EQUAL in terms of dissemination and mainstreaming, we examined the activities of the DPs and NTGs in these areas. We also studied activity developments within NTGs. The evaluators list examples of best practice in the report.

DPs are lagging behind in dissemination and mainstreaming – more models/methods than systems/structures

The evaluation results show that round-1 DPs are lagging behind in dissemination and mainstreaming in relation to both the programme plans and individual DPs' and NTGs' plans. This is because the DPs are behind with their development work, and also because on the whole they were slow to understand the role given to them by the programme in terms of overall dissemination and mainstreaming work. Much of the dissemination to date has consisted in sharing models and methods developed by DPs, with less emphasis on developing objectives and/or proposals with a view to changing systems and structures. This is largely explained by the fact that DPs, with relatively few exceptions, felt that their development task first and foremost meant developing models, methods and procedures etc. The application of DPs' results has taken place mainly within the partnership's organisations, i.e. within the region/area where the DP was operating (but also among local/regional users in other parts of the country). Dissemination has

Ledningskonsulterna

i Stockholm AB

been aimed to a lesser extent at central players, e.g. national authorities such as the Labour Market Board (*AMS*), Social Insurance Agency (*Försäkringskassan*) and Migration Board (*Migrationsverket*).

NTGs — More further/own developments than expected

The work and activities of NTGs have moved on during the evaluation period. All NTGs established in 2004 are now active. One more NTG (Equality) started up in 2005. We have identified substantial differences between NTGs in terms of working procedures, approaches and targets of both activities and dissemination. The main impression is that NTGs now do more work on the further development of the results they have taken over from the DPs. This is because it was/is necessary to be able to establish the synergies stipulated in the programme and forward the results through dissemination and mainstreaming. NTGs also continue to develop methods/models. On the whole, NTGs have done more than expected under the programme to act as tools for further (new) development of activities rather than primarily acting as a medium for implementing DP results.

Best practice as a source of learning

However, both DPs and NTGs provide good examples of methods of dissemination and mainstreaming and implementing the results of development work within EQUAL. Stakeholders can learn from these for their further programme activities. Examples are described in the report, where we also take a look at what they represent in terms of best practice and why we consider them as such.

Recommendations

It should be emphasised right from the start that the task of round-2 DPs is to develop and disseminate their results outside the partnership/organisation. It should be ensured that DPs realise this and allocate sufficient resources and time so that dissemination/mainstreaming is a main activity rather than something along the lines of “We will disseminate the results before we end the project”.

It should be emphasised again to NTGs that the task is to disseminate EQUAL and similar results, and that this includes analysing which synergies and possibilities of raising the individual results up to system and structural level exist. It should also be emphasised that the idea is to select and develop, from the overall results from DPs and other providers of results, those which can influence structures and systems.

The EQUAL players concerned with dissemination and mainstreaming should be asked to consider who are the final and/or main users (at decision-making level) of the results they intend to disseminate. This should also include analysis of the most effective ways of reaching those recipients and establishing which of them are the “main interested parties” for results. The players should also assess who is in the best position to reach the main users.

Ledningskonsulterna

i Stockholm AB

The main users must be included in the dissemination work of the respective players, who must consider what they need, how receptive they are towards results, and how the results from EQUAL can dovetail into their development work. Receptiveness for results should be raised.

The players who develop results within EQUAL should be required to comply with the requirements of the programme complement to the effect that results must be analysed and compared with previous activities etc. This should include reporting how and why an individual result deviates from plan and which improvements are being made in terms of achieving objectives within the relevant areas of activity and/or target groups etc. The players should be required to “productify” their results.

Action along the same lines as NTGs should be considered: collection, systematisation and exploitation of synergies and of results not disseminated via NTGs (or DPs), taking account of the fact that the NTGs’ areas of activity are relatively restricted, therefore results with structural or systemic effects may remain “unused”.

The distribution and mainstreaming phase and DP/NTG work during that phase should be followed up and evaluated. At the moment few NTGs plan to evaluate their activities, and DP evaluations do not cover dissemination work. Evaluations cover phase 2 — development work — and are used in dissemination. If there is no follow-up or evaluation of the dissemination phase, important knowledge will be lost.

Use should be made of national and central users’ organisations as channels for disseminating EQUAL results to local and regional stakeholders. At the moment it is individual DPs and NTGs which to some extent use these channels (e.g. the central trade union organisations, the Swedish Association of Local Authorities and Regions, the Confederation of Swedish Enterprise and the Federation of Private Enterprises) for disseminating results to their members.

Have EQUAL’s general principles had an influence?

Here the evaluation has looked at whether these principles have influenced working methods and what DPs and NTGs have developed, and in particular at whether the partnership concept has become established and taken root.

The evaluation results show that EQUAL’s general principles have had an impact on working methods (albeit a limited one) and also on activities, models, methods and approaches etc. developed within the programme. The biggest problem facing the players within the programme was how to handle the mainstreaming of the principles of equality and diversity.

The inclusion of equality and empowerment has produced an added value — whereas diversity has caused problems

Work on equality has produced an added value in that national requirements have been consolidated and developed to a greater extent than through normal activity.

Ledningskonsulterna

i Stockholm AB

The work done by DPs and NTGs on empowerment has also achieved progress in terms of forms of work. The most common phenomenon was that participants in DP activities were given an opportunity to influence daily activities. Target group organisations may also be involved in partnerships, and in some DPs they have assumed a large measure of responsibility for managing DP activities.

The inclusion of diversity in work and results has caused major problems for the majority of DPs and NTGs and also looks set to remain a problem for DPs in round 2. The main difficulty is the lack of awareness within the programme organisation of what the concept represents, how it should be handled and how it should be incorporated in activities and results. For example, the players have failed to gather experience and expertise from external sources, such as the research world and results. DPs and NTGs whose activity focused mainly on the concept of diversity have dealt with it in line with the programme's intentions, based on their prior knowledge of the concept and its substance before they started their work under EQUAL.

Recommendations

Established knowledge should be utilised, including experience of current legislation and previous research connected with the general principles of equality, empowerment and diversity. It should be taken into account in programme management, guidelines and follow-up and made accessible to programme participants.

The inter-sectionality model produced as part of the evaluation in order to analyse the degree of inclusion of equality (mainstreaming) should be developed and included, and also used to assess the extent to which the principles of equality, empowerment and diversity are incorporated in the programme.

Partnerships win in the long run — forum for expertise development — and provide added value in dissemination and mainstreaming

Following a sometimes lengthy development process within DPs, the partnership concept seems to have "won in the long run". Partners have gradually discovered that an added value is produced which also contributes to the survival of at least some of the various forms of cooperation which have developed. An important added value is that these forms of work have proved to be a suitable instrument for the exchange of expertise, and the processes developed are likely to promote the development of knowledge. Intra-partnership processes have also influenced both the substance of what DPs have developed and the preconditions for dissemination and mainstreaming. Apart from the fact that certain forms of cooperation survive after a DP has completed its development task, the added value of a partnership arises mainly within the framework of the DP's work. Cooperation within a DP, according to results so far, has led to the partnership aspect being utilised by the cooperation partners in their continued development work.

Ledningskonsulterna

i Stockholm AB

Transnational cooperation has produced an added value — but at lower levels than expected

DPs have engaged in transnational cooperation which has been significant in terms of working methods and results, though not at the levels to which the programme aspired.

Recommendations

Round-2 DPs should be provided with experience and results from round-1 DPs, to help them establish functioning partnerships more swiftly.

There should be more detailed follow-up and support, so as to provide transnational cooperation during the rest of the programme with a better basis for development to achieve the levels of cooperation aimed at under the programme.

Has EQUAL had an influence at national and EU levels, and/or will it do so in the future?

In order to answer this question, the evaluation looked at whether new approaches and suitable solutions had been developed, and at whether, where and how they had made and/or were likely to make an impact. We also assessed the preconditions for influencing national policy.

New approaches have been developed — mainly effective at local/regional levels

The evaluation shows that the results of EQUAL have had effects in terms of mainstreaming at both national and EU levels — though to a lesser extent than hoped. To a limited extent the aim was also the mainstreaming of existing systems and structures regardless of their level. The players have not really analysed the potential consequences of results on systems and structures or whether they suggest a need to change systems and structures. New approaches, models and efficient solutions have been produced but, owing to shortcomings in dissemination and mainstreaming, have been disseminated mainly at local/regional levels (regardless of whether they were meant for those levels or central level).

Focus on regular action programmes — primarily to complete/improve labour market and rehabilitation measures

The new methods/models disseminated were largely aimed at completing and improving methods and measures forming part of regular action programmes. To a large extent, these operations were aimed at developing labour market and rehabilitation measures. The effects at national level in these and other areas were limited, and so far we cannot see that the results, owing to the way in which dissemination activities were organised, have been able to have any substantial effect on national policy. The chances of having an effect at EU level have been reduced by the coordination difficulties affecting transnational cooperation at a high level, and also by the NTGs' scope for transnational cooperation being reduced owing to the ETGs not managing to function as planned.

Ledningskonsulterna

i Stockholm AB

Has EQUAL produced an added value which otherwise would not have been created?

The evaluation looked at whether resources had been mobilised to a greater extent or in a different direction than under national programmes and other ESF programmes and at whether new approaches and models had been tried out which otherwise would not have been.

New ways of mobilising and combining resources

The evaluation shows that EQUAL's added value has (so far) mainly been that cooperation partners have mobilised and combined skills and resources in ways and to extents which differ from both national and other Structural Fund programmes. The reasons are mainly that partnership models and forms of co-financing have been able to mobilise resources (both skills and funding) in connection with development tasks which differ significantly from other development programmes. The added values reported arise mainly in connection with implementation of DP activities and dissemination of the results. It is still difficult to see any signs of the partnership concept being exploited by the cooperation partners in other development work.

Public co-financing ensured — but who gets their hands on the results?

The scope for the players to work on changes to systems and structures is to some extent limited by the fact that the Employment Service (AF), the Social Insurance Agency and other (national) authorities were major co-financers. Under their rules, these bodies are first and foremost limited to contributing to operations to develop existing policies, solutions and arrangements, rather than calling them into question. Also, the target groups of the Employment Service and Social Insurance Agency have not been the same as EQUAL's "primary target groups". This has limited the impact of the dissemination of EQUAL results. No "natural" recipients have been identified who can take the results and transpose them into their daily activities. As a result, DPs have not always managed to find the ideal participants, from the point of view of the aim of the activity, or to adapt the activity to the target group accessible via the Employment Service, for example.

More concentration is needed — focusing on fewer areas and giving DPs more resources and time

As we point out in the report, EQUAL has produced results which (in the long run) will be able to combat discrimination in, and exclusion from, working life and the labour market. However, we feel that EQUAL could have had more effect if activities had been concentrated on fewer areas and if fewer DPs had been funded, which would have meant that each DP would have had a larger budget to work with. The programme has in fact covered nearly every aspect of discrimination in working life and on the labour market, and the sights were set very high. A larger number of DPs were approved than originally planned, which meant they received less funding for their activities than originally planned. The time available to them, around two years, was also on the short side from the point of view of being able to implement development plans and then disseminate and consolidate the results. Some of the evaluation results clearly reflect this. The results of EQUAL have also been restricted as a consequence of shortcomings in

Ledningskonsulterna

i Stockholm AB

programme control, management and follow-up, as we mentioned in our first report in spring 2004 and will repeat in this report.

Ledningskonsulterna

i Stockholm AB

1. BACKGROUND, PURPOSE OF THE EXERCISE, WORK ORGANISATION ETC.

1.1 Evaluation exercise.

In December 2003 *Ledningskonsulterna i Stockholm AB* were given the task of carrying out the second part of the mid-term assessment of the Community Initiative EQUAL. This took place between January 2004 and December 2005. The general aim was to assess the consistency of programme control and management with the objectives and the effects on the activities of the Development Partnerships (DPs) and National Thematic Groups (NTGs) during the programme period so far. The evaluation was divided into two stages. The first stage focused on analysing control and management activities and how they influenced the programme's approach and implementation. The second stage started in December 2004 and concentrated on the achievement of objectives and the preconditions for this.

A report on the first stage of this second part of the mid-term analysis was delivered in September 2004. This provided the Swedish ESF Council with a basis for assessing whether the forms and substance of implementation, i.e. programme control, management and follow-up, had so far been consistent with the objectives and whether there were any grounds for changes which would improve the chances of achieving the programme aims.

The second stage of the evaluation needed to look at whether the programme so far appears to be achieving its aims and, if not, what changes must be made for the rest of the programme period. This stage of the evaluation will also provide a basis for further development work within the ESF Council, DPs and NTGs. This second stage is described in this final report.

1.2 Method/analysis concept/approach

The goal of EQUAL is to find new ways to combat all types of inequality on the labour market, through cooperation between countries. A programme such as EQUAL is difficult to isolate from all other activities with similar aims which are taking place at the same time. These include other types of "diversity operation" at both central and local levels, as well as normal labour market policy measures. This issue of identification harbours difficulties. The selection of methods must be geared to the specific activity and to assessing its effects in terms of counteracting discrimination. It can be a question of anything from establishing which starting points are available and how these are to be implemented to looking at how the experience acquired has been disseminated.

The EQUAL programme attempts to find new methods of counteracting discrimination and exclusion. There are, from the evaluation point of view, several problems with current activities. For example, the approaches of the different DPs differ significantly, in that they do not have the same content but represent a large number of individual experiments with widely differing target groups and discrimination problems. Another difficulty lies in the very content of EQUAL, which tends to involve the developing of models which can function in the future, rather than concrete activities with well-defined aims. This means that we placed a premium on establishing what had

Ledningskonsulterna

i Stockholm AB

been achieved by the DPs we studied and how this had contributed to reducing discrimination on the Swedish labour market.

The background to the analysis of dissemination and mainstreaming was that few concrete mainstreaming results were available. This was because the specific dissemination and mainstreaming phase of EQUAL (phase 3) had started relatively recently, and all NTGs but one had only recently started their work at the time of our data collection. We therefore opted to concentrate our analysis on establishing whether the conditions were in place for the mainstreaming of EQUAL's results.

In analysing dissemination and mainstreaming we therefore looked at how the programme players — DPs, NTGs and ESF Council — had organised their work, and at what had been disseminated to whom, and how. We looked at whether the players had, for example, developed a network or channels for disseminating results and, if so, how these were organised and what was included. We also looked at the contacts and relationships with actual and potential users that had been developed by the players and how the players utilised the users' structures for onward dissemination. The aim was to be able to assess whether users were made aware of results and, if so, whether they used and forwarded them (sideways/upwards/downwards), so that the results could have an effect on users' procedures, selection of methods and forms of organisation etc.

Our starting point was to take the different participants in the EQUAL organisation's "core activities" in order to analyse and assess whether they functioned in such a way that the implementation and results of the activities from the point of view of dissemination and mainstreaming are in line with the programme. This method was chosen primarily in an attempt to understand how EQUAL has functioned in practice and what effects the programme has had in finding new ways of reducing all types of inequality on the labour market.

Our evaluation group consisted of several experts on the different forms of discrimination. We applied discrimination theories mainly in two ways, first of all in selecting the issues to be addressed, and secondly in analysing the substance and approach of EQUAL activities.

Stage 2 of the evaluation comprised follow-up analyses of implementation, including follow-up of the mid-term report's recommendations concerning the monitoring committee (MC), the Swedish ESF Council and the DP level. Monitoring and follow-up systems were also analysed within the MC/ESF-level framework. The focal point as regards DPs was the transition from phase 2, in which they carried out their development work, and phase 3, the specific phase for dissemination and mainstreaming phase under EQUAL, and any activities under phase 3. Evaluation of implementation within the NTGs for dissemination of DPs' results etc. focused on the existing and envisaged forms and contents of dissemination and mainstreaming. Part of the evaluation exercise was to analyse the extent to which programme financing was suitably structured and provided the necessary support for the achievement of aims.

During stage 2 we also assessed how the general principles had been taken into account in implementation and results. In this connection, we also analysed the contribution of transnational cooperation to dissemination and mainstreaming etc.

Ledningskonsulterna

i Stockholm AB

Evaluation during stage 2 also covered the programme's effects at local, regional, national and EU levels (analysis of the achievement of aims) and the added value produced by the programme (analysis of effects). It embraced an in-depth study (option part 2) of, for example, success factors in dissemination and mainstreaming. This includes analysis contributing to the common EU assessment of the development/application of future-oriented methods, reflecting the results of dissemination and mainstreaming in respect of important stakeholders and policy shaping. Here we also continued to chart relevant research results in order to establish a basis for analysing the results of activities. A quality analysis of effectiveness was undertaken, with a view to assessing how effective EQUAL had been in developing new methods and activities for disseminating (delivering) employment policies to fight discrimination and inequalities.

How we worked

Data collection and preliminary analyses took place between March and May 2005. Progress reports and the basis for the preliminary final report were submitted to the steering group and the EQUAL unit at the ESF Council for comment in May 2005. The period between June and September saw the completion of analysis work and implementation of consolidation activities in respect of the ESF Council and a selection of DPs and NTGs which participated in data collection interviews. This was followed by verification of what the assessment had taken into account. The draft preliminary report was agreed with the steering group for follow-up and assessment within the MC on 6 September 2005. The preliminary final report was submitted to the ESF Council on 30 September and discussed by the MC on 11 October 2005. Changes and additions were made on the basis of comments from the steering group and MC, and the final report was then delivered, in accordance with the contract, on 30 October 2005.

The evaluation work also included an in-depth analysis from the user's perspective. This was based on the fact that the option contained in the contract was taken before summer 2004. The work was carried out in two phases. First, we studied potential users' development activities, observation of their environment and networks, a necessity in terms of taking account of impulses and methods etc. from outside (Annex 1). A report on this part of the work was presented at an MC workshop in December 2004. The second phase of the evaluation work, with the option, was included in the evaluation work which forms the basis for this report, and the results are set out in chapter 4.

Our descriptions, analyses and conclusions are based on:

- studies of reports on activities and results under the programme
- interviews with ten DPs (coordinators, partnership representatives)
- telephone survey of other DPs (DP survey)
- interviews with representatives of the seven active NTGs (secretariat, steering groups, associated researchers etc.)
- survey of dissemination and mainstreaming, covering all DPs (dissemination survey)
- interviews with around ten potential users of EQUAL's results

Ledningskonsulterna

i Stockholm AB

- interviews with around ten actual users and with users who chose not to introduce models etc. disseminated by EQUAL
- telephone survey of 20-25 users who were the targets of DPs' development work (user survey)
- interviews with representatives of the MC, MC secretariat, programme management and DP/NTG contacts at the ESF Council
- interviews with officials at the Ministry of Industry, Employment and Communications.

1.3 Layout of the report

The report starts with a summary and descriptions of evaluation methods and the working methods used for evaluation. Chapter 2 describes EQUAL's aims and goals and explains the programme's content, approach and organisation, plans for disseminating its results, and the programme's approach to inclusion of the general principles. Chapter 3 covers dissemination and mainstreaming — what is disseminated by DPs, NTGs and the ESF Council, how and to whom. The chapter ends with a report on the impact and results of dissemination.

In chapter 4 we adopt the user's perspective — success criteria for dissemination, obstacles to dissemination and mainstreaming, and users' observation of their environment and development of activities. We also look at the degree of innovation in methods and its importance for users' activities, as well as potential users' view and knowledge of EQUAL. We also report on who took part in EQUAL dissemination and mainstreaming, the results, and why some users decline the offer of results from EQUAL.

The programme's general principles are covered in chapter 5, including questions about how and with which added value (results) the principles were applied by DPs and NTGs (added value in terms of dissemination/mainstreaming and results).

Chapter 6 covers the MC's work on and responsibility for monitoring and follow-up, and we look at the preconditions for the MC to be able to carry out its tasks, with the emphasis on monitoring. We also look at programme indicators and information on activities and results from other sources, and whether these are relevant to the MC's work and as a basis for programme guidance.

Implementation of the programme, with the emphasis on dissemination and mainstreaming, is dealt with in chapter 7, focusing on follow-up of control and management after the interim report, MC/ESF and DP level with the emphasis on completion of development tasks, NTG tasks, and dissemination and mainstreaming activities. The chapter ends with our description of the MC's role in dissemination and mainstreaming and the ESF Council's strategies for mainstreaming and how things work in practice. Chapter 8 covers the programme's financial aspects, together with the overall scope of activities, the budget adopted, and the role of co-financing etc.

The report ends with chapter 9, which contains our in-depth analysis together with conclusions and recommendations. We look at the relevance and consistency of programme implementation, its link to current research, and whether the focus was on the most important areas. We also look

Ledningskonsulterna

i Stockholm AB

at whether the programme aims are being or can be achieved through the activities and methods used for dissemination and mainstreaming, and how the general principles have influenced activities and results. We also cover monitoring and follow-up within the programme and whether implementation/control and management were suitably adapted in order to give more support to the achievement of aims. We report on the effects (added value) produced, followed by an account of EQUAL's (partnership) effectiveness compared with other alternatives. The chapter ends with a section on the lessons to be learnt from EQUAL for the further implementation of the programme and for future programmes and programme periods.

2. EQUAL'S AIMS AND GOALS

This chapter is based on the programme and programme complement and describes the background to EQUAL, and its aims and goals. It also summarises the approach, content and organisation of the programme as described in those two documents. It sets out the results from the programme's point of view and describes the general principles serving as a guide for work under EQUAL.

2.1 EQUAL's background, aims and goals

One of the aims of the European Employment Strategy is to bring about a high level of employment for all labour market groups. This requires action to combat discrimination and inequalities among both the unemployed and those in work.

Through cooperation between countries, EQUAL aims to promote new methods of fighting discrimination and all forms of inequality in the context of the labour market. Account must also be taken of the need to integrate asylum seekers into society and work. The programme serves as a transnational laboratory for the development and dissemination of new forms of labour market action to fight discrimination and inequality. The aim is to include people seeking access to the labour market, those who are already employed or self-employed, and asylum seekers.

An overall aim for EQUAL in Sweden, which the programme must help to achieve, is a world of work characterised by diversity, with no discrimination or inequalities. In order to achieve this it is necessary to take firm action against all forms of discrimination.

2.2 Approach, content and organisation of the programme

Activities under EQUAL must first and foremost target persons exposed to the most serious forms of discrimination within the labour market and aim to change systems and structures etc.

Assistance under EQUAL in Sweden must therefore benefit innovative projects under labour market policy and policy on working life. Projects must target not only the unemployed, but also employees, businesses, organisations, authorities, systems and structures etc. Activities must be based mainly on initiatives and ideas from stakeholders, and from target groups/participants themselves.

Ledningskonsulterna

i Stockholm AB

In accordance with the programme, EQUAL (and its projects) must therefore develop innovative methods which influence the shaping and implementation of national policy, as well as how businesses, authorities, organisations and the social partners work and act. Mainstreaming can take place at national, regional or local level. Activities under EQUAL must influence, for example:

- policy and ideas in the relevant subject areas, structures, institutions and evaluations in society which have an effect on people's participation in working life,
- formal and informal processes, working methods and networks connected with working life,
- strategies, productivity and growth in businesses, authorities and organisations,
- working-life situations of individuals and groups.

The effects achieved by EQUAL (and projects under it) on activities within the framework of national policy and other Structural Fund programmes, within the dimensions described here, constitutes the programme's added value.

EQUAL activities take place within a number of stipulated thematic areas which apply to all Member States. Each Member State selects a number of these themes as its focus. The themes selected by Sweden are:

- facilitating access and return to the labour market for those who have difficulty in being integrated or re-integrated into a labour market open to all,
- opening up the business creation process to all, and identifying and exploiting new possibilities for creating employment in urban and rural areas,
- promoting lifelong learning and inclusive work practices,
- reducing gender gaps and job segregation,
- asylum seekers and people who need special protection.

EQUAL does not focus on specific target groups, but rather on processes and structures which cause exclusion and/or discrimination. Each theme must therefore be open to all groups exposed to the most serious forms of discrimination.

EQUAL projects must operate under so-called Development Partnerships (DPs). These must consist of appropriate stakeholders with the necessary competence. Examples of partners mentioned in the programme are public authorities, organisations, businesses and social partners. In accordance with the programme, special emphasis must be placed on allowing small organisations and local/regional authorities to participate. DPs must have at least one partner in another Member State, normally an EQUAL DP.

Partnerships, i.e. the cooperation partners acting together, must devise and agree on a strategy for the project and the necessary resources to implement it. The project's area of activity must, as stipulated in the programme, be agreed by the DP partners. The same applies to how the work will proceed. The concept, under the programme, is that a partnership must involve cooperation on the development of a common approach to the issues/problems selected.

Ledningskonsulterna

i Stockholm AB

2.3 Results of EQUAL and how they can be disseminated

According to the programme complement, the programme and DP activities must result in transferable products which can influence or be exploited by other users. These products may, as reported in the previous section, consist of several different aspects, e.g. proposals for:

- new or modified policies, structures, institutions or attitudes,
- new or modified procedures, methods, processes etc.,
- changes to the strategy or organisation of businesses, authorities and other bodies.

DPs' results are such that their activities can be generalised, "productified" and disseminated to others in order to have an effect on their activities, e.g. recipients adopt working methods and/or approaches or change their policies, etc. This in turn should result in more effective efforts to combat labour market discrimination and inequalities.

Disseminating and mainstreaming of EQUAL's results, in accordance with the programme, is an important part of activities. For this reason efforts in this direction are an integral part of the programme and the activities of DPs. Unlike previous development programmes, e.g. Employment and Leader 2, DPs have specific budgets for dissemination and mainstreaming. As part of their preparations for dissemination, and in order to achieve mainstreaming, DPs must, prior to dissemination, analyse their work as regards success factors. If possible, they must also compare their methods with those applied previously.

In order to maximise mainstreaming, DPs must, for the purposes of dissemination work, be combined into "strategic" development groups. This will give "critical masses" of experience, as needed in order to influence structures and systems. One of the tasks of the ESF Council has therefore been to form "National Thematic Groups" (NTGs), whose task is to analyse and disseminate EQUAL's results to the relevant players. An NTG consists of several DPs working on similar issues, together with researchers and other players and organisations from outside EQUAL.

In accordance with the programme complement, each NTG works in one development and analysis area, e.g. asylum issues, sexual orientation, teaching aids, or corporate responsibility. Nine NTGs have been established, seven of which are already operating. They have their own budgets and, in accordance with the programme, their work will include dissemination of DPs' results even after they have finished their work.

The programme complement talks about two types of dissemination, horizontal and vertical. Horizontal dissemination is where DPs disseminate their results to their fellow players and organisations for incorporation into their activities or policies. Vertical dissemination is where experience and results from EQUAL are incorporated into national, regional and local policies and idea development, as well as the strategies, rules and practices of organisations, businesses and authorities. In accordance with the programme complement, vertical dissemination is mainly the remit of NTGs, but DPs are also involved.

Ledningskonsulterna

i Stockholm AB

Dissemination can also be undertaken by other organisations outside EQUAL, in which case it is organised so as to reach the same users as EQUAL, in line with the programme complement. The results disseminated by these other organisations do not need to be from EQUAL itself, but merely on similar topics to EQUAL.

2.4 General principles of EQUAL

Activities under EQUAL are guided by a number of general principles which determine how they are organised and implemented and what they consist of. Two of these principles have already been mentioned, namely that DPs must work as partnerships, and the requirement for dissemination and mainstreaming. The other general principles are summarised below.

One such principle is that all EQUAL activities must include an integrated equal opportunities aspect. This means that even when planning, implementing or evaluating a project where gender equality is not one of the main issues, any equality effects must also be analysed and described. This means that all DPs must take account of the equal opportunities aspect in their activities.

From our point of view, equal opportunities is a special subject within EQUAL. In accordance with the programme, special measures to promote equal opportunities can be implemented within the framework of EQUAL.

DPs must base their activities on the need for working life to be characterised by diversity, i.e. there should be more consideration for human resources. This means taking account of each individual's skills and development prospects, regardless of sex, age, ethnic/social background, sexual orientation or disability. According to the programme, these are factors which can prevent people from entering the labour market or from achieving progress or promotion in working life. This leads to inequalities and social unrest and has an effect on productivity and growth. Diversity must therefore be a central principle of EQUAL's work and approaches.

Empowerment, according to the programme, is an important part of the strategy to combat discrimination and all types of inequality in working life. It must therefore be a feature of activities is a major tool for implementing EQUAL. This means ensuring that target groups and organisations representing them are given the opportunity and resources to participate in the decision-making process and the pursuit of DP activities.

Empowerment also means strengthening excluded groups and individuals so that they can take more responsibility for managing their own lives. This involves changing social, economic and political systems to give excluded groups and individuals the possibility and scope to be active in the labour market and working life.

As already mentioned, EQUAL must function as a laboratory for the development and dissemination of new ways of implementing labour market policy and policy on working life. Innovative measures must therefore be tested under EQUAL. Such measures may be completely new or contain elements taken over from other areas. The programme makes a distinction between three forms of innovation:

Ledningskonsulterna

i Stockholm AB

- process-oriented, i.e. development/improvement of methods, tools and modes of action,
- target-oriented, i.e. development and formulation of new targets and courses of action,
- structure-oriented, i.e. development of and changes to political and institutional structures.

According to the programme, every DP must work closely together with at least one DP in another Member State. Under such transnational cooperation, the participating DPs develop, compare and test methods, tools and innovations. Such cooperation constitutes a major element of EQUAL and must be organised so as to give added value to the Swedish DPs.

2.5 Summary

The aim of EQUAL, to be achieved through cross-border cooperation, is to develop new ways of fighting discrimination and all forms of inequality on the labour market. The programme is designed to help achieve a world of work characterised by diversity, with no discrimination or inequalities. First and foremost, EQUAL must benefit people who are exposed to the most serious forms of discrimination on the labour market. Action must be designed so as to change systems and structures.

Support must be given to innovative projects which produce innovative methods, which in turn have an influence on the shaping of national policies, systems, structures and activities. Support is also given with a view to influencing the actions of businesses, authorities, organisations and the social partners. The effects which activities have in these respects constitute EQUAL's added value.

Activities under EQUAL must result in transferable products which can and must influence and be used by parties other than those who developed them. This means that results must be generalised and "productified" so that they can be disseminated. Working methods developed under EQUAL must be analysed and compared with other methods used now or in the past.

In order to achieve mainstreaming, dissemination constitutes a central part of the programme. Projects under EQUAL must therefore plan, budget for and implement dissemination. In order to boost the effects of dissemination and mainstreaming, NTGs must be formed within specific subject areas. These groups must receive the results achieved by DPs working on similar matters, in order to create a "critical mass" of experience and thus be able to influence structures and systems. NTGs must analyse and disseminate results and reach the relevant stakeholders.

Activities are guided by a number of general principles, which each project must take account of in its working methods and organisation, and which must be reflected in the results achieved. These principles are working in partnership, innovation, equal opportunities, diversity, empowerment and transnationality. The already mentioned subjects of dissemination and mainstreaming also constitute a principle.

Ledningskonsulterna

i Stockholm AB

3. DISSEMINATION AND MAINSTREAMING

This chapter describes progress so far with the dissemination of EQUAL's results, i.e. what has been disseminated to whom, using which methods. We also report on the successes achieved and the obstacles encountered. These results are compared with the goals laid down in the programme, as well as between individual players. When data were collected (March-May/June 2005), external dissemination was still largely at the planning stage or had started only recently, therefore the number of cases in which results from EQUAL had been taken over by external players was therefore limited. Consequently, the focus of data collection (and of this chapter) was (is) on the conditions to be met in order to achieve success.

Observations are based on surveys covering DPs and dissemination participants. We have also carried out interviews with DPs, all NTGs and the ESF Council, as well as users of EQUAL's results, in order to discuss dissemination. We have examined reports and other documents concerned with dissemination and its results, e.g. the ESF Council's collection of reports from DPs and NTGs and letters to the government. This chapter focuses on reporting the results of dissemination. Conclusions based on these results are set out in chapter 9 (Analysis and conclusions).

The establishing of phase 3, including NTGs, and the distribution of roles among different players concerned with dissemination and mainstreaming, were covered by the interim report handed over in autumn 2004. These aspects are therefore not covered again here. Where appropriate, we refer to the interim report. NTGs are described below in more summary terms (than DPs), as their activities were largely just starting when data were collected.

3.1 Introduction

This section summarises the content, direction and form of dissemination and mainstreaming in accordance with the programme and programme complement.

As explained in chapter 2, dissemination and mainstreaming are an integral part of the EQUAL programme and activities. The aims of the programme, and of dissemination and mainstreaming, are summarised in the programme and programme complement as follows. EQUAL's ambition is to be innovative and to revamp measures under labour market policy and policy for working life. The results achieved by EQUAL must be disseminated to users in order to be integrated into their organisations and/or activities. As described in chapter 2, special dissemination and mainstreaming operations are foreseen for this purpose, within the framework of the programme. Such operations must be implemented both during phase 2, in which DPs perform their development role, and during the special dissemination and mainstreaming phase (phase 3). The inclusion of, and the importance placed on, dissemination and mainstreaming within the programme make EQUAL unique.

Dissemination during phase 2 is undertaken by individual DPs both parallel to and as an integral part of development work. As reported in chapter 2, the main targets of activities are organisations and stakeholders involved in partnerships. The intention is for partnership members

Ledningskonsulterna

i Stockholm AB

to incorporate DPs' results in their own policies and activities. Dissemination during phase 2 is financed by resources which DPs receive as funding for their activities.

In phase 3, in accordance with the programme complement, activities are undertaken in cooperation and through networking between several DPs within the framework of NTGs. NTGs also involve other players and organisations. Their activities are aimed at national players and organisations outside DPs. The intention is to transfer experience and results from EQUAL into national, regional and local policies and idea development, as well as into the strategies, rules and practices of organisations, businesses and authorities. The intention is also for NTGs to continue to operate after the participating DPs' own work has finished.

As stipulated in the programme complement, work during phase 3 is carried out not only by NTGs; DPs can also obtain special funding for phase 3 operations (and have done so). The ESF Council is also involved in dissemination and mainstreaming, during both phase 2 and phase 3. In phase 3 support can be granted not only to these players, but also for special dissemination and mainstreaming activities not connected with DPs, NTGs or the ESF Council. In order to obtain support, activities must involve disseminating results and experience from activities within EQUAL's subject area.

3.2 Progress with dissemination and mainstreaming

According to the programme, and as mentioned in 3.1, DPs must disseminate the results of their work throughout phase 2 on an ongoing basis, i.e. at the same time as their development work is taking place. Dissemination targets the partnership's members (so-called horizontal dissemination). Dissemination by NTGs (and others), so-called vertical dissemination, is aimed at users at national, regional and local levels and must constantly build on the results from DPs' development work in phase 2. This means that this dissemination takes place after the DP has finished its development work and has achieved results which can be disseminated. A review of the data collected shows that dissemination work is taking place. There are substantial variations between the different groups of players, e.g. DPs and NTGs, and even within the different groups, i.e. between different DPs and between different NTGs. This is described in the following report. Overall, as described below, phase 2 dissemination has dominated so far.

Progress made by DPs with dissemination

During phase 2 DPs have mainly functioned as intended and disseminated their results on an ongoing basis to users, mainly partnership members. This is clear from the replies to the survey of DPs concerning their dissemination activities up to the survey date (March 2005). Out of the DPs which replied to the dissemination survey (85%):

- 80% had taken action to disseminate their results,
- 20% had not.

The DPs which had not yet disseminated their results replied that they were planning to do so or had just started. They explained their failure to do so already by the fact that their phase-2 work was not yet completed. They did not feel that they had anything to disseminate until they had

Ledningskonsulterna

i Stockholm AB

completed their development task (and seen its results). The majority of respondents explained the fact that they did not yet have any finished results to disseminate by delays to work during phase 2.

The implementation delays during phase 2, as we reported in the interim report, were a fact, and were confirmed by our interviews and surveys. Around half of the interviewed DPs had not yet completed their development tasks by March 2005, or were just on the point of starting their dissemination activities. Some of these DPs also said they would not manage to complete their dissemination task before finishing their activities in 2005.

The interviews with DPs and their replies to the survey on dissemination plans confirm that dissemination is concentrated on the period after completion of the development work, i.e. at the end of phase 2 or during phase 3. According to the respondents, a smaller part of the work consisted of ongoing dissemination throughout phase 2. DPs' dissemination activities thus tend to take place later than was planned under the programme. By contrast to programme expectations, DPs prefer to have finished results available before starting their actual dissemination work.

Since most DPs, as explained, are behind schedule with their development work, the dissemination phase will reach its peak during 2005, mainly during the second half of the year. At the time of data collection, dissemination work was largely at the planning stage (see table 3.2-1).

Table 3.2-1: DPs' plans to disseminate results to users during the time remaining

Progress of dissemination by DPs	Percentage of DPs
Plans for (further) dissemination	90
Dissemination completed	10
No dissemination planned	0
Total	100

Source: DP Survey, May 2005

The delays in dissemination and mainstreaming mean, in the case of some of the DPs interviewed, that less time will be available for this work than originally planned. These delays also have consequences for NTGs' work, as described below.

Progress made by NTGs with dissemination of EQUAL results

NTGs' activities have started. All apart from the "New ways into the labour-force" NTG (established at the beginning of the year) not only started their work, but also managed to disseminate results. However, activities on the whole did not get as far as originally planned. This is explained mainly by the following factors.

As we noted in the interim report, the establishing of NTGs took longer and took up more resources than expected and consumed both time and resources earmarked for the NTGs' actual task, which was to analyse and if necessary complete the DPs' development work and disseminate the results to users. The additional work involved in establishing NTGs, as explained

Ledningskonsulterna

i Stockholm AB

in the interim report, was a result of weaknesses in the ESF Council's preparations and guidelines for the work. The outcome was that less time and fewer resources were available to NTGs for their dissemination work.

As already mentioned, delays in the DPs' development work (phase 2) also have consequences for NTGs' activities. As pointed out by the NTGs in the interviews, such delays have a knock-on effect on their collection, processing and dissemination of DPs' results. These delays in development work have also prevented DPs from supplying results according to the schedule planned by the NTGs. The interviewed NTGs also said they had been delayed because it had taken longer than planned to organise activities and set up their work, even after the NTG had been established. DPs explained this by the fact that the mentioned weaknesses in the guidelines resulted in a lack of clarity concerning the division of responsibilities between DPs and project promoters, and concerning NTGs' status (development project or development partnership etc.).

Overall, this meant that the dissemination of EQUAL's results, with the exception of the Asylum NTG, did not start until the first quarter of 2005. Even the Asylum NTG, which had been operational since 2002, i.e. 1½ years longer than the other NTGs, did not manage to make dissemination fully operational until 2004. In addition to the above explanations, the NTGs blame delays on the time taken to analyse and complete the DPs' results. The NTGs interviewed also drew attention to the fact that they had had to do more work than planned on the results they received from DPs etc. in order to be able to disseminate them further. It had also proved necessary to complete descriptions and analyses of the areas in which the NTGs were operating. For example, the Asylum NTG had needed to commission research in order to obtain a more complete description of the asylum field and the situation of asylum seekers, so as to have a basis for its own activities. Other NTGs had had to complete the basis for their work in similar fashion.

All this means that the work of NTGs has not yet fully become the platform for the dissemination and mainstreaming of DPs' results that was planned in the programme and programme complement. As already mentioned, the NTGs blame this on the fact that they were established late, while DPs were concentrating on their development work and many of them were behind schedule. DPs are focusing on completing their development work and planning how to disseminate their results themselves. Up to now, DPs have had little to say about which results should be taken over (and further developed) by NTGs, and how. It is mainly the NTGs which take the initiative to take over and analyse DPs' results for further dissemination.

Further explanations are already contained in the interim report: NTGs' activities have focused on fewer aspects within the subject areas than the ESF Council stipulated in its call for proposals. Also the area of activity is more limited than DPs thought would be the case on the basis of the ESF Council's call for proposals and the initial discussions on establishing NTGs. DPs have therefore worked more on phase 3 dissemination than they originally intended and was stipulated in the programme.

Ledningskonsulterna

i Stockholm AB

ESF Council and other players disseminating EQUAL results

Up to now, the ESF Council has continued to play an indirect role in dissemination and mainstreaming, as we noted in the interim report. This includes, for example, working within the NTG framework and funding seminars, thematic meetings and conferences. The ESF Council, as noted during interviews, was also involved in bringing together possible users and DPs/NTGs, and preparing the field within the central political structure, e.g. through meetings between NTGs and policy-makers at the Ministry of Industry, Employment and Communications, which are to continue in a more fine-tuned form. Similarly, individual DPs have been helped to make contact with the central political level etc. There have been a number of direct operations to disseminate results, including the annual report to the government on development and the basis for the National Action Plan (NAP).

The ESF Council is now reviewing its participation in the dissemination of EQUAL's results. The role it is assuming is a more active one, in line with the role assigned to it in the programme and programme complement. For example, it involves examining and analysing the results from EQUAL and undertaking its own dissemination and mainstreaming activities targeting the central political level etc. This is in addition to the work carried out by DPs and NTGs.

In accordance with the programme complement, support can be given during phase 3, not only to NTGs and DPs, but also for special dissemination and mainstreaming activities not related to those bodies or the ESF Council. Out of 36 applications for phase-3 funding, seven were classified as independent of the ESF Council. Others involve or are linked to NTGs or DPs. The independent bodies applying for phase-3 funding include two voluntary organisations, one local authority, three university or research establishments, and one central state authority.

3.3 What has been disseminated?

EQUAL's goals in terms of dissemination and mainstreaming

In accordance with the programme complement, the aim of dissemination and mainstreaming under EQUAL is to influence the following five areas with regard to labour market policy and policy for working life:

- policy and idea development
- structures, institutions and evaluations
- formal and informal processes, working methods and networks
- strategies, productivity and growth of businesses, authorities and organisations
- the working life situation of individuals and groups.

For independent entities to obtain assistance under phase 3, the programme complement requires them to intend to disseminate the results and experience from their activities within the framework of EQUAL, and they must seek to be innovative and to revamp measures under labour market policy and policy for working life. There is no requirement to disseminate results from EQUAL (DPs' results). However, the requirements in respect of activities are the same as

Ledningskonsulterna

i Stockholm AB

for DPs' and NTGs' dissemination and mainstreaming work, e.g. cooperation projects with recipients and users, who must be the same as those targeted by DPs and NTGs.

DPs' own dissemination goals

DPs' own dissemination and mainstreaming goals are set at a high level and mainly involve disseminating information on their activities and models outside the partnership. The aim is to get a number of players, first and foremost at local level (local entities, including local units of state authorities and even businesses), to use the model developed by the DP. "Local level" here means municipalities and local authorities both in a DP's own area and in other parts of the country. One DP has not laid down any targets for what it wants to achieve, but carries out dissemination nevertheless. Two others say that their main dissemination goal is to boost knowledge of their activities among potential "customers" and thus obtain more orders than at present. These DPs do not want to disseminate their results to other users, preferring to keep them for themselves. One DP's goal has been to disseminate information on its activities "only" horizontally, i.e. to all parts of its constituent organisations.

Most of the DPs interviewed feel that they are able to achieve their dissemination goals, but, as they are only at the start of the operation, they are unsure whether they will really do so. Two DPs state that they will exceed their targets in terms of how many players they will get to adopt the models they have developed. One DP feels it will not achieve its dissemination goals, as it has not succeeded in developing the model it had planned. The rest consider that they have developed the intended models.

DPs' dissemination goals, as identified, are not fully consistent with the objectives of EQUAL. Their goals are more concerned with disseminating working models and, for example, broadening the DP's own knowledge base than is the case with the objectives of the programme as a whole. This is largely explained by the fact, as described later in this chapter, that DPs have mainly concentrated on developing models, methods and procedures. It can thus be difficult to achieve EQUAL's dissemination and mainstreaming objectives, even if DPs achieve their own dissemination goals.

NTGs' dissemination goals

Five NTGs expressed their overriding goals as being to gain acceptance for their concepts and other activities, and to develop and disseminate models and systems, etc. One aim common to a number of NTGs is also to set up networks to continue and implement their activities. In other words, most NTGs are aiming to disseminate results.

However, two NTGs say their main aim is to develop their activities, rather than disseminate the results from EQUAL. Initially, they intended to focus completely on developing models and disseminating them within EQUAL and among the DPs participating in their work. Now, one of them has changed its aim to developing and then disseminating results to organisations outside EQUAL. A third NTG aims to disseminate the DP-developed model mainly within the organisations which were members of participating DPs (throughout the country).

Ledningskonsulterna

i Stockholm AB

Five NTGs, as regards developing and disseminating DP results, are aiming to develop activities other than those based on DPs' activities and to disseminate them outside EQUAL. One reason why NTGs do their own development work, according to the interviews, is that the basis received from the DPs has been less complete than originally expected, necessitating a relatively large amount of work to make that basis useable for NTGs' own activities.

NTGs feel they can achieve their dissemination goals, but in all cases work has only just started, which is why they do not (yet) feel able to give a firm commitment. In all cases NTGs' goals, as they are laid down, will contribute to achieving the programme's dissemination and mainstreaming goals. This is because most NTGs, in addition to developing models, are also aiming to influence structures and policies. In one respect their goals do not contribute to EQUAL's dissemination goals: some NTGs, as we have mentioned, are geared mainly towards development work of their own, rather than the dissemination of EQUAL's results.

What have DPs disseminated so far?

A review of what DPs have disseminated so far reveals two main directions. First, they have disseminated the results in line with EQUAL's objectives. In other words, they disseminate the "working model" which they have developed and/or used for their work under the project, and take action with a view to influencing attitudes etc. The second approach is that DPs distribute information on the work they have done and what it has achieved. These activities, which run side by side with the goal of EQUAL dissemination, are aimed at publicising DPs' work and how well they have succeeded with regard to the participants, e.g. the proportion of them who have found work, started their own businesses, started training etc.

Activities to disseminate what, according to EQUAL, are DP results (i.e. the working model developed/used by the DP, attempts to influence attitudes, or needs for new approaches or changes to legislation and/or rules) have focused so far on the first of these aspects. Concerning dissemination to date, slightly more than half of DPs have disseminated models. To a lesser extent they disseminate proposals for changes to attitudes, legislation, etc. based on their work. Slightly more than one third of DPs have been involved in this. Working models in this context are the products and services developed by DPs or the approaches, working methods, tools or organisation models etc. used or developed by them. Half of all DPs, in their dissemination activities so far, have aimed at sharing information on their activities and the results from the point of view of participants. Around a quarter concentrated on providing information on the DP itself, its aims and its tools.

Dissemination has thus to some extent focused on disseminating results in line with the aims of dissemination, primarily the dissemination of working models. At the same time a large proportion of DPs have not (yet) started to disseminate what the programme classifies as results. Instead, they have (so far) been content to disseminate information about participants' experience, on the DP itself, and on the work it has done.

The fact that a large part of dissemination consists in presenting DPs' results in the form of participants' experiences and/or describing DPs' activities is also clear when we study websites,

Ledningskonsulterna

i Stockholm AB

newsletters and reports from DPs and NTGs, including DPs which produce compilations of other DPs' results etc. In the presented examples of activities leading to successful results, the reports focus extensively on the results achieved by the participants. It is less common for working models, and why they produced good results, to be presented and discussed. In examining the presentations, we have rarely (if every) seen analyses of DPs' activities and comparisons with national activities, which according to the programme complement DPs should undertake as part of dissemination.

Table 3.3-1 summarises what has been disseminated so far, based on the DP dissemination survey. It shows the percentage of DPs which have so far disseminated the various types of result. As each DP has normally disseminated several types of result, the total comes to more than 100%. "Others" include the dissemination of research results, training on specific matters (not working models) etc.

Table 3.3-1: Percentage of DPs which have disseminated the various types of result

Type of result disseminated	Percentage of DPs
DPs' "working models"	55%
Attitudes, changes needed to legislation etc.	36%
DPs' activities and results	50%
DPs and their tools	27%
Others	9%

Source: dissemination survey, March 2005

The reason why dissemination has so far followed the reported profile, according to most of the interviewed DPs, is because it was not until they had started work on implementing their activities that they realised they had to develop and disseminate general models as well as influencing attitudes etc. outside the partnership. Five of the eight DPs interviewed understood that EQUAL aimed at developing models, but thought that this just applied to their own activities and did not realise that the models were to be disseminated to and used by others. This failure to understand the intention of EQUAL was attributed by one DP to the emphasis placed by the ESF Council on the need to take account of the principles of equal opportunities, diversity and empowerment, which concealed the dissemination requirement. Two of the DPs interviewed are still not planning to disseminate the models developed to other users. In these cases dissemination is aimed primarily at acquiring more "customers" for their own activities.

