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THE EMPLOYMENT OF VULNERABLE PEOPLE: A SMART SOCIAL INVESTMENT

ASSESSMENT OF THE IMPACT OF THE MULTIREGIONAL OPERATIONAL PROGRAMME FIGHT AGAINST DISCRIMINATION

THE EMPLOYMENT OF VULNERABLE PEOPLE



TALENT

EMPLOYMENT



INCLUSION



COLLABORATION



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Impact study of actions managed by Cáritas Española, Cruz Roja Española, Fundación ONCE and Fundación Secretariado Gitano (Cáritas Spain, Spanish Red Cross, ONCE Foundation and Roma Secretariat Foundation) within the Multiregional Operational Programme Fight Against Discrimination (years 2006 – 2011).

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Clarifying note: The Multiregional Operational Programme Fight Against Discrimination, is one of the 22 European Social Fund programmes in Spain for the period from 2007 – 2013. The programme is managed by ten public and private entities. For the purposes of this publication and with a view to making comprehension easier, whenever we refer to POLCD or PO, we will be alluding to the actions undertaken in said Programme by the four entities behind this study.

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ACRONYMS

AALL (Local Administrations)

AAPP (Public Administrations)

CAV (Community Added Value)

CCAA (Autonomous Regions)

CSR (Corporate Social Responsibility)

EC (European Commission)

EES (European Employment Strategy)

NES (National Employment Strategy)

ERDF (European Regional Development Fund)

ESF (European Social Fund)

FEMP (Federation of Municipalities and Provinces)

NAPinclusion (National Action Plan on Social Inclusion)

NGO (Non Governmental Organisation)

NRP (National Reform Programme)

NSR (National Social Report)

NSRF (National Strategic Reference Frameworks)

OMC (Open Method of Coordination)

OP (Operational Programme)

POLCD (Operational Programme for the Fight Against Discrimination)

PROGRESS (Community Programme for Employment and Social Solidarity)

TSSA (Third Sector Social Action)

INTRODUCTION

Since the Operational Programme Fight Against Discrimination ESF was set in motion in the year 2000, the four non-profit organisations that manage part of the same have been collaborating in the conviction that a mutual exchange not only contributes to improved management, but also has positive repercussions for the people it is aimed at. This collaboration has become ever-more fluid and intense, translating into training activities, the organisation of events, the sharing of tools and permanent encounters.

Now that the Programme has been up and running for thirteen years with consolidated management systems, we have decided to go one step further, subjecting it to an impact evaluation. In the year 2010, we publicly presented the accumulated results of the four entities in terms of people attended (350,719), people who received guidance (307,417), people trained (122,626), jobs found (136,298) and companies created (737). In recent years, particularly at a time when economic resources are scarce, we are especially concerned about the correct use of resources, which is why we wished to find out whether the Operational Programme, apart from

obtaining positive results, is also a smart investment, both from the economic and the social perspective.

This is why we commissioned this external assessment, which aims to gauge the programme's economic returns, its contribution to employment and the employability of population groups suffering discrimination, its contribution to institutional reinforcement and the creation of social fabric in the form of cooperation between the non-profit sector, the business world and the public administrations, as an essential condition to gain access to employment for people who have special difficulties, whether due to their personal characteristics or their social condition.

The entities of the Third Social Sector firmly believe that our society must guarantee equal opportunities to all people and make the resources necessary for their individual promotion available. Furthermore, this study demonstrates that any social spending aimed at supporting people in the key moments of their lifecycles and in particular, offering them a job opportunity, constitute the best short-term investment as well as savings on future spending. Therefore, this programme not only resolves employment access needs, but the results of the same also return the money invested to the state treasury in the shape of taxes, while injecting dynamism into the economy by contributing to consumption and generating activity; this serves to prove that the ESF actions are smart and contribute added value, especially when they focus on the most vulnerable people.

Never before has the fight against discrimination, the promotion of equal opportunities, the compensation of disadvantages and the support of people in situations of maximum vulnerability and exclusion, been so necessary. People who even at the best of times had difficulties accessing employment, at the present time, given the high unemployment rates, consider this objective an unattainable goal. This is why all four entities, as demonstrated in the study data, have redoubled our services during this crisis period, attending more people within the OP framework and increasing training.

These efforts have been fruitful, the study tells us that not only are we attending and training more people, but that the rate of employment gain continues to be high, in

spite of the difficulties that are only too familiar to us all. This shows that our entities' work method, with its individualised itineraries, social support, with hands-on implementation, reinforcing alliances with companies and administrations, using tools and work methods that are adapted and results-oriented, is particularly apt in these times of crisis.

All four of the entities behind this study are convinced that the Third Sector produces social well-being and constitutes an essential partner in the employment and social inclusion policies. This is why we wish to continue offering innovative and adapted responses to the people with most difficulties, in close collaboration with the administrations and the business world, as an essential condition to achieving the end result of accompanying and leading them to employment access.