The operations reported in table 3.2.1, as previously mentioned, are those which DPs carried out both during development and implementation of the planned activities and during (the initial work on) dissemination. When we carried out the surveys and interviews, most DPs had only recently started work on external dissemination of results, or were only just about to do so. It is therefore natural that information on DPs, their activities and aims etc. has occupied a central place in dissemination so far. It is only recently that finished products, working models or proposed changes to systems/structures have been available for dissemination.

Ledningskonsulterna

i Stockholm AB

In order to see whether the dissemination profile has changed as phase 2 has come to an end and work has moved on into phase 3, we looked for differences in profiles between the operations undertaken at the beginning of phase 2 on the one hand and at the end of phase 2 and during phase 3 on the other. This was done in two ways. We looked at operations in order to see whether their direction and content had changed in the course of time. This was based on the information gathered through the dissemination survey. As part of the DP survey we also asked DPs to answer questions on their plans for dissemination, its content and direction.

The answers to the dissemination questionnaire show that only a small proportion of operations change in terms of content. In the case of around 15% of DPs we can see (a trend towards) a situation in which operations change their focus and character such that, when DPs move on to external dissemination, they start to disseminate working models and approaches/attitudes. Furthermore, DPs which at the beginning of phase 2 concentrated on disseminating details of what became of participants etc. continue to do so also at the later stages of dissemination.

The replies to the DP survey in principle show a similar picture. Slightly more DPs say they are planning to disseminate models than came out of the interviews with DPs and the answers to the dissemination survey. This is clear from table 3.3-2. As each DP is normally planning to disseminate more than one type of result, the total comes to more than 100%.

Table 3.3-2: Percentage of DPs planning to disseminate the various types of result

Type of result DPs plan to disseminate	Percentage of DPs
The model developed	65%
Experience from the DP's work	42%
Outcome for participants etc.	38%

Source: DP survey, May 2005

Half of the DPs, in replying to the survey, said that their future dissemination activities will differ from what they have done up to now. However, two thirds of those who replied to this effect say that the differences lie in how dissemination will take place (vertical rather than horizontal, different methods — mainly closing seminars — and dissemination via NTGs) and that they will in future invest more resources in dissemination than they have done so far. Only around 15-20% of those which said that dissemination would change intend to alter the content/direction (i.e. they will switch to dissemination of models). These replies confirm that what DPs disseminate is largely the same, during both phase 2 and phase 3. On the whole, this gives a picture of dissemination which differs in part from what was indicated in the programme complement. There is more dissemination than expected of information on DPs' tools and the outcome for participants, and this is not (directly) linked to changes in operations and systems within the areas in which EQUAL is active.

NTGs' dissemination and mainstreaming activities so far

Our description of what NTGs disseminate is based primarily on the plans they have, but also on what they have already done. As explained in section 3.2, NTGs (with the exception of the

Ledningskonsulterna

i Stockholm AB

Asylum NTG) were only just starting their concrete dissemination activities when the interviews were carried out and data collected.

According to the interviews with all the active NTGs, dissemination differs from one DP to another in terms of direction and type. NTGs' dissemination activities primarily involve disseminating models, establishing concepts, and changing attitudes and approaches. Five NTGs focus on disseminating models and methods which they and/or DPs have developed. Three concentrate on establishing/introducing new concepts and on changing attitudes/approaches. In the latter case, action has taken the form of relatively general discussions with clients on the need for changes, rather than proposing concrete changes.

The models disseminated by NTGs consist of two types. The first — less common up to now — is the dissemination (or planned dissemination) of models, methods and procedures developed by participating DPs directly to users, without further development. In this case NTGs act simply as forwarders of a DP's results to, for example, central players and/or other local stakeholders outside the DP's own region. Examples of NTGs disseminating finished products from DPs include health advisers in the asylum field, the equal opportunities training programme JGL, and the *Fritt Fram* (Open Minds) initiative on the subject of sexual orientation (disseminated by the Open Minds NTG).

The second and so far the most common type is where NTGs disseminate (or plan to disseminate) the models they themselves have developed or intend to develop. These are based either on results and materials from DPs, development work by other players (including authorities) or research results, etc. The second type also increasingly includes dissemination of results of development operations initiated by NTGs themselves. In the latter case, it has been the intention of NTGs right from the start to develop these models/methods/procedures etc., rather than to disseminate results from DPs.

The fact that NTGs disseminate their own developments means that DPs' and other players' results have provided an important basis for NTGs' activities. The idea contained in the programme complement is that NTGs should analyse and further develop their own results. NTGs can combine the results from several DPs in neighbouring areas, producing a more comprehensive result which they can then use to develop models etc.

However, as described in section 3.2, the interviews with NTGs suggest that the basis provided by DPs cannot be used for NTGs' activities without extensive further development. According to those interviewed, this is because the material NTGs receive from DPs in these cases is not of sufficient quality for it to be used without further processing. This is an unexpected factor which means more work for NTGs. The requirement placed on DPs and others is that their methods should lead to better results than the methods used so far (added value) and can also be scaled up. Furthermore, they must be properly documented in order to be passed on. From our interviews it is clear that this requirement is often not fulfilled. NTGs therefore devote substantial resources to analysis and validation. This also entails requirements in terms of further development and adaptation in order to match NTGs' profiles and the needs they feel that users have.

Ledningskonsulterna

i Stockholm AB

NTGs also pursue their own development work not based on DPs' results, as explained in section 3.2. Overall, in as far as we can assess both past and planned operations, this means that the focus of NTG dissemination is on disseminating NTGs' own developments. The programme did not anticipate that NTGs' own development work would become so significant. The programme complement (and ESF Council) state that NTGs' development work should be of a more "complementary" nature than it has had so far or is expected to have.

As NTGs' activities get under way, other players are becoming involved and contributing their knowledge and ideas. First and foremost this means research institutions, with their results, but also other players within the areas in which NTGs work. Examples include the Swedish National Agency for School Improvement, which is involved in the NTG concerned with teaching issues, as well as organisations concerned with employment for the disabled and developing new ways of providing this. A third example is provided by target group and voluntary organisations such as KRIS (Criminals' Return into Society).

The examples of the National Agency for School Improvement and KRIS show that users have become involved and can play a part in dissemination. However, according to our interviews, users generally participate only to a limited extent in preparing what is to be disseminated. One NTG in particular deviates from this pattern and intends to involve users more closely in its development work. Three other NTGs have set up steering groups involving users, but they do not participate extensively in the actual development work. Three out of the eight DPs interviewed have to some extent developed cooperation with users. Users thus have a limited influence on what is disseminated under EQUAL, which otherwise tends to be controlled by the "producers" i.e. DPs and NTGs which have produced what is disseminated.

Most of what is disseminated consists of improvements within present systems and structures

Our study of what NTGs have disseminated or plan to disseminate suggests that there are few proposals which can be described as being likely to change systems and/or structures. Examples of proposals to change existing systems and structures which have been identified are proposals for organisational changes within the asylum field and measures to open up higher education to new groups of applicants. There are also some proposals designed to influence attitudes in working life and/or develop tools to implement strategies. Examples of these are the introduction of the concept of corporate social responsibility and tools to implement strategies relating to, for example, equal opportunities policy and (ethnic) diversity in personnel policy, or to achieve national goals in the fight against discrimination on grounds of sexual orientation.

Our study of dissemination DPs and NTGs rather suggests that it has (so far) taken place (or is planned) within the framework of existing structures and systems. Dissemination covers working procedures, new services, new applications for established models, ways of overcoming obstacles, and new users of existing services/activities. It is concentrated at local level (see section 3.5). Operations at central level at the moment mainly involve preparing the way for results to be used at local and/or regional levels or by central authorities, etc. This is confirmed by the interviews with DPs and NTGs. The results of the DP survey provide a similar picture.

Ledningskonsulterna

i Stockholm AB

The explanation for this direction taken by dissemination under EQUAL is that DPs' development work has had the same profile. Dissemination obviously reflects what has been developed. This profile of dissemination work is discussed in more detail in section 3.6.

What is not disseminated?

Up to now we have looked at what is disseminated, to whom, and how. This section considers what has not (yet) been disseminated.

If we leave aside the development operations where DPs have not managed to make progress, which of course has occurred and examples are given elsewhere in this chapter, there are still some results which can be described as successful but which are not disseminated. As mentioned earlier, the ESF Council has realised this and taken it into account in its plans to change its role in dissemination.

One explanation of why certain results are not disseminated is that both NTGs and DPs have opted to concentrate on disseminating only a limited part of what has been developed. The idea of a division into NTG areas, as explained in the interim report, was to restrict activities to a number of themes and, within these, to choose a number of sub-groups which the respective NTGs should concentrate on. As emphasised in the interim report, this restriction went beyond what the ESF Council intended in its invitation for proposals to establish NTGs. All NTGs (apart from Asylum, which was already established when the others were set up) thus opted to concentrate on a smaller number of sub-groups. In one case, an NTG opted to concern itself with only one of the points listed in the invitation. This restrictive approach meant that some aspects which DPs developed did not find their way into NTGs' activities. This was a subject of complaints by DPs and led to a number of them withdrawing from NTG work on the grounds that "there is no point participating when the NTG does not disseminate our results".

To some extent, the restriction on NTGs' areas of activity has been compensated for by DPs doing more in the line of vertical dissemination than was provided for in the programme complement, for example through phase-3 applications. As a result, more DPs are implementing phase 3 than planned to. However, DPs have also restricted themselves to disseminating only certain parts of their results. The other parts are not left completely "undisseminated", but are described through reports, newsletters, websites etc. In other words, the results are accessible to anyone interested in them, it is just that DPs do not actively disseminate them. Active dissemination, through seminars and conferences as well as direct contacts with recipients, is restricted to a smaller number of results, which DPs, with reference to their objectives, regard as the "core results" of their activities.

A third group of results which are not disseminated are those finalised at a very late stage in DPs' activities. Late results are also difficult for NTGs to take into account, if they were not anticipated and therefore not included in NTGs' plans. As things stand, it is difficult to assess how much or what is not disseminated for this reason. This is because many dissemination activities were (still) at the planning stage at the time of data collection.

Ledningskonsulterna

i Stockholm AB

It is also difficult, on the basis of the picture which emerges, to identify areas where a lot of material is not disseminated. The documentation points to individual explanations, as mentioned earlier, e.g. delays in development work preventing DPs from disseminating results, results outside the “core area” of activities, results not coming up to expectations, etc.

What do the autonomous players disseminate?

We have produced a compilation concerning the direction taken by autonomous activities. This reveals that three out of seven are not involved in dissemination, but are making provision for development assignments or support for such work. One of these operations involves EQUAL financing the activity which forms part of an authority's normal tasks — to organise conferences for potential project promoters in connection with a call for applications within EQUAL's area of activity. Another concerns the work of a university, together with a number of DPs, on the development of courses based on EQUAL's results.

Four out of seven operations involve the dissemination of experience and results. Three of them are geared towards disseminating the results of projects outside EQUAL, while one is concerned with further developing and disseminating results from one DP. The content of these activities is very similar to work within DPs (EQUAL), e.g. action to combat discrimination on grounds of sex, sexual orientation or ethnic origin, or the development of the empowerment concept.

3.4 How are results disseminated?

DPs' dissemination methods

The picture of how DPs' results are disseminated is the same for both dissemination so far and plans for future dissemination. Up to now, the most common method of dissemination has been via seminars (organised by DPs themselves or others). Nearly two thirds of all DPs have used this method. All DPs which have carried out dissemination have used conferences and fairs. Another common method is through written materials, manuals, books, reports and brochures. Dissemination via the press and media is another method. Table 3.4-1 shows the methods used by DPs to disseminate their results, giving the percentages of DPs which have used the various methods. As DPs normally use more than one method, the total comes to more than 100%. “Direct contact with recipients” means in this case that DPs have contacted individual users, first and foremost to provide the information which is regularly distributed to partnership members at meetings with them etc. “Others” include, for example, disseminating results on film.

Table 3.4-1: DPs' result dissemination methods, and percentages of DPs using each method

Method	Percentage of DPs
Seminars	63%
Conferences	30%
Fairs and exhibitions	36%
Training courses	21%
Direct contact with recipients	15%

Ledningskonsulterna

i Stockholm AB

Study visits to DPs	15%
Newsletters	12%
Websites	18%
Manuals, reports etc.	40%
Press, media etc.	27%
Network meetings, etc.	15%
Others	9%

Source: Dissemination survey, March 2005

DPs' dissemination methods were mainly the same at the start of phase 2, at the end of phase 2 and during phase 3. This is clear from the replies to the DP questionnaire, which show that the focus, also of planned future operations, is on dissemination through seminars/conferences and manuals, as well as the press/media. The popularity of the first two methods is explained by the fact that DPs from the outset plan a concluding seminar to present the results, and they compile the results in manuals etc. to be presented at these seminars. Direct contacts are set to play a more important role in future dissemination than in dissemination so far. As previously explained, this will include DPs disseminating information on activities and results to partnership members. Table 3.4-2 summarises the methods to be used in future dissemination operations.

Table 3.4-2: Methods DPs intend to use for future dissemination. Percentage of DPs for which the various methods are of minor importance, fairly minor importance, fairly major importance or major importance

Method	Minor	Fairly minor	Fairly major	Major
Seminars/conferences	11	8	35	46
Handbooks, manuals	12	20	52	16
CDs	68	20	4	8
Websites	11	23	31	35
Direct contacts	0	4	46	50
Fairs	48	12	24	16
Press, media etc.	4	32	52	12
Newsletters	52	24	16	8
Training courses	27	23	35	15

Source: DP survey, May 2005

We have also looked at whether there is a difference in the choice of dissemination method depending on whether DPs are disseminating models/attitudes etc. or information on their tools and the outcome for participants. We cannot see any differences in this respect. DPs mainly use seminars/conference, manuals and other written materials, as well as the press/media, regardless of what they are disseminating to whom.

Ledningskonsulterna

i Stockholm AB

NTGs' dissemination methods

The picture of how DPs disseminate their results, as set out above, also applies in general terms to NTGs. The dissemination methods which dominate DP activities also dominate in the case of NTGs, according to our interviews and studies of NTGs' plans. This means that all NTGs intend to use seminars and conferences to disseminate their results. NTGs have also developed (or intend to develop) their own websites where results are or will be accessible. Newsletters and mass media are also used.

As described in section 3.3, part of one NTG's aim is to create networks through which results can be disseminated. These networks will also be used to collect information and obtain users' views on the direction and content of activities, as well as details of their needs. The idea is that these networks should continue to exist even when the NTG has finished its activity. Network participants are representatives of organisations which are concerned by or are potential users of NTG results.

So far, two NTGs have also established reference groups for dissemination purposes, involving persons with a high standing in the areas in which these NTGs work. These persons are either politicians or representatives of authorities, trade unions, industry or research, and their purpose is to act as ambassadors and convey/disseminate NTGs' results to interested organisations. NTGs also have steering groups which include representatives from the same circles as the reference groups, who also act as ambassadors for NTGs in addition to their "steering" functions. These two tasks, according to the interviewees, were not particularly easy to combine, as the "steering role" (often) tended to dominate. This is why the reference groups were set up.

DPs make less use of NTGs for dissemination than planned

According to the programme complement, vertical dissemination of DP results should take place first and foremost through NTGs. However, interviews with DPs and NTGs suggest that DPs' dissemination activities up to now have involved NTGs to a lesser extent than expected according to the programme complement. As we explained in the interim report, most DPs are attached to NTGs, but with varying levels of activity.

Eight of the DPs interviewed play an active part in the NTG's work, i.e. by handing over their results, and are now participating in development of those results. Three are involved but have not yet provided results or taken an active part in the NTG's work. Several reasons for this have been reported by DPs, one of them being that they are (still) unsure about the role of NTGs. There is also a certain amount of uncertainty about the role DPs should play within NTGs, and it was also not possible to plan and budget for involvement in NTGs, as these groups were established so late. Other explanations are that it is more efficient for DPs to undertake dissemination themselves, and that the question has only really become topical as DPs have realised that they have a dissemination task to perform.

Four DPs are not associated with an NTG, two of them because, as yet, there is no suitable NTG working in, for example, the equal opportunities field. The other two have opted not to become

Ledningskonsulterna

i Stockholm AB

involved in NTGs' work after participating in the work to establish thematic groups, because they feel that participation in an NTG does not produce any added value in terms of disseminating their results. Like most of the DPs which join NTGs — particularly those which are not active — they are critical about the way in which NTGs were established. One DP is also critical about the (too narrow) direction NTGs' activities are taking.

Activities are concentrated on disseminating results rather than on mainstreaming

The activities of DPs and NTG are dominated by measures to inform potential users of EQUAL's results. Extensive use is made of methods where it is the users themselves who decide whether they want to be informed, i.e. whether they want to take part in seminars/conferences, read newsletters or consult manuals. The dominant methods are aimed more at informing rather than influencing recipients.

Active measures to directly influence recipients and get them to introduce the disseminated results are therefore (as yet) rare. Out of the interviewed DPs and NTGs, three DPs and one NTG (the DPs for communication technologies ("KomTek"), "Access" and "Better Release" and the "Open Minds" NTG) are involved in large-scale work with a view to directly influencing external users. These four bodies have earmarked substantial long-term financial resources for dissemination of their results. Their work can best be compared with marketing campaigns. It has also resulted in several external recipients adopting and starting to use the models disseminated.

According to our interviews and reviews of dissemination plans, the choice of methods was not based on an analysis of which methods were best suited to reaching specific target groups or disseminating certain types of results. This is discussed in more detail in section 3.5. Among other things, this means that DPs and NTGs do not have a clear picture of how to gain access to different organisations, an aspect criticised by the users interviewed and developed in chapter 4. From the interviews with DPs, NTGs and the Ministry of Industry, Employment and Communications, it is clear that the dissemination methods limit the scope for influencing the central political level, etc. Neither DPs nor NTGs have (as yet) linked up to the process used to push through proposals at central political level.

This process is that bodies (in this case DPs/NTGs) which have developed models etc. should present their proposals, via networks of informal contacts, to the responsible officials and policy experts within the Ministry, whose task is to collect proposals which can improve/complete existing policy. Instead, DPs and NTGs focused on dissemination through seminars and conferences. NTGs also disseminate through meetings of all NTGs with government representatives, at which all NTGs' results are presented.

Who takes part in disseminating results?

A review of the replies to the questionnaire sent to users, DPs' reports for 2004 and interviews with NTGs/DPs reveals that it is quite common for bodies other than DPs and NTGs to disseminate results. This means not only partnerships, but also organisations whose remit lies outside EQUAL. However, DPs (and their employees) are the main disseminators, except in a

Ledningskonsulterna

i Stockholm AB

few individual cases. Partnership members are also involved, and in around 40% of DPs they play a central role in dissemination. Project promoters in DPs play a large role in dissemination in 15-20% of DPs, whereas participants play a conspicuous role only in very few cases.

Disseminating organisations outside DPs can act on their own initiative or on behalf of the government. Those in the latter category — active outside EQUAL and involved in dissemination — include NUTEK (Swedish Agency for Economic and Regional Growth), which has a government mandate to help disseminate the KomTek model throughout the country. The municipality of Örebro, as a partnership member, is active in disseminating results to other municipalities. The KomTek network is itself involved in dissemination. Researchers active in DPs and NTGs disseminate EQUAL's results primarily to other members of the research world, as well as to other parties. Another body participating in dissemination is the “Better Release” DP, where KRIS is responsible for disseminating the “Vision Area” model developed by the DP.

Overall, this suggests it is not just active members of DPs and NTGs which participate in dissemination. The fact that others are also involved means that DPs can use existing channels for dissemination. The availability of several (existing) channels makes distribution easier. It can also mean that users do not always realise that what is disseminated is a result of EQUAL, which in turn means they remain unfamiliar with the programme. This is clear, for example, from the interviews with users and is explained in more detail in chapter 4.

3.5 To whom are results disseminated?

According to the programme complement, recipients during phase 2 (horizontal dissemination) are players and organisations involved in the partnership. This means that activities during phase 2 are aimed at encouraging mainly local players and organisations involved in the partnership to adopt the DP's results. In phase 3 (vertical dissemination) action will target players and organisations at local, regional and national levels — not members of the partnership — to whom the results are relevant. In the case of vertical dissemination, DPs and NTGs disseminate results to the organisations and players they think will be interested. According to the programme complement, the target groups may be the political level, authorities, social partners, voluntary or interest organisations, and/or businesses at local, regional and central levels (depending on what is being disseminated).

To whom do DPs disseminate?

During phase 2, DPs have so far disseminated results mainly at local level. Table 3.5-1 shows the targets of DPs. It gives the percentages of DPs which have disseminated results to the various types of organisation. As DPs normally disseminate to more than one type, the total comes to more than 100 %.

Ledningskonsulterna

i Stockholm AB

Table 3.5-1: Types of organisation to which DPs disseminate, and percentages of DPs which have disseminated to the different types

Organisation type	Percentage of DPs
Municipalities	48%
County councils/regional authorities	18%
Voluntary organisations	21%
Interest organisations (HSO etc.)	21%
Training providers/associations	21%
Social partners	
of which trade unions	27%
of which employers	30%
State authorities	
of which local	33%
of which regional	27%
of which central	21%
State authorities	
of which AF (Employment Service)	33%
of which LANs (county employment boards)	12%
of which local offices of FK (Insurance Fund)	24%
Others	22%

Source: Dissemination survey, March 2005

DPs therefore, in line with the intentions of the programme complement, have so far concentrated on the local/regional level and horizontal dissemination. Dissemination has largely targeted the same three organisation types: municipalities and their administrations, local employment offices and, to a certain extent, local offices of the Insurance Fund. Around 30% of all DPs have disseminated to the social partners (both employers/employer organisations and trade unions).

“Others” include research bodies, government committees, churches and housing associations. The targets of dissemination tend to be the types of body that are most likely to be partnership members. Another factor is that DPs’ development work, as described in the interim report, has often been aimed at municipalities, the Employment Service and the Insurance Fund. Our interviews suggest it is unusual for local organisations to forward results up to the regional or central levels. As we report in chapter 4, the results usually remain with the entity in which the representatives of users who participated in DPs’ dissemination activities are working.

We looked at whether DPs changed direction as they moved into the final period of phase 2 and phase 3, when they are supposed to concentrate on vertical dissemination. The survey responses and interviews showed that when DPs have finalised results available they do not aim at different levels of organisations, e.g. regional or central levels. The replies to the DP survey, as reported in

Ledningskonsulterna

i Stockholm AB

table 3.5-2, illustrate this. The table gives the percentages of DPs which plan to disseminate to the different types of organisation. As DPs generally plan to disseminate to more than one type, the total comes to more than 100%.

Table 3.5-2: Types of organisation to which DPs are planning to disseminate

Organisation type	Percentage of DPs
Municipal, county and regional councils	69%
State authorities (local and regional)	65%
Voluntary organisations	35%
Interest organisations	19%
Companies/workplaces	19%
Social partners	23%
State authorities (central)	27%
Government	15%

Source: DP survey, May 2005

The table shows that DPs are continuing to concentrate on local-level dissemination even in their future plans under phase 2 and phase 3. Interviews with DPs and the responses to the DP survey also suggest that future dissemination will focus on vertical dissemination. But even where that takes place outside the partnership circle, operations are primarily aimed at the (geographical) area in which the DP is active. Five of the DPs interviewed (concerned with treatment of offenders, diversity, non-formal education, sexual orientation and technical colleges) are deviating partly or entirely from this pattern. They have worked actively on disseminating their results nationally. Their aim is the local/regional level, but throughout the country. As described in section 3.4, dissemination is dominated by models and methods for the local level.

The external group to which DPs disseminate is largely limited to other parts of the organisations involved in partnerships — e.g. other local sections of authorities, or other municipalities. Dissemination to a limited extent targets other organisations with the same needs. For example, one complaint expressed in interviews was that activities developed primarily for “treatment of offenders” have not been disseminated to other bodies with similar areas of activity. As previously explained, this was because DPs realised at a relatively late stage that they were supposed to disseminate outside their own circle of partnership members etc. At that point they did not have enough time for a closer study of potential users of their results. Nevertheless, there are a number of cases where DPs carried out such studies and disseminated their results to other users. Out of those interviewed, this applies to the Access DP and the Open Minds NTG (Diversity DP).

NTGs’ targets

NTGs, like DPs, have so far aimed dissemination primarily at authorities, labour market partners and interest organisations. This was confirmed by NTGs in their interviews with us. Activities are aimed at both central and local/regional levels. According to the interviews, NTGs focus more on

Ledningskonsulterna

i Stockholm AB

the central level than do DPs. On the other hand, they are currently planning relatively few dissemination operations aimed at the political level, which so far has been used mainly to “support” operations aimed at authorities, companies and organisations at local/regional level and at central level. The support of the political level is intended to make dissemination more intensive.

The direction taken by NTGs’ dissemination so far has meant that many ideas have been transmitted to regions other than those where participating DPs are active. This applies both to dissemination of activities developed by NTGs themselves and to dissemination of results from individual DPs. Another aim is to further develop DPs’ results and forward them up to the central authority level. This means that dissemination by NTGs is vertical, in accordance with the programme complement.

One reason given by NTGs for dissemination so far only rarely being aimed at the political level is the quality defects in the results supplied from DPs to NTGs. Another explanation given is that NTGs consider dissemination to the political level to be primarily a task for the ESF Council rather than themselves. The task of NTGs is to disseminate ideas which do not involve changes to current policies (system changes) to authorities at central level.

As we explained in the interim report, the ESF Council has so far not attached great importance to dissemination to the political level. It has described ideas put forward by DPs and NTGs in its annual reports to the government. It also took the initiative to organise the previously mentioned meeting between all NTGs and representatives of the government. As already mentioned, it is now planning to review its dissemination role and become more active in direct dissemination.

DPs’ and NTGs’ targets within the recipient organisations

We have looked at the extent to which dissemination has targeted the political level and authorities at local, regional and/or central levels. On the whole the picture is the same for both DPs and NTGs. The situation described is based on the responses to the dissemination survey and is representative of both DPs and NTGs. It is mainly officials, primarily within authorities, who are targeted by operations, e.g. work placement officials, social administration officials, asylum case officers or prison officers etc. At least 35-40% of all operations reached this group. Elsewhere, this group was involved, but together with other groups. Staff with development responsibilities are reached to a lesser extent. For example, 21% of operations reached senior executives, development managers or trainers etc. As regards the political level, operations mainly reached the local level (21% of operations), while the regional and central levels were reached in 9% and 12% of cases respectively.

The fact that DPs and NTGs have mainly reached officials does not mean that they did not target politicians and/or people responsible for development issues. These groups were involved, but not to the same extent as officials. Table 3.5-3 shows who, within organisations, DPs intend to reach when they disseminate results. The table gives the percentages of DPs which target the individual groups. As DPs normally target several groups, the total comes to more than 100%.

Ledningskonsulterna

i Stockholm AB

Table 3.5-3: Targets of dissemination by DPs within organisations

DP dissemination target	Percentage of DPs
Decision-makers, senior executives	62%
Officials	69%
Administrators	8%
Development staff	4%
Politicians	15%
Students/apprentices	8%

Source: DPs survey, May 2005

According to our interviews, the choice of methods (seminars/conferences, manuals etc.) and the general scope of invitations to seminars explain why so few politicians and development staff take part. Politicians invited personally with a view to their having an influence etc. tended to participate. Our study of the interviews with DPs and NTGs suggests that they seldom give thought to who are the most important targets and how to reach them. Instead, they tend to issue general invitations to anyone who might be interested.

We have looked at whether DPs target different groups as they move into the final period of phase 2 and phase 3. The survey responses and interviews show that they do not change direction, and there is no shift to recipients with responsibility for changing and developing activities, e.g. the political levels, development department staff or senior officials etc. Only in the case of a few individual DPs can we see such a change between phase 2 and the dissemination phase.

3.6 Success of dissemination

The purpose of dissemination is of course for results from EQUAL to be taken over and incorporated into programme-related activities. Up to now our study of dissemination and mainstreaming has focused on the conditions that need to be in place for dissemination and mainstreaming to have an effect, i.e. users must be persuaded to make use of the results from EQUAL. As previously explained, this is because at the time of our data collection the majority of dissemination and mainstreaming activities still lay before DPs and NTGs. This applied especially to NTGs, which with one exception had just started dissemination at the time of data collection. Consequently, there were few concrete results of dissemination activities to report and analyse.

Do users take over EQUAL results?

However, throughout phase 2 DPs made steady progress with dissemination, particularly to partnership members, but also to some extent outside the partnership. In their replies to the DP survey, DPs reported on users taking over some or all of the results disseminated to them. They also reported on what had been taken over by users. The answers concerning the first part of the question show that the effects are very considerable, see table 3.6-1, with reference to operations carried out so far. A large proportion of DPs say that users have taken over some or all of the

Ledningskonsulterna

i Stockholm AB

activities developed by them. However, when we ask the users, far fewer of them have taken over or plan to take over the results disseminated. We will take a closer look at this in chapter 4.

Table 3.6-1: EQUAL results taken over by users

Have users taken over results?	Percentage
Yes	70%
No	30%
Total	100%

Source: DP survey, May 2005

Are the effects of dissemination really as significant as the table suggests? Our studies of other documents (e.g. DPs' half-year reports for 2004 and our interviews with DPs and their members) suggest that DPs overestimate the success of dissemination. The explanation for this is as follows. A large part of dissemination has so far consisted of dissemination among the partnership members. A scrutiny of DPs' half-year reports shows that dissemination mainly consisted of partnership members disseminating information on DPs' activities and results within their own organisations. According to our data, this means that they disseminate very general information on their activities and results. According to the half-year reports and interviews, there is less dissemination of the models etc. developed. For example, only in a small proportion of DPs (10-15%) have partnership members extended dissemination work by initiating internal development projects and/or organising internal training based on the DP's results. However, according to the replies to the DP survey, DPs still consider that the dissemination of information by partnership members within their own organisations means that the partners have taken over results.

The replies to other DP survey questions also suggest that DPs overestimated the success of their dissemination to partnership members. In reply to the question as to whether activities are continuing, 20-25% of DPs state that the activity is being taken over or further pursued by partnership members or third parties. These figures as a whole show that the proportion of activities which are really taken over is lower than stated in table 3.6-1, though at the moment it is not possible to say by how much. In studying the success of operations, we looked at how those who disseminate results from EQUAL also engage in follow-up. Through the dissemination survey and the DP survey, we investigated how DPs have followed up whether or not the organisations targeted by dissemination have actually adopted what has been disseminated to them. The proportion of DPs which state that they did engage in follow-up is consistent overall. The results are shown in table 3.6-2. The picture we obtained from DPs also applies to NTGs.

Ledningskonsulterna

i Stockholm AB

Table 3.6-2: Follow-up by DPs to contacts with potential users participating in dissemination

Do DPs follow up dissemination results?	Percentage of DPs
Yes	55%
No	45%
Total	100%

Source: DP survey, May 2005

Approximately as many DPs follow up dissemination as do not. Those which did not monitor whether users adopted the results stated that they had carried out participant assessments during or after the dissemination operation, invited participants to further seminars, or made contact with parties expressing an interest in more information etc. Most of the DPs which followed things up generally followed up their own operations. In other words they used different channels to obtain a general overview of what happened after dissemination. Around one third of the DPs which engaged in follow-up focused on the recipients to which they had disseminated. This took place mainly through direct contacts with participants (and their organisations). Table 3.6-3 shows how the results of dissemination activities are followed up.

Table 3.6-3: Follow-up methods

How do DPs follow up dissemination results?	Percentage of DPs
Via networks	25%
Direct contacts/meetings	62%
Via partnership	13%

Source: DP survey, May 2005

15-20% of all DPs precisely monitor what happens as a result of dissemination to users. The rest undertake less precise follow-up, or none at all. This suggests that knowledge about the success of dissemination is limited.

What is taken over by users/partnership members ?

DPs which stated that some or all of their activities had been taken over also provided information on what had taken over. This can be divided into three groups. The largest group consists of the working models, procedures and methods developed by DPs. First and foremost, parts of models have been taken over by partnership members. However, there are examples of external users taking over some or all of what a DP has developed.

The second group of material taken over comprises concepts and/or approaches developed by DPs. These too have been taken over mainly by partnership members. In this case it is mainly DPs' methods of performing activities which have been transferred, rather than the models they have developed. One of the interviewed DPs emphasised that EQUAL's strong point was the way in which new methods of addressing development issues and new approaches were tested,

Ledningskonsulterna

i Stockholm AB

whereas the models developed by DPs were less interesting/relevant. Models tend to be tailored to the partnership and thus less interesting for others.

The third group consists mainly of cases where a partnership member has taken over and continues to develop some or all of what a DP was working on. In the case of three DPs, one member is continuing one of the DP's activities (development work), and in a fourth case the network established by the DP is being taken over. Here it is almost always one or more partnership members which take over the material in question.

This picture of what is taken over is largely explained by the fact that dissemination retained the same profile. Table 3.6-4 summarises the replies to the question of what was taken over by users and/or partnerships.

Table 3.6-4: DPs' activities taken over by users

Material taken over by users	Percentage of DPs
Some or all of the model developed by the DP	60%
Approaches, methods and concepts etc. used by the DP	33%
Continuation of DP's activities	20%

Source: DP survey, May 2005

As already mentioned, external dissemination was mainly just starting at the time of our data collection, meaning that there were few concrete cases of results being taken over by recipients. However, work on stage 2 of the assessment revealed some concrete results. In chapter 4, which describes dissemination from the point of view of users, we describe some of these results in general terms and explain how they were exploited. We also describe examples of DPs and NTGs carrying out dissemination in a manner which we feel can form a basis for successful results.

The responses to one of the survey questions suggest that success does not depend on the DP or NTG working within a certain sector or subject area, or having certain partnership members etc. The successful examples which we will follow up in chapter 4 mainly involve specific circumstances which can be partly or wholly replicated by other DPs and NTGs. As explained in chapter 4, these factors are clearly defined products/services etc., precisely defined target groups for dissemination, well-considered, well-resourced long-term dissemination firmly anchored in partnership organisations and their management, the partnership's active participation in dissemination, and the disseminating party having a high standing within the area of activity.

3.7 Summary

A lot of dissemination work has started. Up to now, of course, most of it has taken place within partnerships and their organisations. Dissemination to external users has now started, but at the time of our data collection it was only at the planning stage.

DPs and NTGs have to some extent different dissemination targets from those set out in the programme, i.e. dissemination has a partly different profile from what is laid down in the

Ledningskonsulterna

i Stockholm AB

programme. In other words, even if DPs and NTGs achieve their dissemination targets (which most of them do), this does not automatically mean that the programme's targets are reached.

The direction taken by dissemination and work during phase 3, including NTG activities, as a result of targets differing from those laid down in the programme, are to some extent different from what is stipulated in the programme. In phase 3 there is more further development work and less dissemination of DPs' results than was envisaged. This means that NTGs are less of a driving force in the dissemination of DPs' results than expected. DPs therefore disseminate more to external parties than was originally anticipated, but non-dissemination is also more common than expected.

DPs' results are less ready for dissemination than was expected according to the programme complement. NTGs therefore need to further analyse DPs' results etc. before they can forward them to external parties.

DPs tend more to disseminate information on their activities than results. The material disseminated consists to a large extent of models developed under EQUAL, with less information on policy and structure than anticipated, as a result of how development work is organised within both DPs and NTGs. EQUAL's results tend to be more oriented towards making improvements within the framework of existing systems and less towards affecting and/or changing systems and structures.

To summarise, our findings suggest that it is doubtful whether EQUAL will achieve its goals in terms of developments and their dissemination. In turn, this is likely to mean that the programme's effects on discrimination and exclusion will be more limited than expected according to the programme.

Nevertheless, dissemination and mainstreaming have been more systematic and more extensive than under other similar (experimental) programmes. This is not just or mainly because this is a requirement under the programme, but first and foremost because each DP has a budget and a plan for dissemination and mainstreaming, and NTGs have been established to coordinate and disseminate results.

4. USERS' PERSPECTIVE

This Chapter will look at what requirements there are for EQUAL's results to reach the users, the shortcomings and success criteria which users and potential users refer to in relation to the dissemination and mainstreaming of EQUAL, and the significance of the methods used. The basis for our analysis is the data in the attached memorandum Option 1 (Annex 1) and those set out below.

The observations in this Chapter are based on interviews with ten users and ten potential users. Interviews were also conducted with players who have had direct contact with EQUAL's methodologies but have declined to incorporate them into their activities. The results of the

Ledningskonsulterna

i Stockholm AB

interviews with the potential users were also reported on in November 2004 in a separate memorandum, in which the requirements for EQUAL to form a part of the users' activity development were analysed.

As part of the evaluation, we also conducted telephone interviews with persons who had been involved in actions to disseminate the DP's results to users, with the aim of gaining a picture of who was involved in the actions, why they were involved and whether/how they were affected.

The purpose of this section is to identify lessons to be drawn from the dissemination of EQUAL's results, which may be of value in the future. The results form a basis for an analysis of the DPs'/NTGs' dissemination and mainstreaming activities from the point of view of needs, working methods and expectations among those who may be regarded as EQUAL's target groups.

4.1 Success criteria for dissemination

The networks promote dissemination

EQUAL's approach involving various organisations being brought together to look at these questions is regarded by the users as positive from the viewpoint of dissemination. It provides an opportunity for new networks and collaboration with other partners which would not otherwise have been possible. It may also offer new means of organising projects. One example is the Danish Confederation of Trade Unions (*Landorganisationen – LO*) and other trade union organisations which are represented in the NTG Open Minds and have taken this training material on board.

Several of the users interviewed are themselves involved in EQUAL and thus use its methods to a certain extent. According to these users, however, cooperation with EQUAL and the incorporation of the methodologies developed could be more extensive. The National Labour Market Board (*Arbetsmarknadssyttrelsen – AMS*) is one example where EQUAL's methods have been adopted only to a limited extent. One project which had been incorporated, however, is Libra, in which there has been some involvement and which will also be disseminated to other employment offices at county level. According to those interviewed, the AMS has channels and structures to pick up what is happening on the ground, and by means of which Libra can also be utilised. Another authority which is a potential user, but which currently makes only limited use of EQUAL, is Samhall. Samhall has been involved in the DP Wanting more. There has also been a degree of contact with the NTG Social entrepreneurship. Those from Samhall who were interviewed stated, however, that EQUAL could play a more prominent role in the development work. Samhall may be regarded as an example of a user with needs which EQUAL could meet more effectively.

One way in which the methods can be further developed is by means of a new DP. The Teachers' Association (*lärarförbundet*) which was associated with the DP Normative Diversity and the National Federation of Teachers (*Lärarnas Riksförbund*) was involved in the DP Homosexuals and bisexuals in the care system. Here the question arose as to why nothing was being done in schools as regards this issue. The Homo authority took the initiative to be a driving force in this

Ledningskonsulterna

i Stockholm AB

connection. Dissemination was achieved through the association being involved in the development partnership and the Homo authority providing the impetus. Use of methodologies is a new EQUAL project separate from normal activities, but whose results are used in those activities. According to those from the Teachers' Association who were interviewed, it was a good approach to first of all be involved in a DP and then to use the experiences gained to set up another DP with a similar focus on another target group. In this way, experiences gained have been made use of and the communication between EQUAL and other projects has been a matter of course.

Many users are thus themselves involved, and the requirement for dissemination and mainstreaming can therefore function effectively, and important networks can be developed. DPs are in themselves a firm basis for dissemination, new forms of cooperation and networks. However, it is a question of identifying potential users and opinion-leaders not involved in these processes and, where it is considered important, of enhancing communication and the overall message on the basis of the given needs, requirements and agenda.

Legitimacy and marketing

An important factor for dissemination of methodologies is the legitimacy of the backing organisation. Large established organisations with a strong market position make dissemination easier. It seems that EQUAL's "trademark" does not in itself enjoy sufficient legitimacy, which is a drawback for effective dissemination and mainstreaming. An example of a method which has been disseminated fairly widely thanks to the legitimacy of the backing organisation is KomTek which, based on the model used in music school, developed a model for increasing the proportion of women in technical training/employment. Here dissemination was handled by parties with a high degree of legitimacy (municipal authorities, AMS and Nutek), in addition to which public funding was provided.

Another factor which proved important for effective dissemination is the ability to and interest in spreading the message among individuals within the DPs. An example of this is Access, which devised a model for developing and validating informal learning. This model has been standardised so that it can be used by others. In order to test it in several different fields, the DP has clearly focused on disseminating it to (first and foremost) municipal authorities, but also to other organisations such as business enterprises. The DP has invested considerable effort and time in presenting the models directly to potential users. They have also been presented at meetings and seminars, whereby contacts were established with participants as a follow-up. These considerable efforts have produced results: ten municipal authorities plus a number of other organisations have decided to introduce the models. The results of this dissemination also have an effect on those involved: organisations and individuals have acquired the reputation of being knowledgeable and successful in their respective fields of activity.

A further example of a DP which, according to the information available to us, has been successful in its dissemination work is DP *Bättre frigivning* [improved release], which sought to develop methods for preparing prison inmates for their release. A result of the DP's work is the *Visionsrummet* [vision room] which is now being disseminated to all institutions and prisons. The

Ledningskonsulterna

i Stockholm AB

reasons for this successful dissemination are, among other things, the fact that both the authorities (National Parole Board – *Kriminalvårdsverket*) and representatives of target groups (KRIS) and voluntary organisations were deeply involved in the DP's development and dissemination work. From the former in particular, representatives from both local and regional level were involved, and the results took a firm hold at both levels. This has led to a convergence of views on the results and a readiness to speak for those from the partnership, and also lends considerable legitimacy to the proposals. In order to disseminate the *Visionsrummet*, a special project has also been launched, and is being run and implemented, within the framework of the DP, by representatives of the KRIS. What is also important is that considerable resources have been focused on dissemination, which has been implemented by project representatives together with parties at local level who will be involved with the *Visionsrummet*, and will conduct visits and present the room to management, staff and inmates of institutions within the country.

Another example of DPs and NTGs involved with dissemination in an interesting way (but where the impact is not yet quite clear) is DP NESE, which focused many resources on actively disseminating "products" (i.e. models, working methods, etc.) not only through its own channels but also via NTGs. Another is the DP Kista Open Academy, which has made use of strategic partners/networks in order to be able to implement/introduce the activity developed by the DP – the central political level. A third example is the NTG Learning environments. This NTG has developed working methods whereby the users have ample opportunity to influence what work is done and how it is carried out, i.e. needs-based. The NTG Learning environments and the NTG Asylum have also developed and, within the project, disseminated a well-developed work strategy. The same two NTGs have also, as previously stated, set up a reference group with "weighty" participants in order to disseminate results and raise awareness of NTGs and their work.

There are also other examples of actions achieving an impact and "interesting" methodologies in addition to those referred to. The list is thus not exhaustive and is intended more as a series of examples.

As stated in Chapter 3, the information available does not point to success being attributable to the DPs and NTGs having been active within a particular field or sector, or having had particular partnership members, etc. The successful examples point more to individual circumstances which, however, can be assumed to apply to other DPs and NTGs. As can be seen from the examples set out in this section, these factors are that what is to be disseminated is clearly defined, that the target group is well-defined and identified, that dissemination is firmly anchored within the partnership organisation, that sufficient resources and time are allotted to dissemination, and that those engaged in dissemination enjoy a high degree of legitimacy.

4.2 Factors which may make dissemination and mainstreaming more difficult

The analysis of dissemination has highlighted a number of obstacles to the actions/measures having an impact. The factors which emerged from interviews with NTGs and DPs are summarised below. These have not been arranged in order of significance.

Ledningskonsulterna

i Stockholm AB

- Dissemination work takes longer to reach and have an effect on its recipients than was assumed by those involved in it. They did not devote sufficient time or resources to the dissemination phase in order that the measures should have an impact. DPs and NTGs which have been successful and whose measures have had an impact planned for phase 3 to last almost 9 months, earmarked considerable resources and carried out various (types of) measures. In particular, most DPs planned to organise one or more closing conferences or seminars in order to disseminate the results. They allocated fairly limited resources and planned for a limited dissemination period of a few months.
- One reason why developments under the EQUAL programme had no impact is the difficulty of obtaining funding to continue the consolidation work after a DP/NTG has concluded its activities. The work to disseminate the results did not get going until much later than we expected. This means that the users will not be sufficiently aware of the results when the dissemination work (and EQUAL) have come to an end. The consolidation work should therefore be continued, although those interviewed considered it would be difficult to find (outside) funding for such measures.
- It may also be difficult for the users to find outside funding where this is required in order to pursue activities which were developed under the EQUAL programme but which are not a key activity of the organisation concerned. Activities (e.g. measures by municipal authorities to combat youth unemployment) are currently financed to a large degree by (outside) project funding, among other things from the State or under Objective 3. Where no additional funds are available, the user may choose not to take over activities from EQUAL. A large proportion of the field of activity with which the programme is concerned is dependent on project funding in order to introduce the activities developed by EQUAL. Measures concerning e.g. the long-term sick, the long-term unemployed and immigrants (i.e. EQUAL's target groups) are now largely carried out in the form of projects, and thus only to a limited extent as part of the organisations' normal activities.
- Within EQUAL's fields of activity, a number of national or local/regional sectoral authorities are responsible for implementing national policy. In practice, these authorities have a monopoly on actions taken within their area of activity. Those interviewed stated that (in most cases) there were no major difficulties in collaborating with these authorities on development projects. On the other hand, it is difficult to get these authorities to adopt and introduce as normal measures the activities which have been tried out in the context of EQUAL. There are three main difficulties. One is the problem of gaining a hearing for proposals which alter established arrangements within an authority and the power structures existing between an authority and other players. EQUAL's proposals often contain suggestions which lead to this kind of situation. Another reason stated is that it is difficult for these authorities to accept local solutions. As mentioned earlier in this Chapter, EQUAL's solutions are individualised. The authorities' approach, on the other hand, is at present characterised by standardisation of activities over the country/region etc. A third reason which emerged from the interviews is that the DPs/NTGs – in terms of models, mindset and activities – are not in line with the authorities' (current) priorities. This applies not only to these authorities but also to other types of organisation. The

Ledningskonsulterna

i Stockholm AB

planned development work of DPs/NTGs does not coincide with the aims of users, which means that there is no basis for dissemination work to show any results.

- Administrative boundaries at local and regional level may constitute obstacles to dissemination. For example, there is a tendency at local/regional level to want to "reinvent the wheel". It is therefore difficult to gain the attention of another municipal authority etc. for something which has been developed in another part of the country. A reason for this, which was mentioned by those interviewed from the NTGs and DPs, is that proposals by DPs are regarded by outside parties taking over projects (who are outside the partnership) as very much adapted to local conditions and thus difficult to tailor to other "environments". NTGs and DPs have also pointed out that the solutions thus also have difficulty in being accepted as national solutions. Only at a late stage did a number of DPs consider that they should also disseminate their results to external users, which is why they have not engaged in any dissemination or presented general proposals, or focused on any universally valid points.
- Another reason for the dissemination work's lack of impact is that those engaged in disseminating results are directing their efforts towards the wrong users. As can be seen from section 3.5, the labour market authorities and/or the Social Insurance Office (*Försäkringskassa*) and the policy-makers in these sectors are the users to which most DPs direct their dissemination work, despite the fact that the activities in question are not (any longer) included among their "key activities". For example, as we saw in the interim report, EQUAL has very much been geared towards actions in the field of employment policy – measures to make marginalised individuals more employable and thus more attractive to the labour market. This type of measure is to a large extent currently handled by other organisations and programmes, e.g. municipal authorities, Objective 3. The fact that EQUAL is so strongly focused on the "wrong" recipients is largely explained by the fact that its those involved with the EQUAL programme made incorrect analyses of the users.

To sum up: the above observations indicate that a number of the obstacles can be explained by shortcomings within the EQUAL programme. Obstacles such as focusing on the wrong users, differences in development priorities as regards both dissemination in the short term and "local" solutions, can be explained by failures of implementation. Broader observation activities, closer contacts with users/a more effective link-up with the parties involved (in development) and a more realistic assessment of what resources and time are needed to achieve the dissemination objective, as well as work to standardise the results, would have enabled these obstacles to be largely avoided. In the previous examples of successful dissemination, the DPs and NTGs managed to negotiate these obstacles.

The above observations also show that there are a number of institutional obstacles to utilising EQUAL's results. These concern, for example, the need for outside funding for activities of the groups covered by EQUAL. A large proportion of these activities are financed through project funding rather than by means of "fixed" sums. Another issue is the current institutional framework, i.e. how the activities worked out under the EQUAL programme are organised.

Ledningskonsulterna

i Stockholm AB

Sectoral authorities are largely responsible at local/regional/national level for activities in their respective sectors. Individual DPs and/or NTGs are unable to get round these problems. What is remarkable is that there has been so little discussion of this, and that it has been taken so little into consideration in both the development and dissemination work.

4.3 Observation and operational development

Several of those interviewed pointed out that EQUAL has an important operational role and should be more visible. It is just as important to note that these questions exist and require new approaches, and that the methods should be disseminated.

The sources of ideas for the development work often vary a great deal with an organisation, depending on the field of work involved, but foreign countries are often a major source of inspiration. For the Teachers' Association, for example, European contacts are important, and the network in Brussels is well-developed. Norway has been a source of inspiration for work placement services, and Germany for activity guarantees. Samhall was influenced by Norway and England. According to those questioned, EQUAL plays a minor role as regards development work.

According to our interviews, the users have various arrangements for their observation activities, but generally speaking EQUAL has difficulty breaking through the mass of information and, according to users who were interviewed, is not a central player as regards observation activities and development work. Established approaches to and resources for observation activities, such as participation in networks at home and abroad, are in many cases not covered in the structural funds or in relation to important potential users. Several point to the difficulties in organising the flow of information. It is easy to drown in this deluge, and a lot of interesting material is certainly filtered out. This means that considerable demands are made on anyone wishing to focus on potential users. Those with more broadly based observation activities nevertheless consider that there is a need to do more and to take a more systematic approach, but that the resources are insufficient for this. There is a view that it is difficult to "home in on the target" in the great mass of information around them. Those engaged in smaller-scale observation activities mainly do this because of a lack of resources.

Many of the respondents have extensive contacts with and cooperate with many players of importance to them. These networks are in many cases wide-ranging and stable over time, although there may be some variation in these respects. The interviewees pointed out that it may be difficult to join in the networks. In their view, relevant factors are the main focus of the activities concerned, the perceived need for networks, and resources. Another major factor referred to, which affects the opportunities for "joining in", is the pace of change in a given field of activity.

The municipal authorities and other organisations such as Access and KomTek have all indicated that they lacked, and had sought, new ways of working within the framework of the respective methodologies. They also have no contact with EQUAL worth mentioning, nor do they specifically keep a watch on EQUAL's activities.

Ledningskonsulterna

i Stockholm AB

4.4 Degree of innovation and significance for activities

The degree of innovation of the methodologies is perceived differently by the users who were interviewed. This is partly influenced by an organisation's own requirements, experiences and openness towards the potential offered by the method concerned, and partly by the fact that the methodologies comprise a more or less new way of thinking in relation to the established working methods.

Some major users are very exacting and demand a high degree of innovation with a view to adopting methods from EQUAL. Others are unaware that methods are being developed under the EQUAL programme which might be usable. It is important to identify different users and to communicate with them on the basis of their needs and underlying assumptions, and at a level (national, regional or local) at which this will bear fruit.

According to our interviews, the *AMS* is among those organisations which demand a high level of innovation before regarding a method as interesting. The *AMS* is characterised by a decade in which a great number of local projects and methodologies have led to wide-ranging development work in order to identify best practices which can be standardised. It also has its own extensive programme for looking at new approaches to these questions. According to the *AMS*, EQUAL is a major player which, in addition to disseminating methodologies, plays a role in shaping public opinion by highlighting the need to consider these questions, and the need for new approaches and solutions. In order to fulfil this role, however, EQUAL should be more visible and do more to shape public opinion.

Several of those interviewed who had adopted new working methods were quite satisfied and saw a potential for further development and dissemination to other activities and target groups as well. The methods still exist, and are developed and disseminated to the users, both internally and externally. According to those from the *LO* who were interviewed, the material from DP Homosexuals and bisexuals in the care system has meant that people's eyes have been effectively opened to these questions. The material is flexible and can be supplemented as appropriate with, for example, more details of employment law. It would have been difficult to look at these questions if this material had not been available. An upshot of this is that the matter came up on the agenda as a special employment-law issue. Previously, it did not even exist as an issue, so this represents a considerable change.

According to the Teachers' Association, the opportunity to use material developed in earlier projects, and to adapt these to their schools' needs, is of great value. School is a strategic environment in which values are formed, and in which a homophobic atmosphere predominates. The previous work offers a basis, but it needs to be adapted, and therefore a corresponding development project is required. KomTek is also regarded as being of importance and delivering positive results which are disseminated further according to the users. The working method has been welcomed in connection with other activities, e.g. school and labour-market training.

Access is also regarded as applicable to persons other than young people and, within the participating municipal authorities, the method is seen as a means of further developing other

Ledningskonsulterna

i Stockholm AB

activities. The users of Access see quite far-reaching effects and entertain hopes about where the method will lead – on the one hand the hope that a number of people will move from unemployment to training and a job, and on the other hand that the methods may be used to further develop normal activities. New contacts and forms of cooperation, both internally and with the business sector, are also mentioned. Those questioned are making adjustments and stress those aspects which are judged to be best suited. In some cases, this is supplemented by other projects. According to those questioned, it is quite possible that the inclusion of Access in the ordinary activities is not a question of resources, but one of organisation and methodology.

The methods used which have been disseminated to users have in many cases represented a solution in a field in which there was a desire to develop the working method but no knowledge of how to do so, and in which a conscious effort was made to find a new working method. It is thus important for EQUAL to be familiar with and reach the players who are in need of and are seeking new working methods. The users from KomTek, for example, who were interviewed feel that it cannot be ruled out that similar activities would also have been developed without KomTek; here there was a strong demand for a methodology to be incorporated into its field of activity.

4.5 The potential users' viewpoint

Identification and knowledge of potential users is inadequate. Potential users are those who should in theory belong to EQUAL's target group but for some reason have not drawn on the results of the EQUAL programme. They are the same type of organisations as have been involved in DPs, but did not take this step. They include, for example, other municipal authorities and also experts on national policy (e.g. in the Cabinet Office and the Ministries (*Regeringskansliet*) and in committees). Those interviewed from among this group consider that EQUAL does not have sufficient knowledge of their needs, development work, agenda and priorities. Similarly, they in turn are not sufficiently acquainted with EQUAL. There is a general feeling that EQUAL is in a weak position in relation to the target group it is intended to have an impact on. This is primarily because it is not known about, but where it is in fact known it is regarded as having a focus which eats up resources and/or is too old-fashioned.

The great majority of those interviewed do not keep track of the programme's activities or results, and nor did they consider that they had been contacted by EQUAL. Nor had they made their own enquiries about whether there was any reason to make use of the results and experiences gained from the programme. This means that there is a need to "sell" EQUAL as an effective and important development tool on a wide front.

Several of the users interviewed called for compatibility between proposals concerning methodologies on the one hand, and an organisation's own underlying values and strategic agenda on the other. Proposals from outside should add something to an organisation's development work. There should be a knowledge of what issues are on a potential user's agenda and/or which of these are eligible for inclusion on the agenda. Those interviewed also called for knowledge of the current status of any activities in the context of internal procedures, where responsibility lies within an organisation, and clarity about who is in a position to "take receipt" of proposals. The

Ledningskonsulterna

i Stockholm AB

potential users' lack of familiarity with EQUAL indicates that members of the monitoring committee (MC), the ESF Council or DP/NTG were not considered to have been particularly active in establishing contacts with the potential users in order to find out about their work and development needs.

There are potential users with a need for methodologies from within EQUAL's field of activity, and in connection with which the programme should be able to play a greater role. One example is Samhall. The development of social cooperatives is thus on Samhall's agenda, but the Samhall representatives interviewed considered that EQUAL could have played a bigger role in this process. It can be concluded from this that mainstreaming work requires better knowledge of potential users' values/guiding principles, operational priorities, focuses of development work, internal allocation of responsibilities, etc. Good preparatory work is needed if the right contacts are to be made at the right time, with the right focus, and the right priorities.

The potential users interviewed called for the results which EQUAL is attempting to disseminate to be more generally applicable so that they can be used without excessive adjustments. A further requirements is that EQUAL's results should not need excessive funding in order to be implemented, when compared with current measures, and that they should be more effective. Several potential users who were interviewed are more geared towards downscaling, and less towards development and expansion. The development currently going on is mainly focused on greater efficiency through new and more efficient methods. There is a view that EQUAL's results imply the need for expansion and greater resources in order to be successful.

As stated in Chapter 3, the forms of dissemination and mainstreaming with regard to the ESF Council's and the DPs' activities, and the NTGs' planned activities, have up to now been of a more general nature, taking the form of written material, web-sites, seminars, etc. There has been no focus on clearly identifiable target groups. The programme's activities are in fact being marketed and the results are available. However, in order for applications and mainstreaming to get up and running, those affected must take a more active role and follow the programme's developments, or seek new solutions on a broader basis.

4.6 Participants in dissemination and its results

The result of the telephone interviews with those involved in DPs' dissemination work show that it is primarily those at case-handler level who are involved in dissemination, i.e. those on the ground dealing with issues within a DP's field of activity. Three quarters of those taking part belonged to this category. The number of managers or those involved in developing activities within authorities/organisations, or at policy level, was lower (see Table 4.6-1).

Ledningskonsulterna

i Stockholm AB

Table 4.6-1: Position of persons involved in dissemination

Position	Percent
Policy admin. (seconded)	0
Policy expert	0
Manager	23
Case-handler etc.	76
Other	10

Source: User Survey, May 2005

The interviews with users also show that it is mainly State bodies and local authorities that are being reached: 33% of those involved are from a State-run body and 43% from a municipal authority.

The participants mainly pass on what they have learnt at seminars to their own organisation (at local level), and here mainly to other case-handlers, but also to their own managers; 86% intend to pass on their experiences to their work colleagues and 59% to their bosses. As the findings of the survey indicate, the result of a DP's dissemination work remain within the organisation in which the participants work. To a limited extent, information/conclusions are also passed upwards or horizontally to other units/sections of the organisation. This can be seen from Table 4.6-2.

Table 4.6-2: Who will you inform/have you informed about what you learned from the seminar?

	Percent
Own work colleagues	86
Boss	59
Other colleagues	19
Regional office	3
Head office	3
Policy-makers	3
Others	22

Source: User Survey, May 2005

"Others" indicates, among other things, the intention to disseminate to target groups and collaborative partners, and to others within the same organisation who do not fall within predefined categories.

The participants consider the main aim of the seminar to be to set out the DP's work. A much smaller number felt that the seminar etc. was designed to present, and get the participants to consider adopting, the working methods, models, way of thinking etc. developed by the DP. 62% stated that they considered the purpose of the seminar was to set out the results of the work,

Ledningskonsulterna

i Stockholm AB

whilst 31% felt that the aim was to disseminate a model. The participants stated that they may be affected by the measures but were "given something to think about" rather than incorporating working methods developed by the DP, and it was less frequently the case that they would consider introducing a working method or model. 70–75% of the respondents stated that they did not intend, in any way or to any degree, to reflect on the results. The 25–30% who stated that they were not affected at all by the seminar indicated that this was because, among other things, the models presented were too resource-intensive or irrelevant etc. See Tables 4.6-3 – 4.6-5.

Table 4.6-3: What do you consider was the aim of the seminar?

Aim	Percent
Disseminate models	31
Present work	31
Present results	62
Other	14

Source: User Survey, May 2005

Table 4.6-4: Of those stating they were affected, how were they affected by the seminar?

Action taken/effect	Percent
Considering introducing models	14
Models introduced	9
Working for introduction of models in other organisations	23
Possible new impetus for development work	59
Other	9

Source: User Survey, May 2005

Table 4.6-5: What is the reason for not using the models etc. presented?

Reason	Percent
Never any intention	17
No action: too resource-intensive	33
No action: not the right model	0
Irrelevant	17
Other	33

Source: User Survey, May 2005

"Other" includes, among other things, instances where too little time had elapsed since the seminar, and where the working methods presented were already being used.

Ledningskonsulterna

i Stockholm AB

The participants in the seminars took part because they had a general interest in the given field. They did not primarily take part in order to acquire unique knowledge which they could have acquired by participating in DP seminars; 77% stated that they would have had attended seminars on a similar subject if they had not attended the one in question.

4.7 Reasons for a negative response

Some users were interviewed who had been offered but declined the offer of results.

The information is very limited, a major reason for this being that dissemination of results had not progressed very far when we collected our data. Few of the users interviewed stated that they had declined the offer of results from DPs. In addition, a few DPs mentioned users who had been offered but declined their results.

This account should thus mainly be regarded as an indication of the reasons why results have been turned down, rather than as "documented" reasons. At the same time, we note that these reasons are very similar to those indicated by both the users, and the potential users who were interviewed.

The most common reason for users saying no is a combination of the fact that the results are more resource-intensive than the user's current activities and/or that the users lack the funds to utilise the DP results offered to them. This was the case, for example, in two municipalities which declined the offer of models from KomTek and Access respectively on the grounds that this would have given rise to new ongoing expenditure. These municipalities regarded themselves as unable to introduce new activities because of their unfavourable financial position. Nor did they consider that the added value of the new measures was so great that they should downscale/cease their current activities in order to create a financial leeway for taking on board the DP's results. This may be interpreted to mean that the anticipated added value was insufficient to justify the costs involved.

Others point out that DP results do not offer any new solution, or that the model which has been tried out by DPs is not up to the mark. A variant on this is that the model tested by the DP was "overtaken" by developments or by changes to the existing strategy. The latter was the case with the Migration Board (*Migrationsverket*), for example, which developed its "Organised Activity" whilst the DP was engaged in its work. This means, among other things, that the supply of services has been standardised and consists of a number of "blocks" which the regions can make use of. This has reduced the opportunities for independent regional solutions. A recruitment model developed by a DP proved ineffective – according to both the DP itself and members of the partnership.

A third reason why users turned down the offer of results relates to how the results are presented. Shortcomings in the actual presentation of results and the benefits to be gained from exploiting them have led to a situation where the users do not understand what the point of the DP model actually is. It is thus hard for them to see any use in it. This applies, for example, as regards the dissemination of results to parole boards. Users put reluctance to accept the offer of results down

Ledningskonsulterna

i Stockholm AB

to the fact that the message was unclear as regards the point of the activities/benefits to be gained from accepting what was on offer. Another factor is that those communicating the message do not have sufficient legitimacy for the recipients to listen to and act on it. On the other hand, interviews with users show that familiar persons or organisations with an established reputation find it easier to get users to consider accepting the offer of DP results.

4.8 Concluding remarks

The opportunities for mainstreaming and dissemination of EQUAL's results are influenced by a number of factors both within and outside their control. Mainstreaming takes place in an environment characterised by authorities whose departments will be similar throughout the whole country. The path towards a centralised system may also be a long one, with the main focus on local and regional players which EQUAL currently has. However, the approach to partnership is seen very much from a dissemination perspective, or at any rate with highly involved parties enjoying legitimacy with respect to dissemination work. From the point of view of successful dissemination, the abilities and reputation of those involved in it should not be underestimated, and it should also be recognised that dissemination needs time and resources, a clear message and a clearly identified target group.

Factors which may make dissemination work more difficult are the earmarking of insufficient time and resources, and lack of attention to how results are to be disseminated and/or to whom. In other words, poor planning and failure to clarify what the work entails. Outside funding may also be needed, and it may be difficult to fit methods into established structures. NTGs and also DPs may also have chosen not to disseminate a given method.

There are several reasons for declining offers of results, the most common of which is that considerable resources are needed, often combined with the fact that the perceived added value is not considered to justify the costs involved. The methods' degree of innovation and relevance to the field of activity concerned are fundamental to successful dissemination. This is the experience of various interviewees, and some users wish to see more innovation.

Potential users are often uninformed about EQUAL's activities, and their needs are not known to those disseminating EQUAL's methods. Potential users state that the methods should be in line with their own strategic agenda and values, and should represent an improvement on current methods – and not just on the basis of more resources. It is important to improve knowledge of the needs of this group.

It is also important to develop and follow up on dissemination work so that the right people are reached and are able to take on board a generally applicable message which can be implemented and disseminated independently of EQUAL. At present, all too few decision-makers are being reached, and it is existing results rather than transferable methodologies which are being disseminated.

Ledningskonsulterna

i Stockholm AB

5. INCLUSION AND EFFECT OF THE PRINCIPLES IN THE DISSEMINATION AND MAINSTREAMING PHASE

According to the programme and programme complement, the general principles play a central role in the implementation of the programme, and in ensuring that the activities enable the programme's aims to be achieved. The implementation and operational application of the principles are set out in the interim report. The following observations focus above all on what added value has been derived and why, and what problems/success factors have played a role.

The basis for our observations in this Chapter are document reviews, interviews with ten development partnerships, all (seven) national thematic groups, the relevant personnel in the ESF Council, the MC and the Ministry of Industry and Commerce (*Näringsdepartementet*). Telephone surveys of 30 development partnerships were carried out, as well as user surveys of 20–25 different users. Interviews were also conducted with a smaller selection of DPs in the second round, i.e. those run by organisations involved for the first time and also included in the first round.

5.1 Has work within the partnership benefited the processes of dissemination and mainstreaming in EQUAL?

According to the programme complement, the development partnerships are a new platform for development work and the implementation of the programme. Players from different sections of society will together identify shared problems/areas of activity, and agree on and devise a joint plan for the activities. The forms of work will also be characterised by empowerment and involvement, i.e. they will give all parties and interests a legitimate influence, and draw on all experience gained and skills acquired.

As can be seen from the interim report, the DPs' work initially took a fairly traditional form. Data underlying the interim report indicate, however, that a clear development was under way in which there was a "gradual realisation" that mutual cooperation was beneficial. The underlying data showed that those involved in the DP were getting more involved in the work and assuming more responsibility for activities. Some partnerships were reorganised in order to make for more effective and broader cooperation.

Difficulties in developing the work of the partnerships

It emerged from the interviews that the main problem in developing the work of the partnerships was that it took time for DPs to understand that requirements as regards forms of work are different. When this was realised, a number of problems emerged which affected the possible creation of forms of work in which everyone was committed to practical implementation and working for a consensus, etc.

There are several underlying reasons why the work in the partnerships initially took a traditional form. Forms of partnership work are a far cry from the working methods which company managers seek to achieve. Within the business sector with its clearly defined steering groups and

Ledningskonsulterna

i Stockholm AB

hierarchical structures, information forming the basis for a decision is drawn up by the employees of a firm and is submitted to the steering group, following which a decision is taken and guidelines are issued on how the organisations/parties affected should implement it. It is considered "unrealistic" to undertake a partnership which is expected to be able to devote time to e.g. achieving a consensus on complex questions and being actively engaged in implementing measures. Forms of management in the public sector are also very similar to the business sector. Heads of authorities and management staff set out a given task within their departments, acquaint themselves with the results in reports, take decisions, issue guidelines on implementation and objectives, and follow up on the results. The same procedure is used in relation to policy-makers. The picture has been further complicated by the fact that many major participants/cofinancers wanted to have "control" over the use of resources. They thus arranged to be represented by persons at management level within the partnership, but these did not have the time or interest in fully committing themselves.

This situation has contributed to more traditional management and control structures in DPs. The DPs also frequently had the aim of achieving greater involvement on the part of managers within organisations and authorities which had joined the development partnerships. Nor was it rare for a partnership's organisations to be represented by lower-level employees with respect to practical work (an element of cofinancing). It also emerged that many persons representing their organisations within the partnership had been given this task in addition to their normal work duties, and the ability of the DP to pay remunerations corresponding to needs was very limited. This situation has also made it difficult for smaller, non-traditional and non-profit-making organisations to participate under the conditions set out in the partnership model.

Another problem has been the difficulties of creating the same conditions for partnerships members and coordinators/project managers. The coordinators are often at an advantage as regards information because they deal with activities as a whole, and most of the information provided to DPs is directed to them. At the same time, the coordinators devote themselves entirely to DP work. Many members of partnerships devote only a limited of their time to the partnership (as was stated above) and more often than not this is in addition to their normal work duties. One explanation is that too few resources in DPs' budgets are earmarked for partnerships.

In some DPs, this led to changes being made to a partnership's composition and forms of work, which resulted in its members becoming more actively committed to its activities. An example of such a change is where a partnership originally consisting of more than 20 organisations proved to be unworkable for the above-mentioned reasons. The solution was to set up a partnership consisting of those organisations most deeply involved in its financing and implementation, which in turn created better conditions as regards keeping up with developments and showing practical commitment. Others were organised into "associated partnerships" consisting of organisations which played an important but limited role in terms of implementation and dissemination of results. In particular, these included organisations which were interested in making a contribution in the form of special measures, skills or knowledge within a limited sphere. They were also very interested in using the results for their own activities and further developing these.

Ledningskonsulterna

i Stockholm AB

According to our findings, the development of collaborative partnerships as set out in the interim report was continued, and provided a basis for clear added value both as regards implementation of the programme as well as dissemination and mainstreaming work and its results. According to our interviews and surveys, collaboration within partnerships has been developed further and become closer.

The surveys show that half of the DPs have improved the partners' commitment, and combined forms of work are used. Among other DPs, the predominant forms of work involve the coordinators/steering groups exercising a strong influence on and guiding the activities. "Other" includes replies which are difficult to interpret and do not fit into any of the other categories.

Table 5.1-1 Which work models have been developed in the partnership?

Work model	Percent
Coordinator/project manager	36
Steering group, less active partnership	15
Steering group, active partnership	23
Combined partnership	18
Other	8
Total	100

Source: DP survey

Factors enhancing partnership work

The evaluation work shows that factors exist which affect the ability to develop a well-functioning partnership. A key requirement is that the need for and knowledge of the form of work must be clear to organisations involved in the programme or project, where it is assumed that work will be done in partnership. Another factor is that the sooner previous members of the partnerships consider that they "benefit more" through commitment to and involvement in practical implementation work than through merely meeting to discuss activities, the better the chances are of working as provided for in the models. A third factor is that partnerships have a better chance of success if the participating organisations have shared goals and are in agreement about the objectives of the DPs. Another factor for success is that the organisations involved have clearly defined tasks/areas of responsibility within the DP.

A further important requirement is that the partnerships consist of members firmly established within/commissioned by the management of their organisations, and that participating organisations are directly involved in the development work. In addition, non-traditional/non-profit organisations in a DP's field of activity are given an opportunity to collaborate on a similar basis to large and economically powerful organisations.

Has the development created added value?

Our interviews show that the development of partnership work has led to added value in ways both big and small.

Ledningskonsulterna

i Stockholm AB

A clear benefit which is also relevant to closer collaboration and joint responsibilities is that there has been a transfer of experience and skills between the organisations making up the partnerships. These changes have in turn meant that the pooling of skills has led to new skills which can be exploited in the DPs' work. This has also resulted in the partnerships becoming more aware of various partners' activities and ways of thinking, which in turn is often stated to have contributed to increased knowledge within the overall partnerships. An example is the cooperation between the armed forces, the police and the Church. The Church is a complex structure in which values/beliefs and workplace issues "collide" within the area of sexual orientation, and in which opportunities were offered to benefit from other people's skills and experiences in field such as the work environment/management. Other examples are local meetings between work placement services, insurance funds and local social services in which new knowledge can be acquired in the context of the EQUAL programme.

Another field in which added value has been created concerns forms or organisation and work. Among other things, these have opened up opportunities for cooperation between traditional/non-traditional and large and small organisations. This has involved small, non-profit-making interest groupings with "unique" knowledge being given opportunities to bring added value to the work processes within the development partnerships. Examples of such organisations are those representing homosexuals and bisexuals; persons recently released from prison, representatives of the social economy, and other groups. Given that it was difficult for these small organisations to assume principal responsibility for their own DPs, EQUAL has also opened the way for collaboration between small/non-traditional and large/traditional organisations/authorities in the context of the partnerships. An example is the close cooperation by homosexuals' and bisexuals' organisations with the armed forces, the police and the Church, and local care services. Further examples are cooperation between the social economy and authorities such as NUTEK and representatives of Parliament and the Government, etc.

The forms of work requiring the assumption of joint responsibilities and participation in DPs has led to closer cooperation and more shared responsibility.

The partnerships have created platforms where new collaboration between authorities, the business sector/firms and non-traditional organisations has been developed. Overall, however, the involvement of firms has been more limited. This applies above all to smaller firms. The examples of participation by firms relate mainly to larger firms/groups. An example is the Sandvik group's involvement in the DP for Gender Equality in the County of Gävleborg. One explanation for the relatively low level of involvement by firms (as well as other players on the labour market, for example) is that the development work is very much geared to other authorities' activities. There are exceptions to this, for example work to develop corporate social responsibility, to open up the construction sector to women and persons of foreign origin, and work to introduce diversity issues into firms' business ideas, etc.

Collaboration within partnerships has in some cases also led to the sectoral authorities' monopoly on defining problems being broken. As stated in Chapter 4, voluntary organisations have instead been involved in defining problems on an equal footing with other authorities. An example of this

Ledningskonsulterna

i Stockholm AB

is the National Parole Board's cooperation with voluntary and other organisations in the "Better Release" partnership.

A smaller number also state that specific added value was created. Examples are the broader interfaces in which information was disseminated more extensively, new networks were set up, target groups were identified, and an influence was exerted on the activities being pursued. The results of the survey of DPs confirms the results of interviews, namely that the main focus for achieving added value is enhanced cooperation and collaborative arrangements, greater mutual understanding, more frequent contacts and the exchange of knowledge within partnerships.

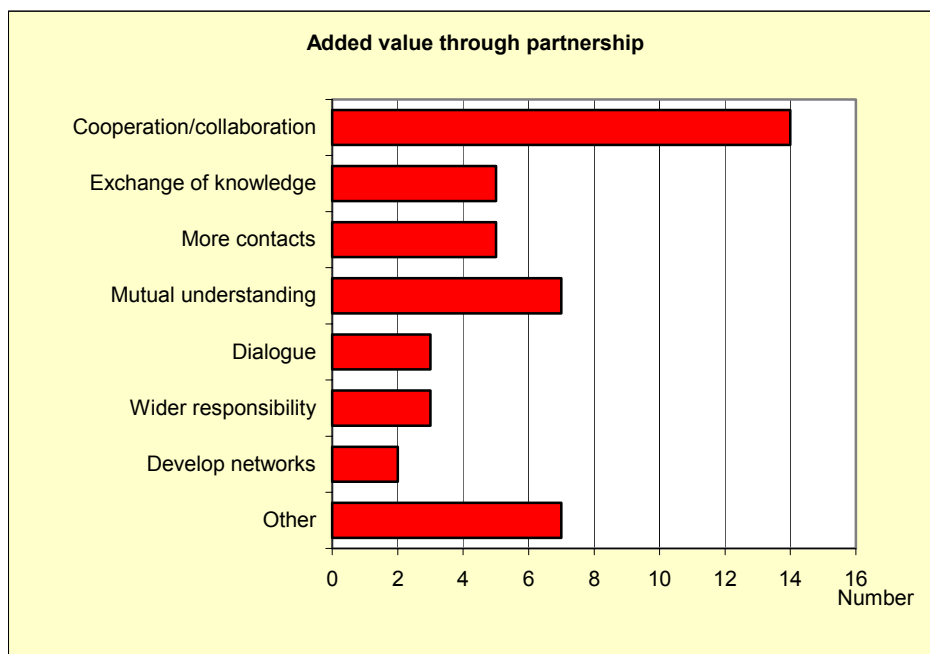


Figure 5.1-1 Added value resulting from partnership work under EQUAL

Source: DP survey

Has the partnership work led to added value in dissemination and mainstreaming

The interviewees stated that the organisations entering into partnerships were very actively involved in dissemination and mainstreaming. The results of the DP survey reveal the same picture as the interviews – the partnership organisations have been major players and have been involved in both the planning and implementation of dissemination and mainstreaming activities to a large or relatively large extent.

Ledningskonsulterna

i Stockholm AB

Table 5.1-2 Partnership organisations' involvement in the planning/implementation of dissemination and mainstreaming, as a percentage of all DPs; more than one answer possible

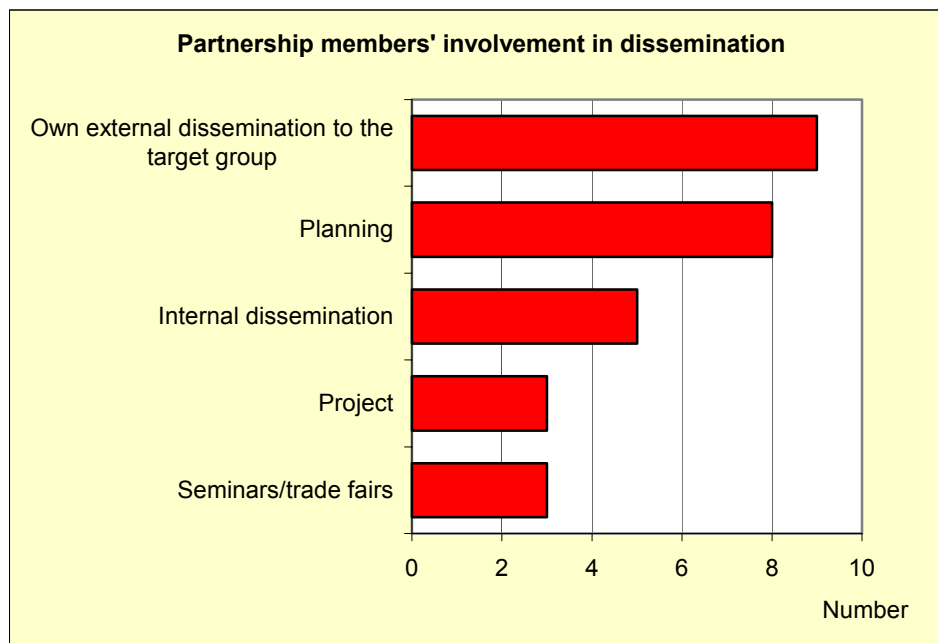
Partnerships' involvement in D/M	Percent
Involved in planning of D/M	48
Actively involved in D/M activities	62

Source: DP survey

According to the user survey, this does not completely tally with the picture given by the organisations participating in the DP seminars and conferences. The responses indicated that coordinators and project-managers were the main disseminators, and although representatives of the partnership organisations were indeed involved, this was to a lesser extent.

This picture is also confirmed by the DP survey showing that the partnership members' main activities consisted in carrying out their own work geared to their own target groups, and in dissemination within their own respective organisations. A major part of their involvement also consisted in participation in the planning of dissemination and mainstreaming activities, or in special dissemination and mainstreaming projects within a DP. This participation was thus internal or more indirect, which partly explains why the partners' involvement was not apparent to the users.

Figure 5.1-2 What was the main focus of the partnership organisations' dissemination and mainstreaming activities?



Source: DP survey

Ledningskonsulterna

i Stockholm AB

What is happening with the partnerships?

Our main impression, based on interview data, is that the partners consider the partnerships under EQUAL to be time-consuming ventures which are disbanded when a DP's work comes to an end. The interview results also show that this will be a frequent occurrence

Our analyses show that, despite the partnerships not being continued in a formalised way, the programme gave rise to collaboration which those involved have a mind to pursue further. Some of the partnership organisations discovered that they have a shared interest in also working together in the future. One particular example is where cooperation between local/regional authorities and firms was developed and is being continued. There are also examples of broad collaboration between authorities and non-traditional organisations. A third example is that the results obtained by the DP are utilised in a different form and necessitate further cooperation between some or several of the partnership organisations.

At least four DPs have found/are looking into possible ways of surviving in an organised form following the end of a DP's activities. These enquiries are also looking at suitable forms of organisation (foundation or association).

5.2 Has the transnational work created added value for the processes of dissemination and mainstreaming in EQUAL?

Transnational cooperation is fundamental to EQUAL. It can be seen from the programme complement that, within each DP, specific collaboration should be established with DPs in other EU countries (TN work). TN work will form an integral part of a DP's activities. Cooperation will be such that added value will be created in the field within which the Swedish development partnership is active.

Transnational cooperation does not have any value in itself, but aims to give an insight into the nature of discrimination and exclusion, develop and improve strategies and activities based on experiences of other Member States, bring DPs up to date with developments in the relevant problem areas, lend credibility to a DP's work in the eyes of decision-makers and opinion-leaders, and to reinforce the validation, dissemination and mainstreaming aims of the programme.

The declared aims in the programme complement also relate to five different levels of cooperation:

1. Exchange of experiences and information (getting to know one another, study visits, contacts, etc.).
2. Parallel development of innovative working methods (cooperation whereby everyone has different responsibilities but shares in the development process and is informed about the results).
3. Cooperation occurs through the import, export or adaptation of new working methods (exchange and use of each other's methods).

Ledningskonsulterna

i Stockholm AB

4. Joint development of methodologies or products.
5. In-depth cooperation on methodologies (e.g. exchange of staff, managers, participants, etc. over the longer term).

The exchange of experiences alone is not enough. The programme's objective is that DPs should build up overall transnational cooperation at the other levels.

Is the transnational work being developed?

It can be seen from the interim report that the DPs' difficulties in setting up TN work are in many respects similar to experiences from earlier programmes such as Employment and Leader. DPs gave priority to getting their own work established and running prior to TN. They also had difficulties in finding the "right partners". One explanation was that the available information on DPs in other countries was limited, which meant that in many cases it later emerged that the duration, nature or aims of a chosen partner's activities was the same as their own. Another explanation was that different countries had different timetables for publicising and taking decisions on DPs. This meant that, among other things, the DPs with which it was possible to seek collaboration had already been approved and set up. There were therefore few opportunities to jointly plan and coordinate those elements forming the basis for the transnational collaboration. For some DPs, another problem was that it proved difficult to convince the partnerships of the importance of transnational work— and that, in the eyes of the organisations, it was a controversial move to "focus on and look abroad". Overall, the interim report showed that most transnational cooperation under the programme ended up at the two lower levels.

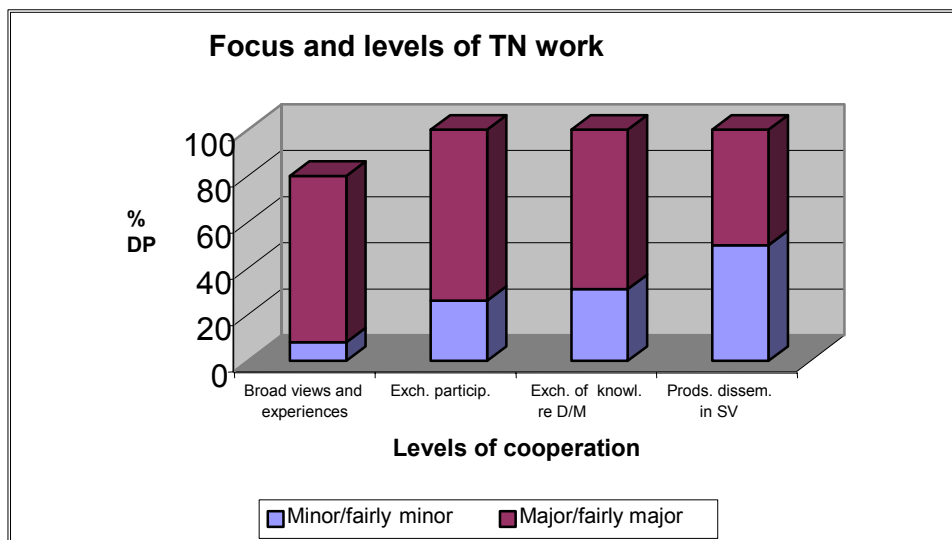


Figure 5.2-1 Focus and aims of transnational cooperation

Source: DP survey

Ledningskonsulterna

i Stockholm AB

Another factor to be borne in mind is that DPs' transnational cooperation is intended to continue, albeit at a lower level, after a DP has completed its work. 90% of those questioned stated that cooperation would be continued at some (lower) level (with a limited or fairly limited scope). This builds on more limited existing contacts of a fairly limited/fairly wide nature. This future cooperation will also affect fewer players, and sometimes also areas of work other than those within the framework of a DP's transnational work.

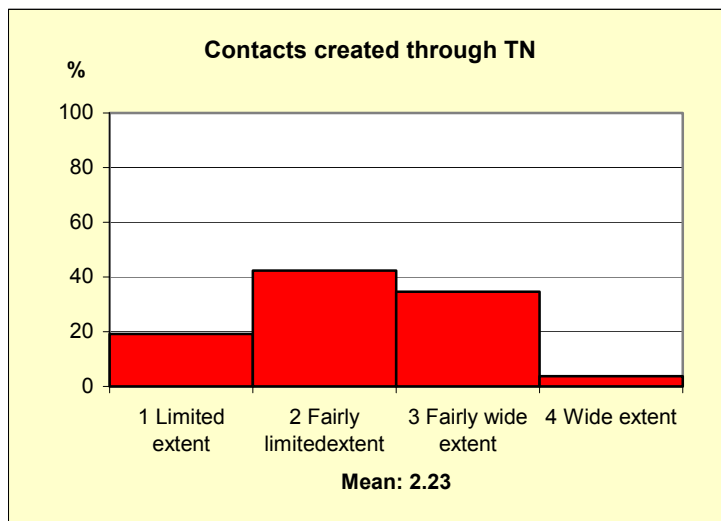


Figure 5.2-2 Durability of DPs' transnational cooperation

Source: DP survey

Examples of unexpected obstacles include poorly functioning management arrangements for TN, and the considerable differences between DPs within their respective areas of activity in other EU countries, etc.

Have any unforeseen results occurred?

A factor to be borne in mind is that transnational cooperation has difficulties in producing results at higher levels such as joint development of methodologies and products, or closer collaboration on methodologies in the context of planning. The number of DPs which stated that they had achieved some kind of result from transnational cooperation was matched by a similar proportion which indicated that unforeseen results had occurred. These results are often specific products or obstacles. Of these unforeseen results, most were of a positive nature. In a number of instances, the unexpected result took the form of the "stumbling upon" surprising and interesting methods/models outside the scope of the TN cooperation. There have also been instances of individual organisations developing contacts with sister organisations in other countries and setting up more permanent collaborative arrangements in fields not forming part of the TN cooperation. One example is where a DP came into (indirect) contact, via TN cooperation, with

Ledningskonsulterna

i Stockholm AB

an organisation involved in the validation of non-formal learning. As a result of this, the DP concerned set up equivalent arrangements in Sweden. This was to become an important result of its work and also a major element in its dissemination activities. A number of organisations in DPs came into contact with sister organisations in the course of TN cooperation. Contacts were developed and led to the establishment of a European-level organisation for gay police personnel, and to the Swedish armed forces being given the opportunity to collaborate further with the Dutch forces in the human resources field, etc. Other examples are "ambassadors" liaising with target groups, involvement as a partner in a Leonardo project, collaboration with IKEA, etc.

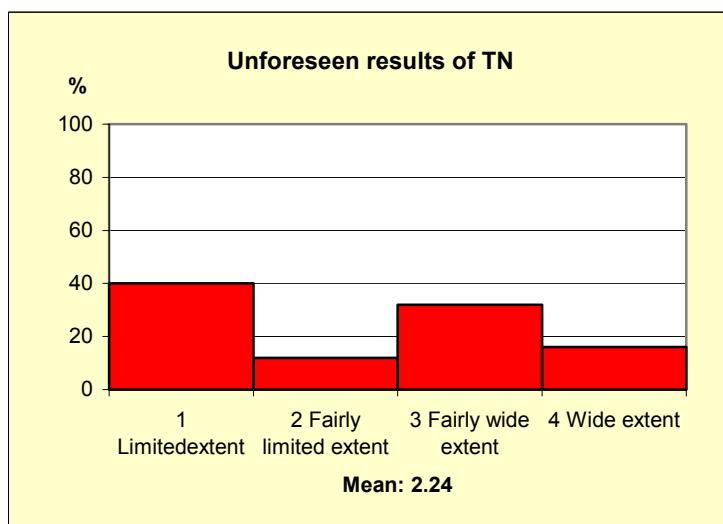


Figure 5.2-3 Extent of unforeseen results of DPs' transnational cooperation

Source: DP survey

What added value was created?

As stated earlier in this section, there were both planned and unforeseen benefits arising from DPs' transnational cooperation. The results of the survey show that all DPs felt that added value had been generated, and eight out of ten considered that this added value was linked to dissemination and mainstreaming.

The results from evaluation stage 2 show that this has/had implications for the type of added value, particularly in relation to content and results of dissemination and mainstreaming within DPs. The interview findings indicated that DPs had derived added value, but that this was mainly in areas such as wider contacts and exchange of experiences and, alongside this, the development of work approaches and methods. Everyone in the consortia determines how the results should be exploited at national level. The results have mainly taken the form of methodology handbooks, illustrations of methodologies on CD or film, joint home-pages, etc. Dissemination has taken

Ledningskonsulterna

i Stockholm AB

place in Sweden, but it is not apparent that the effects of dissemination and mainstreaming are what was foreseen by the programme.

The main problems standing in the way of TN making a positive contribution to the dissemination and mainstreaming work of DPs were that dissemination by the DPs was started at a late stage – in many cases after the transnational cooperation had come to an end. Another problem was that the TN partners often work(ed) at different levels within a given area of activity, which means that participating countries often derive different degrees of benefit from the results obtained.

The specific added value which our interviews revealed are in some cases different from what the programme is focused on.

- TN has opened up opportunities for dissemination at EU level. Some DPs and NTGs have taken the opportunity to directly exert an influence on the Commission, the European Parliament and other organisations. Examples are DPs and NTGs dealing with asylum-seekers.
- TN has given rise to surprising and significant results outside the scope of the TN cooperation. In Access, for example, contacts were established with an organisation working on a model for the certification of informally acquired knowledge and skills. The contacts led to the same arrangement being set up in Sweden.
- TN has encouraged the development of contacts between researchers/universities and collaborative ventures in the research field tying in with the main focus of the EQUAL programme. Within the framework of the Normative Diversity DP, arrangements were made for the exchange of research findings with researchers in the Netherlands and Finland.
- TN has contributed to establishing contacts and future collaboration between and within areas of activity represented by individual organisations, and which lie outside the envisaged scope of the TN cooperation. Examples of this are the armed forces and police which, via the Normative Diversity DP, established contacts with their "sister organisations" in the Netherlands, in connection with which cooperation is continuing in the human resources field, and with the Dutch police's organisation representing homosexuals.
- Several instances of transnational cooperation take some form of continued future collaboration on a limited scale or outside the scope of a DP's transnational cooperation activities.

In the context of the planned transnational measures, added value has been created, but at a lower level than foreseen under the programme:

Ledningskonsulterna

i Stockholm AB

- TN cooperation has created forums, in the form of conferences, for disseminating the idea of Europe in Sweden.
- In many DPs, TN cooperation has provided impetus for coordinators, and in some cases partnerships.
- Through the exchange of participants, TN cooperation has widened their perspectives and has had an influence on their work and that of the DPs.
- TN cooperation has helped to generate joint products such as handbooks dealing with inequality and possible approaches to tackling discrimination in various social and political spheres. An example is a methodology guide drawing on various countries' working methods in the field of equal treatment, which was produced in the context of transnational cooperation within the DP for Gender Equality in the County of Gävleborg .
- Dissemination of these types of results within Sweden.

Have NTGs been affected by transnational cooperation under the programme?

There are no clear indications in the programme or the programme complement that NTGs should set up transnational cooperation arrangements. NTGs primarily see themselves as national projects. One NTG (NTG Asylum) has been involved in some cooperation with NTGs in other Member States. It is mentioned that the Member States and the Commission jointly set up European thematic groups (ETGs), and that the ESF Council's task is to provide these with relevant findings and results.

According to our interviews with the ESF Council, the work in the ETGs was afflicted by major problems which led to the Commission's decision to wind up this form of transnational cooperation under the programme. In principle, there was an ETG for each of the five thematic areas into which EQUAL is divided. Cooperation between the Member States proved difficult, partly as a result of the thematic areas being very broad. Now, on the Commission's initiative, work is under way to establish collaboration in a number of clearly defined areas, such as equal treatment.

According to the interviews, NTGs have not been active in ETGs. Some had considered becoming involved, but declined to do so for various reasons, such as there being no ETG which fitted their requirements. NTGs see their role primarily as a national rather than a transnational one, and thus did not get involved in ETGs. Another reason was that the great majority of NTGs commenced their activities around the end of 2004/beginning of 2005 or later, which meant that they did not "manage" to build up contacts with ETGs before these began the winding-up process. NTG Asylum (and DPs working in the asylum field) are exceptions and have been involved in the ETG working in this area. This ETG is chaired by Sweden and the Netherlands, and a good balance was also found between the NTG's and ETG's fields of activity – fields which are clearly delimited and defined.

Ledningskonsulterna

i Stockholm AB

5.3 Have equal opportunities (mainstreaming- and problem-orientated work) created added value for dissemination and mainstreaming work in EQUAL?

According to the programme complement, equal opportunities have a special place in the EQUAL programme, and this aspect will be integrated into the programme as a whole. The knowledge already acquired regarding statistics, training, research findings, analytical instruments etc. will be used in the implementation of the programme. Earlier Structural Fund programmes dealt with equal opportunities in specific areas, and from a horizontal perspective. This generated results but did not make an impact. These experiences will be made use of when implementing the programme. In addition, the ESF Council has a responsibility to help ensure that the equal opportunities aspect makes an impact.

Have equal opportunities been included in the forms of work?

Our studies at the other evaluation stages confirm that the approaches and working methods used in phase 2 also made an impact in the later stages of the programme. This is confirmed by interviews and survey data.

Has the mainstreaming perspective been developed?

Here it emerges that not all DPs' mainstreaming work is focused on equal opportunities, although a good half of them did in fact state that this was a focus of their attention. Our interviews confirm the significance of equal opportunities work – the survey results gave us a clear indication of how many DPs did not regard their work as having a bearing on equality issues, i.e. up to a quarter of those surveyed. They stated that this was a "non-issue" or that it had low priority. It also became clear that DPs often have great difficulty with mainstreaming work in relation to equal opportunities.

The obstacles to the development of equal opportunities via mainstreaming, which were indicated in the interim report, also apply to evaluation stage 2. New data show (see Chapter 7) that guidance and coaching from the ESF Council particularly, as regards mainstreaming, resulted in DPs and participating organisations gearing their activities to maintaining common policies. This was done by including equal-opportunities plans being implemented by the partners. Furthermore the ESF Council, from the point of view of its tasks as described in the programme, showed a lack of decisive action. The lack of clear guidance and failure to adapt knowledge in the light of experience – work methods and approaches to mainstreaming of equal opportunities – has led to DPs subsequently setting their sights lower. Another factor is that DPs take the view that clearly defined requirements regarding the integration of equal opportunities into their activities did not come until it was too late, i.e. after more than half of phase 2 had been completed.

Degree of awareness – a factor affecting work concerning equal opportunities?

In the initial analyses in the interim report on DPs' work on equal opportunities, a model was devised as a basis for assessing the degree of awareness and/or depth of commitment to promoting equal opportunities. This was not concerned with how often DPs show an interest in

Ledningskonsulterna

i Stockholm AB

equality issues or how many measures each DP provides for this field, but with what type of awareness of equal opportunities issues provides the impetus for the projects. The commonest type of actions are concerned with levelling out quantitative differences between the sexes, and the most unusual kinds of measure involve a break with traditional gender roles within society. The model comprises six types of approach or forms of awareness, numbered 1 to 6 as set out below, whereby 1 represents the lowest level and 6 the highest.

- 1) Levelling-out of quantitative differences between the sexes (whereby equality is expressed only in quantitative terms).
- 2) Qualitative changes focusing on work content (whereby equality is expressed in terms of the type of assigned work tasks, etc.).
- 3) Specific promotion of women's interests (special focus on women).
- 4) Men's perceptions (whereby equality is linked to men's awareness).
- 5) Mainstreaming (whereby equality is seen in terms of methodical work at the centre).
- 6) Breaking away from traditional gender roles with a view to radically altering existing structures.

Our observations were based on surveys, interviews and data from the DPs' annual reports for 2004. The interviews showed that around a third of them did not treat equal opportunities as a priority. No training in equal opportunities was provided for the partners. The aim was to recruit female participants. Nor were any clearly defined objectives set out.

Activities relating to equal opportunities are also at a relatively low level among those DPs which see the issue purely in quantitative terms, i.e. as a question of achieving equal representation for men and women. Within this group, it is very unusual for special training on equality issues to be organised, or for equality objectives to be formulated or experts on equal opportunities to be called in. This category also comprises around a third of DPs.

In the DPs involved in specifically promoting women's/men's issues, also from a mainstreaming perspective, training on equality issues is important, but at the same time these DPs only seldom set out any equal opportunities objectives. Evaluation data show that the aim is to strengthen the position of women as a group in order to break away as far as possible from the gender-specific behaviour patterns of male-dominated cultures. Another focus of attention has been to highlight the needs of women. This group is involved in work geared to participation by men in preparatory courses on equal opportunities, and interactive practices. This group also accounted for about a third of DPs.

We only have a few DPs which operate from the perspective of "breaking away" (see No 6 above). More detailed studies of the actual nature of their activities show that they have not managed to maintain this approach, and that they are increasingly working in similar ways to those DPs which specifically focus on women's and/or men's issues.

Ledningskonsulterna

i Stockholm AB

Has the equality aspect been included in the results?

A main observation in the interim report was that the more problem-orientated work on equal opportunities issues under the programme (which is going on under thematic group 4) and the DPs (which are focused on or identify equality issues in the course of their work) generate the programme's results. Accordingly, the problem-orientated results which are supposed to be obtained or which appear during the course of the work can in many cases be seen to be the result of planned mainstreaming, whereby a focus on equality issues was built into activities which were largely concerned with other matters. Likewise, results obtained when equality-related problems appeared unexpectedly were processed and integrated into the overall findings. Data acquired at evaluation stage 2 confirms these observations. It also emerges here that around a quarter of DPs are geared to working in some way or other towards practical solutions. An explanation is that DPs' tasks are to develop new methodologies/processes etc., and that it is considered more difficult to do this in the context of mainstreaming than to focus on and try to solve specifically identified practical problems. This is despite the fact that problem-orientated work sometimes forms an element of mainstreaming, and that the results – what approach should one take to recognise the problems from the outset, and what solutions have become apparent – are noted and taken advantage of.

One example – where a practical aim concerning equality was in place from the beginning – is the *Kommunal Teknikskola* DP. This is designed to increase girls'/women's interest in technology using educational approaches adapted to both boys and girls. Another example is the Success DP, which is involved in developing rehabilitation models for the long-term unemployed. During the course of the work it was recognised that the problems facing women were not the same as those for men, and this led to a need to develop specifically adapted approaches to solving women's particular problems. These DPs generate direct results which may be/or amenable to dissemination, or which may influence the situation regarding equal opportunities. One of the NTGs is *Lär*, which has developed a model for integrating the equality perspective into its activities. It aims to create equal conditions for men and women in relation to, among other things, equality of opportunity and conditions for validating and certifying knowledge acquired through non-formal learning. At the same time, NTG *Lär* does not have the stated aim of mainstreaming equality into its activities and results.

Within NTGs, the principle of equality is also looked at from the perspective of an equal distribution of the sexes. In some cases, this is also an aspect of their activities and results, and in others it is a factor in research work. Examples of NTGs which include equality issues in their working methods and results are NTG *Lär* and NTG FSA. A factor guiding other NTGs is that the project-promoters and several of the other organisations involved consider that plans for equal opportunities etc. are already part of their normal activities and thus "spill over" into NTGs. There is also a view that a greater focus on equality would not add value to the work and results of NTGs.

Ledningskonsulterna

i Stockholm AB

Has work on equality issues created added value for dissemination and mainstreaming of results?

Work on equality issues has had a positive effect as regards the acquisition of skills/knowledge, which improved the quality of dissemination and results. According to data from interviews and surveys, it has also made it easier to develop methodologies for models/processes focusing solely on problems facing women, and problems between men and women. To a lesser extent, it has helped to generate interest in dissemination and mainstreaming measures undertaken by DPs. Less than a third of DPs stated that this applied to them.

One form of added value is that new problem areas for equality issues have been revealed. One example is that equality issues among homosexuals, bisexuals and transsexuals have also appeared on the agendas of the main players, and this has also contributed to (more) research being undertaken in this area. A third example is that of the more problem-orientated work on equality issues, which has helped in devising tools for practical work on equality within various fields.

One further example of added value created on the basis of DPs' mainstreaming work is that the need to maintain a common policy has meant that equality issues have been included on DPs' agendas and discussed, which in turn has led to these issues being pursued further.

5.4 Has work on empowerment created added value for the processes of dissemination and mainstreaming under EQUAL?

Empowerment is an essential principle underlying the whole EQUAL programme and its implementation within the development partnerships. Within the DPs, the idea is to ensure that marginalised individuals are given the opportunity and the resources to participate in decision-making processes and provide impetus for their implementation. Empowerment will also play a major role at programme level through the involvement of these groups on selection, evaluation of ideas for projects, follow-up/assessments, etc. Empowerment will also be included in the programme's results.

Four levels for the use of empowerment strategies are provided for in the programme:

- individual level, where individuals are given scope for action and independent decision-making powers, and take greater responsibility for, among other things, their position in working life, and in providing for themselves;
- group level, where the aim is for groups to be set up or for an existing organisation to be used to make its voice heard;
- system and structural level, where the aim is to change local society and the local economy etc. so that administrative systems and structures are given scope to exert an influence as regards marginalised individuals;

Ledningskonsulterna

i Stockholm AB

- project level, where the aim is to give disadvantaged groups and their organisations the resources and powers to themselves initiate and manage development projects and more regular activities.

The concept is dealt with separately in the programme and the programme complement; what we are concerned with here is self-given authority and empowerment without stipulating which of the two concepts should be the guiding principle.

Players' development of empowerment strategy

Interview and survey data from the interim report show that empowerment is primarily reflected in the players' opportunities to influence the content and to shape the activities/actions of the DPs. To a lesser extent, there are also examples of empowerment in contexts where a higher level of training prevails. Examples include DPs in which close collaboration and the exercise of influence is established between the armed forces, the police and the Church, and homosexual and bisexual organisations such as DP Homosexuals and bisexuals in the care system. Here this influence entailed these organisations initiating and helping to shape the activities and aims of DPs, as well as taking responsibility for the roles of, among others, members in development partnerships and steering groups, and as coordinators/project-segment managers within DPs.

Another variant was DPs in which the organisations receiving support (e.g. *Bastkooperativet*, *Urkraft* etc.) had empowerment as a central tenet of their working methods in the context of their normal activities. This has led to the development of participants' empowerment/self-given authority becoming a central feature of the activities.

In the evaluation phases under consideration here, the interviews show that both the participants and their organisations are involved in dissemination and mainstreaming. However, our impression based on interview data is that this is not especially widespread among participants as regards "external" dissemination, i.e. dissemination to final users. As regards the target groups' organisations, the interview data show that, to the extent that these are involved in the partnerships, they are particularly active in disseminating to their own organisations and networks.

Data from the DP surveys show that the participants and/or their organisations have been actively involved in dissemination and mainstreaming in nine out of ten DPs. Data from the interim report was of interest here, however, since they showed that the DPs had very different concepts of who represented the groups. mention was made here of organisations such as the county authorities, the Church, the Office of the Equal Opportunities Ombudsman (*JÄMO*) and other authorities/organisations responsible for policy-making, social work, etc.

Based on the results of the DP surveys, we have looked at what form the involvement of the groups/participants takes in the overall context of dissemination and mainstreaming work. the data collected show that groups/participants are involved in the overall dissemination process to an astonishingly high degree. This can be explained, however, on the basis of our findings regarding dissemination/mainstreaming and partnerships. Here our data show that the

Ledningskonsulterna

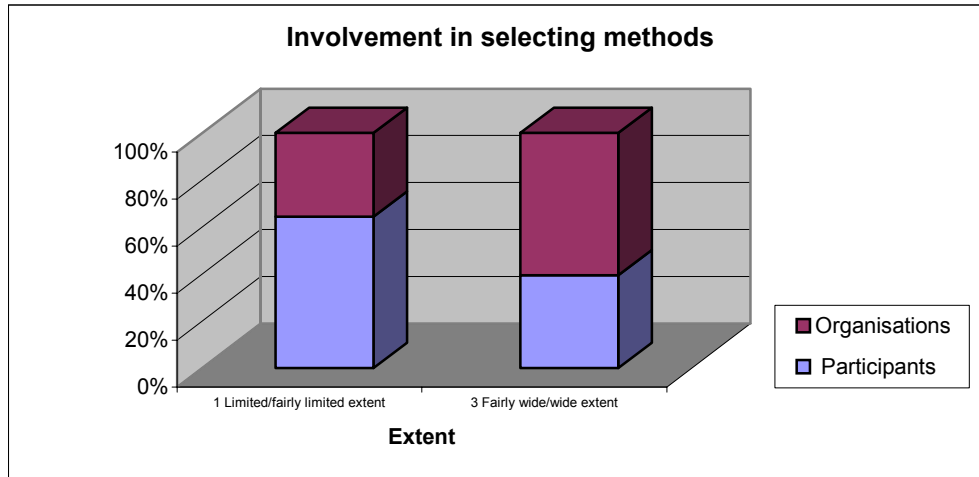
i Stockholm AB

organisations are highly involved in dissemination and mainstreaming, and that the main focus is on dissemination within their own organisations, and involvement in planning work. Another finding is that groups/participants in DPs are in many cases actual organisations. Survey data also show that almost 70% of DPs have the target groups represented in the partnerships. It can be seen from figure 5.4-1 that the organisations exercise more influence on the selection of dissemination and mainstreaming methods than the individual participants.

Ledningskonsulterna

i Stockholm AB

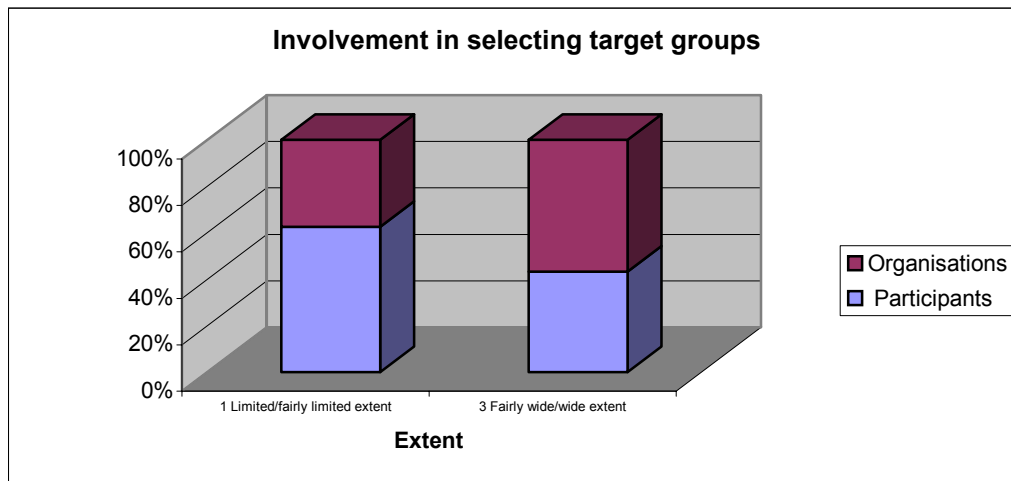
5.4-1 Participants' and organisations' involvement in selecting methods for dissemination and mainstreaming



Source: DP survey

Survey data also show that it is the groups' organisations which influence the choice of target group for dissemination and mainstreaming, but the participants have a somewhat greater influence on the choice of methods.

5.4-2 Participants' and organisations' involvement in selecting target groups for dissemination and mainstreaming



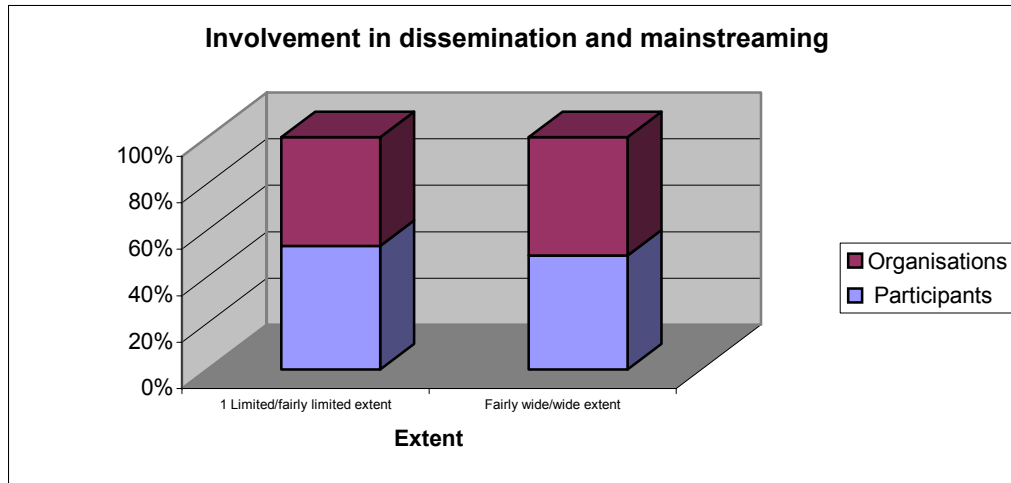
Source: DP survey

Influence through practical involvement in dissemination and mainstreaming activities gives the same picture, but with a somewhat higher level of involvement by participants.

Ledningskonsulterna

i Stockholm AB

5.4-3 Participants' and organisations' involvement in dissemination and mainstreaming



Source: DP survey

As was already stated in the interim report, DPs had difficulties in interpreting and dealing with the principle of empowerment. This is now also reflected in how dissemination and mainstreaming work in relation to the influence of participants and their organisations.

As regards the latter, there are examples such as a DP which further developed methods for validating informally acquired skills on the basis of results from its own models geared to persons who had been outside the labour market for a long-time. Another example is a DP developing and further disseminating a model for social entrepreneurship/collaborative activities in relation to groups such as substance abusers, prison inmates, etc. For these two groups, the basis for greater equality, diversity etc. is that these individuals' self-confidence and self-discovery are developed in that this is perceived as "helping oneself" and as improving the basis for participating in society on a more equal basis. Two other DPs, DP *Bättre frigivning* [improved release] and DP *Praxis* [practice] coordinated by the Swedish Rheumatism Association (*Reumatikerförbundet*) are further examples of this.

There are examples of DPs in which the aim was to acquire knowledge/skills necessary for the groups/organisations representing particular interests or which, among other things, are working to diminish the causes of discrimination etc. One of these is the DP working to increase skills and reduce discrimination on the jobs market on the grounds of sexual orientation. Here it was the organisations which took the initiative within the DP, and which got organisations such as the armed forces, the police, the Church, the Confederation of Professional Employees (*TCO*), the Swedish Trade Union Confederation (*LO*) and others to take part. Representatives of the organisations were taken on as managers (of project-segments, etc.) and were also given a prominent role through the organisations' choice of representatives within the partnership.

Another example are the groups of users within the DPs who are involved in developing social entrepreneurship and who in many cases are represented in the steering groups and exert a considerable influence on how activities are shaped in practice.

Ledningskonsulterna

i Stockholm AB

There are, however, few examples of organisations (e.g. organisations for the disabled, immigrants, etc.) which have been actively engaged in dissemination or mainstreaming, or which have contributed to this through their networks. Examples of other organisations which are active in this field are those representing homosexuals, bisexuals and transsexuals, the Swedish Rheumatism Association and Kris.

NTGs consider that it is difficult to mainstream the principle of empowerment in their work. At the same time, our observations show that a number of NTGs have an clear empowerment perspective in their work. Prominent among these NTGs are *Lär*, Asylum, FSA and Open Minds, in which the focus is on strengthening the position of marginalised individuals in working life and on the jobs market. Another example is the NTG Social entrepreneurship, whose working methods and results include target groups in that these are involved in the work and given a high degree of responsibility for ensuring that the planned cooperatives become a reality. As regards other effects on forms of work, it most often takes the form of user groups being represented in steering groups and reference groups. There are some exceptions, where the target groups exert considerable influence because of their being in a majority in a steering group or exercising a significant influence on activities at coordination level. Some NTGs stated that they sought guidance from the ESF Council, among others, but this was difficult to obtain. Another NTG considered that too much "energy" was expended on the issue of empowerment.

Has empowerment been included and has it created added value for dissemination and mainstreaming, and for results?

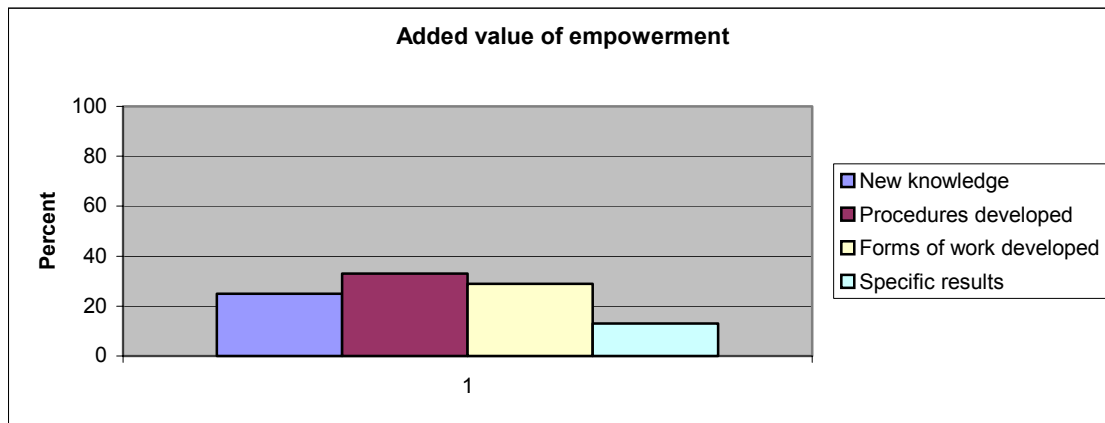
It can be seen from the above that empowerment has led to added value in the implementation of the programme. Work in the partnerships has produced new knowledge as regards the results which are being, or to be, disseminated. As stated above, a number of DPs have developed methods and models with a clear empowerment element. Models for disseminating knowledge about homosexuals and bisexuals, collaborative solutions to improve the position of marginalised individuals, methods for tackling the problem of equality in the field of informal learning etc. are all aimed at improving the position of persons marginalised in working life and the jobs market.

Another form of added value which has emerged is that the partnerships have acquired new knowledge affecting both the focus and results of activities, and the forms of work within partnerships. The knowledge acquired has, for example, affected underlying assumptions as regards definitions and perceptions of current issues/problems with reference to the target groups. The coming together of various skills and experiences is an important means of enhancing knowledge and adapting activities. Specific results have been obtained, and examples include the opening-up of perspectives from the bottom up, and the outcome whereby the DPs' results in relation to the target groups, for example, provide a basis for new and unique training tools, methods for tackling specific gender-related problems in the field of rehabilitation and other areas. In addition, adaptations and the development of user cooperatives has provided former prison inmates, substance abusers etc. with scope to themselves assume responsibility for their rehabilitation and to prepare for reintegration into the labour market. Furthermore, handbooks and methodological guides have been produced in a different way from what was originally intended.

Ledningskonsulterna

i Stockholm AB

Figure 5.4-4 What added value has been created through the target groups' participation in the partnerships?



Source: DP survey

5.5 Has work on diversity created added value for the processes of dissemination and mainstreaming under EQUAL?

Both the programme and the programme complement stipulate that the implementation and results of the EQUAL programme will be characterised by diversity in working life and on the jobs market. The entire aim of the programme is that its results should make for greater diversity in Sweden and within the EU.

The programme states that an important task of EQUAL is to analyse and operationalise the concept of diversity in working life on the basis of clearly defined project objectives. The tie-in between research and operational activities is especially important in this area.

At the initial evaluation stage, an analysis was carried out to look into the reasons for lack of diversity. Social differences were identified as causes for lack of diversity in working life in that they affect an individual's social network and informal contacts. The starting point was a consideration of the extent to which DPs and NTGs are geared towards context-based factors such as age, functional impairment and sexual orientation, as well as factors based on personal choice or characterised by unequal positions of power. It was also considered to what extent DPs' work on models/methodologies were an underlying reason for lack of diversity. The fundamental factors at play here include individuals' values, conduct and standards of behaviour, as well as factors such as lack of formal education and poorly adapted working environments. When analysing background causes, it is important to be aware of what type(s) of causes are involved. Our approach was to take interview and survey data, as well as data collected from DPs' half-yearly reports for the second half of 2004, and then to systematise and analyse the replies according to given factors such as age, functional impairments, sexual orientation and factors determining unequal power structures, such as social class, gender, ethnic origin and religion. Our aim was to also to look at the extent to which the programme has had an effect on factors underlying institutional discrimination, with a view to achieving greater diversity.

Ledningskonsulterna

i Stockholm AB

After having considered the available data, we were forced to conclude that the quality and validity was too poor to be used as a basis for the intended analyses. The reason for this is that, among other things, awareness of what the concept of diversity actually means is (and has been) too limited for it to be defined under the programme and put into practice in the DPs. There are, however, exception where DPs have worked with the concept of diversity in a manner which is in line with the aims set out in the programme and in the legislation applying in this field. They used their own know-how to get things up and running. An example is the work to increase awareness in order to change attitudes to and judgments regarding homosexuals and bisexuals in working life. The specific aim is to reduce discrimination against homosexuals and bisexuals, and to create for them the same conditions in working life as for heterosexuals.

However, the great majority of DPs have not had access to adequate information, either internally or from other sources. The guidelines made available through the programme, the programme complement and the support of the ESF Council have not met the need for practical knowledge. Nor have DPs to any significant extent taken the initiative to acquire knowledge of e.g. the relevant legislation, or through contacts with the research community. Our documentary studies and interviews also show that the MC acquainted itself at an early stage with proposals from the working group on integration and diversity, which included an account of what is required under the applicable legislation, and how EQUAL's broad and clear definition could be formulated. The result was that the proposal was used within Objective 3, and to a limited extent by the working group in activities aimed at DPs. The ESF Council has not used the document, and explained that the definition did not fit in with the programme's aims regarding diversity.

Is diversity included in forms of work?

An analysis of these factors shows that, as we stated in the interim report, the DPs tending or actually working towards influencing working methods are working to change discriminatory attitudes, and that the tools for achieving this are geared towards increasing knowledge/skills through training provision. Some DPs also seek to change conditions in the workplace itself.

The focus of and actual working methods used by DPs also show that the great majority regarded the issue of diversity as an organisational question. Most of them assumed that they should gear themselves to the needs of as many target groups as possible, and that they should show their activities to be open and accessible to everyone. Many of them also have difficulty in differentiating between empowerment and diversity. Examples include DPs which set out to work in the field of diversity by allowing the participants and their organisations to exert an influence on implementation, rather than setting out how work on diversity affects the factors underlying the discrimination which they have chosen to deal with. The definitions of diversity also tie in frequently with the issue of ethnic diversity.

Our interviews confirmed the DPs' requirement that the mainstreaming of diversity in DPs should encompass the whole of the very broad concept of diversity as set out in the programme. This may be regarded as one of several reasons for the problems which arose. Many DPs considered this an "impossible task" and thus avoided dealing with the diversity issue in more detail. If, on the other hand, we look at the actual focus and aims of DPs, this reveals that, taken together, their

Ledningskonsulterna

i Stockholm AB

work in the first round encompasses the issue of diversity in many of the areas in which discrimination is taking place. It also reveals that the work is aimed at trying to develop processes and methodologies to tackle major causes of discrimination at the level of the individual.

In the same way as with the issue of equal opportunities, DPs have had difficulties in working on the diversity issue via mainstreaming. The reasons for this include the fact there is largely a lack of knowledge about diversity and about what can be achieved through mainstreaming. Our interview findings show that the ESF Council was involved to a limited extent – if at all – in supporting or directly establishing contacts with the research community, or in transferring know-how regarding definitions or models for the mainstreaming of diversity which could be used by the DPs and NTGs. These had to come up with their own definitions, which the interview and survey data showed to be extremely variable.

An almost equally large number involved in mainstreaming also stated that they took a problem-orientated approach to their work. Those whose response was "Other" stated, for example, that there were neither any target groups nor any direct focus on diversity, or that they were working on diversity issues in very general terms. There are, however, some individual DPs which developed models for bringing about ethnic diversity in recruitment at all levels within municipalities.

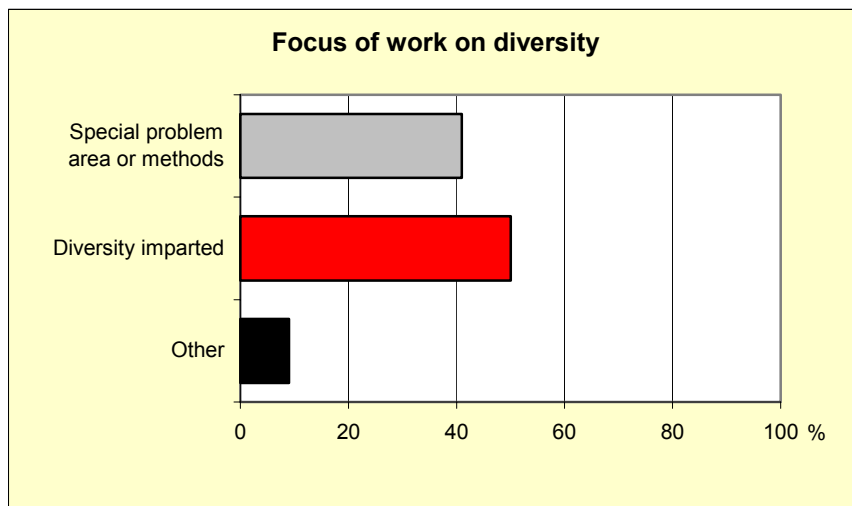


Figure 5.5-1 How DPs work with diversity

Source: DP survey

Is diversity included in the results?

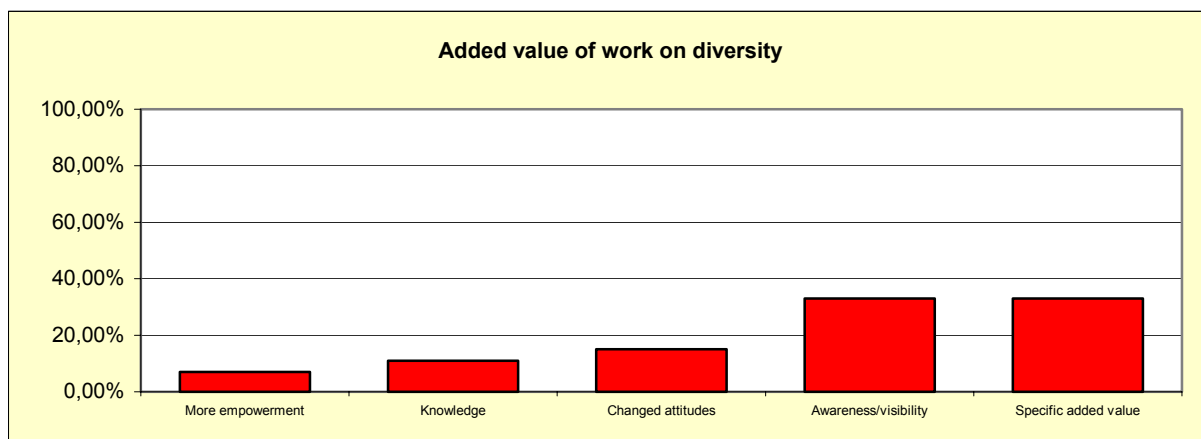
Interview and survey data indicate that the added value of work on diversity consists mainly of greater awareness and visibility together with specific benefits. Examples include the development of tutoring arrangements and "ambassador training", methods for working on

Ledningskonsulterna

i Stockholm AB

diversity issues, models for financial cooperation in order to increase diversity, etc. In other areas, the work had helped to change attitudes, and to enhance knowledge and empowerment at individual level. It also emerged that examples of mainstreaming are formulated in general terms and difficult to assess. For example: "the involvement of everyone in relation to implementation helped to increase the importance of diversity within the country, which was a first step towards greater visibility and awareness, etc."

Figure 5.5-2 – In which areas has work on diversity created added value?



Source: DP survey

More than 80% of DPs state that work on diversity has created added value in terms of dissemination and mainstreaming. Those stating the opposite explained that they had only worked with one target group, or that the activities concerned were already characterised by diversity.

Table 5.5-1 Added value of diversity in dissemination and mainstreaming

Added value of diversity	Percent
Increased interest in our results	61
New knowledge and better quality of results	73
Greater interest on the part of users	84

Source: DP survey

The activities of a number of NTGs have a diversity aspect. This primarily covers problem-orientated activities in specific areas. The NTGs FSA and *Lär* in the field of learning aim to point to the benefits of using knowledge and skills acquired through informal learning, of using and exploiting the experience of staff – in different contexts – and of introducing methodologies for the purpose of "harnessing" diversity.

Ledningskonsulterna

i Stockholm AB

The work of the NTG Open Minds focuses on increasing diversity in working life by enhancing knowledge/tackling prejudice with the aim of improving working environments and increasing the opportunities for homosexuals and bisexuals to be able to work under the same conditions as their heterosexual colleagues.

At the same time, several NTGs stated that it was difficult to work with diversity from a mainstreaming perspective. They stated that there was no clear guidance on or definitions of the concept of diversity. There is also a view that, against this background, a lot of effort and resources would be needed to look for and/or draw up their own definitions in relation to what they consider they would be able to get back in terms of added value in their activities.

Some NTGs stated that the diversity aspect had been integrated as a result of the authorities responsible for the target groups being committed to the activities and assuming responsibility for them. Others stated that participating organisations had plans regarding diversity as part of their normal activities, and that this had an effect on the activities of the NTG concerned.

It was also stated that the mainstreaming aspect had had – or should have been able to have – an effect on the forms of work and the results of activities. However, the NTGs working in problem areas tying in with the diversity issue saw a clear effect in terms of both the form and nature of results.

5.6 In what way is the development work innovative?

As is set out in the programme, EQUAL will function as a laboratory for the development and dissemination of new ways of pursuing activities in their respective fields. Such innovative measures will be tried out under the programme. The measures need not be completely new (although they may be) and may comprise features taken from other areas of activity. In defining what is meant by "innovative", the programme makes a distinction between three forms of innovation with differing aims:

- development of new or improvement of existing tools, methods or procedures (process-orientated);
- development or formulation of new objectives and lines of action to identify new areas of competence and new employment opportunities (objective-orientated);
- development of and proposals for changes to political and institutional structures (structure-orientated).

What forms of innovation have activities been focused on?

A review of activities within the EQUAL programme would indicate that development work (and dissemination work) has been focused on process-orientated innovation. For example, if we consider how, according to DPs in the annual report for 2004, activities are distributed between the different forms of innovation, the picture still remains unclear. From the annual reports taken together, it emerges that 90% of all DPs stated that their activities were process-orientated, whilst 80% and 75% stated them to be structure-orientated and objective-orientated respectively. On the

Ledningskonsulterna

i Stockholm AB

other hand, if we look at where the main focuses lie (as indicated by the DPs themselves in the annual reports), this confirms the overall impression that process-orientated development (and dissemination) work is dominant. A process-orientated approach is the dominant form in more than half of all DPs. This can be seen in Table 5.6-1.

Table 5.6– 1: Development work in DPs broken down by form of innovation (as a percentage of all DPs)

Form of innovation	% of DPs
Process-orientated approach dominates	62
Objective-orientated approach dominates	9
Structure-orientated approach dominates	3
Process- and objective-based approaches equal	3
Process- and structure-based approaches equal	11
Objective- and structure-based approaches equal	6
All three approaches equal	6
Total	100

Source: Compendium of DP annual reports for 2004

The picture set out here as regards DPs also largely applies to NTGs. The fact that, as has been described in this section, development work is primarily process-orientated has had an effect on the focus of dissemination work. This is confirmed by data on what was (developed and) disseminated by DPs and NTGs. These data were collected by means of interviews, surveys and reports, including the annual reports for 2004. As has been stated in section 3.3, that part of the dissemination work which encompassed results in the context of EQUAL was predominantly concerned with disseminating models, methodologies and working methods, i.e. it was process-orientated.

The high degree of process-orientated innovation in turn reflects the focus of development work within EQUAL. As stated in Chapter 3, this was very much geared to trying out new methodologies, working models and working methods for individual or groups of organisations. To a lesser extent, however, it also aimed to develop and have an impact on structures and systems, etc.

What is new about that which is (developed and) disseminated?

Compilations of, among other things, replies to DP surveys indicate that the innovation mainly consists of the working model (method and form of work, etc.) used or developed. A response frequently given is that a one-off training model has been developed. Individualisation of work dealings with participants is another common response. DPs' activities have been concerned with form of work which allow/provide for adaptation to individuals' needs. A further response was that models were drawn up which develop the self-given authority aspect.

The interviews with DPs and NTGs provide examples of tools which have been developed. In two cases, the tools developed were intended to enable policy strategies to be implemented

Ledningskonsulterna

i Stockholm AB

(diversity in the field of human resources, and equal opportunities) – tools which have not existed up to now. Four DPs and NTGs have developed completely new models to deal with problems within their respective areas of activity. These models are concerned with asylum, tackling discrimination on the grounds of sexual orientation, methods for improving release arrangements for prison inmates, and methods for involving the target groups in activities in the musical field. The aim of the latter is that models used abroad be exploited and adapted in Sweden.

Further replies about where innovation lies are that new functions are created and/or that DPs are using working methods developed for one target group in their work with other (new) target groups. Two examples, from among the interviewees' replies, of the use within new fields of models/methodologies developed in other areas are models for the validation of informal learning, and methods for arousing the interest of girls/women in technology and technical training. A third example is models for developing corporate social responsibility, in which both DPs and NTGs are involved.

A further aspect of innovation is that EQUAL has made it possible to conduct research in fields which have hardly been explored up to now. For example, from among those interviewed, one DP and one NTG have initiated research in the fields of sexual orientation (nationally and internationally) and asylum. These activities have already generated new knowledge not previously available. The results have been used in, and had an impact on, the development work and on what has been disseminated. In the field of diversity in the context of staff policy, the interest in research in this area of human resources came about as a result of the development work coupled with research.

According to the replies in the DP survey, around two thirds of DPs stated that innovation focused on the activities they had developed, i.e. the models, working methods and approaches devised.

Around 20%–25% of DPs stated that the innovation lay in how the work was pursued within the respective DP, how the activities and the DPs were organised, etc. These stated that the innovation consisted in the use of the empowerment perspective in their work. This was mainly defined as target groups being involved in and helping to shape activities, participation of target groups in project management, etc. Other replies dealt with dissemination and mainstreaming work, how participants were found, how the development work was organised, etc.

10%–15% of the DPs indicated that they were either unable to answer the question about innovation in their activities, or that they had not developed any new solutions. Of these, almost half stated that they had not developed or disseminated anything in the context of the EQUAL programme, and that their work had instead led among other things to models and working methods of "project-promoters" being offered, with the help of EQUAL, to a large group of clients.

It is rather difficult to describe the overall picture of what is innovative in, and has been developed and disseminated under, the EQUAL programme, i.e. how dissemination differs from traditional approaches. A major reason for this, which emerges from the replies to surveys and

Ledningskonsulterna

i Stockholm AB

descriptions of findings, is that the description of innovations is focused on models, methodologies, etc. However, as stated in Chapter 3, it is rare for those who developed these models etc. to state how they differ from existing approaches, or why the new approach will work better.

The main focus on process-orientated innovation can be explained, among other things, in terms of cofinancing. Authorities are reluctant cofinancers and, according to our interviews, consider themselves without exception to be unable to partially finance anything other than what is provided for within the framework of the given policy. EQUAL approached these cofinancers because, among other things, the work is very much geared to developing activities within their areas of responsibility.

Several DPs wished to test/develop specific latent ideas originating from the project-promoters. They also aimed to develop activities for their own use. As stated earlier, it was not until a later stage in the DPs' work that they realised the results would be generalised and disseminated externally to other players. That this was not clear from the outset is a result of management deficiencies which we referred to in the interim report, among other things.

The fact that a relatively large proportion considered that innovation also covered their own forms of work – or did not consider that anything innovative had been implemented – is also due to a lack of clarity as regards requirements for DPs' activities.

To sum up, this indicates that activities under EQUAL have on the whole been innovative, with DPs trying out new approaches etc. However, this has been at a lower level than provided for in the programme. As has been stated, the work consisted more in developing activities and methodologies within the framework of national systems/policies. At the same time, there are examples (which have been referred to) of EQUAL leading to the development of both systems/structures and objectives within the programme's fields of activity. We also found, however, that some activities were not considered to be innovative by those carrying them out.

The fact that EQUAL was innovative, but to a lesser extent than provided for in the programme, is explained by factors which were previously pointed to. Examples of these factors include cofinancing arrangements and cofinancers which were mainly authorities and organisations with principal responsibility for regular programmes of measures in which the scope for innovation was limited, and the fact that the focus on traditional sectors and on local/regional level as regards the intended users meant that the requirements for directly mainstreaming systems/structures at the central policy level were not able to be met, etc. A number of DPs used EQUAL principally as a way of financing the development of their own activities.

Is EQUAL the reason why the measures were implemented?

In view of the observations in the previous section, it is generally difficult to determine whether the activities as a whole were implemented as a result of the EQUAL programme, or whether they could have been implemented under the national measures. One reason has already been mentioned earlier; it is difficult to decide what is innovative and thus establish a basis for

Ledningskonsulterna

i Stockholm AB

assessing whether it should have been implemented by means of national measures. The information available is insufficient to allow a proper assessment.

Taken as a whole, however, those interviewed indicated that EQUAL had been a prerequisite for the financing of DP and NTG activities. They consider that alternative sources of funding are/have been difficult to find. This does not mean that no alternative funding was available; most did not seek funding from sources other than EQUAL. Of the DPs we interviewed which ceased their activity as a result of the phase-2 budget being less than requested, a certain number reported that the actions concerned were not implemented at all. However, two stated that the activities removed from the EQUAL programme for budgetary reasons were implemented using other funding.

It can be seen from the information that EQUAL has contributed to certain measures being carried out which would otherwise have been difficult to achieve without funding from the programme. One example is the research activities mentioned in previous sections. Before EQUAL took the initiative nothing had happened, even in cases where the research concerned was not dependent on funding under EQUAL. However, it was not until DPs/NTGs took up their work that any active steps were undertaken as regards this research. The need for research concerning diversity in the field of human resources also became clear in the course of the DPs' activities.

According to those interviewed, other activities such as measures relating to better release arrangements for prison inmates were in place, but not in a "traditional" form, and with a greater focus on technical solutions and not in the form of the "Vision Area" model.

5.7 Conclusions

To sum up, it can be stated that the principles' prominent role in the programme has led to their inclusion on the agendas of DPs and NTGs, which in turn led to the "requirement" that they be incorporated in some way into the activities. This has led to added value on both a large and small scale, which has had an effect on the results-orientated work within DPs and NTGs.

An important factor in mainstreaming has been that some DPs prioritised and applied strategies (e.g. empowerment) which key organisations in DPs had as the underlying basis for their normal activities.

The scope and nature of DPs' handling of the principles has been influenced by the ESF Council's guidance (or lack of it). The EDF Council's choice of strategy for guidance and coaching means that the focus is placed on DPs/NTGs applying the principles, and less on the nature and results of their activities. One difficulty has been that the ESF Council was perceived as "bundling together" the principles without making any distinctions as regards their aims, or their applicability, within various DPs/NTGs.

Ledningskonsulterna

i Stockholm AB

The approach to the general principles adopted by project-promoters and cofinancers in the DPs shows that the organisations concerned frequently did not see the value of "going further" than they did in the course of their normal activities in fields such as equal opportunities or diversity.

NTGs and the general principles

Incorporation of the general principles by NTGs is guided by the fact that NTGs do not consider that partnership and transnational arrangements do not apply to them, whereas the principles of equality, diversity and empowerment are taken into consideration and assume a major role. An NTG is a development project "owned" by an organisation and not a partnership; it is a national project. The work of all NTGs, except NTG Asylum, seeks to incorporate equality, diversity and empowerment. Representatives of NTGs are doubtful whether there is anything new/whether EQUAL comprises other and/or stricter requirements concerning equality and diversity than are provided for in national policy. The "owners" of NTGs have, for example, plans regarding equality and diversity which they integrate into the work under the EQUAL programme. However, EQUAL has meant that empowerment is incorporated into the actions under the programme. Those who worked within the EQUAL programme state that little or no attention was given to the concept of empowerment if the EQUAL programme did not lay down any such requirements.

As mentioned previously, the question of whether NTGs will work in partnership has been unclear, especially as regards DPs in the first round. A main reason for this is that the ESF Council's guidelines were unclear about what role was to be assumed by NTGs' host organisations. As was dealt with in the section concerning implementation in NTGs, some problems have been created by differences of opinion between DPs and NTGs. This led to the ESF Council deciding in favour of the host organisations being project-promoters, and of the activities within NTGs being pursued in the form of traditional-type projects.

6. THE MONITORING COMMITTEE'S ACTIONS AND RESPONSIBILITIES TO ENSURE MONITORING AND FOLLOW-UP

The Monitoring Committee's responsibilities in monitoring the programme are set out in Article 35 of the Structural Fund Regulation No 1260/1999 and its rules of procedures, which were adopted on 30 March 2001. An outline of the tasks assigned to the Committee are also given in the programme.

It is clear from this that the Monitoring Committee should follow the programme and that the Committee is responsible for the monitoring and follow-up of the programme and also for ensuring its effective implementation while maintaining high quality standards. The Monitoring Committee should confirm or adapt the Programme Complement, including indicators to be used in following up and evaluating the programme. Monitoring should be carried out taking into account physical and financial indicators, as well as national indicators set out in the Programme Complement and quantified objectives included in the programme and in the Programme Complement, where possible.

Ledningskonsulterna

i Stockholm AB

In conclusion, the Monitoring Committee has been assigned the following seven tasks relating to monitoring:

- a) adapting the Programme Complement and the indicators,
- b) reviewing and adopting selection criteria and the selection procedure (principles),
- c) continually assessing progress made in relation to the specific objectives established for the assistance,
- d) reviewing the results of the implementation and the mid-term evaluation described in Article 42,
- e) reviewing and adopting the annual report and the final report on the implementation prior to their submission to the European Commission,
- f) considering and approving any proposed changes to the Commission Decision on granting European Social Fund assistance,
- g) initiating and putting forward proposals to the ESF Council on adapting or reviewing the programme with a view to achieving the programme objectives or improving its administration.

The steps taken by the Monitoring Committee in these areas are set out below. The focus is on the Committee's monitoring activities and the basis for this work, including assessing the development of the programme on the basis of available information. Adapting indicators being one of the Committee's tasks, this chapter also contains a discussion on the indicators' relevance based on interviews made and relevant document studies carried out during the evaluation period.

6.1 The basis for the Monitoring Committee's activities, with particular emphasis on monitoring

The documentation used by the Monitoring Committee come from four main sources. Firstly, documents made available for Committee meetings. Secondly, documents handed out or presented verbally at meetings. Thirdly, information published on the "Monitoring Committee Channel". Fourthly, information gathered by Committee members from other sources, e.g. information supplied by DPs or NTGs in which their organisation is involved or by employees of that organisation or other organisations which have access to information on programme activities. The first three of these sources are discussed below.

Steps taken to evaluate progress made, review results and propose changes or reviews

The basis for more strategic actions

The feedback given on the Monitoring Committee's work relating to the three tasks (i.e. assessing progress, reviewing results and putting forward proposals on adaptations or reviews) is so similar that these items will be dealt with together in this report. The respondents conclude that the Monitoring Committee could focus more on strategic issues in its activities, although this would require some substantial changes.

Respondents also point out that the establishment of a dissemination and mainstreaming strategy by the end of 2004 shows that it is possible to emphasise strategic issues more strongly. Although

Ledningskonsulterna

i Stockholm AB

the result of this work could hardly be called a strategy, respondents feel that this shows that resources are available for such actions.

Respondents state that much of the work carried out by the Monitoring Committee is governed by the reporting requirements set by the Commission. The Monitoring Committee will hold no more than three (or four) regular meeting every year and therefore it is particularly important that the agenda is not encumbered with major information items or items of a purely preparatory nature, so that strategic issues can be dealt with properly.

One example given is the annual report to the Commission, where much of the content is determined by pre-set requirements. Respondents feel that the Monitoring Committee should have greater freedom in drawing up the "non-fixed" part of the report.

One way of facilitating a stronger emphasis on strategic issues would be to deliver a clear progress report highlighting strengths and weaknesses of the programme. Current tools available to the ESF Council and Committee members fail to provide a clear picture of the situation. Access to more relevant information, summaries, etc. is needed. Respondents argue that supplying such information should be a high priority for ESF administrators.

Given the relatively high turnover of Committee members, respondents stress the importance of providing accessible information on the programme, current developments and the overall structure of the implementing organisation, etc. for new members joining during the programme period.

The Monitoring Committee has taken the initiative to request special presentations by DPs and NTGs. The Monitoring Committee has developed special invitations for this purpose.

The basis for creating insight into programme developments and results

One way for Committee members to gather more information would be to participate in the joint working groups which have been established for the EQUAL Monitoring Committee and the Objective 3 Monitoring Committee. According to respondents, participating in these working group will give Committee members greater insight into the programme and will also serve to strengthen their commitment. Issues discussed within the Monitoring Committee may be referred to the working groups for more in-depth review, the result of which is then relayed back to the Monitoring Committee. This procedure has been used for issues such as gender equality. In Monitoring Committee meetings, reports by working groups on their activities is a standing item on the agenda. Despite the existence of procedures for the working groups' tasks and activities, their work is perceived as less than well defined by Committee members.

Respondents feel that the information supplied to the Monitoring Committee is inadequate in that it does not match the Monitoring Committee's needs and requirements. Committee members usually gather information about results achieved through their own sources. Only a small proportion of their knowledge about current activities within EQUAL is based on information supplied by the ESF Council to the Monitoring Committee. Respondents state that they receive information through their own connection with the programme, such as participation in DPs or

Ledningskonsulterna

i Stockholm AB

NTGs or by close liaison between their employees and DPs/NTGs. They deplore lack of impact assessment in the documentation submitted to the Monitoring Committee to facilitate decision-making.

No clear distinction exists between information items and items for decision in the Monitoring Committee's work

Discussions within the Monitoring Committee are often extremely detailed. This is partly because many administrators from the ESF Council attend meetings and present their cases. To maintain an active involvement Committee members require detailed knowledge of these cases, which, according to respondents, is not possible with the current level of system support.

Broadly speaking, system support should be designed to highlight the most important items for decision for the Monitoring Committee. This is currently not the case; major and minor items on the agenda are mixed indiscriminately with no indication of which items are for decision or for information only. This creates confusion and limits the scope for more strategic discussions. Some respondents therefore suggest that a clearer distinction should be made between information items and items for decision on the Monitoring Committee's agenda.

System support for collecting, analysing and disseminating information

The respondents' main complaint is the lack of clarity as to the most important elements contained in the information. When considering the level of information, it must be noted that for Committee members this is a minor part of their overall work load, which is clearly not the case for those full-time administrators which supply the information.

The amount of information available is very large indeed. The information provided electronically for meetings (meeting documentation) is regarded as satisfactory. The so called Virtual Project Room, which is intended for use between meetings, is considered too ambitious in scope; given their other tasks within the Monitoring Committee and elsewhere, it is impossible for Committee members to absorb all the information provided there.

Respondents therefore call for selection of relevant projects and descriptions of current activities to facilitate monitoring and assessment of the implementation of the programme by Committee members. The ESF Council has since pointed out that there are plans in place to create a database containing examples of relevant projects.

Adapting the Programme Complement and the indicators

Since its inception, the Programme Complement has undergone several revisions. A number of adaptations, additions and changes were made during the evaluation period.

Like other major tasks carried out by the Monitoring Committee, the changes to the Programme Complement were largely drawn up in special workshops, which also served to create support among group members (see the interim report). This is also the case for some other changes to

Ledningskonsulterna

i Stockholm AB

working practices. As stated in the interviews conducted, this led to improved quality and better intra-group support on major issues.

Most of these additions to the Programme Complement are a result of other Monitoring Committee tasks. A review of selection criteria was thus carried out in preparation for the second round and changes were made to the assistance and management of index funds, to name but a few examples.

Indicators have largely remained the same during the period concerned. In the early stages of the implementation of the programme there were plans to further develop national indicators; this, however, was not done until quite recently due to a lack of resources. Following the feedback given on indicators in the interim report, a review is now being carried out within the ESF Council. Due in early December 2005, this review will include a discussion of whether the number of indicators should be increased when reporting on the results of DP activities.

It should also be noted that in the last year the Monitoring Committee has discussed introducing an indicator for the new general principle "Accessibility". This issue has also been dealt with by the Monitoring Committee's secretariat. So far, no proposal has been presented for a new indicator covering this principle.

Finally, it must be pointed out that no in-depth analysis or discussion has taken place within the Monitoring Committee in connection with the reporting on indicators. The information supplied through indicators has not been of major importance for the Monitoring Committee's follow-up and controlling of the implementation of the programme.

Reviewing and adopting selection criteria and the selection procedure

In preparation for the second round and following the negative feedback received after the first round, considerable efforts were made to review the principles applied. As mentioned above, a special workshop was organised for this purpose. Also the selection procedure was modified with the establishment of an assessment group consisting of scientists, social partners, public authorities, NGOs and the ESF Council.

The Monitoring Committee's working practices were reviewed earlier, which in turn had a bearing on the selection procedure. As the Monitoring Committee now merely discusses principles and no longer decides on individual cases, its task in connection with the selection for the second round was to assess whether the selection criteria had been applied correctly. It did not, however, make any decisions on individual proposals.

Summary

The Monitoring Committee would like to focus more on strategic issues. For this change of working practices to happen, easily accessible summaries on the development of activities will need to be produced by the ESF Council and distributed to Committee members. There is also "demand" from Committee members for accessible information and relevant examples of good

Ledningskonsulterna

i Stockholm AB

results from DPs and NTGs. As regards Monitoring Committee meetings, it should be clear from the agenda which items are for decision.

6.2 Indicators

It is obvious that the Monitoring Committee's and others' possibilities for monitoring the results of EQUAL activities will be partly determined by the information provided. As set out in the programme, specific indicators are needed to facilitate monitoring and assessment with a view to establishing whether the activities carried out have contributed to the achievement of programme objectives. Indicators may include quantitative as well as qualitative data. This section deals with the set indicators and how effective they are in supplying information on programme development and results. Does the information given on the programme, together with the indicators, provide a solid basis for the monitoring of activities by the Monitoring Committee and the ESF Council? This section covers indicators established and used regularly in the biannual reports submitted by DPs to the ESF Council.

Apart from the information provided on the development of these indicators, DPs and NTGs also deliver progress reports on activities (in response to questions raised by the ESF Council) in their biannual/annual reports. This information is relatively comprehensive and often complements the information supplied through indicators and will therefore be dealt with here.

Indicators established in the programme and the Programme Complement

The programme defines four types of indicators:

- financial indicators showing the use of resources,
- physical indicators showing the scope of activities,
- result indicators showing direct results,
- effect indicators showing short-term and long-term effects.

The Commission and the Member States have agreed on a number of physical and financial indicators for EQUAL, so called "common minimum indicators". These include qualitative and quantitative data on the establishment of DPs, implementation of DPs' plans as well as dissemination and mainstreaming. These indicators should be compiled and reported to the Commission every year by Member States.

The Swedish EQUAL programme also uses a number of indicators relating to results and effects (as described above) and to evaluation issues relevant to the Swedish programme. These indicators were outlined in the programme and were defined more closely in the Programme Complement. The Monitoring Committee is responsible for the administration of these indicators, as well as for making any adaptations and modifications. Referred to as national indicators below, these indicators are continually documented in the Programme Complement.

Ledningskonsulterna

i Stockholm AB

The purpose of indicators

As set out in the programme, indicators are designed to form part of the follow-up system (the first two items above) and to serve as a basis for evaluation (the last two items above). Common minimum indicators (i.e. physical and financial indicators) should serve mainly as a basis for follow-up, whereas national indicators set out in the Programme Complement are designed primarily as a basis for follow-up and controlling of the implementation and evaluation of the DPs' work.

In accordance with the Programme Complement, the purpose of national indicators is thus to facilitate the monitoring of activities within DPs during the implementation phase. They also aim to provide information to give an overview of the main focus of the programme at programme level. In addition, indicators are designed to provide input on how the general principles have been applied in the implementation and provide a basis for an assessment of how these principles have contributed to the achievement of objectives at programme level. As set out in the Programme Complement, this characteristic of the indicators (process focus) should lead to information being provided on factors for success or failure in meeting set objectives. As national indicators exclusively concern DPs' activities, it is only DPs that supply information on outcomes relating to such indicators.

Apart from information on indicators, the annual activity reports submitted by DPs and NTGs will also describe how the work and the dissemination activities have developed. The ESF Council will determine what type of information should be included in each report, such as whether DPs and NTGs have succeeded in following the agreed timetables for their activity plans, whether the work will be completed on time and, if not, which activities will be affected, what type of dissemination activities have been carried out, etc. For some reporting occasions in connection with biannual reports submitted by DPs, the ESF Council has also introduced more in-depth issues relating to specific parts of the programme. One such issue is gender equality.

As to what kind of information DPs should compile and deliver, apart from indicators and information to be provided by NTGs, this will partly change over time depending on the current programme phase.

Indicators should provide valuable information with a view to evaluating the implementation of the programme as well as results and effects achieved. The indicators were used in the evaluation, mainly as regards implementation. Other information gleaned from biannual or annual reports was analysed and fed into the evaluation of dissemination and mainstreaming activities and other general principles. This is described mainly in Chapters 3, 4 and 5.

Data collection relating to indicators and reporting on indicator outcomes

Common minimum indicators are reported annually to the Commission and are entered into the common database used by all Member States together with national indicators developed in accordance with the Programme Complement. In the Swedish reports to the database, qualitative

Ledningskonsulterna

i Stockholm AB

data are quantified so that the common database contain nothing but quantitative outcomes for all indicators. The Monitoring Committee receives information on these reports.

As mentioned above, the collection of data and the essential content relating to outcomes for national indicators is based on the biannual reporting from DPs, mainly the spring report covering overall results for the whole previous year of activity. This material is compiled by the ESF in the form of tables and graphs and is then used as a basis for drawing up reports to the Monitoring Committee and the Commission.

Our survey shows that these reports do not include any outcome analyses or conclusions. The annual report, however, contains a summary of how (some) indicators have developed compared to the previous year of activity. As set out in the Programme Complement, outcomes for equality and diversity indicators should be compiled and distributed to the relevant working group, which will then use the material to draw up reports to the Monitoring Committee on how the gender equality and diversity dimensions have developed within the programme. Respondents from working groups could not recall whether they had received the documentation; in some cases verbal presentations had been given.

Which indicators are currently used and what information do they provide?

To gain an idea of what information the indicators provide, all indicators have been compiled together with the corresponding definitions of content in accordance with the biannual reporting requirements. To find out whether the selected national indicators set out in the Programme Complement were effective, we have examined what the indicators actually measure and whether they were effective in relation to programme requirements. The indicators are used by DPs for reporting to the Monitoring Committee and the Commission.

Overall indicators

There are two overall indicators which provide information on the areas covered by DPs, their scope of activities and the use of resources.

The following indicators were used:

- areas covered by DPs, selected parts of nine problem areas such as unemployment, age and sexual orientation,
- use of resources within 14 areas, nine national activities such as action to support the creation of new jobs, training teachers and other staff, five transnational activities such as exchange of information and experiences, joint development of methods, guides and best practice, etc.

These two indicators provide information on DPs' activities within the problem areas indicated and the work carried out in connection with national and transnational activities, respectively. In both cases, the outcome distribution (type of development area/activity) was considerable.

Ledningskonsulterna

i Stockholm AB

Measuring the focus and intensity of their development activities, these two indicators provide a clear picture of the work carried out by DPs. Sub-dividing the use of resources into 14 areas may be regarded as excessive.

An analysis of these two indicators primarily serves to establish whether the focus of activities at programme level corresponds to that established in the programme. To some extent they can also be used to verify if DPs have adhered to the focus of activities stated in the application (and decision). They do not, however, provide adequate information on the content of activities to allow for an assessment of its efficacy in relation to the plans and objectives established by DPs.

These indicators will probably be most useful during phase 1 and the first part of phase 2, as there may be a need to shift the focus of the overall activities (and for individual DPs).

National indicators

Indicators covering activities during phase 3 of the programme include:

- National Thematic Groups (NTGs) where DPs currently participate or have participated previously, including preparatory work such as that carried out prior to submitting an application,
- the extent to which DPs have been involved in the work carried out by NTGs relating to planning and implementation.

The information supplied through the indicators concerned and the information compiled on the basis of these indicators is too superficial to allow for an assessment of the quality of the DPs' interaction and co-operation with NTGs. The first indicator shows the involvement of DPs in the different NTGs, whereas the second indicator shows to what extent (and how) DPs have been actively involved in the various steps of the NTG work procedure. In the summary of indicator outcomes, the predominately qualitative information relating to the second indicator is translated into quantitative data showing the extent of DPs' involvement in NTG activities, including planning and implementation.

There is thus a risk that those receiving the information may draw the conclusion that the participation of 43 DPs in NTGs during 2003 is a sign of success, with no information available to them regarding the quality of the interaction between them, ambition levels or content concerned. In addition, the summary of indicator outcomes contains none of the data collected to find out why some DPs chose not to proceed with the co-operation following initial contacts with NTGs, nor any information on the content covered in cases where more long-term co-operation has been established.

Dissemination and mainstreaming activities during phase 2:

- Which dissemination and mainstreaming activities were carried out during phase 2?

Ledningskonsulterna

i Stockholm AB

- Has the DP drawn up a plan for dissemination and mainstreaming?
- Describe briefly how the responsibility for implementing the dissemination and mainstreaming plan is shared within your DP.
- Describe the responsibilities which have been assigned to the DP's individual partners and how they disseminate information on your EQUAL activities within their organisation, with particular emphasis on changes since 2002.

For two of the four indicators quantitative data are compiled and provided. No information is made available to the Monitoring Committee or other parties as regards the remaining two indicators. The information compiled and disseminated on the basis of indicators within this area therefore fails to give a clear picture of dissemination activities. The summary provides information on current and previous activities but does not cover future activities, apart from an indication of whether dissemination plans have been introduced.

The qualitative information supplied through the three indicators is not used systematically, except for that relating to dissemination activities. If used correctly, such information will give a relatively clear picture of dissemination and mainstreaming activities taking into consideration the purpose of the indicators. They can provide data on the content of plans, the distribution of responsibilities as well as activities carried out.

An assessment of innovative development activities carried out by DPs:

- Make an assessment of the innovative development activities carried out by your DP (for the three different types of innovation set out in the programme and relating to processes, objectives and structures, respectively).

The information given here thus relates to the relative share of the three different types of innovation. However, no use is made of the qualitative data (often) provided by DPs to give more detailed information on the content of innovative activities. The data on indicators made available to the Monitoring Committee and others thus provide limited information on the level and content of innovation within DPs.

It will therefore be difficult for the recipient to determine whether innovation occurs and, if so, what type of innovation resulted from EQUAL or the development work carried out within each DP. The qualitative information made available to the ESF Council allows for assessment of the innovative content (if any) regarding those DPs which supply such information. On the other hand, the indicator provides no more than limited information on the value added resulting from the application of core principles in development activities. This is true for other indicators relating to core principles too.

Indicators for empowerment:

- Does your DP include any organisations which represent groups facing discrimination or exclusion from the labour market?

Ledningskonsulterna

i Stockholm AB

- To what extent have these organisations been involved in planning and implementing the DP's activities?
- Have any organisations which represent groups facing discrimination or exclusion but which are not part of the DP been involved in planning and implementing the DP's activities?
- To what extent have these organisations been involved in planning and implementing the DP's activities?
- Has the DP, as part of its planning and implementation of activities, engaged any individuals directly affected by discrimination or exclusion (other than those organisations mentioned above)?
- To what extent have these individuals been involved in planning and implementing the DP's activities?

The information given on indicators are of a quantitative nature; for indicators 1, 3 och 5 yes/no responses are shown but the comments made by DPs are not dealt with.

For indicators 2, 4 and 6 it is shown, depending on the focus of the indicator, to what extent the participating organisations have been actively involved in the DPs' work and activities. This provides some information on how the principle of empowerment has been applied, mainly as regards the extent to which various types of organisations have been actively involved. The information supplied through indicators is not very useful for control purposes. Quantitative data entered and compiled internally give a clearer picture of how the indicator is interpreted by the DP, which organisations have been involved, etc. Although not used for programme-level controlling, limited use is made of this information in relation to individual DPs.

Indicators for gender equality and diversity

These indicators are dealt with under one heading as they largely overlap. There are two similar indicators:

- What action has been taken to integrate a diversity perspective / a gender equality perspective in the work carried out by your DP?
- Has your DP established clear objectives relating to diversity / gender equality?

In addition, the following two indicators relate specifically to gender equality:

- the percentage of women and men in the DP,
- the percentage of women and men among project managers in sub-projects.

For the similar indicators there are sub-questions relating to the practical impact of the perspective; any specific training activities carried out or objectives established for DPs or sub-projects etc. The number of DPs answering yes and no respectively is shown but there is no analysis of any comments made by DPs on the sub-questions for each indicator. Information is provided on the types of objectives set by individual DPs, help received from experts and how DPs deal with the

Ledningskonsulterna

i Stockholm AB

perspectives internally. For the two specific gender equality indicators, the ESF Council receives and compiles data on the number of men and women.

All in all, the indicator-based information compiled by the ESF Council does not produce any answers as to whether (and how) the perspective itself contributes to creating value added. The qualitative information gathered hardly lends itself to making such assessments; it does, however, give a reasonably accurate picture of the DPs' overall approach to these perspectives, their ambition levels and focus, etc.

Summary

The review shows that quantitative summaries fail to give a clear picture of the activities carried out by DPs. They are a poor match with the stated purpose of the indicators. On the other hand, national indicators provide the ESF Council with fairly comprehensive information on the DPs' activities. This information is compiled internally but is not used to analyse the overall programme (overall DP activities) and is not forwarded to the Monitoring Committee or other parties as input for their monitoring activities.

6.3 Information on activities and results gathered from other sources

As mentioned in the introduction to Section 6.2, other sources than indicators can be used to glean information on the focus and development of activities, work relating to the general principles, dissemination and mainstreaming, etc. As shown above, this information is gathered through biannual reports submitted by DPs and annual reports submitted by NTGs. It contains some fixed items and more in-depth issues in areas selected by the ESF Council for each DP or NTG reporting occasion.

For DPs this information includes:

- the most important results and experiences, examples of good practice,
- the most promising output and proposals, etc. in terms of dissemination and mainstreaming effects,
- any deviations from the activity plan,
- actions initiated or planned by DPs to disseminate results,
- dissemination activities undertaken together with transnational partners,
- the importance of evaluation and research activities for dissemination and mainstreaming,
- dissemination beyond phase 2 activities, i.e phase 3 activities.

This information complements the data collected by the ESF Council through the information supplied on indicator outcomes in several respects.

As of the activity year 2004, NTGs also cover activity results in their annual reports. These data are largely the same as those reported by DPs, i.e.:

Ledningskonsulterna

i Stockholm AB

- the most important results and experiences,
- examples of good practice,
- proposals for successful experiences/output to be included in ESF Council reports submitted to the Government to outline major positive programme developments or to highlight where the rules need to be changed,
- any deviations from the activity plan,
- the organisation of NTGs, success factors and difficulties or obstacles encountered in working with various DPs,
- description of the work carried out by NTGs relating to diversity and gender equality; this largely corresponds to the indicators used for DPs,
- dissemination/systems mainstreaming; examples of good practice, major beneficiaries, dissemination activities planned/carried out,
- dissemination activities carried out together with ETG or other transnational partners,
- the importance of evaluation and research activities for dissemination and mainstreaming.

Together with biannual and annual reports, the information described here provides a clear picture of the activity areas covered. Its usefulness is limited, however, as DPs and NTGs are not required to compare results to their respective plans when reporting on elements requested by the ESF Council. Another limitation is the fact that the ESF Council does not analyse results or use such results for general control purposes; the DP's responses to a document are simply compiled for each question. In addition, the information is not made available to the Monitoring Committee. In some cases it is, however, used in controlling related to individual DPs and NTGs. The information is also used as a basis for progress reports submitted by the ESF Council to the Government (especially information relating to examples of good practice from DPs and NTGs) and as a basis for the ESF Council's contribution to the annual drawing up of the National Employment Plan (NAP).

In conclusion, the review shows that the ESF Council has access to a vast amount of data on programme developments and results. Currently, these data are not used systematically to analyse the development of the programme. As is the case for indicator-based information, this makes it more difficult for the ESF Council and for the Monitoring Committee to carry out their tasks in connection with follow up and monitoring.

6.4 Summary

The review shows that the Monitoring Committee encounters difficulties while carrying out its monitoring tasks. This is due to inadequate information and the fact that it focusses on tasks other than monitoring.

The indicators – or related data compiled and delivered to the Monitoring Committee and the Commission – currently do not provide adequate information for follow-up and control. The ESF Council, however, collects a large amount of information on development and results within EQUAL through the data providing input for indicators and for biannual reports submitted by DPs as well as through the information contained in annual reports submitted by NTGs. Today,

Ledningskonsulterna

i Stockholm AB

such information is used only partially or not at all to systematically analyse the development of DP and NTG activities. It would also be a good basis for informing the Monitoring Committee of the development of the programme as part of the Committee's monitoring activities relating to EQUAL.

7. IMPLEMENTATION OF THE PROGRAMME FOCUSING ON DISSEMINATION AND MAINSTREAMING

During the period following submission of the interim report (from mid-2004 until May 2005), the programme implementation mainly focussed on establishing new DPs in the second round, the transition from phase 2 to phase 3 (dissemination and mainstreaming) for DPs in the first round and on embedding the implementation in NTGs. In 2005 the final phase for first-round DPs will commence.

In the first half of 2005, activities relating to organisation and development were initiated within the ESF Council's EQUAL unit. The purpose of the changes is to ensure that the organisation and the working methods will be better adapted to the situation when the first round is completed. The aim is also to create a flexible organisation taking into account high-priority areas of activity. An important objective is to introduce a more result-oriented guidance model for DPs and NTGs.

Another aim is to develop the ESF Council's responsibilities relating to dissemination and mainstreaming. This concerns the central role of the ESF Council and also involves creating a structure where various ESF Council actions support development and ensure a more effective utilisation of the results achieved at DP or NTG level.

7.1 Follow-up of controlling and management following submission of the interim report

Recommendations relevant to DPs made in the interim report

As part of the development process, we have asked the ESF Council to outline what measures have been taken on the basis of the recommendations contained in the interim report. The ESF Council replied as follows:

- The priorities set by the Monitoring Committee before the call for DPs in the second round contributed to addressing problems related to the focus of activities following the decisions on DPs in the first round. Our studies show that some problems still exist in this area and that the budget available for the second round has not been fully utilised to create a general DP structure which corresponds to the CIP. The available budget was partly used to finance DPs within new thematic areas not included in the priorities set by the Communities. One example is people on long-term sick leave.
- The follow-up procedure used for DPs will be fine-tuned in the long term and the information received through biannual reports submitted by DPs will be used more strategically/offensively for follow-up at programme level. Here the focus will continue to be on finance/administration and on following up activities which do not

Ledningskonsulterna

i Stockholm AB

correspond to the main content of the recommendation, which promotes a stronger focus on working practices and results achieved in relation to activity plans and objectives.

As for the recommendation that the ESF Council take action to clarify the role and responsibilities of various operators in connection with dissemination and mainstreaming and that appropriate follow-up be ensured with the operators concerned, the response shows that the actions taken by the ESF Council will not provide a complete solution to current problems. If this has not been done already, the ESF Council will draw up a document outlining the nature of the NTGs work and verify that NTGs collaborate with experts in the respective NTG field. The stated purpose is to strengthen the basis for mainstreaming at the national level. No information is given as to how the document will be communicated. If the content of the document is not accepted and supported by NTGs and DPs, this may create a situation where the intended changes are not adequately implemented and the problems concerned are not solved completely. It is also stated that the section on dissemination and mainstreaming of the Programme Complement has been updated. Data made available later also show that the ESF Council continues to develop guidance and support for dissemination and mainstreaming.

- The ESF Council states that DPs have been informed of the recommendation to include DPs in NTGs in the second round and that they have been given clear information on the purpose and responsibilities of NTGs and expressed their support in this respect. It is also said that the ESF Council has advised NTGs to put off developing the co-operation with DPs in the second round until they have been informed of the decisions on the second round and started their activities. Evaluation data show that neither DPs in the second round nor NTGs feel that they have received clear and concise information.
- As for the recommendation to request more consistently at management level that the various parties wishing to be included in the partnerships submit letters of intent to demonstrate their willingness to participate in development activities and dissemination and mainstreaming, it is stated that DP contracts have been tightened and that measures have been taken to create support. A letter of intent will also be drawn up within the framework of the implementation plan, i.e. phase 2.
- As for the recommendation to clarify the current definition of diversity and the framework for its application and to clarify issues surrounding the definition of empowerment, respondents state that the Monitoring Committee has developed guidelines in the Complement. They also maintain that these items are discussed regularly at DP conferences and that instructions are included in the application forms. It is also stated that specific policy documents on gender equality, diversity and accessibility have been drawn up. The activities carried out in the first round were barely or not at all affected by the measures taken. There are indications that the

Ledningskonsulterna

i Stockholm AB

information provided may have been more effective in the second round than in the first round but it may still be insufficient.

- As for the recommendation that the ESF Council encourage DPs and NTGs to further develop mainstreaming by shifting focus from women's issues to gender issues and from a balanced representation between women and men to actions addressing structural issues, respondents maintain that this is already happening. The above-mentioned policy document is stated as an example. The evaluator feels that the measures taken fail to provide DPs and NTGs with the factual basis and guidance needed to achieve this ambitious target.

Observations focussed on DPs – were the actions effective?

According to nine of ten DPs interviewed, there are no noticeable changes in terms of content relating to the management of the ESF Council. It is still perceived as being focussed on financial/administrative issues and checking that activities are implemented as planned. Some DPs maintain that the follow-up by the ESF Council has become more result-oriented. The ESF Council is seen as more and more distant towards DPs, while liaisons with contact persons have declined and in some cases even become non-existent.

Available data show that there is still a need for guidance and coaching within many DPs in the final stage of the phase 2 and in connection with the transition to phase 3. In some cases, information relevant to the DPs' activities is made available too late to be of any use in the development of activities or is not given until inappropriate solutions (or a lack of solutions) have started to create problems. It is still common for information to be given verbally. The interviews also show that DPs call for further development of the ESF Council's coaching role:

- ensuring that DPs are managed by competent staff,
- organising training courses for partnership members covering objectives and conditions applicable to the general principles,
- appropriate and timely information on basic conditions for the activities,
- developing networks for co-ordinators and partnerships with a view to improving the exchange of experiences and validating results,
- making the ESF Council more predictable in terms of its interaction with DPs,
- assigning a mentor within the ESF Council for each DP.

There is uncertainty among DPs in the first round as to which rules and conditions apply to their involvement in NTGs. Incidentally, the same uncertainty exists within NTGs. The questions include: Will the co-operation continue and how shall it be financed? Can individuals which have been working for DPs in NTGs continue in some capacity?

Ledningskonsulterna

i Stockholm AB

Effects of measures taken on DPs in the second round

The basis for the observations described below consists of telephone interviews with four "new" DPs and two DPs which participated in the first round. The new DPs believe that they have grasped the content of the information provided in connection with the second round. They did not encounter any particular problems in filling in the application for phase 1 but felt that the demands in terms of content and documentation in the in-depth application procedure were much higher than they had thought initially. They also stated that the application period of phase 2 was too short and that it should have been longer by 50%. Particular problems mentioned include the high demands relating to planning for TN as well as establishing contacts and co-operation, which came as a surprise as most people were under the impression that the establishment of TN could start at a later stage.

Experienced co-ordinators state that the call, guidelines and demands relating to the in-depth application form were much improved and considerably clearer than in the first round, particularly as regards the instructions. They also feel that the procedure chosen by the ESF Council, with an initial application and an in-depth application, was more effective as it created the basis for a more coherent process for applicants and for the ESF Council. It also meant that the partners were involved more actively in drawing up the in-depth application. Another improvement in terms of clarity is that the Labour Market Board/ESF are perceived as having improved their ability to explain which requirements and conditions apply – even if the demands remain as rigid as before. This illustrates the fact that it is not possible to generalise when it comes to the basis for participation by various operators; however, there are now clear instructions as to which rules apply.

As regards guidance and support from the ESF Council, new DPs state that some problems are due to less involvement on the part of contact persons, who may attend some meetings but mainly answer queries by telephone. One new DP engaged an "EU consultant" who had previous experience of working for the ESF Council and felt that this was crucial to fulfil the high demands.

Those who have been involved previously state that they find it difficult to assess the quality of the guidance provided by the ESF Council as they benefit from having established connections within the ESF Council. One respondent maintains that the linking of the first and second rounds made it easier for the ESF Council to support those DPs whose applications in the first round were incoherent and below EQUAL standards, in drawing up the in-depth application.

General principles

New participants felt that the definitions used and requirements set for integration of the general principles were clearly explained in the documentation. In drawing up the in-depth application, it became clear that this entailed even higher demands relating to concrete operationalisation of these principles in the activity plans which were the main focus of the in-depth application.

Ledningskonsulterna

i Stockholm AB

One problem described is that the division of criteria (principles) resulting from the new ESF Council decision-making model appears to have led to a situation where DPs do not agree on which principles are the most important. Another view held by respondents is that they are too numerous to be used in a concrete way in the activities carried out.

Those who had participated previously felt that a better description was given of the principles and that the requirements for integration in the application were clarified by the ESF Council's assessment model where points are awarded to assess applications.

Partnership work is perceived as fairly uncomplicated by new and "old" participants alike. They liaise with co-ordinators, steering groups and active partnerships. Consensus decisions appear to be more common within DPs in the second round. Among "old" participants, the partners also seemed to be more actively involved in drawing up the in-depth application.

Empowerment focusses on participation in the application process and, for new participants, so far the emphasis has been on requirements relating to working practices in partnerships and within DPs, rather than self-determination for target groups and their organisations. In the words of one of the new participants, "in our partnership, all partners are empowered, everyone has a say and we take consensus decisions".

Participants with previous experience point out that the high demands placed on the DPs' final beneficiaries in terms of stability, size and financial situation are counterproductive to the success of measures introduced to foster empowerment. The position of beneficiary also carries some clout, which is used as required.

New participants see major difficulties in working with the diversity principle. The ESF Council demands that this principle be applied "throughout" but no clear guidelines have been given regarding the content of this principle. Following lengthy discussions, this led one DP to decide to let gender equality (their own thematic field) represent actions for diversity within the DP. Experienced participants still feel that the diversity principle is a "rubber-band principle", which can be given any interpretation without drawing any comment from the ESF Council.

Dissemination and mainstreaming

New participants state that the requirements were not clearly explained in the documentation relating to the call or the in-depth application. It did, however, transpire from the processing of the in-depth application that a dissemination plan needed to be included. The ESF Council demands that DPs engage in dissemination/mainstreaming, focussing on various issues during the activity period, but this work is not given equally high priority within DPs. One interview showed that the co-ordinator was unaware that their activity plan included a dissemination plan. In addition, respondents are not clear on the high priority afforded to DPs' connection with NTGs.

Ledningskonsulterna

i Stockholm AB

Respondents with previous experience state that the requirements and various steps relating to dissemination and mainstreaming tasks assigned to DPs were much more clearly explained in the second round. One DP maintains that the existence of NTGs and what they could do for DPs was not made clear in the call, nor in the in-depth application. It also pointed out that no written information had been provided as part of current activities. A general discussion on this topic was held at a DP meeting but no further action was taken.

Innovation

Most respondents state that the innovative content of their activities consists of new partners collaborating within partnerships. Not a single respondent offers the view that innovative elements mainly concern the DP's aims and objectives; this point is raised only when prompted and further investigation shows that conditions are basically the same as they were in DPs in the first round.

The ESF Council's role in DPs

Apart from controlling and management via programmes, applications, guides etc., DPs' interaction with contact persons within the ESF Council is emphasised in the programme and the Programme Complement as an important element of guidance and coaching.

The role of advisor and the content of controlling and guidance is described in the guide published by the ESF Council in April 2005. It is not clear whether this document has been distributed to DPs and NTGs. It contains a description of the scope, content and limits of the guiding or coaching role of the ESF Council with regard to DPs as set out in the programme:

- The advisor should act as a contact person and should provide support for DPs in their daily activities.
- When visiting DPs, administrators should provide support and verify that they adhere to the implementation plans adopted.
- The administrators should act as coaches and discussion partners in DPs while being aware that DPs will retain ownership and have the ultimate responsibility for carrying out their activities in accordance with decisions taken.
- When meeting with DPs, administrators should promote the aims and objectives of the programme and clearly explain what DPs are expected to do.

Our observations show that, in practice, this guidance for administrators has been interpreted in a narrow sense. This is born out by observations made at DP level, where administrative/financial issues and follow-up of activities are perceived as being the focus of guidance and coaching. DPs have been left largely to their own devices in addressing issues such as the implementation of activities, the basis for achieving good results and actual outcomes. These observations are confirmed by the interviews conducted with administrators and programme managers.

Ledningskonsulterna

i Stockholm AB

As stated in the interviews with administrators, the ESF Council's coaching role is limited in that it cannot act in such a way that it becomes jointly responsible for content and outcomes of DPs or NTGs. They also point out that they focus on ensuring that decisions taken by the ESF Council are followed, that planned activities are carried out, that appropriate organisations are included in DPs and that DPs focus on the right target groups. Implementation methods and results are not discussed.

7.2 Implementation at Monitoring Committee/ESF or DP level focussing on finalising development tasks

Our general understanding of the situation at DP level is that there are still delays in the implementation and that several DPs have failed to complete their development tasks within the planned time frame. A large number of DPs have requested extensions; not only regular extensions but also what is formally phase 3 activities initiated for the purpose of finalising the development task.

Will DPs in the first round have time to finalise their development tasks?

Some DPs have completed their development tasks – and some even with time to spare. These are DPs with a very good basis for their work, where the partnership is well established at top-management level within participating organisations or where these organisations have been directly involved in the activities (rather than merely observers protecting their interests or co-financiers), as well as those well established politically (at the local/regional level) and those receiving support from public authorities with similar parallel or additional responsibilities. These DPs have also had greater scope for dissemination activities.

A considerable number of DPs had to eliminate entire sub-projects or parts of sub-projects due to changing co-financing rules, which affected the development tasks included in approved phase 2 applications. New co-financing rules mainly affecting the public employment agency also meant that some DPs had to cut down on sub-projects and/or look for other target groups, which in turn influenced the content and possible results. This point is illustrated by some DPs having to shift focus from asylum seekers to returnees due to a change of circumstances. In addition, one DP had to eliminate an entire sub-project targeting unemployed young people in order to balance the budget.

Another important reason is that several DPs had claimed, in their applications, that certain conditions existed which were not actually in place when activities started. This explains why delays occurred, as the initial preparatory work demanded a great deal of time and resources before any actual development work could commence.

A third reason is that there was an element of "wishful thinking" as some objectives proved difficult to achieve taking into account actual needs and demands of parties assumed to be involved in the activities. One DP intended to develop an apprenticeship model which, it was

Ledningskonsulterna

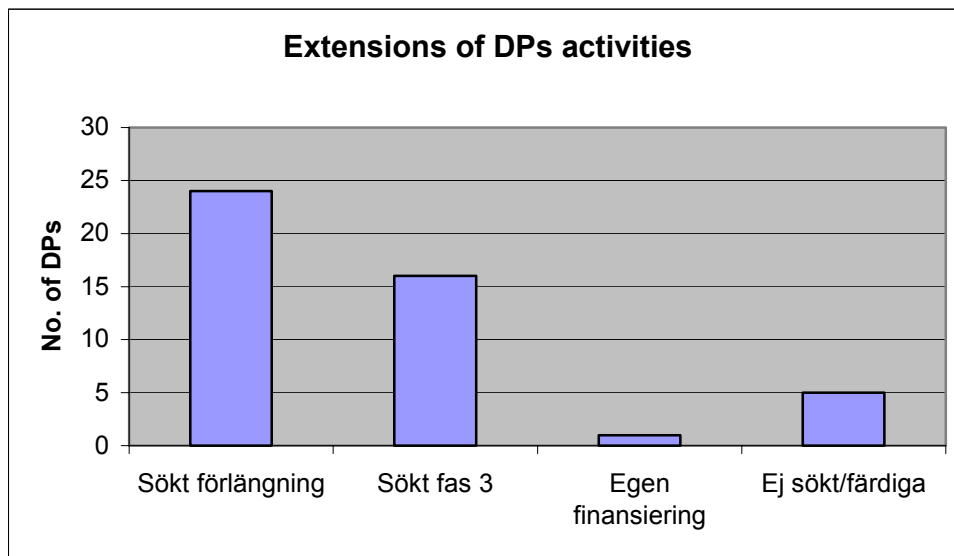
i Stockholm AB

assumed, local companies would accept and use. No analyses or surveys had been made before the decision was taken. When companies were finally asked, it turned out that they had no interest in the scheme as it did not fit in with their current recruitment models.

Some DPs managed to carry out sub-parts of activities which did not receive EU assistance, even with a smaller budget than planned. In some cases co-financiers upped their contribution or the sub-part concerned was carried out as part of the regular activities of a key organisation.

Our understanding is that the delays caused a considerable number of DPs in the first round to apply for extensions in various ways. According to interview data and DP survey results, DPs felt they could extend the time available for finalising development tasks and for dissemination and mainstreaming either by applying for regular extensions or by applying for phase 3 support.

Diagram 7.2-1 Extensions of DPs' activity periods during phase 1



Source: DP survey

1. Extension applied for
2. Phase 3 support applied for
3. Self-financing
4. Not applied/finalised

Ledningskonsulterna

i Stockholm AB

Financing phase 3

Available data show that there are different ways of looking at DPs' experiences of possibilities and conditions for accessing finance for phase 3. This affects how DPs can carry out their core tasks relating to dissemination and mainstreaming by providing information on the results achieved. Some DPs say that adequate dissemination activities were carried out during phase 2 and were financed through that budget; however, additional financing is required for the remaining dissemination and mainstreaming tasks.

The interviews carried out show that some DPs do not have sufficient information on phase 3. In addition, one DP (or participating/related organisation) had not applied for phase 3 support. In some cases, the processing of applications by the ESF Council has been delayed. Three DPs submitted applications and were informed of the decision but the processing time was rather slow.

The lengthy processing of financing decisions and conditions made it more difficult for organisations associated with DPs to plan and secure financing for phase 3. Several DPs have applied for phase 3 support through their respective organisations. Some have been informed of the decision, while others are still waiting; some DPs have been kept waiting for six months or more, in some cases with very little contact with the ESF Council. The Programme Management has confirmed that some phase 3 applications have been processed for up to six months. They point out that these were complicated applications which required time for conducting a dialogue with applicants to make the necessary changes for approval. They also state that some delayed applications may not be included in the follow-up directory listing phase 3 applications. Among other reasons stated in interviews and document studies is the fact that some phase 3 applications include not only phase 3 activities but also time allocated for finalising development tasks. Others were incomplete and had the character of "open proposals/basis for discussion". This may have contributed to creating delays in processing applications and decision-making.

DPs have also found that the financing conditions for phase 3 are unwieldy. Public co-financing of 50% is a prerequisite for EU funding and the general feeling is that it is difficult to secure this type of financing. Some interviewed DPs report that current phase 2 co-financiers have been reluctant to allocate more money to dissemination; hence the idea of securing co-financing by charging those attending workshops. Proponents of this method admit, however, that it is a rather insecure way of co-financing activities. It is also difficult to persuade co-financiers to contribute to dissemination aimed at organisations and activities outside of their own fields of activity and spheres of interest.

Summary

New DPs believe that they have understood the information provided in connection with the call for the second round. Problems have arisen mainly because of time constraints in drawing up the in-depth application and the requirement relating to early establishment of TN co-operation. Co-ordinators with previous experience found that the call, guidelines and requirements relating to the in-depth application were much better and clearer than in the first round.

Ledningskonsulterna

i Stockholm AB

New participants felt that the definitions and requirements for integration of the general principles were clear in the documentation and guidance provided. One problem which relates to the division of criteria (principles) used in the new decision-making model is that DPs do not agree on which principles should carry most weight.

Empowerment focusses on participation in the application process but so far the emphasis has been on working practices within partnerships. Participants with previous experience point out that the high demands placed on the DPs' final beneficiaries in terms of stability, size and financial situation are counterproductive to the success of measures introduced to foster empowerment. New DPs find it difficult to apply the diversity principle. They also feel that the requirements relating to dissemination and mainstreaming were not particularly clear. Not everyone had understood the importance attached to the requirement for DPs' association with NTGs. Respondents with previous experience maintain that the requirements and steps relating to the DP's dissemination and mainstreaming tasks were much clearer in the second round. Many respondents state that new partners working together in partnerships constitutes the innovative content of their activities.

The interim report showed some delays in the implementation. This is still the case and has resulted in several DPs not having completed their development tasks. Therefore, many DPs have applied for extensions of various kinds.

The ESF Council's processing of financing decisions and financing conditions for phase 3 have done nothing to improve DP-related organisations' chances to plan for and secure financing. DPs also found that the financing conditions for phase 3 were overly complicated.

7.3 The implementation focussing on NTGs' organisation, tasks, participation and dissemination and mainstreaming

Most NTGs encountered similar problems which affected the starting up and implementation of planned activities. They underestimated the time needed to initiate and establish direct dissemination and mainstreaming. It takes time to find a smoothly functioning organisation, establish contacts and networks, create viable strategies, collect data from DPs and other sources for validation and further development, etc. Some DPs maintain that these processes can take 18 months or longer. Shortcomings relating to application and processing procedures (as described in the interim report) also explain the delays.

NTGs' organisation, financing and follow-up

Following the transitions described below, most NTGs use the traditional project form. There is a clear project owner who assumes responsibility for activities and financing. Steering groups are the most common form, bringing together project partners, co-financiers, DPs and sometimes representatives for target groups. In these NTGs, the steering groups are responsible for managing the project as well as spreading the results. At least two NTGs have reference groups comprising potential users to disseminate results. In these NTGs, the steering group focusses solely on controlling the project. DPs are represented in all steering groups but their role has

Ledningskonsulterna

i Stockholm AB

changed from having great influence (power) on activities to becoming co-operation partners and delivering ideas and results. In some cases, all DPs are included in the steering group, in others participating DPs are represented by one DP. NTG Asylum has also set up a special co-operation group for DPs included in the NTG. This group discusses questions relating to the NTG's activities. It also reviews and validates results achieved.

Participating DPs generally work together with NTG staff to analyse DPs' results and develop these results in view of the dissemination activities undertaken by the NTG. NTGs activities are divided into sub-projects or sub-branches of activities. In some NTGs, participating DPs are responsible for managing sub-projects but in most cases NTG staff carry the main responsibility. In one NTG, DP representatives form an NTG reference group charged with discussing and sharing experiences from their own activities with regard to NTG sub-projects.

Research plays an important part in several NTG activities. There are two important aspects: firstly, to participate in validating results compiled for DPs and other sources and, secondly, to participate in the NTG's own development activities through research results. We have also noted that several NTGs have replaced scientists associated with DPs with others of their own choice. One reason for this is that the independent status of these scientists, who were not attached to universities or research institutions, was perceived as a weakness. At least two NTGs can be referred to as "research driven", i.e. having the character of research projects.

For a couple of thematic groups at least, changes in the organisation and management of NTGs explain why delays occurred. Initially, NTGs were not clear about how the work should be carried out. DPs maintained that partnership and consensus should be the guiding principles. NTGs' "host organisations" eventually understood that they were the actual project owners not only carrying responsibility for the results achieved but also carrying the whole financial risk. To assume this role, they felt that they needed to be able to control activities to maintain quality requirements set by the project owner and to create value-added (to offset the financial and administrative risks). This led to re-organisations, focus shifts, changes in DPs' role etc. The ESF Council also made it clear that NTGs should use a more traditional project form.

Several NTGs find it difficult to predict whether they will be able to complete the planned activities on time. This concerns mainly new NTGs and NTGs which started late due to delays and problems of various kinds. An important aspect here is also that several NTGs have lowered their initial ambition levels. This is true for those NTGs which originally aimed to create the "ultimate" co-operation organisation and finally decided to develop a quality-assured functioning co-operation model for government authorities working with mentally disabled people, and which were included in participating DPs.

Financing NTGs

Following the changes introduced to the role and participation of project owners, most NTGs state that the financing model is better suited.

Ledningskonsulterna

i Stockholm AB

There are, however, some problems. Some project owners are not interested in financing dissemination aimed at users beyond their own sphere of interest or activity. Other operators within NTGs maintain that it is difficult to recruit co-financiers which are assumed to deploy their own staff or activities as a form of co-financing. They feel that the rules for reporting on co-financing are too complicated.

Another problem is how the financing provided by work carried out by DPs in the first round through their involvement in NTGs can be replaced when these DPs terminate their activities.

Summary

In conclusion, NTGs' activities will deviate from the programme for the following reasons:

- Start-up delays and misjudging the time needed to establish and develop activities so that dissemination and mainstreaming can commence.
- Delays due to organisational problems (see above).
- Any increased requirements relating to results achieved by DPs in the first round.
- The addition of new DPs in the second round which need to be included in NTGs and which develop new results which NTGs were not able to take into account when establishing their activity plans.
- The quality of DPs' results is generally not high enough for dissemination at system or central political level. A common problem is that the results are inadequately documented or require further action for generalisations to be made and for solutions to be implemented on a larger scale.
- NTGs have become their own development bodies instead of processing, analysing systematically, generalising and disseminating the results achieved by DPs.

7.4 The Monitoring Committee's role in dissemination and mainstreaming

The Monitoring Committee is not involved in the practical dissemination of the results achieved within EQUAL. In additions, several interviewed Committee members questioned whether it would be possible and suitable for the Monitoring Committee as a "body" to assume such a role. They also felt that it would be difficult for the Monitoring Committee to become an important part of a dissemination and mainstreaming strategy. One problem stated is that the Monitoring Committee does not receive the strategic information needed to assume such a role on a regular basis.

Individual members can bring new experiences, methods etc. gleaned from EQUAL into their own organisations. The success would then depend on what information had been absorbed. As shown in Chapter 6, this is in large part determined by the initiatives taken by individual Committee members. The respondents felt that it is natural and obvious that the Committee should assume such a role in dissemination and mainstreaming, even if it had never been stated explicitly by the Monitoring Committee.

Ledningskonsulterna

i Stockholm AB

The Monitoring Committee itself represents an important part of the structure where mainstreaming is needed. No formal decisions have been taken with regard to the responsibility for dissemination and mainstreaming, although the issue has been discussed within the Monitoring Committee. The interviews conducted still show that most individual members wish to contribute to dissemination and mainstreaming. Committee members are expected to bring the results achieved back to their own organisation to justify the time and resources allocated to the Monitoring Committee work.

7.5 The ESF Council's strategies for dissemination and actual practice

Contrary to what is set out in the programme, the ESF Council has opted for a low-key presence in dissemination and mainstreaming. According to the programme, the ESF Council should play an active part in supporting DPs and NTGs and also by engaging in dissemination and mainstreaming aimed at the central political level.

Hence NTGs are expected to carry out these responsibilities. The ESF Council sees its role as bringing together potential users and DPs/NTGs and "preparing the ground" for these in the central political structure. An example of this is the meeting held between NTGs and the political leadership of the Department for Enterprise; this co-operation is set to continue and be further developed.

Current development activities within the ESF Council

In the interim report we pointed out that the passive role assumed by the ESF Council was not in keeping with what is stated in the programme with regard to the ESF Council's role in dissemination and mainstreaming. We also pointed out that DPs and NTGs needed more support for dissemination and mainstreaming. Since spring 2005, the EQUAL unit within the ESF Council is working to change its participation in DPs' and NTGs' dissemination and mainstreaming and the support given to such activities. The ESF Council would then initiate a number of projects to disseminate results to the national level. This would be more in line with the role set out in the programme.

Summary

The members of the Monitoring Committee represent an important part of the structure and system that the programme is intended to influence. The Monitoring Committee is not charged with disseminating the results achieved within EQUAL in the capacity of a "body"; it is, however, clear that many of its members are very interested in participating in dissemination and mainstreaming. One problem pointed out by respondents is that Committee members do not receive the information needed to assume such a role.

As set out in the programme, the ESF Council should play an active part in supporting DPs and NTGs and also by engaging in dissemination and mainstreaming aimed at the central political

Ledningskonsulterna

i Stockholm AB

level. Since spring 2005, the ESF Council's EQUAL unit is working to change its participation in DPs' and NTGs' dissemination and mainstreaming and the support given to such activities.

8. FINANCIAL SCOPE AND FOCUS OF THE PROGRAMME

This section outlines the past and projected future financial scope of the programme. The budget is shown in total and also broken down into the areas covered by budgets in accordance with the Programme Complement.

Any deviations and variations are analysed and discussed in Chapter 9.

Firstly, we will deal with funds granted, i.e. the approved budget for DPs and NTGs in total as well as per financier and per thematic field. We will also show the projected and actual use of the remainder of the programme budget (detailing payments made).

8.1 The total scope of activities – approved budget

There is no specific budget for the first round in the programme or in the Programme Complement.

Instead, the proportion of the total scope of the programme has been used as a ratio for the development of the first round.

For all phases of the first round, 925 million Swedish kronor have been allocated, or 63% of the total programme budget for the period 2001–2006. 60% of total available ESF funds for the programme period has been allocated, which leaves 40% available for new projects. At the time of writing, 427 million Swedish kronor (49,4 million euro) have been allocated (data extracts as per March 2005). Total amounts and changes are shown in the table below.

Table 8.1-1: Changes in funds granted to DPs and NTGs 2003-2005 (in total)

(million Swedish kronor)	ESF	Swedish	Total	in %	Programme
	Total grant	co-financing		of budget	budget
annual report 2003	349	464	813	55 %	1465
report May 2004			825	56%	1465
annual report 2004	404	505	909	61%	1492
as shown in this report	427	512	939	63%	1492

Sources: Annual reports 2003, 2004 and data extracts from VM3 March 2005

In the conversion from euro to Swedish kronor, the standard rate of 8,50 was used according to regulation (1999:710), unless otherwise stated in our data extracts. The budget includes

Ledningskonsulterna

i Stockholm AB

”TA funds” (technical assistance) of approximately 89 million Swedish kronor, co-financed through by the ESF Council’s administrative budget.

Thus 63% of the funds of the total programme budget¹ have been allocated, whereas around 65% of the project period has elapsed². The funds granted correspond to the project period elapsed. It is not, however, obvious that this relationship should be proportional in time. In the beginning (phase 1) the funds granted were low, phase 2 started late and there were delays later on in the project period with regard to NTG activities as well as due to the extensions granted several DPs. Overall, this means that the funds approved may be on the low side taking into consideration the intended ”consumption period”.

8.2 The co-financing share of the approved budget

The indicative co-financing share stated in the programme budget is 45% public co-financing and 5% private co-financing of the total budget. The total co-financing should make up 50% of the total budget. In the above decision relating to 512 million Swedish kronor, private co-financing amounted to 13% while public co-financing was reduced to 42%. The reason for this is allegedly that private co-financing was largely made up of work carried out by participants or other contributions in kind relating to DPs in the first round.

The Swedish co-financing currently makes up 55% in total, the remainder (45%) being financed through EU funds. As set out in the programme the financing split for the whole programme period should be 50/50. The ESF Council maintains that this is the result of deliberate planning, as co-financing largely consists of uncertain contributions in kind and there is a need to create a buffer to cover any shortfalls. There is now a 5% buffer to cover any decline in co-financing with regard to contributions in kind.

8.3 The focus per thematic field for the approved budget

Apart from the overall budget, the programme also includes a budget per thematic field, which determines the focus of the programme. As shown in the interim report, no direct control was exerted over the activities in the first round. But the decisions taken left a fixed scope per theme for decisions in the second round, which may have hampered decision-making in that round. The table below shows actual use of the budget so far in the first round.

¹ Changes of the total budget are due to the addition of index funds etc.

² To take into account start-up delays, the project period is regarded as running from 1 January 2002 until 30 June 2005.

Ledningskonsulterna

i Stockholm AB

Table 8.3-1: Allocated amounts as a percentage of the budget per theme

Thematic field	Allocated amounts
	% of budget
Thematic field I	57%
Thematic field II	56%
Thematic field III	64%
Thematic field IV	47%
Thematic field V	54%
In total	58%

Source: data extracts from VM3 as per March 2005

As shown in the table, the percentage of the budget which has been utilised varies considerably between thematic fields, from 64% for thematic field III (Promote lifelong learning) to 47% for thematic field IV (Reduce gender segregation). One partial explanation is the fact that not all thematic fields are strictly and stringently defined. Thematic fields 4 (Reduce gender segregation) and 5 (Asylum seekers) are clearly defined, whereas thematic fields 1 (Towards employment) och 3 (At work) have rather wide definitions. The latter have drawn many applicants and there is some uncertainty within the ESF Council as to which thematic field applies.

8.4 How will the remainder of the budget be utilised?

ESF has drawn up a plan or forecast showing how the remainder of the budget will be used (around 314 million Swedish kronor of ESF funds or around 570 million kronor in total). These figures are shown in the table below. Here it is assumed that the remaining budget per thematic field will be fully utilised.

Table 8.4-1: Planned use of the remaining programme budget (ESF funds)

(ESF million Swedish kronor)	NTG	Phase III activities	Phase II indicative	Miscellaneous	Total
Thematic field I	7	2	99	9	117
Thematic field II	1	2	35	5	43
Thematic field III	3	3	80	13	99
Thematic field IV	5	1	27	4	37

Ledningskonsulterna

i Stockholm AB

Thematic field V		2	16		18
In total	16	10	257	31	314

Source: data extracts from VM3 as per March 2005

This item includes changes to previous decisions, increases made in the two decision rounds and VAT. According to this forecast, the remaining budget will be fully utilised and there is some oversubscription on the part of the ESF Council.

One conclusion following an analysis of the available budget is that DPs and NTGs will have less room to manoeuvre in the second round than in the first round. The overall budget is covered but so are the budgets per thematic field, which was not the case in the first round. The remaining budget per theme is largely determined by the decisions taken in the first round. To assess the accuracy of the forecast and to find out to what extent the available budget has been earmarked, we have reviewed the decisions taken until the end of August 2005.

Based on decisions taken as per 18 August on projects in the second round, the following picture emerges in relation to the forecast as per March 2005.

Table 8.4-2: Planned and actual use of funds as per August 2005

(million Swedish kronor)	Total planned amount March 2005	ESF funds March 2005	Total actual amount August 2005	ESF funds August 2005
Thematic field 1		117	179	90
Thematic field 2		43	76	37
Thematic field 3		99	161	72
Thematic field 4		37	52	26
Thematic field 5		18	14	7
In total:	570	314	482	232

Source: data extracts from VM3 as per March 2005 and 18 August 2005 respectively

According to a forecast made in March, in total 570 million Swedish kronor remained and by August 482 million kronor had been allocated. The corresponding amount for ESF funds was 314 million kronor and 232 million kronor, respectively.

Ledningskonsulterna

i Stockholm AB

The result as per August concerns decisions relating to the second round (phases I, II and III) including NTGs. The analysis shows that nearly 90% of the remaining total ESF budget has been allocated. For thematic field 2 the whole budget has been allocated.

These data show that of the total available funds amounting to approximately 570 million Swedish kronor as per March 2005, around 482 million kronor had been allocated by August 2005 through decisions relating to the second round, corresponding to around 85% of the total budget. Of the remaining ESF funds (314 million kronor) outlined in the table above, 232 million kronor or 74% had been allocated to approved projects³.

8.5 Utilisation of the approved budget, payment ratio etc

So far we have studied the decisions taken to establish a budget for the projects (DPs/NTGs). Below we will look at how this budget has been utilised and which payments have been made.

Payments for approved projects (DPs)

Payments relating to grants allocated can be viewed as an indicator of the DP/NTG activity completion rate and, consequently, to what extent they have the documentation needed to request funds to cover related costs. The proportion of funds paid out can thus be compared to the budget allocated to the respective organisation as an indication of the activity completion rate. It is assumed that the projects request funds as and when costs arise and documentation for demands is made available. We have analysed this and the situation per DP/NTG in the first round against the data available as per March 2005. The analysis shows that the payment rate (accumulated payments compared to the approved budget) varies greatly between projects. These data are shown below in table 8-5.

For most DPs, the project period runs from the beginning of 2002 (due to start-up delays) until mid-2005. Many DPs have subsequently been granted extensions until the end of the year (2005). Taking this into account, it is estimated that 80% of the project period has elapsed at the time of submitting the report.

The average accumulated payments correspond to 58% of the budget and the median value is 49%.

³ This forecast covers the situation as per March and the decisions of the second round. Decisions relating to the first round made after March 2005 also need to be taken into account. They include amounts allocated to phase 3 activities.

Ledningskonsulterna

i Stockholm AB

Table 8.5-1: Accumulated payments as a percentage of the budget for the first round

Payments as a percentage of the budget	DPs as a percentage of the total number
0-40	20%
40-70	60%
70-100	20%

Source: data extracts from VM3 as per March 2005

As shown in the table, more than 80% of DPs are below the ratio indicated by the project time elapsed. For 10 DPs the payment ratio is very low and for another 10 or so it corresponds to the project time elapsed.

There are several factors explaining the low average payment ratio. According to the information available there are four factors which delay payments:

- demands submitted late by the projects,
- inadequate documentation and failure to provide the ESF Council with further information on demand,
- slow processing within the ESF Council,
- occasionally delayed processing within the ESF unit of the Labour Market Board due to inadequate staffing.

The staffing problems within the Labour Market Board are due to the decision to re-locate from the town of Umeå to the region of Värmland. Some members of staff within the ESF unit resigned because of this.

As shown above, 20% of the projects have a very low payment ratio. We have analysed the reasons for this and found that one project had closed down. The following reasons were given: the project model did not function as planned, the partnership had serious problems getting off the ground and the intended target group could not be delivered to the project owner.

For other projects showing a low payment ratio, there were several explanations.

- Some complicated projects had experienced initial difficulties which led to delays in starting the project. A number of these projects have applied for or been granted extensions.
- Some projects have changed project owners (and beneficiaries).
- A number of project encountered difficulties in establishing clear plans and starting their planned activities; some of these have applied for and been granted extensions.
- Others (the majority), where a local or central government authority is the project owner/beneficiary, have simply been late in submitting their demands.

Ledningskonsulterna

i Stockholm AB

It is clear that the central and local government sector as project owners/beneficiaries have been late in submitting payment demands; they form the largest group on the list drawn up of projects with a low payment rate. Another observation is that, until May 2005, demands which were not straightforward were put aside as DPs had not replied to the ESF Council's requests for further information. These problems have been addressed and the situation is much improved. The available information shows that the situation had improved significantly by August. We have therefore updated the information provided on the payment rate to include developments until the end of August in this report.

During the second four-month period of 2005, action was taken to address the payment situation within the ESF Council and the ESF unit of the Labour Market Board. Measures were introduced to solve the problem of late payments and are still ongoing according to the ESF Council and the Labour Market Board. The payment situation improved significantly (as per August). Our follow-up shows that the accumulated payments in relation to the budget rose from 58% in March to 63% in August. This takes into account the fact that allocated funds also increased during the same period. Thus the payment rate increased, albeit slowly.

One reason why the payment rate has remained largely unchanged is that new project decisions mainly concern phase 3 activities which have not yet given rise to any significant payments. The problem of some projects having a low payment rate still exists. Despite higher monthly payments, the average payment rate remains largely unchanged (around 60%) when comparing accumulated payments to the projected amounts until March and August 2005, respectively.

Monthly payment rate

Previously the payment rate was a problem due to lengthy demand processing times. Although there was a clear improvement, this issue has re-emerged in the last six months due to problems such as the ESF unit within the Labour Market Board being understaffed. More staff had been deployed by early summer 2005. Our follow-up covering the period until August 2005 shows that the improvement is stable and that payments still remain at a higher level. Payment rate variations are shown in the table below.

Table 8.5-2: Monthly EQUAL Payments

2004

January		9 263 197.00
February		7 152 123.00
March		12 581 736.00
April		16 947 236.00
May		6 786 716.00
June		13 195 561.00
July		10 969 658.00
August		12 338 168.00
September		11 879 861.00
October		2 748 675.00
November		10 480 603.00
December		6 371 463.00

Ledningskonsulterna

i Stockholm AB

2005

Month	Result SEK
January	5 038 817.00
February	5 242 768.00
March	6 342 569.00
April	8 061 295.00
May	12 495 188.00
June	16 857 377.00
July	12 905 841.00

Source: Report submitted to the Department for Finance and Enterprise, Raindance ARA report, FIN_PRO for the respective year

In 2004 payments amounted to 120 million Swedish kronor; on average, just over 10 million kronor per month. In total, 240 million kronor were paid out (Source: annual report and Labour Market Board statistics compiled using our data extracts). It is considered desirable to increase the payment rate compared to the previous year, i.e. more than 10 million kronor per month, to avoid having to increase the payment rate drastically in the coming two years. So far this year, only 5 million kronor per month have been paid out (January to April 2005). The need to increase the payment rate significantly is due to the so called N+2 rule, according to which Sweden may have to reimburse funds to the Commission unless the corresponding payments have been made by the end of the respective year. The assessment made in August shows that although the requirements were fulfilled in 2005, the payment rate needs to increase further to avoid problems later on.

There is thus a need to focus on larger amounts when discussing payments. As pointed out by the ESF Council in May, a potential consequence of this is that financially weaker partners risk losing their priority treatment in the processing of payments.

The Programme management took a more optimistic view when following up this discussion in August. The previous focus on financially weak parties is set to continue as the payment rate has improved and larger sums than before have been paid out.

8.6 Summary

A comparison between recent developments and the forecast of March 2005 shows that the available budget is likely to be used in its entirety. The same goes for the thematic-field budgets set out in the Programme Complement. A follow-up of the forecast in August shows that a considerable part of the budget has been allocated.

Total Swedish co-financing now amounts to 55%. A significant part of this is made up of contributions in kind which cannot always be taken for granted. The current financing split allows for a certain reserve for loss of such contributions in kind, so that the split is estimated at 50% Swedish co-financing and 50% EU funds.

The payment rate is still low and the increase has been negligible in the last six months despite a rise in monthly payments. Recently allocated funds are destined mainly for phase 3 activities

Ledningskonsulterna

i Stockholm AB

which have not yet started and therefore have not yet led to a significant number of payment demands. The ESF Council, however, believes that they will be able to adhere to the so called N+2 rule with regard to the current year.

9. ANALYSIS AND CONCLUSIONS

Chapter 9 deals with three main areas. Firstly, we present our analysis and conclusions focusing on the relevance of programme implementation in relation to the socioeconomic context and actual approach and ask, for example, whether attention was focused on the most important areas of discrimination. We also look at the consistency of programme implementation in relation to the preconditions of the programme. Three aspects are discussed, namely whether the profile of the programme influenced the opportunity to achieve its aims, whether the programme stood out from standard programmes and whether activities were distinct from other structural fund programmes. The first part concludes with analysis and conclusions focusing on whether the content of the dissemination and mainstreaming activities corresponds to the actual research results within the main areas of the programme.

In the second part of the chapter, we analyse and draw conclusions from the main areas covered by the second stage of the evaluation. We examine whether the content of the dissemination and mainstreaming activities, as well as the approach and methods used so far, will help us to achieve the aims of the programme. We also analyse whether EQUAL's general principles have made a contribution to achieving the programme aims. We ask whether the principles were included in the working methods and/or had any influence on what the DPs and NTGs have developed and whether the principles have helped to create added value. We also look at the analysis and conclusions of the follow-up of control and management issues, for example, within the framework of the evaluation, as well as analysis of the monitoring and follow-up role of the Monitoring Committee (MC) and its contribution to dissemination activities.

The chapter concludes with a section where we analyse and present our conclusions on the impact EQUAL has had at national and EU levels – have new approaches and models been tried, have these been successful and if not, why not? There follows further analysis and conclusions as to whether EQUAL has helped to create added value – have the resources used differed from or exceeded those used in national programmes? Has EQUAL had an impact on and/or contributed to the development of learning processes which influenced programme implementation and which can be utilised in the continued implementation of this and other programmes, and at EU level?

Our recommendations have been incorporated, where justified, at the end of some sections of this chapter. These recommendations focus on changes and improvements to be made in the remaining programme period. In the final section we look at the more long-term conclusions that can be drawn so far and which can be used in future structural fund and other development programmes.

Ledningskonsulterna

i Stockholm AB

9.1 The relevance and consistency of the programme – was the focus on the most important areas?

In the following section, we present analyses and conclusions in respect of the relevance of the programme – has the actual approach, dissemination and mainstreaming, and the potential outcome been in tune with the programme environment. Furthermore, is the actual approach in line with that of the programme? In the context of the research carried out during the evaluation stage, we also examine whether the programme dissemination and mainstreaming activities were focused on finding solutions to discrimination problems and areas which were the subject of research during recent years.

Strengths, weaknesses, opportunities and threats – a comparison with the interim report’s SWOT analysis

In the updated SWOT analysis presented in the interim report, we showed that the strengths and weaknesses reported in the original analysis are still valid. Many of the strengths and weaknesses in the Swedish labour market presented in the SWOT analysis still exist. For example, the matching of skills and workforce needs continues to be unsatisfactory. Exclusion in the workforce has not decreased. For example, ethnic background continues to be an important basis of discrimination, a large number of young people are not employed or studying and equality has not yet been realised. With regard to opportunities and threats too, many basic structures remain unchanged, such as the pending labour shortage, the growing need for care and assistance, rising ill health, greater regional imbalances in terms of population and increased marginalisation of vulnerable individuals.

The reality behind the statistics and the labour market structures which are the cause of inequality in the labour market is not something that is likely to change over the next few years. Hence, there has been no expectation of a radical structural break in the trend since the EQUAL programme was launched.

The economic downturn at the beginning of 2000 indicated that no change in the trend was evident. The long-term unfavourable trend for marginalised individuals in the labour market thus continues. Action needs to be taken to tackle the issue of these individuals being used as a labour market reserve.

The updated SWOT analysis therefore indicates that EQUAL’s approach is on the right track. There is therefore no reason to advocate any general changes to the project objectives, strategies and priorities in the light of changes to our environment in recent years.

Programme consistency – its preconditions and whether the content of the dissemination and mainstreaming activities are in line with programme direction

The programme aims and goals can be described as wide-ranging and ambitious. They should result in a reduction in discrimination in the labour market and in the workplace. The effects should be felt at the level of processes, methods, systems and structures. Work should be

Ledningskonsulterna

i Stockholm AB

organised so that programme stakeholders contribute jointly in their various roles. The DPs must be able to develop innovative results and disseminate these locally and nationally; the NTGs must be the principal instruments for influencing the system and the ESF Council must support and manage the development work. Moreover, the program must also develop methods for managing and bringing influence to bear on the central political system.

The programme, too, can be described as being very broad, i.e. it covers several political areas and various aspects of discrimination and exclusion in the labour market. This has produced problems as well as opportunities. Opportunities in that the breadth of the programme could have provided a basis for attracting DP applications for round 1 having a broad approach. It could have enabled the MC and the ESF Council to select the best applications and reject not only those which did not fit the thematic profile of the programme but also those that lacked the level of innovation needed to respond to programme requirements. The breadth of the activities resulting from the selection procedure for round-1 DPs has created problems in the form of fragmentation which, in turn, has led to funds being spread over a wide range of initiatives. As a result, resources for the initiatives have been too limited for them to have a lasting impact on discrimination in the project areas concerned.

The bottom-up approach is another factor that contributed to fragmentation of the activities vis-à-vis the programme aims and goals. This bottom-up approach has affected the MC's and ESF Council's ability and will to influence the initiatives and thereby the content and results of the work of the DPs and NTGs, as well as the conditions for realising the programme goals.

Another factor is that many DPs have interpreted the programme goals relating to transnational cooperation, including the general principles and the participation of DPs in external dissemination and mainstreaming activities, as resource-consuming "additional duties" which interrupt the main activities of developing models, methods and/or influencing attitudes, processes, structures or systems. This has meant that these parts of the programme have had a lower priority which has had a negative impact on the chances of integrating activities and results and of reaching the intended project objectives.

Did the programme have the "correct" approach, content and emphasis?

On the whole, our analysis in the interim report of the approach and content of the EQUAL initiatives indicates that there was good compatibility between the planned DP activities and the focus of the programme's thematic fields. However, other aspects examined in the interim report are less compatible, e.g. compared with the employment strategy and the activities of the NTGs and their approach to the programme.

As shown in the interim report, the analysis indicates that efforts and DP results are focused on measures aimed at making it easier for hard-to-place individuals (*svårplacerade*) to find employment, e.g. young people and immigrants. Initiatives to reduce discrimination against those in the labour market, e.g. the elderly, women and immigrants, have been limited and largely restricted to information activities. Efforts to help immigrants find the "right" job (and not merely a job) or to stop EQUAL's target group being used as a labour market reserve (in when times are good and out when they are bad) were limited. Initiatives to boost entrepreneurial activity and

Ledningskonsulterna

i Stockholm AB

efforts are centred on the social economy. The efforts, per se, are not in question, only their emphasis.

The ESF Council has largely been responsible for directing the actual activities within the NTGs. It set out the thematic fields and their main focus in its invitation to the DPs, following discussions with DP representatives and a decision by the MC. In the course of the work on the NTG applications, a new NTG was established on the initiative of two of the DPs. There has also been a recent initiative to establish an NTG for equal opportunities (*jämställdhet*). In view of the fact that equality is an area of high priority for the programme, it is surprising that this has taken the ESF Council so long. The delay could result in the results produced by the DPs in round 1, which are worthy of dissemination, being lost. Round 1 was completed in autumn 2005, at the latest, and it will be difficult for the DPs to develop contacts with the NTG for equal opportunities, which is not yet up and running, before completing their activities. Some round-1 DPs working in the field of equality have already wound up their activities.

The DPs' possibilities of securing co-financing is likely to have steered their actions towards improving employability. The possibilities of obtaining co-financing, using the model chosen for EQUAL, are greatest in this area where well-funded authorities such as the National Labour Market Authority (AMS) the Social Insurance Office (*Försäkringskassan*) are to be found.

One problem affecting the ability of the DPs/NTGs to influence the authorities which have been responsible for a large part of the co-financing is a trend which has shown signs of accelerating recently. This development can be seen in the changes taking place in important government sectors (policy areas) which have responsibility for rehabilitation measures and work schemes for the unemployed (e.g. AMS and employment services such as the Social Insurance Office). Organisational changes and change in activity objectives has resulted in increased centralisation and a narrower focus resulting in less diversification of activities across the country. Hence, the scope for local and regional adaptation has essentially disappeared. Furthermore, the most marginalised individuals have lost ground – the employment services, for example, do not regard them as a “core group”. This has increasingly meant that individuals affected by EQUAL's anti-discrimination work are no longer a primary responsibility for these authorities. This has restricted the integration of new models and measures into the regular activities of these authorities, affecting the chances of achieving programme objectives.

Were EQUAL's activities and results different to those of other structural programmes?

EQUAL's organisational model, aims and goals differ by and large from other structural fund programmes. However, there are some similarities with earlier Community initiatives, e.g. Employment and Leader. EQUAL's specific function is, first and foremost, to facilitate implementation. The partnership model has been and is being applied to other structural fund programmes and to regional growth programmes. EQUAL partnerships differ in that the role of the partnerships is more advanced and extensive than in other programmes. They need to perform activities, cooperate on an equal basis, contribute and develop new skills, create new combinations of collaborating organisations, and produce results together which will be carried forward. Their experiences must be disseminated to other fields, along with the partnership

Ledningskonsulterna

i Stockholm AB

models they have developed.

Another difference is EQUAL's focus on mainstreaming, especially new tools such as the NTGs which have not previously been tried out in any other programme.

Was the programme realistically designed and were the criteria realistic?

The programme is dependent on the development of actions which will have a (far-reaching) impact on – a large number of often complicated – discriminatory exclusion mechanisms in the labour market and working life. The programme directs that the actions must influence processes, models, structures and systems in a large number of political areas with the aim of reducing discrimination. The ambitious programme objectives have been difficult to achieve fully. One important reason is that the DPs have had about two years to implement the development plans for their projects, which is insufficient time considering the scope of the task, and particularly taking into account current discrimination patterns which a number of organisations have been working to try and combat over a long period. In addition, EQUAL's budget can be regarded as relatively small considering the size of the task at hand, and needed to be distributed among a number of projects – considerably more than envisaged when the round-1 DPs applied for funding. Those DPs proceeding to round 2 received less funding than planned.

Another factor has been that the majority of DPs and some NTGs, too, have not carried out any in-depth analyses on how they should go about communicating their results to the users. They do not normally analyse, for example, how they should go about reaching the users and bringing an influence to bear on them. Nor have they received any real support from the ESF Council in this respect. The lack of analyses has diminished the possibilities for mainstreaming the results of EQUAL. However, a few DPs and NTGs have carried out such analyses, examining how to go about reaching the users and developing dissemination strategies to transfer knowledge gained to the users. One such example is the DP and NTG working to influence employers and central trade unions to provide homosexuals and bisexuals with the same conditions as other employees. Other examples are the DPs, Access and Practice (*Praxis*), and the NTG, Learning (*Lär*). The DPs and NTGs which have initiated their dissemination activities have, in our opinion, come much further in the mainstreaming process than the other stakeholders.

Overall, the activities of the DPs cover a large number of fields even though the primary area of focus has been labour market policy, as shown previously. The possibilities for DPs to achieve the ambitious objectives are likely to be limited, as the report shows. Added to this is poor programme control and management. Guidelines for the DPs and NTGs have been inadequate and have been repeatedly supplemented while work was in progress, and sometimes entailed a change of direction. Guidance has often taken the form of verbal instruction. All this has been highlighted in the interim report. This, together with the management shortcomings referred to previously has meant that the conditions for the DPs and (later) the NTGs have been far from realistic, making it difficult for them to work in the "spirit" of the programme and at the level envisaged.

This being the case, it is not surprising that the DPs have concentrated on what they felt was

Ledningskonsulterna

i Stockholm AB

possible to implement in the timeframe and within the budget available. This was further compounded by the fact that several DPs felt that the assignment was largely about developing activities on behalf of the project promoters and/or the partnership (an outlook that the ESF Council has done little to change). Consequently, several DPs (and NTGs) have concentrated on developing models, methods and procedures. The result is that they fail to achieve all of the EQUAL objectives; the achievements are nevertheless good given the circumstances. Some very good results have been produced, as has been shown in Chapters 3, 4 and 5. We now feel it is up to the stakeholders in the programme to do their utmost to ensure that the results are used and disseminated.

Summary

As we confirmed in the interim rapport, we feel that the approach and aims of the programme will hold good for the remaining part of the implementation process. The practical implementation and results show, however, that it has been difficult to bring the programme activities and results together at DP and NTG level to create the right conditions for achieving the programme objectives. There are also several key problems which have affected the possibilities for bringing the activities and results in line with the programme's overall aims and goals. Factors at play are the programme's broad and ambitious aims, the bottom-up approach, control and management. Thus there are grounds for the MC and the ESF Council analysing and implementing measures to promote the merging of activities and results of round-2 DPs and within NTGs at programme level.

Examining the nature of the work and the results of the DPs provides an insight into how well the principle of thematic approach has been implemented. The examination has shown that the thematic approach at DP level was weak which has also been confirmed by the DP outcomes. Thematic fields and priorities have played only a minor roll in the work of the DPs. Generally, DPs carry out activities within several thematic fields and development areas. The DPs have the impression that the activities simply fall into different thematic fields rather than being determined by the focus and content of the fields concerned, and this affects the outcomes.

For their part, NTG have worked thematically and within the framework established by the ESF Council. However, in several cases, individual NTGs have further defined their actual activities in relation to ESF Council's decision. Other aspects of the thematic approach, e.g. what is to be disseminated by the DPs and NTGs, the recipients' participation in dissemination and mainstreaming, their conditions for taking account of the results of EQUAL, etc. are commented on in Chapter 3.

The programme stipulates that the measures must have an impact on discrimination across a broad political spectrum. Round-1 DPs have, for example, had limited time and less funding than originally planned. On the whole, this indicates that the programme design and objectives have been too high. This, together with the management shortcomings referred to previously has meant that the conditions for the DPs and (later) NTGs have been far from realistic, making it difficult for them to work in the "spirit" of the programme and at the level envisaged.

This being the case, it is not surprising that the DPs have concentrated on what they felt was

Ledningskonsulterna

i Stockholm AB

possible to implement – to develop activities on behalf of the project promoters and/or the partnership. The result is that they do not achieve all the EQUAL objectives; the achievements are nevertheless good given the circumstances.

Recommendations

To prevent inconsistencies arising between the programme objectives and the activities and outcomes at the central level of the programme and in round-2 DPs and NTGs, it is important that follow-up activities at all levels should, in future, focus on linking the follow-up data to the programme objectives

9.2 Are the activities supported by research?

Research relating to the activities of the DPs and NTGs is considered important for the programme. We assume this to mean the DPs and NTGs should, *inter alia*, base their activities on research findings.

The compilation of research results (Annex 2) is intended to provide an overview of the scientific community's findings on discrimination in the Swedish labour market. This representation is contrasted with the programme focus and content. The results have been compiled so as to provide a current overview focusing mainly on labour economics. The primary aim of EQUAL is to improve the employment situation by reducing discrimination in the labour market, and research relating to the labour market is central to this aim.

The findings show that discrimination in the labour market arises because conditions are not the same for everyone. Discrimination takes the form of lower pay, poorer career prospects and higher unemployment than is “deserved”.

The research divides discrimination into three main areas – preference-based, statistical and institutional discrimination. Preference-based discrimination is a preference for working with, receiving services from or employing people from a certain group. This means that individuals of certain groups are placed at a disadvantage by those who disapprove of the group to which they belong. Statistical discrimination is based on the belief that perfect and free information is available on workers' productivity. This kind of discrimination occurs when, based on existing statistical information, an employer believes that certain groups of people “are sick more often” and/or “are unable to work as part of a team”, etc. Institutional discrimination is a reaction to the unsuccessful integration policy which concentrates on structural and institutional mechanisms underlying ethnic divisions in society.

The programme makes it clear that EQUAL needs to encompass all forms of discrimination. Our observations show that programme activities have so far concentrated on adapting labour market policy so as to pay more attention to the problems of discriminated groups, influence employers' attitudes to applicants from marginalised groups and offer better incentives to marginalised groups to enter gainful employment.

Of the above-mentioned categories, EQUAL has focused on preference-based and statistical

Ledningskonsulterna

i Stockholm AB

discrimination. Measures have been focused on strengthening the position of individuals and influencing the attitudes of employers. Few activities have been geared to changing institutional factors underlying discrimination, i.e. changing formal and informal regulations which essentially discriminate against marginalised groups but which are also established/accepted norms.

Different areas of discrimination – various problems and solutions

Below we look at the way in which EQUAL initiatives have influenced areas of discrimination and the factors which researchers feel are important to change in order to reduce discrimination in the labour market and the working environment.

Racial discrimination

Research in this area highlights several discriminatory factors which have affected the ability of groups of people of foreign origin to enter the labour market and work under the same conditions as people born in Sweden.

Factors involved include cultural differences and differences in the focus on human capital. Larger geographical distances from the country of origin make it harder for those of foreign origin to enter the labour market. Level of education is another obstacle to immigrants obtaining employment and having the same working conditions. This affects those who have a low level of education as well as those who are highly qualified. The discrimination of young immigrants in school means that they are less likely to go on to higher education, are required to show competency in Swedish which is unnecessary for the labour market and to demonstrate Swedish social skills, etc.

Other important discriminatory factors include age, lack of recognition of foreign qualifications, employers' "fear" of unfamiliar names, etc. Another problem is the low incentive to enter gainful employment. In all, the review of the research shows that there is great variation in the problems and preconditions for different groups of immigrants and ethnic groups.

Our observations show that immigrants and residents born outside Sweden comprise a distinct target group within the programme but that the diversity of the different groups and their preconditions have not been taken into account. Moreover, some important discriminatory factors highlighted by the researchers have been excluded. Examples of these include the particular problems faced by older immigrants in Sweden, transferability of foreign qualifications, etc. Overall, it is clear that the initiatives to combat racial discrimination are generally not in keeping with the research results at hand and that the research provides interesting knowledge which could be more constructively applied within the programme.

Asylum seekers

There are almost no employment policy empirical studies dealing specifically with asylum seekers.

Ledningskonsulterna

i Stockholm AB

The compilation of the research carried out shows that there are three significant factors which determine how much importance asylum seekers attach to education in Sweden – their age, their education level when they took up residence and country of origin. At the same time, education appears to have little effect on their chances of finding a job. The conclusions highlighted two important issues: 1) There are large differences in labour market performance depending on the country of origin; 2) It is more important for refugees to be given opportunities to enter the labour market than the educational system.

Within the thematic field, Asylum, programme efforts have focused on developing new models for refugee reception. The models have taken health as their starting point and initiatives have largely concentrated on replacing inactivity with action and generating early contact with working life. This is in keeping with one of the research conclusions previously mentioned. EQUAL has also instigated research relating to asylum seekers and the period they spend as such. This is a field that has been little researched until recently and the results will provide valuable input in this regard. “While we are waiting” by J-P Brekke and “*En väntan under påverkan - Förstudie*” (“A waiting under influence – a preliminary study”) contain interesting information on how refugees experience the period they spend as asylum seekers and suggestions to improve the situation.

Sexual orientation

As far as we are aware, there are no empirical studies on the discrimination of homosexuals and bisexuals in the Swedish labour market. A number of interview studies exist which have examined discrimination in the workplace. These attest to the fact that gays and bisexuals feel they are the subject of discrimination and harassment on account of their sexual orientation. The studies put the incidence of discrimination and harassment of homosexuals and bisexuals in working life down to gaps in knowledge. The dissemination of information and transfer of knowledge are recommended as ways of counteracting discrimination. To put these measures into practice, the studies recommend focusing on the role of the trade unions and employers. There are differences between the sexes when it comes to discrimination based on sexual orientation. Gay and bisexual men are exposed to discrimination more frequently than homosexual and bisexual women. Research results from other countries demonstrate the effects of sexual orientation in the labour market and tend to show that bisexuals and homosexuals are paid slightly less and are thus being discriminated against in terms of pay. Studies exist which, to varying degrees, show that homosexual men earn less than heterosexual men but that the situation is quite the reverse for women. The results show that it is important to consider gender issues when examining the issue of sexual orientation.

The DP and the NTG working on sexual orientation-related discrimination have set out to examine the factors that lead to discrimination of homosexuals and bisexuals and to combat these through education and information. As shown in Chapter 5 and in this chapter, the approach adopted has been to convince employers and trade unions to include these issues on their agendas and to develop special educational tools to reduce the discrimination of these individuals in working life by promoting understanding amongst management and staff. The gender dimension has been used to provide information on the particular discriminatory factors and problems faced

Ledningskonsulterna

i Stockholm AB

by homosexual and bisexual women and men. EQUAL has helped to get the research project up and running by initiating research with the Swedish scientific services and within the framework of transnational cooperation. This has, *inter alia*, resulted in the production of a report by Karlstad University. As part of a transnational cooperation project with a Swedish DP, a Finnish DP has also published a study on sexual orientation called “Straight people don’t tell, do they..?”. As is the case of the Swedish studies, it shows that most people are reluctant to speak about their sexual orientation in the work place. According to the Finnish study, about 20% of the homosexual or bisexual men and just over 10% of the women have experienced discrimination on account of their sexual orientation.

Sexual discrimination

Our compilation of research results show that there has been substantial progress over the past century. The remaining gender-segregated structures involve the unequal distribution of resources between men and women. One problem is that men continue to show relatively little interest in “female occupations”. Another is employers’ values and the influence of these on their demand for untraditional labour. A third problem is that guidance and training provided by the Labour Market Agency (*Arbetsmarknadsverket*) follows traditional gender-based patterns. Are there any visible tendencies that EQUAL is attempting to look at things differently in this respect?

The programme has to only a limited extent been concerned with promoting interest among men for female-dominated occupations. On the other hand, several DPs, especially those in the special thematic fields of equal opportunities, have been involved in producing new tools for developing recruitment and career-planning processes to provide better opportunities for women. There have been no activities specifically aimed at influencing the Labour Market Agency’s guidance programmes. On the other hand, we have established that DPs involved in developing new labour market and/or rehabilitation measures have recognised that women and men have different problems/needs. They have thus developed measures/tools adapted to the particular needs and problems of women, instead of producing a set of measures/tools based on the needs and problems of men.

Other important problem areas highlighted by the research are, for example, that the solution to equality problems does not lie in men entering traditionally female markets and being worse off without women being given better opportunities. Furthermore, hierarchical organisational structures entail fewer opportunities for creating equality than the more horizontal structures of modern working life. New organisational structures in the labour market, such as the increasingly individualised work experience programmes, could pave the way for a new, equal opportunism on the part of employers. One possibility highlighted by the research is that an equality programme should be developed to tackle the more complex realities of organisations while respecting the choices of individual men and women.

A fundamental equality problem highlighted by the researchers is the notion that women should have the main responsibility for children, an area which has only been briefly touched on in EQUAL activities to date.

Ledningskonsulterna

i Stockholm AB

The programme has, to some degree, been involved in developing tools to improve opportunities for women to enter typically male-dominated occupations. Some activities have also been aimed at promoting diversity (female participation in management positions) in corporate life, in the form of initiatives such as the manager recruitment programme geared to women. Overall, EQUAL has been involved in a limited number of areas but it has not tried to systematically tackle the more complex organisational problems that are unfavourable to women.

Research in this field shows that there is a central corpus of knowledge that should be put to better use in future programme work relating to, for example, the impact of organisational structures on the opportunities for equality and the notion that women should be responsible for the children, and the discriminatory consequences hereof.

Integration of disabled persons

The programme has to only a limited extent been concerned with the discrimination problems of the disabled.

The research results deal with issues which directly affect the position of disabled people in the labour market. According to the research, people with disabilities have higher unemployment, lower pay and lower levels of education and training than people without disabilities. This is reflected in the fact that disabled people are more likely to have poorly paid jobs than non-disabled people. Changing the attitudes of employers is an important element in providing better opportunities for disabled people to enter the labour market.

In standard labour market measures, it is normal practice to select the most “employable” people for the programmes which means that disabled people, who have the greatest problems, receive the least support. This is clearly something to be aware of; does EQUAL have a strategy to deal with this phenomenon?

The EQUAL programme has included activities directed at influencing employer attitudes to the disabled as well as activities aimed at working with disabled people who are normally not given priority by the State Employment Service (*Arbetsförmedling* - AF) and the Social Insurance Agency (*Försäkringskassa*). The latter has not been totally successful in that AF and the social insurance offices have been using traditional selection procedures even when working on behalf of EQUAL. The fact that some of the programme activities use new and divergent methods has made it even more difficult to get participants from AF and the social insurance offices.

One important research conclusion is that it is difficult to reach out to the most marginalised disabled people via the State Employment Service and the social insurance offices and that other avenues of recruitment will need to be found to establish contact with this section of the target group. For example, this could be done via organisations for the disabled. Another research conclusion is that it is important to reach the groups with the least accessibility to the labour market and to develop tools to improve their labour force participation with the aid of the programme. As yet, no recruitment methods have been developed within EQUAL which reach out to these individuals.

Ledningskonsulterna

i Stockholm AB

Integration of former prisoners

The compilation of the research results shows that there are no detailed analyses of Swedish labour market policy initiatives to prepare prisoners for release and help them back into employment following release. (This has been the focus of EQUAL's work within this field in round 1). The available research focuses mainly on trying to understand the reasons for crime and how to prevent it occurring. Initiating research in this area has enabled EQUAL to contribute to improving the prospects of those released from prison so that they do not revert to crime due to insufficient opportunities.

General conclusion

One general conclusion to be made is that the research findings available in the fields in which EQUAL works have had only limited impact on programme implementation and results. This has meant that important knowledge on discriminatory structures and factors, and on the differences between and within groups of discriminated people, etc. has not been adequately taken into account. Nor have the research findings promoting renewal and change been used to their full potential to try and change the attitudes of those authorities etc. responsible for the groups and areas of discrimination with which the programme is concerned. There are two exceptions to this – the fields of asylum and sexual orientation. EQUAL participants involved in these two areas have instigated research and exploited the results of this research in their development work. The research results in both of these areas have affected the type of issues dealt with, how they are handled and their outcomes. In a few other fields, e.g. Learning environment and Partnership, research was initiated and applied to the activities. Research in fields such as Diversity and Empowerment has not, in general, been used to provide guidance or create a good basis for these principles to render appropriate support. The research contacts developed by round-1 DPs have largely been concerned with developing appropriate expertise for making final evaluations of activities. The DP evaluations to which we have had access have mainly been process orientated, i.e. they have examined implementation, processes, etc. The primary aim of involving the researchers has been to evaluate activities and not to support the development work.

Recommendations

It is important that the ESF Council works to ensure that the round-2 DPs benefit from and make better use of the established research/researchers available, both in the form of well-established research contacts wanting to contribute knowledge to the development work and influence outcomes, as well as more results-oriented on-going evaluations.

An important task for the ESF Council is to ensure that research collaborations involving current research projects arising from EQUAL's activities in round1 and NTGs are linked to the relevant round-2 DPs to ensure that the results are fed back and used.

9.3 Dissemination and mainstreaming– can the programme objectives be achieved?

Disseminating the results of the round-1 DPs has entailed a considerable amount of work. Compared with other (previous) experimental programmes we have assessed (Employment and

Ledningskonsulterna

i Stockholm AB

Leader 2 in the previous programme period), this project is more comprehensive and systematic. This cannot be mainly attributed to the fact that the programme results need to be disseminated (as this has also been a condition of other similar programmes). Contributory factors are the requirements for DP plans to contain means for the dissemination of results and descriptions of how to carry out the work. Similarly, the programme has a special tool (NTG) responsible for systemising and using the synergy effects from various DP results and disseminating them to the users within specific fields/themes.

The problems and weaknesses that arose when preparing the dissemination work, which we commented on in the interim report, have had on-going implications for the activities. As shown in Chapter 3, there have also been problems in the actual dissemination process.

The dissemination work to date is lagging behind the stated aims of the programme/the ESF Council's plans, as well as the dissemination plans of the DPs and NTGs, because DP development and dissemination work is behind schedule on account of the reasons described previously. The situation has also been affected by the fact that it was not until phase 2 was well underway that DPs generally understood that one of their key tasks was to help bring about changes to the methods and processes used in national systems and structures as well as transforming the structures and systems in themselves, and this was to be achieved by disseminating their results. Although the DPs understood of the development task, they did not fully understand the need for dissemination to external stakeholders outside the DP partnership as well. It is therefore highly likely that dissemination will fall short of the level envisaged. There is insufficient time remaining for the NTGs (and the DPs) to achieve the programme objectives for dissemination and mainstreaming.

The delays in the DPs and NTGs mean, for example, that the NTGs have less time available than planned to utilise DP results and consequently the knowledge built up by the DPs cannot be fully transferred to the NTGs. Knowledge will be lost in the process with fewer opportunities for disseminating DP results, thereby also limiting the possibilities for achieving the programme objectives.

What is being disseminated?

The disseminated information to date has consisted mainly of descriptions of activities and their results rather than of models/methods and measures to change attitudes etc., which deviates from the purpose of the programme. As explained previously, the round-1 DPs did not fully grasp the need for early planning and the importance of disseminating the results externally. The implementation of the planned activities took precedence over other important priorities such as disseminating information to influence discriminatory processes, systems and structures. One consequence of this was that the analysis and systemisation of results as laid down in the programme complement was not given priority either. Even when the external dissemination process did get underway, the preparatory work was incomplete and, from the users' viewpoint, no end products were available for dissemination.

This has had and will have an effect on users' interest in and potential for adopting the results – for seeing what is new and different – and hence thus their willingness to embrace the results.

Ledningskonsulterna

i Stockholm AB

The gap between dissemination and impact is therefore greater than foreseen under the programme and users need to invest more resources than originally thought in order to identify what is new and better in the results. In order to take the results on board, users first need to clarify what is unique about the approach being presented by the DPs. Next they need to establish whether the results offer a better alternative to their current working procedures. On the basis of the results shown in Chapter 4, the likelihood of users devoting time and energy to this is small, and this reduces the chances of users making use of the results of EQUAL.

Despite the majority of DPs having been given an extension for their activities, they may well “only” manage to achieve one significant final dissemination activity before winding up their activities. Because ties between some DPs and the NTGs are not very close, there is a risk that the results will not be available to the users when the DPs complete their activities. Our review in Chapters 3 and 4 shows that the results have been and will be used mainly by individual organisations at local level. The risk is that these organisations may not feel committed to disseminating the information beyond their own (often local) level. Chapter 4 demonstrates that this is a real risk as only very few of the DP results available to local organisations are being passed upwards or sideways within these organisations. In fact, if the information available in Chapter 4 is to be relied upon, most of the results do not even get beyond the unit which took delivery of them. EQUAL participants hoped that if DPs could get “a foot in the door” with users at local level then results would be disseminated sideways and upwards within organisations, but this has not been supported by the information available to us so far.

The way in which dissemination has predominantly taken place, i.e. to individual users at local level, has provided fewer opportunities for exchanging development and dissemination resources than foreseen under the programme. This makes it more difficult to achieve the programme objectives as extensive efforts are required in order to reach potential users. There is also the risk that the individual results are not maintained as users tend to be very selective in what they adopt.

As shown in Chapters 3 and 4, less effort has been devoted to influencing systems and structures than set out in the programme and programme complement, and a greater focus placed on developing methods and processes for improving the range of measures within existing systems and political areas. Besides the reasons already stated, one explanation for the programme developing in this way is that these were largely the aims, objectives and goals of the round-1 DPs. These were also the fundamental principles of the programme designers. Another explanation is that the main providers of the external co-financing are the authorities which are responsible for regular action programmes in areas involving many of the DPs. These finance providers have found it difficult to participate in development projects that lie outside the scope of their own activities. A third explanation is that provided in Section 9.1, i.e. the prevailing conditions – a relatively short period for phase 2, difficulties getting the activities up and running due to poor guidelines and weak leadership and DP plans to develop activities on behalf of the partnership or project promoters provided less incentive to work on changing structures and systems than on changing processes.

This situation means that the results achieved at DP and NTG level do not have the overall

Ledningskonsulterna

i Stockholm AB

impact on discriminatory structures and systems that the programme seeks. But considering the circumstances, we feel that the DPs and NTGs are together doing a good job and producing some good results. It is important now to make the best possible use of these results.

The NTGs have been an effective tool for systemising and passing on DP results. Without their current and future dissemination activities, it would have been considerably more difficult to exploit the programme results. One problem in this connection, however, is that the NTGs are more selective in the DP results they adopt than provided for in the programme complement and the ESF Council's invitation for proposals to establish NTGs. One explanation for this was that NTG activities are more “restricted” than the ESF Council planned. NTGs also conduct more of their own development work than provided for in the programme and programme complement. Several DPs only participate to a limited degree in the NTGs, or not at all, because of the way in which they are set up and the “restriction” on their mandate. These DPs did not feel that their needs and interests were taken into account and are therefore disseminating any information not dealt with by the NTGs themselves .

NTGs need to invest greater resources than initially envisaged in order to make use of DP results. This is because DPs have not provided “pre-packaged” methods/models based on in-depth analyses, as indicated previously. The basic principles of the programme and complement – that NTGs should “complement” DP analysis/results – have therefore not been fully applied.

How are the results disseminated?

DPs and NTGs have generally underestimated the need to analyse the requirements of the potential users, e.g. what resources could be effective to stimulate potential users' interest in the results? Moreover, the target users have frequently not been involved in the development work which has made it difficult for them to keep abreast of the work and its results. Had they been involved, this would have given them a better opportunity to influence the results and thereby incorporate them in their activities. DPs and NTGs which involved external users in their dissemination activities have benefited considerably from this, as was shown in Chapter 3. For example, it has resulted in DP proposals being well received.

Instead of involving the recipients in the dissemination work, DPs and NTGs make considerable use of more indirect channels where the recipient needs to be acquainted with the DP/NTG and its activities in order to access the results. In our opinion, the DPs (and some NTGs) require assistance/resources to be able to prime their target groups for disseminating information. Not only must they possess expertise in their particular operational areas and the skills to implement their activities, but they also need sales and marketing skills adapted to what is required of development actors responsible for marketing new ideas/methods/processes. There are also good grounds for believing that DPs should familiarise themselves more with the necessary measures and means to “reach” public authorities and political systems.

Targets for dissemination of project results

To date, DPs have disseminated information mainly at local and regional level, and to a lesser

Ledningskonsulterna

i Stockholm AB

degree at central level. This is a reflection of how they perceived their dissemination and mainstreaming role at first and is a rational approach in view of the type of information to be disseminated. One implication of this is that it takes longer to realise the mainstreaming objectives of the programme. To improve the dissemination process, those responsible for adopting the results at local/regional level must endeavour to pass the information on to, and influence, colleagues within their organisations. Furthermore, they need to disseminate it to the decision-making/higher levels of their organisations, something which has proved difficult in the past as indicated earlier. However, this means that local organisations need to find the time and resources to analyse the results they have received from EQUAL and to understand their implications. The method must also be in keeping with developments within the organisation/authority etc. if it is to find acceptance at central level.

The dissemination activities of NTGs and DPs, insofar as they have contributed, have mainly had a bearing on authorities and, to a lesser degree, at the political level. This is a natural response to the what the results look like and their perception of the dissemination objective. Moreover, DPs and NTGs regard/have regarded the ESF Council responsible for national dissemination at the political level – whereas the ESF Council has regarded dissemination to be the responsibility of others and views its role as being a supportive one. These conflicting views on role division for mainstreaming activities were discussed in the interim report where we drew attention to the possible consequences of this unclear situation. The uncertainty as to who is responsible for what has still not been resolved in the DPs and NTGs. Efforts are underway in the ESF Council to change the situation and give the Council a broader and more direct role in the overall dissemination and mainstreaming process. This role would be more in keeping with that described in the programme and programme complement.

The type of measures and methods chosen for dissemination outside the partnership mean that DP and NTG operations primarily reach the level of administrators and, to date, have not reached decision-makers, senior executives and managers having development responsibilities with external users. To reach these levels, the DPs and NTGs must develop an understanding of which channels to use. They also need to obtain an insight into the particular needs of the target groups and the scope of their development operations. Furthermore, it is important that the target recipients have confidence in the dissemination methods used and trust those responsible for the contact with external users. This is essential if the message is to be relayed successfully and interest generated in the products concerned.

Careful analysis of who the “right” external recipients are and how to reach them has been carried out infrequently. Moreover, DPs and NTGs have often gone beyond the “natural” sphere of external users. The fact that operations mainly reach officials restricts the impact of the dissemination activities. This means that there is a risk, as indicated earlier, that knowledge about the methods etc. developed by EQUAL does not get disseminated beyond the initial recipient(s). The information transfer process within organisations often means that information is slow to filter through, especially to those responsible for developing and implementing changes. As already explained, this means there is a risk that the knowledge does not get disseminated beyond the initial recipient(s).

Ledningskonsulterna

i Stockholm AB

Has dissemination had an impact?

Dissemination activities are generally not followed up systematically. This means that DPs (and NTGs) have a restricted view of what recipients adopt and, more importantly, what they do not take on board and why. All the same, our view of the impact of the dissemination and mainstreaming operations is an exceedingly positive one. Our impression is that interest has been generated among administrators within organisations and authorities at local and regional level which have connections with DPs and NTGs.

This perceived interest is largely based on the fact that representatives of the target groups attend seminars to review the results and with the intention of trying to persuade their organisations to take them on board. However, it is important to note that an expression of interest indicates that there are opportunities for DPs and NTGs to take further steps but is not an “automatic” guarantee that the results will be utilised. To ensure that results are used still requires considerable effort in the form of following up contacts, dialogue with the target users, more detailed product information, and spelling out the advantages of what is on offer, what users stand to “gain” and how it will contribute to developing their operations and make them more effective. DP Access is an example of a DP which has operated along these lines.

How to arouse users’ interest in the results of EQUAL?

With a few exceptions, EQUAL is not particularly well known among target groups outside the partnership members. These are familiar with the name and, to some extent, the main aims of the programme. On the other hand, external users outside the partnership circle know very little about the practical aspects of the programme’s activities and the results that have been/will be produced. External users therefore do not have the ability/possibility to evaluate EQUAL’s operations in relation to their own current or planned development activities.

The great majority of external (and potential) users interviewed do not keep track of the programme’s activities or results, and said that they had not been contacted by EQUAL. Nor had they made their own enquiries about whether there was any reason to make use of the results and experiences gained from the programme.

It is difficult for EQUAL to break through the mass of information available, even among those users interviewed who use its methods. Generally speaking, even these users do not use EQUAL as a central source of knowledge for their observational activities and development work. Users involved with a DP through a part of their own organisation have applied the methods to their activities by virtue of this involvement. More frequently, however, those interviewed have simply come across a method while looking for new working procedures, but besides this they feel they have nothing to do with EQUAL.

Good preparatory work is needed if the “right” contacts are to be made at the “right” time, with the “right” focus and priorities. The participants in EQUAL need to ask themselves early on who is to be responsible for the results and what they should be used for.

Ledningskonsulterna

i Stockholm AB

The users also assert that EQUAL should be able to play a greater role in shaping public opinion than is currently the case. It is equally important that the problem areas, and the importance of the work being carried out in these areas, be placed on the political agenda and included in the public debate so that the methods are disseminated. Introducing awareness of EQUAL's work to different levels of the political process can be a requirement for dissemination in a later phase. Our results suggest that DPs do not currently work in this way.

Those using EQUAL's results state that the structures within the various DPs are in themselves a firm basis for dissemination, new forms of cooperation and networks. Many users are thus themselves involved in DPs and this type of structure can be important for successful dissemination and the development of new networks. To achieve progress and find acceptance with participants in the target group, it is important that the target users have confidence in and trust those responsible for the contact. The conclusion to be drawn from this is that it is important for both DPs and NTGs to carefully analyse which channels and providers offer the greatest opportunities for reaching the users when planning their operations. This is not currently the case, as has already been explained.

Financial considerations

The majority of public potential users are more geared towards downscaling and are consequently less focused on development and expansion. The focus is on greater efficiency through new and more effective methods. There is a view that EQUAL's results imply the need for expansion and greater resources in order to be successful.

If methods are to be successfully disseminated, better use needs to be made of the existing resources of the target groups than has traditionally been the case, i.e. they should not mainly involve the addition of resources. In some cases, the methods adopted by the users are dependent on extra resources but, according to those interviewed, the results of dissemination operations are better if they are based on organisation, working procedures and methods which can be incorporated into the everyday activities relatively easily. Sometimes this can have the add-on benefit of getting other activities to function better.

The need for additional resources is the main reason why users are reluctant to take EQUAL's methods on board. If dissemination and mainstreaming are to be successful, methods need to be developed within EQUAL that make more effective use of existing resources in order to achieve the required objectives. DPs and NTGs also need to focus on how the results can contribute to increasing the efficiency and productivity of the users' operations and in what way the new methods are an improvement on the current ones. This is not really being done today, e.g. it is not being shown how increasing the input of resources can result in savings/efficiencies in the use of the resources.

Other phase 3 activities

The other phase 3 initiatives have disseminated results similar to those of the DPs, i.e. reinforced what the NTGs and DPs have disseminated. Outside participants in the programme have

Ledningskonsulterna

i Stockholm AB

contributed less to the overall dissemination process than expected. They have concentrated more on disseminating results, similar to EQUAL's, from other organisations than on disseminating EQUAL's results. Their activities have also largely focused on their own development work. In all, they have made only a limited contribution to achieving the programme objectives and, moreover, their activities have so far been relatively narrow in their scope.

Summary

Users have made relatively little use of the results to date. Most of the results used have been models and methods developed primarily by the DPs and taken on board by participants from within the partnerships and/or closely associated players at local and regional level. One reason for this is that the development work is directed at these users and levels. Another is that these levels are the first to feel the effects. The processes for evaluating the impact of discrimination systems and structures are more time-consuming and we are not yet in a position to assess these results.

It is our view, as explained earlier in this section, that the target groups, methods and content which have been the focus of dissemination work within EQUAL so far do not provide favourable enough conditions for establishing the processes required for influencing discriminatory structures and systems. Processes in their turn should result in a marked reduction in discrimination.

It can be difficult to obtain information about the results of all the dissemination activities undertaken by individual DPs and their impact on users. This is due to the fact that some of the dissemination work has taken/is taking place via organisations that are not directly related to EQUAL, e.g. those represented in the partnerships or having links to the DPs/NTGs. Examples of these are municipal politicians/officials, representatives of employee and non-profit organisations. Users receiving DP and NTG results in this way attribute the results to the disseminator rather than to EQUAL.

Our overall conclusions tally with the opinions of potential and target external users on how DPs/NTGs should organise their dissemination activities and the general content of these if they are to successfully reach out to their target recipients.

Dissemination methods need to be adapted to and designed according to the following criteria in respect of intended external users:

- the focus of their activities
- their methods and networks for observational activities
- the focus and form of their development operations
- the limits on what can be integrated within the framework of their mandate
- where decisions etc. on development issues are made within the organisations
- the content of the results to be disseminated must be well documented, specify how the results can contribute to the development activities and define what the benefits are, etc.
- the target person in the user organisation. This must be the "right" person (and the person

Ledningskonsulterna

i Stockholm AB

responsible for the dissemination must also be the “right” person so that he/she can establish contact with the user).

Furthermore, DPs, NTGs and the ESF Council need to become better informed as to how the political level functions - not only the *Riksdag* and the Government, but also how the Cabinet Office and the Ministries go about finding and making use of new ideas and methods.

Recommendations

Emphasise right from the start that the task of round-2 DPs is to develop and disseminate their results outside the partnership/organisation. Ensure that DPs realise this and allocate sufficient resources and time so that dissemination and mainstreaming is a main activity rather than something along the lines of “We will disseminate the results before we end the project”.

Emphasise again to NTGs that the task is to disseminate EQUAL and similar results, and that the work includes analysing which synergies and possibilities exist of raising the individual processes and methods up to system and structural level. Emphasise also that the idea is to select, from the overall results from DPs and other providers of results, those which can influence structures and systems and to develop them further.

The EQUAL players concerned with dissemination and mainstreaming should be asked to consider who are the final and/or main users (at decision-making level) of the results which they intend to disseminate. This should also include analysis of the most effective ways of reaching these recipients and establishing who, among the recipients, are the “main interested parties” for results. The players should also assess who is in the best position to reach the main users.

The main users must be included in the dissemination work of the respective players, who must consider what they need, how receptive they are towards results, and how the results from EQUAL can dovetail into their development work. Receptiveness for results should be raised.

The players who develop results within EQUAL should be required to comply with the requirements in the programme complement to the effect that results must be analysed and compared with previous activities etc. This should include reporting how and why an individual result deviates from plan and which improvements in terms of achieving objectives within the relevant areas of activity and/or target groups are being made etc. The players should be required to “productify” their results.

Consider action along the same lines as NTGs; collect, systematise and exploit synergies and results not disseminated via NTGs (or DPs), taking account of the fact that the NTGs’ areas of activity are relatively restricted. Therefore methods and models that could have a structural or systemic impact nationally may not be used.

Follow up and evaluate the distribution and mainstreaming phase and DP/NTG work during that phase. At the moment few NTGs plan to evaluate their activities, and DP evaluations do not include evaluation of dissemination work. Evaluations cover phase 2 – development work – and

Ledningskonsulterna

i Stockholm AB

are applied in dissemination. If there is no follow-up or evaluation of the dissemination phase, important knowledge is lost.

Use national and central users' organisations as a channel for disseminating EQUAL results to local and regional stakeholders. At the moment it is individual DPs and NTGs which to some extent use these channels, e.g. the central trade union organisations, the Swedish Association of Local Authorities and Regions, the Confederation of Swedish Enterprise and the Federation of Private Enterprises, as well as NGOs such as KRIS and the Swedish Rheumatism Association (*Reumatikerförbundet*), for disseminating results to their members.

9.4 Have the general principles been incorporated in activities and results

On the whole our analysis shows that, the general principles have influenced both the form of implementation and the programme results so far, but to a lesser degree than was intended. Our analysis also shows that there are differences in interpretation and outlook among the different DPs and NTGs and this has implications for how the various principles are applied and consequently for the results. As shown in the interim report, all DPs have made use of partnerships, transnational cooperation, and dissemination and mainstreaming by virtue of the fact that they are practical tools for implementing actions. DPs and NTGs have had relatively free rein in applying principles such as equality, empowerment and diversity.

There is a lack of clarity in the programmes and the guidelines concerning the various principles in the DPs and NTGs. It is clear that they all need to work in partnerships, cooperate transnationally and disseminate their results for mainstreaming purposes. The lack of guidance and accurate information has posed the biggest problem to DPs in their efforts to incorporate the principles of empowerment and diversity. The inclusion of equality has also posed a problem in other ways, which we will come to later. It is clear too that there are limited opportunities for some DPs to apply all the principles fully depending on their aims, target groups and objectives. Most of the DPs have felt that they were required to include all the principles in all of their activities, which has resulted in problems.

DPs have been focusing on individual discrimination issues, whereas, in practice, most of them are involved with participants/target groups affected by a combination of discrimination factors. A broader perspective, where DPs try to find solutions to the various combinations of discrimination factors underlying the discrimination of affected groups, would give the programme a clearer diversity profile. Guidance based on this interpretation would enable individual DPs and NTGs to work with the diversity profiles relevant to the nature of the activities and objectives. This would also mean that the overall programme implementation and results would be included in the general principles to a greater degree than has been the case to date.

We are also of the opinion that, in round 2, some DPs gave priority to those principles that were important selection criteria in the preparatory process to the in-depth application process, in which case they may have failed to pay sufficient heed to the principles applied in the initial application.

Ledningskonsulterna

i Stockholm AB

Intersectionality – an underlying rationale and basis for activities in structural fund programmes?

As is explained below (under equality), several DPs have discovered that there are combinations of discrimination factors affecting an individual person or group. Therefore an alternative approach to how objectives and operations can work together to bring about change in the social environment is to focus on how these factors intersect and to understand, for example, that efforts to create diversity require fundamental knowledge of the social variation in discrimination patterns. The notion of intersectionality is one way of conceptualising how the different social conditions that have been the subject of recent research interact.

It is not possible, for example, to describe the gender situation without highlighting the differences between women and men. These differences may, in turn, be linked to other social conditions such as ethnicity, disability, age, social exclusion, unemployment and sexual orientation, etc. If the actual approach and actions are based on an intersectionality model, the horizontal objectives will be less likely to be regarded as mutually exclusive, which our evaluation shows to have been partially the case. These objectives must be taken into consideration and guide the process of change regardless of its focus. Just as the project focus of EQUAL's work may vary, so the accent on activities may shift between different problem areas. For example, if the project is aimed at integrating disabled people into working life, then solving society's equality problems should not be a primary consideration. On the other hand, it would not be possible to overcome all the barriers to integration of the disabled if equality, age, class, sexual orientation and ethnicity are not taken into consideration.

Have partnership activities influenced forms of work and results?

Forms of work within the DP, which took a more traditional project form to start with, have been developed concurrently with the implementation. Insight into the advantages associated with the forms of work has increased in line with the experience gained. The forms of work have been adapted and participation expanded, and have been the driving force in the learning processes within the DPs. Participants benefit from each others' experience and skills, make new lasting contacts which can be developed further following the DP stage, and a strong involvement means they will be informed of the results which can then be used in their own activities etc.

Our analysis also shows that positive experiences can be used to develop the partnership model in the on-going process. It is important that the new partners in round-2 DPs are informed of these experiences and the knowledge gained, how they can develop their forms of work and what they have to gain from this. One such experience is that it is important that the partnership organisations have objectives that conform with each other and to DP objectives. Another example is that the work needs to be organised so that everyone has clear-cut responsibilities and tasks within the framework of the DP activities. A third example is that the coordinator must act as such and not as a traditional project leader, i.e. coordinate DP responsibilities and tasks so that all the partners are involved from a practical point of view.

Furthermore, the partnership members should have the support of/a mandate from the

Ledningskonsulterna

i Stockholm AB

management of their organisations and the partner organisations should be directly involved in the development work. Non-traditional/non-profit organisations in areas which are the focus of DP activities should be given the chance to participate on an equal footing with large, financially strong organisations.

Our analysis shows that the partnerships play an active part in the dissemination and mainstreaming work of the DPs. They participate in both the planning and implementation phases. However, the activities are primarily focused on internal dissemination and on the target groups of their own organisations.

The main aim of including the partnerships in the results obtained to date is so that the participating organisations gain new experiences and contacts and, to some extent, new collaboration partners in their mainstream activities. There are examples of continued collaboration between all or some of the partners after the DPs have finished their activities. There are also examples of continued collaboration between DP partners and contacts that were made in the course of their transnational work.

Many regional and local authorities and organisations are important participants in other development contexts. There are cases where involvement in EQUAL has given rise to collaboration with new partners in old areas which would otherwise not have occurred. Hence the work of the partnerships in EQUAL has had an effect on collaboration within other local/regional forums. One key reason for this is that local/regional development partners have made use of new methods/models which in many cases underpin the continued cooperation within more conventional development networks.

Is transnational cooperation influencing forms of work and results?

The programme objectives for transnational (TN) cooperation within EQUAL are more ambitious than in previous Community initiatives such as Employment and Leader II. The exchange of experiences alone is not enough. The programme's objectives are for cooperation to be expanded to include the joint development of methodologies and products, and in-depth cooperation on methodologies.

The difficulties in establishing TN cooperation, as shown in the interim report, has also affected the prospects of cooperating at a higher level. Our analysis shows that most cooperation is at the two lower levels. This means that conditions for realising the programme aims have not yet been created within EQUAL.

If DPs are to be more successful in round 2, it is important to ensure that elements and conditions forming the basis of planned collaboration between DPs correspond as much as possible. This means that easily accessible information must be available on DPs in other countries, including the scope of their activities, their development objectives, details of their existing partners and period of activity (with a view to compatibility). The chances of success are greater if DPs set about jointly planning and coordinating those activities and objectives which will be central to the collaboration. More effective communication will promote cooperation at the higher levels of

Ledningskonsulterna

i Stockholm AB

the programme and also the inclusion of results in DP activities. Moreover, it could provide more time for joint dissemination and mainstreaming at the European level.

It should also be borne in mind that some partnership members have not fully understood, or been afforded the opportunity to understand, that they have a responsibility for developing transnational cooperation by virtue of their involvement in DPs. The central purpose of the programme is not about “travelling abroad” but about establishing cooperation that produces results beneficial to all participating DPs and their respective partnerships.

Is transnational cooperation included in dissemination and mainstreaming, and the results?

In view of the fact that the transnational cooperation did not reach the more qualified levels, it has not been possible to fully exploit the results nationally and in the TN partnerships within the EU. TN work has led to the production of joint products but these have largely been disseminated nationally without any clear coordination within the transnational partnership. These products have mainly comprised documents containing descriptions of the situation in other countries, the methods/measures used, etc. However, TN work has made some contribution in the form of experiences and knowledge which have had an impact on products developed by Swedish DPs and provided a better insight into the fact that alternative solutions exist outside the Swedish framework. Finally, the potential for transnational cooperation to contribute added value to the development work and results of DPs and NTGs can and should be taken further.

TN cooperation has given rise to some unplanned results which have led to research in new areas being initiated in countries besides Sweden and to the beginnings of future transnational research projects within the areas covered by EQUAL’s activities. Another outcome is that individual organisations within some TN consortia are cooperating/planning to collaborate with sister organisations which are/were partners in DPs. Collaboration of this sort is more likely to be focused on working together on the respective organisations’ mainstream activities than within the areas covered by the TN.

TN work provides experience that can be used in the continuing implementation of the programme. Accordingly, more focus should be put on TN research collaboration. Furthermore, good examples should be used to illustrate what the partners stand to gain if they take an active part in and support the development of more qualified TN collaboration within “their DPs”.

Is equality included in forms of work and results?

The mission of the programme to work with equal opportunities issues and integrate them has a dual purpose, as stated earlier. Equality must permeate all aspects of implementation and be included in the results. Work within the thematic field of equal opportunities must focus on developing models/results to reduce discrimination and increase diversity.

As shown in Chapter 5, work on equal opportunities has produced the best results when DPs (both inside and outside the special thematic field) work to find solutions to practical equality problems. However, it has been difficult to get DPs and NTGs to understand how they should go

Ledningskonsulterna

i Stockholm AB

about successfully mainstreaming the results of work in relation to equal opportunities. At the same time, it is our impression that several DPs have been involved in mainstreaming activities without fully understanding them.

Equality has been included in the forms of work used in mainstreaming. This is evident from the following analysis which builds on the provisional analysis model used as a basis for the interim report. The model, which is shown in Chapter 5, is concerned with the degree of awareness of equal opportunities and/or the depth of commitment to promoting them. It is primarily concerned with what type of awareness of equal opportunities issues provides the impetus for the projects. The model comprises six types of approach or forms of awareness, with 1 representing the lowest level and 6 the highest.

- 1) Levelling-out of quantitative differences between the sexes (whereby equality is expressed only in quantitative terms)
- 2) Qualitative changes focusing on work content (whereby equality is expressed in terms of the type of assigned work tasks etc.)
- 3) Promotion of women's interests (special focus on women)
- 4) Men's perceptions (whereby equality is linked with men's awareness)
- 5) Mainstreaming (whereby equality is seen in terms of methodical conventional work)
- 6) Breaking away from traditional gender roles (*brytprojekt*) with a view to radically altering existing structures.

A pattern emerges from the final round of interviews and the UP and NTG reports which strongly confirms the relevance of the model. The following deductions can be made about trends in equal opportunities. The least amount of work promoting equal opportunities is done in those DPs reporting that they give no priority to these issues (about 1/3). Instead, priority is given to perspectives such as anti-discrimination and diversity. There is also a relatively low level of activity relating to equal opportunities among those DPs which see the issue purely in quantitative terms, i.e. solely as a question of achieving equal representation for women and men. Within this group, it is very unusual for special training on equality issues to be organised within the DPs, or for equality objectives to be formulated or experts on equal opportunities to be called in. The programme objectives for the first group have not been achieved.

Quite a different activity pattern is present in DPs applying the so-called gender mainstreaming perspective. The choice of approach, in itself, makes it clear that there must be a high level of activity in this area and that equal opportunities must be present in all practical work. These DPs see to it that training is provided in the field, that equality issues are always included on the agenda and that there are clear operational goals.

Ledningskonsulterna

i Stockholm AB

Those DPs with an obvious female perspective tend to have a more mixed approach to gender issues. Most of them consider equality training to be important but not many of these DPs formulate operational goals for their activities in this area. The last two groups show good potential for achieving EQUAL's programme objectives in respect of equal opportunities.

This analysis includes only a few DPs which operate from the perspective of breaking away (see No 6 in the model above). However, it is not possible to deduce from the material whether they have a higher level of activity in relation to gender equality issues than other DPs. The "breaking away" perspective does not appear to have been particularly well integrated in the programme activities.

The difference between DPs having a good chance of achieving EQUAL's programme objectives for equal opportunities and those unlikely to succeed can be put down to control and management. A comparison of the gender balance in DPs making up these two main groups shows that the group with the better potential for achieving the programme objectives tends to have an overrepresentation of women. The other main group, with poorer prospects of achieving the programme goals, has an overrepresentation of men. There is not much difference at the aggregated level but the pattern is very clear in the breakdown of the model's main groups. It is quite evident that men generally dominate the group least involved in equal opportunities.

The results raise the question of why work is not been carried out on equal opportunities which, after all, is one of EQUAL's horizontal objectives and which should not be able to be left out?

Those DPs that have not included equal opportunities in their activities give varying reasons for excluding it, as reported in Chapter 5. However, they are all based on the notion that EQUAL's horizontal objectives are interchangeable and/or cumulative. An example of the cumulative way of thinking is to assume that equality is "thrown in" when working with the empowerment method, for example. Based on the research carried out, this must be regarded as an error of judgement or a justification on the part of those parties who, in fact, consider equality action unimportant to their work.

The question that arises when looking at the results is whether EQUAL's document of objectives is sufficiently explicit about the horizontal objectives. There are no comprehensive instructions on how these are to be interpreted and what should be done to achieve them. They are merely described as "horizontal" and compulsory, i.e. they must be integrated across all activities. They are described as horizontal, and thus parallel, but this can give the impression that they can be separated from each other, which is not possible.

The model explained above can serve as a necessary basis for clarifying the programme objectives and guidelines for the inclusion of equal opportunities in the work and results of DPs and NTGs.

In the continuing work on equality it is necessary to analyse requirements and types of problems, and provide guidance to DPs based on the opportunities they have to work with equal opportunities. This should also increase the likelihood of getting those DPs which say they do not

Ledningskonsulterna

i Stockholm AB

work with equality issues to do so given the possible limitations of their activities.

Are equal opportunities included in the results?

As shown above, the results do include equal opportunities. This is most apparent in areas where DPs have been involved in well-defined gender equality problems. An example is the KomTek DP, which has been developing educational approaches within the field of technology adapted to the needs of women (girls). Another example is the Success DP which drew attention to the need to adapt its rehabilitation models to meet the particular problems facing women. But mainstreaming has also had an impact on results, e.g. the results of the work carried out by the DP for Gender Equality (*Jämställdhet*) in the County of Gävleborg. This DP has been responsible for developing practical tools to support the implementation of gender equality strategies by various county and municipal bodies. The KomTek and Success DPs have made a considerable contribution to generating direct results which can be disseminated and used in mainstreaming. However, the ESF Council needs to focus on those elements which play a role successful mainstreaming, e.g. by including the concept of intersectionality in mainstreaming work, as already mentioned. If the ESF Council does this, it will improve the prospects of developing mainstreaming as a tool that will generate practical results within the field of equal opportunities, as well as other action areas for mainstreaming.

Is diversity included in forms of work and results?

Diversity is one of the programme's central principles. Not only must it permeate all the activities, it must also be included in the implementation process.

Most DPs have had difficulties embracing the concept since they have lacked the necessary knowledge and also because the instructions in the supporting documents provided for the first round of DP applications were not very clear, i.e. with reference to the programme and the programme complement. This has affected those DPs having a different focus and who have tried to integrate the concept of diversity into their activities. The principles of empowerment and diversity are often confused. The difficulties associated with including diversity were borne out by the fact that it was not possible to carry out the planned analysis based on the model we specifically developed for analysing the diversity activities within EQUAL and the results. It was generally not possible to make use of the data provided by the DPs because of the respondents' poor knowledge of diversity and how they could help in promoting it.

Despite this, results have been achieved by some DPs and NTG where the diversity perspective was the main focus of their activities, especially those working in the areas of racial discrimination, disability (rheumatics) and sexual orientation. These players have drawn on their own knowledge in applying the concept and have worked with it according to programme requirements. Other DPs and NTGs to use the concept as proposed are those which have developed methods for implementing strategies and diversity within the personnel field.

One problem affecting the ability to achieve the high programme ambitions of increasing diversity is that definitions and guidelines are too vague for those DPs and NTGs which are

Ledningskonsulterna

i Stockholm AB

required to include diversity in their activities but which lack the specialist knowledge to do so. This has meant that there has been insufficient understanding of what the concept means and entails. Hence, there is a need to provide information on the meaning of the concept. It is important that the entire programme organisation, including DPs and NTGs, makes use of the knowledge contained in, for example, guidelines for national policies and strategies and in research. The preconditions for including diversity in programme implementation and results therefore need to be strengthened. Clearer definitions of the concept are required and more explicit guidelines of how diversity should be included in EQUAL's activities and work.

When we look closely at the actual focus of DP and NTG activities, a picture emerges which shows that diversity activities generally encompass large areas where discrimination takes place. It also shows that action is focused on trying to develop processes and methods which tackle the main causes of discrimination. One limitation of the work, however, is that it is concentrated at the individual level and often geared towards giving individuals an insight into the causes of discrimination rather than focusing on institutional causes such as established rules, routines, norms and working methods.

A further limitation is that the programme and the work within the DPs and NTGs concentrate on limiting/reducing discrimination by reducing unemployment. Other causes of discrimination, especially those within the labour market, are not given the same amount of attention. For example, someone with a foreign degree in civil engineering who gets a job as a taxi driver is being discriminated against but for different reasons than if he or she was unemployed. As shown in Chapter 5, discrimination on the basis of ethnic background, sexual orientation and disability has received less attention than proposed in the programme whereas there has been a greater focus on initiatives to reduce unemployment.

The requirement to include diversity in the programme means that all DP/NTG activities must include all aspects of diversity. It goes without saying that it is impossible for an individual DP or NTG involved in more restricted areas of discrimination to work in this way. The principle and the content of the guidelines therefore need to be more clearly defined so they are better adapted to DP activities.

It is the remit of the programme management to decide on the method to be used to ensure that the programme as a whole includes diversity (as well as empowerment and equal opportunities). Must all the programme stakeholders include all the principles, as is currently stated in the guidelines, or must the programme as a whole include them? One way to tackle this issue in practical terms could be to ask individual DPs and NTGs to apply an intersectional approach, i.e. that they use the combinations of causes of discrimination underlying the exclusion of their target groups as a basis when shaping their working practices. This should provide the programme with a functional tool to enable DPs/NTGs to pay attention to and address multidimensional discrimination factors in their development work.

Is empowerment included in forms of work and results?

Empowerment must play a major role at programme level through the involvement of target

Ledningskonsulterna

i Stockholm AB

groups in the selection process, the evaluation of ideas for projects and follow-up/assessments. The target groups and the target group organisations should also contribute to and influence the activities and direction of the work of DPs and NTGs. Programme action must help to strengthen the empowerment of marginalised individuals in working life/the labour market.

DPs have had difficulties embracing the concept since they have lacked the necessary knowledge and also because the instructions in the supporting documents provided for the first round of applications were not very clear. The principles of empowerment and diversity are often confused.

In spite of the above, results have been achieved. At the lower level (involvement), the target groups have, on the whole, contributed to and influenced the activities and results of DPs and, to some degree, NTGs. Participants have been able to influence the daily activities but there are also examples of target group organisations which have had the primary responsibility for management and implementation, e.g. the Normative Diversity DP and the Practice (*Praxis*) DP. Empowerment has mainly covered the DP level.

Models to strengthen the empowerment of target groups in working life and in the labour market have also been developed and disseminated within the DPs and NTGs, e.g. the development and dissemination by the DPs and NTGs of the cooperative model for social enterprise directed at target groups in the programme and measures to reduce discrimination on the basis of sexual orientation in order to strengthen the position of these target groups in working life.

One problem affecting the ability to achieve the high programme ambitions of increasing involvement and empowerment is that definitions and guidelines are too vague for those DPs and NTGs which are required to include empowerment in their activities but which lack the specialist knowledge to do so. This has meant that there has been insufficient understanding of what the concept means and entails. As stated in Chapter 5, several DPs defined empowerment incorrectly and gave organisations such as the county administrative boards, church organisations, social insurance offices, etc. as examples of their application of the empowerment perspective. The fact that they directed their efforts towards the wrong users only serves to illustrate the difficulties faced by the DPs and others. Hence, there is a need to provide information on the meaning of the concept. It is important that the entire programme organisation, including DPs and NTGs, makes use of the knowledge contained in, for example, guidelines for national policies and strategies and in research. The preconditions for including empowerment in programme implementation and results therefore need to be strengthened. Clearer definitions of the concept are required and more explicit guidelines of how diversity should be included in EQUAL's activities and work.

Despite this, fairly advanced results have been achieved in some DPs and an NTG which focused largely on empowerment, including DPs where the leading organisations have worked with empowerment over a long period and developed measures/models with empowerment as a base. These organisations have developed special expertise and were therefore well placed to include the concept in DP activities. Most of the DPs have had partnerships in which the target organisations were represented and had a real influence, working on equal terms with the other organisations.

Ledningskonsulterna

i Stockholm AB

The main impact, however, is to be found in the influence of the participants on the daily content and forms of implementation. This mainly takes traditional forms such as participating in regular meetings, being represented in consultation groups, responding to questionnaires and taking part in evaluations.

Overall, the inclusion of empowerment in forms of work, implementation, etc. is to be found at the two lower levels of the programme. There are a limited number of DPs where the marginalised individuals and their organisations run the development projects and the mainstream activities themselves. There are also a limited number of DPs and NTGs which disseminate results to support and strengthen the empowerment of target groups in working life.

Recommendations

Provide round-2 DPs with the experience and findings from round-1 DPs, to help them establish functioning partnerships more swiftly.

Ensure more detailed follow-up and support so as to provide transnational cooperation during the rest of the programme with a better basis for development in line with the levels of cooperation aimed at under the programme.

Utilise established knowledge, including experience of current legislation and previous research connected with the general principles of equality, empowerment and diversity. Include this in programme management, guidelines and follow-up and make it accessible to programme participants.

Develop and include the intersectionality model produced as part of the evaluation in order to analyse the degree of inclusion of equality (mainstreaming). Also use it to assess the extent to which the principles of equality, empowerment and diversity are incorporated in the programme.

Consider applying the principle that the activities as a whole and the results of the inclusion of equality, empowerment and diversity should provide the basis for assessing whether all of these principles have been incorporated into the programme. Use the concept, intersectionality, when referring to the use of these three principles by the DPs and NTGs.

9.5 Innovative results?

As reported in the programme, EQUAL must function as a laboratory for the development and dissemination of new ways of implementing activities within its areas of activity. The programme distinguishes between three forms of innovation, each with different aims:

- Development of new methods, tools and modes of action, or improvement of these (process-oriented)
- Development and formulation of new targets and courses of action to identify new spheres of competence and new employment opportunities (target-oriented)
- Development and recommendation of changes to political and institutional structures (structure-oriented).

Ledningskonsulterna

i Stockholm AB

Our overall analysis shows that a major part of the development work to date has focused on process-oriented innovation. In the first instance, this has resulted in the development of new measures/methods. DPs and NTGs have, to a lesser degree, been target-oriented in their work. Moreover, our analysis shows that the results being disseminated have the same focus as innovation in the development work. The definition of innovation is much the same for DPs and NTGs alike.

The focus of process-oriented development work and results

As already shown, development work to date has concentrated on developing measures/methods that will help to innovate processes in conventional action programmes, in fields such as the labour market and rehabilitation. The results are also partly geared towards new target groups and areas of discrimination. Besides influencing methods/models and processes to do with ordinary measures, the programme objectives also demand more systems and structures-oriented work and results. These objectives have not been fulfilled so far. As already mentioned, this is due to the fact that DP activities have largely been focused on developing methods for their own (the project promoter's) operations and/or which are adapted to their need for new methods and/or processes. The NTGs are mainly concerned with developing results that meet more general needs at local and/or nation level. To achieve the objectives more effectively, the overall programme activity should become more systems and structures driven in the future.

Are the results innovative?

The overall picture of innovation within EQUAL is divided. Innovation has an impact on a large number of areas.

The dominant innovative elements in the more process-oriented development activities have mainly been the development of measures/methods with a clear individual focus, and actions have largely been based on individual problems and circumstances. The contribution of innovation to development work and results has been in the form of tools for realising political strategies within areas such as equal opportunities and the reception of asylum seekers, in order to combat discrimination based on sexual orientation, to improve prospects for former prisoners and improve methods for involving new target groups within the museums sector. Similarly, tools have been developed for achieving diversity within the personnel field and methods to develop corporate social responsibility.

Utilising established working methods with new target groups has aided the innovation process in EQUAL, just as the implementation of the programme has helped to create inroads into and establish research in little researched areas (sexual orientation and the reception of asylum seekers). A further aspect of innovation has been the development of organisation models, working practices and strategies within the development partnerships. One difficulty in achieving a breakthrough with the more process-oriented results geared towards developing/improving labour market and rehabilitation measures, for example, is that they are viewed by users as being too expensive in relation to the financial framework available. The initiatives which the DPs have

Ledningskonsulterna

i Stockholm AB

developed in the labour market field have an impact on other areas which are not “core areas” for the employment services. They do not work like this (any more) with job seekers and certainly not with the type of job seekers who have been the focus of EQUAL’s work.

The prospects of realising programme objectives and devising innovative results which are able to change discrimination processes, structures and systems have been influenced by the fact that the development tasks with which round-1 DPs have been involved have been approved without any in-depth analysis of what was innovative about their activities. In other words, no analysis was made of how innovative the activities were in relation to the programme objectives or of the mainstream activities within the corresponding fields. DPs were also affected by the fact that the co-financing by authorities and organisations, responsible for the mainstream activities and target groups within the fields in which the DPs planned to work, played a central roll.

All in all, the question of how the activities and results have been influenced by the innovative development tasks has not been the focus of much attention during the implementation process. The evaluations of whether the content etc. of DP activities and objectives were innovative were done in connection with the preparatory process and decisions for round-1 DPs.

9.6 Programme monitoring and follow-up

A review of the data available to the MC and the ESF Council for their work in monitoring and following up the programme shows that the ESF Council collates a large quantity of data on the development of the programme and its results. These data are currently not being fully utilised or analysed to describe the development of the programme. Hence, as in the case of indicator information, opportunities for the ESF Council and MC to fulfil their tasks in respect of follow-up and monitoring, etc. are being missed.

Is the MC able to monitor programme developments?

The indicators used by the MC as the basis for its monitoring activities are primarily designed for (and adapted to) Commission reporting requirements rather than for providing information to MC members on programme implementation and development. The information provided to the MC is inadequate for evaluating programme outcomes and results. The ESF Council’s reporting of programme developments is, according to the members, often verbal and there are no easily accessible collections of results for EQUAL available which the MC members can draw on, such as good examples of successful developments and results stemming from the activities.

If the MC as a whole is to have the opportunity to monitor activities, then the information provided needs to be more easily accessible and more focused on how the work and results are developing in relation to the programme objectives and DP and NTG plans.

Are MC members involved in dissemination and mainstreaming?

The MCs, per se, do not have a formal role in dissemination and mainstreaming activities. The evaluation shows, however, that MC members are keen to participate in the dissemination and mainstreaming processes, but that there have been limited opportunities so far to become involved. The reason for this is, as was shown in Chapter 6, that the members do not receive any

Ledningskonsulterna

i Stockholm AB

information/feedback on good outcomes which they could then disseminate. MC members wanting to draw on the results and/or compile results worth disseminating report that they have to go about finding this information themselves.

The MC comprises a large number of authorities, organisations, etc. that are responsible for policy development and response systems in the areas in which EQUAL is active. Thus, large and, as yet, unutilised resources exist that could be activated for national dissemination and mainstreaming activities. However, this demands that MC members receive better and more appropriate information in order to be able to perform this role.

The ESF Council is setting up a project database which will come into operation in December 2005. The database, which will be shared by EQUAL and Objective 3, will contain, *inter alia*, information on good results from the DPs and NTGs. It is important for the ESF Council to actively promote interest among MC members in specific results in the database etc., and which could be of interest to the organisations represented by the members. This could be achieved by the Council itself compiling information covering various themes and/or areas of society and sending it to those organisations with a particular interest in the areas in question.

Does data exist for active programme follow-up?

It was evident from the interim report that the evaluators were aware early on of weaknesses in the ESF Council's methods for, and content of, the on-going follow-up of activities, particularly with respect to round-2 DPs.

The ESF Council has collected a considerable quantity of data from the DPs and NTGs. The most important sources of information are the DP's biannual and annual reports, as well as data from visits by the contact persons to DPs and NTG and the annual reports of the NTG, etc. The data collated can provide important information on the progress of the establishment and development activities, including general principles etc., provided they are used correctly so that deductions and interpretations can be made about programme activities. We have noted that the qualitative data collated are being underutilised. Qualitative key data are mainly used in a quantified form to describe developments at programme level in reports drawn up for the Government Offices of Sweden and the Commission.

A further weakness in the processing of the follow-up data is that they are difficult to compare with the plans and goals of the DPs and NTGs. For example, it is not possible to assess whether the results achieved are good or in line with the established objectives. A third weakness is that, because of the way in which the data are compiled, they are not used as a basis for analysing developments in programme implementation and results and/or the data are not made available to the MC to support its follow up and development work.

Development work is currently being carried out within the ESF Council to produce indicator and follow-up instruments to meet the requirement for more effective programme follow-up, as highlighted in the evaluation etc.

Ledningskonsulterna

i Stockholm AB

Recommendations

Use the individual MC members actively as a channel for dissemination and mainstreaming. Together, the members represent all the users – interested parties – of EQUAL’s results and are therefore an important instrument for mainstreaming activities.

In order to use the MC members as a central channel for EQUAL’s results, the ESF Council should compile the programme results and make the information available to the members. To improve the effectiveness of the information, it is important to make it as targeted as possible so that the respective members “only” receive information on the results pertinent to their area of activity. The members should not be given information about all the results, nor should they “just” be directed to a project bank of successful results.

For the MC to successfully discharge its monitoring task, the ESF Council needs to provide the Committee with better information for following up activities and the results of these. The necessary information is already being collected. This needs to be compiled, analysed and summarised at programme level, and the summaries presented to the MC. This applies to indicator information as well as other data mainly collated from DP biannual reports and NTG annual reports and, subsequently, final reports when the actors have concluded their projects. This information should be used in the control and management of EQUAL, including the monitoring work of the MC.

The information collated from biannual and annual reports should be supplemented by comparing the results with the initial plans and objectives of the report providers and also with those of the programme. Currently, the data providers “only” show the results they have achieved and how far they have come in their work, but they do not relate this to their plans and objectives. This makes it difficult to evaluate the results that have been achieved.

9.7 Has implementation/control and management been affected and become an improved means of achieving objectives

As stated in Chapter 7, on the basis of the ESF Council response and our interviews with a limited sample of round-2 DPs, we have analysed the effect and results of the recommendations concerning the change to the form and content of the call for proposals and guidelines for DPs in the preliminary and in-depth application processes for round-2 DPs.

It is evident that both the application and preparatory processes functioned better than in the first round. The less rigid division between phases 1 and 2 in the form of preliminary and in-depth applications has been assessed against, *inter alia*, the background that it created more involvement on the part of the ESF Council’s contact persons, thereby providing applicant DPs with better support. This is particularly evident from the data we have received from round-2 DPs also involved in Round 1. Another improvement was that the guidelines relating to the programme’s requirement that indicative definitions of the general principles be included were considered explicit. The principle, diversity, is an exception in that both first-time and second-time applicants find it very difficult to include the principle. The definition is unclear and

Ledningskonsulterna

i Stockholm AB

difficult to understand.

In spite of the improvements, problems still exist which need to be addressed. For example, new DPs' opinions of and priorities with respect to transnational cooperation and to dissemination and mainstreaming largely resemble those of round-1 DPs. DPs' understanding is that they are required to establish transnational cooperation and have a plan in place for dissemination and mainstreaming when commencing their actual activities. This has happened, but the priority level is not high enough with respect to the implementation of the DPs' development work to completely avoid the problems which arose for round-1 DPs. Another problem is the division of general principles that was made between the two preparatory and decision rounds, and between the preliminary and in-depth application processes. The upshot of this appears to be that many round-2 DPs have focused on those principles which were preparatory criteria in the in-depth application. The risk is that other principles take a lower priority in their activities which has consequences for their inclusion in the results.

NTGs

As pointed out in the interim report, there have been difficulties getting NTG activities up and running. This was on account of unclear guidelines from the ESF Council – lack of clarity in the formulation of the task, large variations in the requirements for applications, etc. These problems continue to limit NTGs' possibilities of becoming effective tools for the dissemination and mainstreaming of project results.

Other obscurities concerning the forms of work for NTGs have caused further delays and confusion. For a start, several NTGs felt they were required to work in partnerships. It was not until later, when problems had arisen, that the ESF Council explained that the NTGs were to work in traditional project form with the host organisation also acting as project owner. In turn, this had consequences for how management and dissemination activities were organised within NTGs, and for DPs' involvement in NTGs. According to the original proposal, steering groups were to have responsibility for both management and dissemination, but it has proved difficult for them to fulfil these dual roles. As already shown, successful dissemination requires the involvement of "high status" individuals who can reach out to the users and get the message across. Managing the project requires different "skills". At least two NTGs have solved this by setting up a steering group for project management, led by the project owner, and a reference group comprising "high status" members for carrying out the dissemination work. The ESF Council should monitor whether steering groups with reference groups are more successful than the others.

The fact that DP results have been "unfinished" when they were handed over to the NTGs has entailed more work for the NTGs than anticipated. It also transpires that the area of responsibility has been less well researched than was assumed when the work was begun. As a result, NTGs have needed a bigger organisation than originally anticipated for researching, analysing and validating DP results. NTGs have had to become "self-developers" to a greater degree than anticipated and devote attention to developing their own results rather than compiling and disseminating results from EQUAL. This has in turn had an impact on the composition of NTGs

Ledningskonsulterna

i Stockholm AB

which are largely comprised of investigators/researchers/developers rather than marketing people. This could have consequences for the effectiveness of NTGs' dissemination work. It may be necessary for the ESF Council to monitor this.

Recommendations

The role of the DPs in the overall dissemination and mainstreaming work should be developed. It is important that DPs are made aware that they have a central role to play in the external dissemination and mainstreaming work of the programme. Moreover, the role of the partnership and its responsibility for external dissemination must be made clear to round-2 DPs. DPs must be given an insight into marketing and prevailed upon to acquire marketing skills to strengthen their resources for dissemination and mainstreaming.

NTGs also require better resources and capabilities for dissemination and mainstreaming. Consideration should also be given to improving the marketing skills of NTGs and to whether all NTGs would benefit from adopting the reference groups introduced by two NTG, as a means of improving the effectiveness of NTGs' dissemination and mainstreaming activities.

Furthermore, the ESF Council must address the question of how, practically speaking, NTGs should include round-2 DPs in the work as soon as possible, e.g. in connection with the pending decision on the NTGs' annual budget. The reason for this is that NTGs' current action plans are largely based on the preconditions arising from the activities of round-1 DPs.

9.8. Has EQUAL had an impact at national and EU level?

We have also examined what added value has been created by EQUAL, as this can be deemed an effect of the programme.

As stated in the introduction to this chapter, EQUAL is an ambitious programme covering many areas with complex development tasks. This has naturally influenced the preconditions for implementing the programme fully and coherently. The many "varying tasks" that each DP is required to implement within limited financial constraints, both in terms of personnel and funding, have had an effect in that DPs have given priority to their core activities, i.e. the actual development tasks, rather than tasks such as transnational cooperation, inclusion of the general principles and external dissemination and mainstreaming.

The implementation has also been affected by the MC's and ESF Council's choice of criteria for selecting round-1 DPs and NTGs and for guidance and support for the DPs and NTGs. It has also been affected by the shortcomings in the focus and content of the control, management and follow-up processes, which we drew attention to in the interim report.

The overall consequence has been that the level the programme and the programme objectives were neglected and have exerted little influence on the overall programme activities during the programme period up until now. Instead, as shown in Chapter 3, the DPs and NTGs own objectives have been the guiding force, and these have not corresponded fully with those of

Ledningskonsulterna

i Stockholm AB

EQUAL.

The upshot of this is that it will be difficult to achieve the programme objectives even if the NTGs and the DPs achieve their own goals, which most of them are likely to do. Moreover, when we analyse the preconditions for meeting the programme goals, based on the content of the material for dissemination and mainstreaming, it seems unlikely that these will be achieved. A key reason for this is that most of the DPs and NTGs have, in their measures to influence recipients, turned to users who do not have a mandate to effect the changes required for the results to be included in their activities. This mainly concerns sectors managed at central level. There are also examples where the opposite has occurred, i.e. where DPs/NTGs were able to see from the start which level could effectively influence the level of implementation.

Solutions and models have certainly been developed within these sectors, in the framework of programme implementation, which have the potential to change the national system. But these results, too, have largely been developed for local/regional conditions and the results are mainly disseminated at these levels. The work to broaden the application of these solutions – often designed to meet to local needs – is thus often down to the users which have been reached and influenced by the results. There is a risk that the full potential of the results is not realised and they are not passed on within the users' organisation. This indicates that the way results are disseminated within EQUAL limits their potential to influence discriminatory national processes, systems and structures in the long run as well.

New approaches, models and good solutions

As mentioned in previous sections, new models and good solutions have been developed within the framework of the programme. These consist of newly developed measures within the labour market and rehabilitation which, in many cases, should be able to replace the measures being applied today, and provide added value in that they are more effective in the longer term. New and interesting practical tools have also been developed which can be used in work in the field of equal opportunities and which can help to put theories and strategies into effect through practical application. Tools have been developed that ought to be used. Other examples are previously developed methods applied to new areas. Models and educational approaches from the music school have been used for the development and dissemination of a model for municipal technical colleges. New collaborative and rehabilitation models have been developed to make marginalised individuals more employable and more attractive to the labour market. Similarly, new forms of social cooperatives have been developed to be used with these and other target groups.

Furthermore, new models and methods of recruitment and career planning have been developed within a number of sectors with the aim of increasing diversity in working life. Yet another example of achievements is the work being done by several DPs to tackle and reduce discrimination based on sexual orientation. This is one of the results which looks like it has the potential to have a broader impact on discrimination due to, for example, the way problem area has been identified, and the building of networks and structures for implementation and dissemination to other areas.

Ledningskonsulterna

i Stockholm AB

All these development initiatives and results are aimed at reducing the causes and incidence of discrimination, thereby increasing diversity in the labour market and, to a certain extent, in working life.

Have these had an impact – where and how?

The results of the extensive development work carried out under the programme have had a degree of success. As already stated, the impact to date has been felt mainly at local and regional level, and has taken the shape of organisations and partnerships expressing an interest in the results, and in some cases including them in their mainstream activities. The impact at national level has been weaker so far, but, as described in previous sections, methodologies have been developed which have the potential to be disseminated nationally. One such example, which has been mentioned several times already in the report, are the results from the DPs and NTG involved in methodology development and the dissemination of expertise to reduce discrimination based on sexual orientation in working life.

The main reason why it has been difficult to reach and have an influence at national level is the way in which dissemination has been organised. The possibilities for DPs to reach this level with their results are therefore likely to be limited, as has already been shown. Furthermore, dissemination to the national level has so far not been given priority at any level of the programme structure. Hence, dissemination has generally not been structured to take account of the national level, even though this level is the end objective for dissemination.

Developments to date have wider implications for the possibilities of developing the national policy in areas aiming to reduce discrimination and increase diversity in working life and the labour market. The local character of EQUAL's results makes it more difficult for those responsible for policy development and for political and other decision-making at national level to make use of them. The results are difficult to obtain and to include directly. Furthermore, the Cabinet Office, *Riksdag*, authorities, social partner organisations and industry need to adopt a different and more open attitude if the results, which can contribute to better achievement of political and other central objectives, are to be used.

9.9 Programme impact (added value) and effectiveness

EQUAL has created/will create added value which would not have been the case had the programme not been implemented. In Chapters 3 – 5 we discussed the added value that, in our view, has been/can be achieved by different aspects of the programme. In this section on impact analysis, we summarise the added value, in terms of impact on users, which has resulted in/can ultimately result in reduced discrimination. This added value is generated by the application of the general principles, but there is also other added value achieved by different aspects of the programme, as has been shown in the chapters of this report.

The review shows that EQUAL has/will have both expected and unexpected effects. This applies equally to DP and NTG activities. Based on the information garnered from the data we collated, effects can be classified as either indicated or preliminary and, to a lesser degree, actual. The

Ledningskonsulterna

i Stockholm AB

main explanation for this is that most of the DPs were still active and NTGs, on the whole, only started operating half to three-quarters of a year ago, i.e. around the time we finished collecting our data (May/June 2005). It is therefore difficult for us to give an opinion on how sustainable the effects are or whether they will, in fact, be realised.

Below, we summarise examples of added value/effects under EQUAL, divided according to different general principles.

Partnership

The partnership model has resulted in the creation of added value which first emerged while the DPs were active. Partners that had not previously cooperated did so, as a result of which sector authorities started working with other authorities and/or NGOs, etc., e.g. in areas such as the prisons and probation system and the reception of asylum seekers. Those interviewed generally expect that the (personal) contacts and knowledge established between the organisations, built up over the period of the partnership, will normally last beyond the completion of the programme.

- One benefit arising during the DPs' period of activity is the transfer of experience and skills between the organisations making up the partnerships, which has also been of consequence for closer collaboration and joint responsibilities. This pooling of skills has led to the development of new skills which could be exploited in the DPs' work, which in turn has contributed to increased knowledge within the partnerships.

Added value has been created by the development of forms of organisation and work within the partnerships:

- Partnerships have opened up opportunities for cooperation between traditional/non-traditional and large and small organisations in areas such as the correctional system, sexual orientation and asylum. This has involved small, non-profit and/or interest organisations with "unique" knowledge being given opportunities to bring added value to the work processes within the development partnerships.
- EQUAL has opened the way for small, non-profit organisations, which are well established in their specialised areas, to assume principal responsibility for their own DPs. This has been made possible through, for example, collaboration with large organisations/authorities in the context of the partnerships, given the financial and other prerequisites needed for implementing the activities. Examples of areas where this has happened are asylum, the correctional system, informal learning and social enterprise.
- The forms of work requirement of joint responsibilities and participation in DP work has led to closer cooperation and more shared responsibility on the part of the DP members, in connection with development work and the dissemination of results.
- Partnership collaboration has in some cases also led to the sectorial authorities' monopoly on defining problems being broken. Voluntary organisations have instead been involved in defining the problems to be tackled on an equal footing with other authorities.

Ledningskonsulterna

i Stockholm AB

Transnational cooperation

Transnational cooperation has generated added value which would not have been created without the EQUAL programme. The added value has been created despite the fact that the transnational cooperation under the programme was generally not as comprehensive or extensive as envisaged by the programme.

The fact that the scope of the cooperation was more limited than intended has/had implications for the type of added value that was generated. This mainly concerns the content and the results of the dissemination and mainstreaming work within the DPs.

- DPs have derived added value, which was mainly in areas such as wider contacts and the exchange of experiences, as well as and the parallel development of work approaches and methods in DPs from different Member States during the operational period.
- The type of results generated from the transnational cooperation has, in part, determined how they should be exploited at national level. The results have mainly taken the form of methodology handbooks, illustrations of methodologies on CD or film, joint home-pages, etc.

Listed below are some of the specific benefits that have been generated:

- TN has opened opportunities for dissemination at EU level. DPs and NTGs dealing with asylum-seekers and sexual orientation have taken the opportunity to directly exert an influence on the Commission, the European Parliament and other Community institutions
- TN has given rise to results outside the scope of the TN cooperation, e.g. within the field of informal learning and development of future cooperation between “sister organisations” within the TN partnership.
- In areas such as sexual orientation and asylum, TN has encouraged the development of contacts between researchers/universities and collaborative ventures in the research field connected with the main focus of the EQUAL programme.
- In the areas of sexual orientation and validation of informal knowledge, TN has contributed to establishing contacts and future collaboration between and within areas of activity represented by individual organisations and which lie outside the envisaged scope of TN collaboration. Pertinent examples of this include the cooperation between gay organisations in the police forces of Member States and the collaboration within the personnel field between the armed forces in the Netherlands and Sweden.
- TN has encouraged collaboration between universities in several countries which has led to the inclusion of a new discipline in social economics at Swedish universities.

Equal opportunities

The equality perspective has been more strongly observed in some DPs and in NTGs due to the EQUAL programme. This has primarily meant that DPs and NTGs have lived up to national (Swedish) requirements rather than gone beyond them. The main explanation for this is that the

Ledningskonsulterna

i Stockholm AB

project assumption throughout was that EQUAL required participants to live up to applicable (Swedish) requirement.

Work on equality issues has thus had an overall positive effect as regards the acquisition of skills/knowledge and provided added value which improved the quality of dissemination work and results:

- This has made it easier to develop methodologies for models/processes focusing on gender problems. To a lesser extent, it has also helped to generate interest in dissemination and mainstreaming measures undertaken by DPs. An example is the work carried out by the DP for Gender Equality (*Jämställdhet*) in the County of Gävleborg which has developed practical tools to support the implementation of gender equality strategies by various county and municipal bodies.
- New problem areas for equality have been opened up which has meant that equality problems have been included on the agendas of the central players. One example of this is the work being done by some DPs and one NTG on equality issues in the field of sexual orientation. Another is the particular gender problems that have emerged in DPs involved in developing new rehabilitation methods for extremely marginalised individuals in participating groups comprising both sexes.
- The inclusion of equality as a requirement has meant that the gender issue has been studied in the area of sexual orientation. This has also led to research of the gender perspective in this area.
- The more problem-oriented equality work on equality issues has helped in devising tools for practical work on equality within various fields. Examples are DPs which have devised unique educational tools for supporting equality action within authorities, organisations and companies. New methods of recruitment and career planning have been developed which aim to guarantee companies' personnel needs in the area of technology and engineering by increasing the recruitment of female technicians/engineers.

Empowerment

The empowerment perspective has taken root in some fields as a result of DP activities. This has been most pronounced in the work of the correctional sector, social enterprises and the central trade unions to reduce discrimination based on sexual orientation in the labour market. Where the empowerment perspective is strong this has generally been down to the "business mind" of leading player in the DP or the basic initiative of the DP concerned. In addition, these DPs have a well-developed knowledge base and have made use of "tools" which have reinforced the perspective. Examples of the latter are DPs working in the fields of social enterprises, sexual orientation, etc.

The application of empowerment has created added value in the implementation of the programme:

- Work the partnerships has produced new knowledge which has influenced the content of the results being/to be disseminated. The target groups possess knowledge which would

Ledningskonsulterna

i Stockholm AB

- have been difficult for the DPs to access without their participation.
- DPs with a clear empowerment perspective have also succeeded in developing methods and models to strengthen empowerment among the target groups. Models for disseminating knowledge about homosexuals and bisexuals, collaborative solutions to improve the position of marginalised individuals, methods for tackling the problem of equality in the field of informal learning etc. are all aimed at improving the position of those who are marginalised in working life and in the labour market.

Another form of added value which has emerged is that the partnerships have acquired new knowledge affecting both the focus and results of activities, and the forms of work within partnerships:

- The knowledge acquired has, for example, affected underlying assumptions as regards definitions and perceptions of current issues/problems with reference to the target groups.
- The coming together of various skills and experiences is an important means of enhancing knowledge and adapting the focus of activities.

Specific results have been obtained and examples include the following:

- The bottom-up approach has opened up and DP results have been influenced by knowledge of the target groups, for example. This has provided a basis for new training tools and resulted in recognition of the need to develop different models for men and women in the field of rehabilitation and other areas.
- User cooperatives have been adapted and developed to provide former prisoners, substance abusers, etc. with the scope to assume responsibility for their own rehabilitation and to prepare for reintegration into the labour market and/or vocational training.
- Handbooks and methodological guides have been produced in a different way from what was originally intended, e.g. by the DP working in the field of racial discrimination.

Diversity

As a result of EQUAL, DPs and NTGs have taken greater heed of the diversity perspective. This applies mainly to DPs and NTGs where the diversity aspect is the central focus of their activities and where the cooperating organisations understand the purport of the diversity principle. With certain exceptions (see below), DPs have generally found the concept of diversity difficult to grasp, as we have already shown. Work has mainly consisted of fulfilling national (Swedish) requirements despite the fact that diversity has a broader significance under EQUAL.

The added value of work on diversity consists mainly of greater awareness and visibility together with specific benefits, such as:

- The development of tutoring arrangements and “ambassador training”, methods for working on diversity issues, models for financial cooperation in order to increase diversity, etc.

Ledningskonsulterna

i Stockholm AB

- The work has helped to change attitudes and to enhance knowledge, especially at the individual level. An example of attitude change at the organisation level is the work of the NTG FSA to help companies integrate the concept of corporate social responsibility into businesses and DPs active in the field of sexual orientation etc.

The DPs and NTGs which have most clearly experienced that added value can be created by including diversity in their activities, including the dissemination and mainstreaming process, are those which have included a diversity perspective and produced results in the form of new models/methods, showing that they can generate results for the organisations using them. Examples of such DPs and NTGs are those working within clearly defined areas:

- Work in the fields of corporate social responsibility and learning aiming to highlight the benefits (to employers) of utilising diversity among the staff, i.e. of using and exploiting the knowledge and experience of staff - with different backgrounds - and introducing methodologies for the purpose of “harnessing” diversity.
- Work focusing on increasing diversity in working life by enhancing knowledge/tackling prejudice with the aim of improving working environments and providing homosexuals and bisexuals with better opportunities to work under the same conditions as their heterosexual colleagues.

Dissemination and mainstreaming

Dissemination and empowerment under EQUAL have generally been more wide-ranging and better conceived because of the programme requirement that DPs must disseminate and NTGs must be found to disseminate results. This differs from other programmes/projects where this requirement did not exist or was not as manifest. NTGs, in themselves, incorporate a number of positive effects:

- Dissemination is more national in scope than if DPs alone are involved. This can entail dissemination nationally on a local basis as well as upwards by levels. NTGs reach a broader audience than DPs working on their own.
- There is “quality assurance” of proposals, i.e. the proposals being promoted have been tested. NTGs collaborate with more players than DPs and thus have a broader scope.
- NTGs help to create synergy effects – similar results from several DPs can be combined, making proposals more effective (comprehensive) and thus not so “disjointed” as when each DP is responsible for dissemination. In some cases, e.g. NTG Learning, users have been involved in disseminating DP results. By using NTGs, new levels can be reached which DPs are unable to reach, and greater financial dissemination can also be achieved.

We have observed the following weaknesses, which can be changed, but which have affected the possibilities to create added value in the dissemination and mainstreaming process:

- EQUAL must, as laid down in the programme, develop contacts with other Structural Funds programmes and affiliated programmes so as to adapt its activities or to get new

Ledningskonsulterna

i Stockholm AB

- methods tried and tested in other environments and on a larger scale. This has not really come about.
- Dissemination duties of participants in EQUAL have included transferring results to Objective 3 so that the activities can be tried out on a larger scale etc. However, according to our feedback, Objective 3 and other Structural Funds programmes have not been included in the circle of external stakeholders which are the subject of the dissemination activities of DPs and NTGs. Hence, this channel is not being utilised in the mainstreaming of EQUAL's ideas.
 - There is a risk that NTG results will be "frittered away" due to the fact that several NTGs are developing models individually for the same subject.
 - DPs have felt that NTGs have "disregarded" them and that NTGs have "over tested" their results instead of disseminating them, because they constantly analyse the results they receive in order to see whether the results can be "scaled up" and disseminated on a large scale etc.
 - DPs have not yet recognised the full value of NTGs or have reservations vis-à-vis the phenomenon of NTGs.

Furthermore, the basic data indicate that EQUAL (partnership) models – in some respects – are effective compared with the alternative, "the Swedish Research Model" (*den svenska utredningsmodellen*). However, this is only an indication, as the activities within the DPs and NTGs are largely on-going. There are therefore signs that the EQUAL model has increased the potential for working more effectively, especially the partnership work, than without it. Some examples of this follow below.

- The collaboration within the DPs and NTGs means that important partners have conducted a joint project, in which important stakeholders have participated and contributed unique knowledge.
- One of the programme aims is for the development partnership collaboration to continue after the programme is completed. Going on the supporting information, this is only happening in individual cases. The interviews and surveys to date show that there are four partnerships wishing to continue to collaborate in an organised manner after DP activities have been finished. These are Slup.se School @ work, Better Release (*Bättre frigivning*) and Gender Equality in Gävleborg. In two of the cases, foundations have been set up to continue the work. Most of the DPs interviewed state that (they hope that) partners continue to collaborate after the DP has been wound up but not in an organised way. They do not say how this should take place practically-speaking.
- Some NTGs, e.g. NTG Learning (*Lär*), are planning organised networks which can continue the work of the NTG after its activities have been completed. The creation of a network is one of the aims of NTG Learning.
- As expected, it is difficult to show that the partnership model has become generally accepted as a model for development work as a result of being applied by certain development projects in the region.

Ledningskonsulterna

i Stockholm AB

9.10 Has the learning process been developed – what are we able to learn?

An important element of programme implementation is to make use of the experience gained. Evaluating and passing on this experience can lead to the development of new methods etc. It is important to create functional learning processes within the framework of the implementation process.

What can be passed on in the programme?

The learning processes involved in programme implementation can be developed. One important change is for the ESF Council to follow up activities and results at programme level so that better use can be made of the experiences gained from problems and success criteria at programme level and pass the benefit derived on to DPs, NTGs, etc. To facilitate this, the information from DPs and NTGs relating to implementation needs to be collated and generalised to enable data on the functioning of the programme to be captured. Moreover, the follow-up efforts must be more clearly focused on results than has hitherto been the case. It is important that reporting of results by DPs and NTGs is formulated so that the results achieved can be compared to the targets that have been set.

There needs to be more focus on follow-up and guidance so that those in direct contact with the DPs and NTGs provide feedback on their forms of work and their potential for generating results. Stepping up the exchange of knowledge and experience between individual DPs and NTGs in connection with the central meetings and in informal networks initiated by the ESF Council will increase the chances of creating viable and active learning processes within the programme. DPs and NTGs should undertake a review of phase 3 to ensure that important information and knowledge that can promote the development of working procedures, methods and objectives in the pending dissemination work is preserved.

An important element of the learning process is the development and adaptation of the tools and flow of information so that all areas of the programme organisation have easy access to adequate information. Quality needs to be guaranteed by making more use of written information and by ensuring that everyone involved in the information processes relays the same message. The MC members, for example, need information that has been adapted to be able to participate more actively in the dissemination and mainstreaming work.

Another important element of the learning process is the transfer of experience and expertise between DPs in rounds 1 and 2. The ESF Council can play a central role here as the DPs in these rounds tend not to operate in parallel. The transfer of experience means that round-2 DPs will not have to devote such large resources to developing administrative procedures and financial circuits, building partnerships, making the general principles operational, planning dissemination and mainstreaming, etc., as they will not be starting from scratch. The forms for this type of transfer activity can be developed and implemented by the ESF Council.

It is also important to improve the preconditions for round-2 DPs so they can derive more benefit from informal cooperation and learning processes and make use of central meetings and

Ledningskonsulterna

i Stockholm AB

conferences for such purposes.

As stated in Section 9.3, start the dissemination and mainstreaming work early - in the planning stage at the programme, DP and NTG level. Ensure that dissemination and mainstreaming are integrated with work on formulating the development task. In other words, develop a clear picture of the objectives to be achieved by the programme, the methods to be used, the target groups to be addressed and how, exactly, to achieve this. Include users at all levels in the dissemination and mainstreaming work (at the latest). It is important for DPs and NTGs to formulate dissemination and mainstreaming strategies/plans at an early stage. Good examples exist at both the DP and NTG level. One example is the DP Normative Diversity (*Normgivande Mångfald*) which, on the basis of its development task, focused on developing different methods/models and content for different target groups. Another example is NTG Learning, which has formulated dissemination and mainstreaming strategy and is developing networks as a tool for implementing the strategy. It is hoped that these networks will continue with their work when the NTG has completed its activities.

It is also important that DPs and NTGs are given better opportunities to become involved in and to develop transnational cooperation. They must be provided with knowledge of the principles of diversity and, to a certain extent, empowerment so that the work and results of the DPs are influenced as envisaged by the programme.

9.11 What can be passed on in future development programmes?

Future Structural Funds programmes and other programmes should make use of the experiences gained from EQUAL. Examples of experiences which can be used are the methodologies for mobilising the “right resources” for expertise and financing, the setting up and development of partnership cooperation, forms of and methods for effective dissemination and mainstreaming, etc. These are mainly related to EQUAL’s development tasks and the complicated processes that need to be developed for the programme to attain its high ambitions.

Experience has shown that, in future, programmes should be directed at and geared towards more restricted areas and target groups. They should also have more realistic objectives in relation to the available resources (finance and expertise) and the areas within which the programme will be active, i.e. the larger and better funded units in the programme would be responsible for the practical implementation and the results.

The programme must work within realistic timeframes in relation to the tasks and objectives. Attention must be given to the conditions that exist in the programme’s “immediate environment” – conditions existing within the areas of activity and administrative domains which are the focus of the programme. This entails working within realistic timeframes for implementation in relation to the scope of the programme and the results it is striving to achieve and preconditions that exist in the immediate environment of the programme.

Better use should be made of the results from the research as a source of information and support for development activities. At all phases of the programme, it is important to take account of the

Ledningskonsulterna

i Stockholm AB

knowledge that exists within the world of research, i.e. make use of knowledge about conditions in the environment surrounding the programme, and ensure that knowledge is made available when the programme is written up, maintain closer links with research competencies during implementation and involve established researchers in follow-up and evaluation – at the different programme levels and in the operations.

Co-financing should be secured from financiers whose mainstream activities and regulatory framework do not compete with or preclude the development of innovative solutions which venture beyond existing systems frameworks. In other words, look for co-financiers who have development skills – in terms of organisation and management as well as specialist expertise within the areas of the programme - but who do not have principal/political responsibility for the systems which are to be influenced or changed.

Start the dissemination and mainstreaming work early - in the planning stage. Ensure that dissemination and mainstreaming are integrated with the work on formulating the development task. In other words, develop a clear picture of the objectives to be achieved by the programme, the methods to be used and the target groups to be addressed. Include users in the dissemination and mainstreaming work (at the latest).

The management and guidance of the programme must be clear and consistent and relate to its aims, approach and objectives. Attention must also be paid to what is done, how it is done and the impact in relation to planned activities and set objectives. In other words, available experience on how complicated development projects should be controlled, managed and followed up should be utilised, i.e. learn from research and advanced product development.

All levels of the programme structure must acquire adequate knowledge of the central factors which steer the development programme, e.g. the general principles in EQUAL. If this does not happen, the participants will find it difficult to come to terms with the factors stipulated by the programme, and the supporting guidelines from the programme promoter will not be enough to compensate for the shortcomings. In other words, make knowledge and guidance for central factors/parts of future programmes available to whoever is working under them.

Focus on the programme (development) objectives and carry them forward and ensure that the programme owners do not lose sight of the principal aim of the programme, i.e. make sure that they it is not lost sight of under the programme.

In programmes involving/requiring international cooperation and where the results of this cooperation are fundamental to achieving the objectives, it is important to provide realistic preconditions. In other words, provide sufficient resources in the form of time and funds, and broad scope for finding and choosing partners. Provide the basic conditions for creating greater consensus among the partners with respect to the aims and goals of the operation and resources for implementing and establishing the activities, etc.

Each individual development project should also be analysed to find out what skills are required. In other words, call for future projects/partnerships to provide the necessary expertise at all levels

Ledningskonsulterna

i Stockholm AB

and all phases of the programme. Ensure that the authority/organisation in charge has sufficient expertise to be able to provide advice and guidance.

Discrimination research – Is EQUAL addressing the relevant issues?*The purpose of this research overview*

The main purpose of this overview is to illustrate as clearly as possible the research community's interpretations regarding discrimination on the Swedish labour market. We can then compare this picture with the approach adopted by EQUAL. We can therefore use the presentation of the research findings as a "sounding board" to examine the central starting points of the EQUAL policy in Sweden.

Our basic aim in this memorandum has been to provide an up-to-date and general picture, with a main focus on the labour market economy. The primary purpose of EQUAL is to improve the labour market situation for target groups, and labour market research is key to this. As regards the time scale, most of the studies reported were published over the last few years, but the views they express seem to be generic in nature, so we consider that these views apply for the whole period 1998 to 2004.

The overview of the research findings was put together out by Lars Behrenz, labour market researcher and lecturer in the Department of Economics at Växjö University, with the help of Dr Anne-Marie Morhed, head of the Gender Research Institute at Gothenburg University, and Masoud Kamali, Professor at Mid-Sweden University in Östersund and co-opted Professor at Uppsala University.

What is discrimination?

Discrimination on the labour market assumes that particular groups may suffer lower salaries, slower career development or higher unemployment than "they deserve". According to Professors Anders Björklund, Per-Anders Edin, Bertil Holmlund and Eskil Wadensjö in "*Arbetsmarknaden*" (2001), discrimination on the labour market normally divides into: i) preference-based discrimination and ii) statistical discrimination. *Preference-based discrimination*: this mechanism was first presented by the Nobel Prize winner Gary Becker in the 1950s, as a "taste for discrimination". It is based on preferences for: 1) working alongside, 2) obtaining services from, or 3) employing, persons from a particular group. This leads to certain groups being treated unfavourably by persons who dislike persons belonging to those groups. *Statistical discrimination*: this discrimination model is generally ascribed to the Nobel Prize winners Arrow and Phelps, and is based on the idea that there is no perfect

and cost-free information on a prospective employee's productivity. This form of discrimination occurs when an employer, on the basis of existing statistical information, believes that certain groups of people "are sick more often", "are unable to work in teams", etc. From an employer's perspective, it can make sense to use information about which groups are absent from work the most if this hampers production. If women, all other things being equal, take more parental leave, they can be less profitable for the company. Statistical discrimination leads to a situation whereby a job-seeker's personal characteristics, such as ethnic background or sex, may affect the employer's assessment of the job-seeker's capacity for work. This type of discrimination also leads to employers "rationalising" and simplifying the decision-making process by avoiding "trouble" and collecting individual information from individual job-seekers. It can also result in discriminatory institutional systems being carried over into the labour market. In this connection, it is therefore also possible to speak of *institutional discrimination*. This view is a reaction to the unsuccessful integration policy that focuses on the structural and institutional mechanisms at the root of ethnic rifts in society (for more on this see SOU 2005:41, "*Bortom Vi och Dom*" [= Beyond Us and Them]). Laws, rules and day-to-day institutional practice discriminate, whether intentionally or not, against persons with different backgrounds. Here, according to Masoud Kamali (SOU 2005:41, chapter 2), Weber's action theory, which addresses the unintentional consequences of human actions, provides a useful tool for analysing modern-day discrimination. This applies theories about how people, often unintentionally, categorise "others" into groups that are easily seen as inferior. Categorising people in this way leads to discrimination.

"What do the researchers have to say about the integration of immigrants?"

It is an indisputable fact that certain groups with foreign backgrounds have problems on the labour market. For a good overview see Jan Ekberg & Mats Hammarstedt (2002) "*20 år av allt sämre arbetsmarknadsintegrering av invandrare*" [=20 years of ever-worsening labour-market integration of immigrants], *Ekonomisk Debatt* nr 2. Even when we take into account factors such as age, sex, material status, number of children, duration of residence in Sweden, level of education and work experience, certain immigrant groups still have a higher risk of being unemployed than persons with a Swedish background. There are various indicators of the difficulties experienced by various groups born outside Sweden. These include :

- high and long-term unemployment;
- among those who do manage to obtain work, over-representation in part-time work and temporary posts;

- less chance of finding a job that matches their qualifications;
- lower pay increases and less chance of career advancement.

The reasons for a poorer outcome on the labour market can lie in "cultural distance", inadequate human capital and various types of discrimination. A group of researchers believes that the cultural distance between immigrants and Swedes explains part of the immigrants' problems on the labour market. This theory has been propounded by, inter alia, Broomé, Bäcklund, Ekberg and Gustafsson. They claim that immigrants from "culturally remote countries" have bigger problems on the labour market than those with a shorter cultural distance. According to Professors Jan Ekberg & Björn Gustafsson the cultural distance of the new non-European immigrant groups is one of the most important factors explaining the weak position of these groups on the labour market. However, there have been empirical studies that have failed to substantiate this theory. By empirical studies we mean research which analyses actual outcomes (e.g. through interviews, surveys or registered data), in contrast to theoretical research which merely analyses various circumstances with the assistance of theories and reasoning. *The human capital argument*: Some argue that the high rate of unemployment among immigrants, for example, has to do with their low level of education. Lindgren et al have shown that, in general, immigrants who came to Sweden in the 1950s and 1960s, i.e. labour immigrants, had lower levels of education than Swedes. But this has changed since the 1970s, when new groups of immigrants, i.e. refugees, began arriving. These refugees have a level of education on a par with Swedes. But Edin & Åslund, among others, have shown that immigrants, on average, earn less than persons with a Swedish background regardless of their level of education, which would seem to indicate *discrimination*. We should here add some form of *side-effect or spillover discrimination*: this alludes to the negative and secondary effects that discrimination in certain social institutions has on discrimination in other sectors of society (for example, when discrimination in the education system results in some immigrant teenagers getting poor school-leaving reports or not getting a chance to go into further education, and therefore not being attractive propositions on the labour market). Stipulating that applicants must have "a good knowledge of Swedish", when this is not necessary for the job in question, is an example of institutional discrimination. Demanding "Swedish social skills" or recruiting within a known network is commonplace. The tendency of the networks towards ethnic homogenisation can be an important reason why many employers choose to recruit within or through their own network.

How has EQUAL taken these ideas into account? For example, that it is a mistake to view all immigrants in the same way and propose the same methods when they probably do not have the same skills.

There is a huge amount of research on integration. We have chosen here to focus a little more closely on the book "*Egenförsörjning eller Bidragsförsörjning*, SOU 2004:2", which is very recent and contains some exciting discussions and presentations of some central issues. The book gives a good picture of research findings in the field of integration. In chapter 2, Gustafsson, Hammarstedt and Zheng show that the situation is worst for older immigrants. Has EQUAL given any special thought to the age problem? Poor knowledge of Swedish and poor transferability of training are suggested as important contributory factors towards poor integration. Has EQUAL focused on these problems? Discrimination often occurs through employers scanning through the names of job applicants. Has EQUAL considered employers' attitudes when they set about selecting persons for interview? In certain cases there is very little incentive to take up gainful employment. Has EQUAL looked at the problems of high starting salaries and high marginal effects for low earners? Eva Franzén demonstrates again in chapter 4 that old age carries with it a high risk of welfare problems. Language and cultural differences are important factors for integration: different degrees of discrimination for different groups. Has EQUAL considered the fact that there are big differences in the problems faced by different immigrant groups? This point is backed up by Mats Hammarstedt and Mårten Palme, who point to big differences between different ethnic backgrounds when it comes to the integration of second-generation immigrants. Chapter 7 examines whether discrimination exists on the Swedish labour market. Le Grand, Szulkin and Ekberg believe they can prove there is a lot of ethnicity-based wage discrimination. Again, immigration researchers point out that there are big differences between different ethnic groups. EQUAL therefore needs to be adapted to address not merely the existence of integration problems in general but the fact that these problems appear to be different for different ethnic groups. Differences in the transferability of academic qualifications between different countries may be an important factor. Working with different projects to make qualifications obtained in other countries more usable in Sweden would seem to be important. According to the authors, employers' prejudices need to be overturned. The book's editor, Jan Ekberg, concludes that we have "systemic faults in our policy". The entire Swedish strategy (i.e. scattering refugees to any place in Sweden where there is accommodation available, instead of to where there is work available) is, according to Ekberg, a bad strategy. Labour market policy needs to take

more account of the integration process than it does today. Jan Ekberg believes that access to work must be the main criterion.

As regards *asylum-seeking* refugees, there have been virtually no empirical labour-market studies specifically focusing on this category. Dan-Olof Rooth's doctoral thesis in 1999 demonstrated a number of interesting facts in relation to refugees. He established four significant factors for explaining the amount of education refugees had invested in Sweden, namely: age, level of education on arrival, date of receipt of residence permit, country of origin. At the same time, he shows that education has little effect on the likelihood of getting a job. Rooth reaches two important conclusions: 1) there are big differences in refugees' success on the labour market depending on their country of origin; and 2) the important thing is for refugees to be given access as soon as possible to the labour market, rather than to the education system.

Within the asylum sector, EQUAL has initiated research on asylum seekers and the length of time spent seeking asylum. There had previously been very little research in this area, and the results will provide important new knowledge. Both "*While we are waiting*" by J-P Brekke and "*En väntan under påverkan - Förstudie*" reveal (and will continue to reveal) interesting experiences of how the period spent as an asylum-seeker is perceived and how things can be improved.

Autumn 2005 saw the publication of a body of research findings on discrimination, SOU 2005:41, "*Bortom vi och Dom* [= Beyond Us and Them]". Although not as firmly focused on the labour market, it nevertheless nicely complements SOU 2004:2, which was written mainly by economists whereas none of the authors of SOU 2005:41 are economists. In chapter 3 the social anthropologist, Essed, writes of "everyday racism". Everyday racism is reflected in ethnic and racial hierarchies of competence, culture and advancement. Racism is seen as a process that preserves unequal power relationships. The use of concrete examples of situations that demonstrate how everyday racism affects, for example, the chances of gaining entry to the labour market, helps to highlight different situations that create serious discrimination problems but that are not always perceived by those who are responsible for everyday racism. Another concept, analysed by the cultural geographer Irene Molina in chapter 4, is "racialisation". This concept stands for categorisations, models of thinking and associations that make the hierarchical ordering of people a natural feature in both social

relations and power structures. The main idea is to raise awareness of various racist attitudes that are deep-rooted in Swedish society. By creating an understanding of the embeddedness of various forms of racialisation in the structure of Swedish society it will be possible to work more effectively towards reducing discrimination in society. In chapter 5 the sociologist Van Dijk writes about the role played by the elites and the institutions in reproducing racism, and the more concrete analyses also examine the effects of everyday racism. When the elites (politicians, journalists on respected newspapers, eminent scientists) have been presented with critical analyses of the racist structures and strategies that characterise what they say and what they write, they have tended to be dismissive. According to van Dijk, analyses of Parliamentary debates and other political discourses show that, while racism is certainly rejected officially, at the same time the elite discussions do to a large extent portray immigrants, minorities and refugees as a threat to the welfare state, western culture and our economic, political and social dominance. "The white elite" is accorded the preferential right of interpretation in news coverage. Van Dijk thinks a decisive way of combating this elite racism is to design consistent and critical alternative discourses that are supported by groups and researchers from both the majority and the ethnic minorities. In chapter 6 Katarina Mattsson focuses on "*den normerande svenskheten*" (prescriptive Swedishness). She makes the point that structural discrimination can be about creating "Swedishness" as a basis for discrimination. In the final chapter the economic historian Paulina de los Reyes discusses the existence of structural discrimination. Her view is that the creation of new categorisations of groups turns differences between "us" and "them" into meaningful social codes. Her intersectional approach is based on the premise that power and inequality are woven into people's perceptions regarding, for example, differences between whites and dark-skinned people. Different forms of oppression can combine at different levels, revealing structural, institutional and individual patterns that increase exposure to discrimination and make discrimination seem natural. A question we might ask ourselves is this: on the whole, were these ideas considered when EQUAL was being created and shaped? To tackle concepts such as "everyday racism" requires well thought-out and closely-delimited projects, implemented at various levels of society.

"Sexual orientation"

As far as we are aware, there have been no empirical studies on the experiences of homosexuals and bisexuals on the Swedish labour market compared with heterosexuals. We are aware only of a number of interview studies that have looked into discrimination at work.

One example is "*Homosexuellas villkor i arbetslivet*" [= The conditions faced by homosexuals in working life], by G. Forsberg et al., in which a number of focus groups were used in order to portray how homosexuals view their situation. It concludes, among other things, that sexual orientation is more of an issue in hierarchically-structured organisations. Another study, based on a wealth of material, is "*Arbetsvillkor och utsatthet*" [= Working conditions and exposure], conducted by C. Bildt for the *Arbetslivsinstitutet* (National Institute for Working Life). This also focuses more on experiences than outcomes. The study shows that around half of homosexuals and bisexuals consider that prejudices exist among their work colleagues. In general, Swedish studies concerning sexual orientation reveal a picture of offensive jokes and other forms of harassment in the workplace. Against this background, it is not difficult to imagine career advancement being more difficult for homosexuals and bisexuals. However, there does not seem to be any obvious discrimination in the recruitment process. To sum up, the studies show that homosexuals and bisexuals perceive themselves as being discriminated against and harassed by their heterosexual colleagues because of their sexual orientation. According to the studies, such discrimination and harassment is due to ignorance. To combat this, they recommend dissemination of information and raising of awareness, focusing in particular on the role that trade unions and employers can play here. Has EQUAL addressed this issue?

The studies have also investigated the differences between the sexes from the point of view of discrimination against homosexuals and bisexuals and the causes for such discrimination. They have found, among other things, that homosexual and bisexual men are more likely than homosexual and bisexual women to perceive themselves as exposed to discrimination. Some studies abroad have examined the effects of sexual orientation on the labour market, and they generally indicate that there is a slight tendency for bisexuals and homosexuals to earn less and that these groups could therefore also be wage-discriminated. Looking at refereed research (i.e. research of proven scientific quality) published in international journals, there have been two recent interesting articles. The effects of sexual preference on earnings in the Netherlands were investigated by Plug and Berkhout, and the results were presented in 2004 in the *Journal of Population Economics*. They show that homosexual men earn 3% less than heterosexual men, but that the situation is exactly the opposite in the case of women. An even more recent study by Carpenter, published in 2005 in the *Industrial & Labor Relations Review*, concerned sexual orientation in California. The results are startling, indicating that homosexual men earn 15-30% less than heterosexual men, whereas homosexual women earn

20-30% more than heterosexual women. On questions of sexual orientation, it would seem therefore that the question of gender also needs to be taken into account. Has EQUAL considered these apparent gender-related differences, and if so, how has it done so?

EQUAL has taken the initiative for research within the field of sexual orientation. This includes the study presented in the earlier-mentioned report by Gunnel Forsberg et al. A Finnish EQUAL project has also published a study, "Straight people don't tell, do they..?", which reveals, like the Swedish studies, that the majority of homosexuals and bisexuals dare not talk about their sexual orientation at the workplace. Approximately 20% of the homosexual or bisexual men and just over 10% of the homosexual or bisexual women agreed that they had suffered discrimination because of their sexual orientation.

"What do the researchers have to say about gender discrimination?"

The theoretical reason for gender discrimination on the labour market is in line with the basic discrimination philosophies presented in the introduction to this memorandum. On the question of equality, a recently published Swedish Government Report, SOU 2004:43, "*Den könsuppdelade arbetsmarknaden*" [= The Gender-Divided Labour Market], contains contributions from a number of researchers and sums up the latest research findings very well. The report makes it clear that a lot has happened in the past hundred years and that segregation between men and women has declined considerably and no longer exists at all if we confine our attention to differences between work on the labour market and work at home. The gender-segregating structures that have survived are due to the unequal distribution of resources, in a whole range of different respects, between men and women. One problem observed is that men continue to be relatively uninterested in "women's work". This immediately raises the question, has EQUAL in any way tried to influence this phenomenon? Another question, taken up by Åsa Löfström, relates to influencing employers as regards demand for non-traditional manpower. There is a natural link to EQUAL here. Has EQUAL focused on persuading employers to break traditional gender patterns? The report also indicates that guidance and training via the *Arbetsmarknadsverket* (the Swedish National Labour Market Administration) adheres to old gender patterns. Can we see any trends that indicate EQUAL is trying to think differently in this respect?

In Annex 1 to SOU 2004:43, Gail Hebson and Jill Rubery address the question of "*Könssegregering – Förändring och kontinuitet*" (*Gender Segregation – Change and*

Continuities). The chapter is well written and gives a good account of the whole gender segregation issue. In section 1 they make the point that reducing segregation is not about making things worse for men but about offering women better prospects. If men nowadays have to approach the labour market on the same terms as women, we can say the situation has become more equal, but we can hardly say the situation has improved for women. So not only is it complicated to try to measure improvements, but any such measurement must be based not only on differences between men and women but also on changes for women over time. In section 2 the authors point out that new organisational structures on the labour market, such as the increasingly individualising experience of work, may “pave the way for a new "equal opportunism" among employers”. In this shift of focus the emphasis would be more on differences between individuals than differences between groups of individuals, and the focus on gender segregation may decline. Section 5 contains proposals as to how segregation can be combated. Hebson and Rubery say that we must develop an equality programme that can address the more complex realities of organisational life and respect individual women's and men's choices. They also say that the main incentives for gender discrimination must be lessened. The first such incentive is the possibility of recruiting women as a way of reducing labour costs. What the authors have in their sights here is wage differences: if women are generally paid less than men for the same qualifications, the employment rate for women may increase compared with that for men but their situation will not actually be improved. The second main incentive for gender discrimination is the assumption among employers that looking after children is mainly the woman's responsibility. If we spoke in terms of *children's right to be cared for* instead of *parents' right to parental leave* we could perhaps make employers see that it is natural that all parents should take responsibility for children, not just women.

Lena Abrahamsson wrote Annex 4 to SOU 2004:43 "*Den könsuppdelade arbetsmarknaden*" [=The Gender-Divided Labour Market], in which she analyses modern organisations. She claims that in many companies there are departmental demarcations and job demarcations that coincide with gender demarcations. Organisational changes designed to introduce integration and decentralisation challenge the gender-related systems of segregation and hierarchisation and therefore often run into problems. Is there any attempt in EQUAL to question common and "natural" perceptions of “male” and “female”? Another point made by Lena Abrahamsson is that "the variability of the gender constructions is a central, but perhaps fairly unattainable, mechanism in the gender-segregated world of work". The view is, in the words

of Prof. Yvonne Hirdmans, that "integration and better equality on one level can mean segregation and less equality on another". It is thus essential to be constantly open to analysing developments on the whole labour market. Lena Granqvist and Helena Persson show clearly that men's and women's career paths on the Swedish labour market look very different. This points to vertical gender segregation. Vertical segregation/gender division means that division of men and women occurs at various positions within sectors and occupations: women tend systematically to be found in more junior positions and in less prestigious jobs than men, while men are more likely to be bosses. Horizontal segregation/gender division means that women and men are found in different sectors and occupations to one another: women tend to be found more in certain sectors, and men in others. Certain groups on the labour market, e.g. lone parents and immigrants, suffer both types of segregation. Has EQUAL tried in any way to influence this?

"What do the researchers have to say about the integration of people with disabilities?"

There are many studies that try to describe how people with disabilities view their situation on the labour market. We have chosen to look at those that directly address the position of people with disabilities on the labour market. First and foremost, we have chosen to describe a doctoral thesis written in 1999 by Peter Skogman Thoursie, *"Disability and Work in Sweden"*. People with disabilities have higher unemployment, lower wages and lower levels of education than those without disabilities. The first chapter looks at professional profiles and wage differences. It clearly reveals that people with disabilities are paid less and are more likely to be stuck in low-paid jobs than those without disabilities. Around half of the estimated wage difference between those with disabilities and those without is not explainable by differences in background and indicates discrimination against people with disabilities on the Swedish labour market. Influencing employers' attitudes is an important step towards improving conditions for people with disabilities. Can we see any examples of this in EQUAL's approach? But probably the most important issue is how to increase the chances of people with disabilities gaining entry to the labour market in the first place. The third article in the publication investigates the selection of candidates for occupational rehabilitation projects. Skogman Thoursie produces a key finding here (Skedinger and Johansson from the IFAU – the Institute for Labour Market Policy Evaluation - found the same thing in a 2003 study), namely that selectors often try to select those who are most "employable", which means that the disabled persons with the biggest problems receive the least support. Here is a clear finding to make use of. But has EQUAL any strategy for combating this phenomenon?

Another study of labour market policy and disability was published by Anders Bergeskog from the IFAU at the end of 2001. His report compares the situation of people with disabilities country by country. The results for France, New Zealand, Germany and Sweden are above the average. On average, the employment rate in the OECD countries for people with disabilities is approximately 50% of that for people without disabilities. On the other hand, there are no great differences in rates of unemployment. This indicates that those people with disabilities who seek work and try to gain entry to the labour market succeed quite well, although they are only a small proportion of those on the labour market. When it comes to people with disabilities, the most important goal for EQUAL would seem to be to increase their participation in the labour force.

A number of studies also indicate that attitudes to people with disabilities differ from sector to sector. In a 2004 survey by TEMO (a Swedish market research organisation), the answers to the question of whether people with disabilities were treated equally at the workplace varied between 50%-80%, depending on the sector. It is obviously important to bear in mind that the situation can be very different in different sections of the labour market.

"What do the researchers have to say about the integration of ex-convicts?"

As far as we are aware there has been no comprehensive analysis of Swedish labour market policy schemes for ex-convicts, although there have been some project-specific studies, such as the Brå reports. It is usually said that around half of offenders re-offend within three years. Quite a number of studies have investigated the connection between the economic incentives to commit crime. Ever since the 1960s study by the Chicago economist Gary Becker it has been an axiom that large wage differences are one of the causes of increased criminality. This can mean that incentives to commit crime look different in different parts of the country: where wage differences are small, one would expect to see lower levels of crime. Another interesting theoretical analysis, presented by Lochner in the *International Economic Review* 2004, presupposes that increased human capital makes the alternative cost for committing crime higher. For example, if ex-convicts are given increased knowledge and skills, i.e. increased human capital, the result should be that their level of income would rise if they got a job and consequently they might turn away from crime, since the alternative cost for crime would be higher. An article by Lochner and Moretti in the well-respected *American Economic Review* 2004 calculated that if the average level of schooling was raised by one year the number of arrests in the USA would fall by more than 10%. The IFAU published two reports during 2003 and 2004 that yielded some information, but unfortunately they were

mainly investigating the connection between unemployment and labour market policy and crime, and not the outcome of the measures introduced for ex-offenders. In 2003 Anna Nilsson and Jonas Agell published the report "Crime, unemployment labor market programs in turbulent times". They show that unemployment increases the risk of committing crime. The drop in unemployment at the end of the 1990s resulted in a drop of approximately 15-20% in the number of crimes committed. However, they show that the effects of labour market policy on the probability of committing crime are either very weak or non-existent. The initiatives for ex-offenders have not been successful. A particular question here is this: has EQUAL got any new methods to test? Anna Nilsson has analysed the links between income differences, unemployment and crime. The conclusion is that they go hand in hand: smaller income differences and less unemployment mean fewer crimes.

Bibliography

Abrahamsson, L (2004), "*Organisationsförändringar och det könssegregerade arbetslivet*". Annex 4 to SOU 2004:43.

Arrow, K.J, (1973), "The Theory of Discrimination". In *Discrimination in Labor Markets*, ed O Ashenfelter and A. Rees. Princeton University Press.

Becker, G (1957). *The Economics of Discrimination*. The University of Chicago.

Becker, G (1968), "Crime and punishment: an economic approach". *Journal of Political Economy*". 76:169-217.

Bergeskog, A (2001), "Arbetsmarknadspolitik för personer med funktionshinder – en länderjämförelse. IFAU-Rapport:2001:11.

Berkhout, P and Plug, E (2004), "Effects of sexual preferences on earnings in the Netherlands". *Journal of Population Economics*, 17:117-131.

Björklund, A, Edin P-A, Holmlund, B and Wadensjö, E (2001). *Arbetsmarknaden*. SNS förlag.

Brekke, J-P (2004), "While we are waiting". Institut for samfunnsforskning. Oslo.

Broomé, P, Bäcklund, A-K and Lundh, C (1996), "Varför sitter "brssen" på bänken? Eller Varför har invandrare så svårt att få jobb?", SNS förlag.

Brottsförebyggande rådet (2000), "Från anstalt till livet i frihet – inför muck". *Brå-rapport 2000:20*. Fritzes:Stockholm.

Brottsförebyggande rådet (2000), "Efter muck. Från anstalt till livet i frihet". *Brå-rapport 2001:2*. Fritzes:Stockholm.

- Carpenter, C (2005), "Self-Reported Sexual Orientation and Earnings from California". *Industrial & Labor Relations Review*. Vol. 58, No 2:258-273.
- Edin, P-A and Åslund, O (2001), Invandrarna på 1990-talets arbetsmarknad. Ingår i Bergmark, Å and Bäckman, O. red. *Ofärd i välfärden*. Kommittén Balfärdsbokslut. Frirzes.
- Ekberg, J and Gustafsson, B (1995), Invandrare på arbetsmarknaden. SNS förlag.
- Ekberg, J and Hammarstedt, M (2002), 20 år av allt sämre arbetsmarknadsintegrering av invandrare". *Ekonomisk Debatt*. 30, 4:343-353.
- Ekberg, J (2004), "Systemfel i politiken". *Chapter 10 of SOU 2004:21*.
- Essed, P (2005), "Vardagsrasism". *Chapter 3 of SOU 2005:41*.
- Firnhaber, R (2005), "En väntan under påverkan –förstudie". Röda Korset, NTG-Asyl.
- Forsberg, G, Jakobsen, L and Smirthwaite, G (2003), "Homosexuellas villkor i arbetslivet". Karlstads Universitet. Jämställdhetscentrum.
- Franzén, E. (2004), "Invandrare och socialbidragstagare – ett liv i ofärd. *Chapter 4 of SOU 2004:21*.
- Grand, C, Szulkin, R and Ekberg, J (2004), "Kan diskriminering förklara skillnader i position på arbetsmarknaden mellan invandrare och infödda". *Chapter 7 of SOU 2004:21*.
- Granqvist, L and Persson, H (2004), "Kvinnor och mäns karriärvägar på den svenska arbetsmarknaden". Annex 5 to SOU 2004:43.
- Gustafsson, Björn, Hammarstedt, M and Zheng, J. (2004), "Invandrares arbetsmarknadssituation – översikt och nya siffror". *Chapter 2 of SOU 2004:21*.
- Hammarstedt, M and Palme, M (2004), "Ekonomisk position bland invandrares barn och intergenerationell rörlighet bland olika invandrargrupper". *Chapter 6 of SOU 2004:21*.
- Hebson, G and Rubery, J (2004), "Könssegregering – Förändring och kontinuitet". Annex 1 to SOU 2004:43.
- Larsen, A and Bildt, C (2005), "Förändring genom utbildning? Utvärdering av projektet: "Homo- och bisexuella i omsorgen"". Arbetslivsrapport 2005:14. Arbetslivsinstitutet.
- Lehtonen, J and Mustola, K (2004), "Straight people don't tell, do they? Negotiating the boundaries of sexuality and gender at work". University of Helsinki.
- Ljunggren, G, Fredriksson, K, Greijer, Å and Jädert Rafstedt, M-L (2003), "Arbetsvillkor och utsatthet". SCB.
- Lochner, L and Moretti, E (2004), "The effect of education on Crime: Evidence from prison inmates, arrests and self reports". *American Economic Review*. Vol. 94 No 1:134-151.
- Lochner, L (2004), "Education, Work and Crime: A Human Capital Approach". *International Economic Review*. Vol 45, No3:811-844.

- Kamali, M, (2005), "Ett europeiskt dilemma". *Chapter 2 of SOU 2005:41*.
- Mattsson, K (2005), "Diskrimineringens andra ansikte – svenskhet och "det vita västerländska"". *Chapter 6 of SOU 2005:41*.
- Molina, I (2005), "Ett teoretiskt perspektiv i analysen av diskriminering i Sverige". *Chapter 4 of SOU 2004:41*.
- Phelps, E.S, (1972), "The Statistical Theory Of Racism and Sexism". *American Economic Review*". 62, 4:659-661.
- Reyes, d.l. P (2005), "Intersektionalitet, makt och strukturell diskriminering". *Chapter 10 of SOU 2004:41*.
- Rooth, D-O, (1999), "*Refugee immigrants in Sweden. Educational investments and labour market integration*". Doctoral thesis. Lund University.
- Skedinger, P and Widerstedt, B (2003), "Recruitment to sheltered employment: Evidence from Samhall, a Swedish state-owned company. IFAU-Working Paper 2003:11.
- Skogman Thoursie, P (1999), "*Disability and Work in Sweden*". Doctoral thesis. Stockholm University.
- SOU 2004:21, *Egenförsörjning eller bidragsförsörjning?*
- SOU 2004:43, *Den könsuppdelade arbetsmarknaden*.
- SOU 2005:41, *Bortom vi och Dom*.
- Van Dijk, T.A (2005), "Elitdiskurser och institutionell rasism". *Chapter 5 of SOU 2005:41*.