We wish to thank the Government for the trust placed in our organisations to manage the Programme and which remains intact even today, as well as the Administrative Unit of the ESF for its constant support. We also thank all the administrations which, on various levels, continue to support our work and collaborate to combine efforts and forge partnerships. We are particularly grateful for the collaboration of companies: we provide them with the human resources they need, and they, apart from being sensitive to our cause, collaborate because they are secure in the knowledge that we work rigorously and professionally. We also appreciate the support of many other institutions which participate in the programme's campaigns and other actions.

We also express our gratitude to the team of researchers that conducted this study so rigorously and efficiently. To the Director, Gregorio Rodríguez Cabrero who, thanks to his experience, so successfully directed the research, coordinating a team from three Universities; to the professors, Simón Sosvilla Rivero, Carlos García Serrano, María Ángeles Davia Rodríguez and Vicente Marbán Gallego for their intense dedication.

And finally, we would like to express our wish to continue improving the programme in the future, putting the recommendations of this study into practice, constantly innovating, intensifying cooperation to generate more impact, redoubling our efforts and, in

short, being guided by the demand of the people we attend, which is summarised in the words of one of the users interviewed *"I hope they will continue to support us, it's really important to train people, especially young people, so that we continue to feel hope and we are given an opportunity"*.

Rafael del Río Sendino

President of Cáritas Española

Miguel Carballada Piñeiro

President of Fundación ONCE

Juan Manuel Suárez del Toro

President of the Cruz Roja Española

Pedro Puente Fernández

President of Fundación Secretariado Gitano

PRELIMINARY NOTE



SOCIAL ECONOMY AND SOLIDARITY

The Operational Programme for the Fight Against Discrimination has been developed in Spain from the year 2000 to the present date by social entities that are renowned in the field of fighting against social exclusion and vulnerability, such as the *Cáritas Española*, the *Cruz Roja Española*, *Fundación ONCE* and *Fundación Secretariado Gitano*, which all work towards the objective of promoting active inclusion, equal opportunities, gender equality, improved education and training and, in general, contributing to social and human development.

At the request of these entities, a group of researchers from three universities - *Universidad de Alcalá*, *Universidad de Castilla-La Mancha* and *Universidad Complutense de Madrid* – has assessed the impact of the programme from 2006 to 2011, inclusive, as well as their future sustainability and feasibility within the Programmes of the ESF 2014-2020.

The assessment was omni-comprehensive and took into account the economic impacts (contribution to economic growth in the broadest sense: production, consumption, employment and tax returns), the social and labour impacts (contribution to employment creation and employability via job training) and the institutional impacts (contribution to institutional and organizational reinforcement, as well as the creation of networks and synergies with companies, Public Administrations and social entities).

Through this three-pronged assessment that comprises a single unit, the intention of the social entities was to meet various objectives that reinforce each other: to account to the ESF, the Public Administrations and Spanish society in general for own resources and others used in the POLCD, demonstrating that they are efficient and effective; advances in the evaluation methodologies as well as the limitations and potential of the programme itself are gauged-, how operative the individual itinerary method is as an intervention technique is highlighted while also determining the success of mediation in the search for employment in an economic recession situation; the entities are shown to have strengthened their collaboration network to foster an inclusive work market while also creating synergies in different directions.

As highlighted in the executive summary, the POLCD has upheld its pace and interest in spite of the recessive context of the Spanish economy and a labour market characterized

by high unemployment rates and precariousness. This is why the programme constitutes an active and innovative contribution to the creation of a security net in favour of the most vulnerable groups.

The POLCD has a future. This is one conclusion drawn from the assessment itself. It can contribute to developing the objectives of the Social Cohesion policy for the upcoming period of 2014-2020, rendering effective the Spanish Disability Strategy 2012-2020, the Strategy for the social inclusion of the Roma population in Spain 2012-2020 and the various plans for the integration of migrant people and those in positions of poverty and social exclusion.

The group of researchers responsible for assessing the POLCD has been guided by a dual criteria. On the one hand, the assessment approach was based on the so-called “community added value” logic, which goes beyond follow-up and execution evaluations to focus on labour, economic and institutional impacts and the contribution of the same to building an inclusive society in which all people have the same opportunities that make citizenship possible.

On the other hand, the assessment was possible thanks to the intense support and permanent evaluation of the directors and managers of the four entities comprising the Advisory Committee, the generous contribution from the regional departments for employment with their opinions and evaluations, and the management of the collaborating companies, the experts and participants in the programme who have transmitted their experience in the programme to us.

The work of **José Manuel Fresno**, evaluation coordinator between the social entities and the research team in the area of stimulation, technical support and critical suggestions, was essential for a project of which the practical relevance and usefulness should be judged by the reader.

Gregorio Rodríguez Cabrero: Professor of Sociology, Department of Economics (Universidad de Alcalá)



EXECUTIVE SUMMARY



The POLCD is one of the 22 ESF programmes for the 2007-2013 period in Spain; it aims to promote equal opportunities between men and women, and to fight against discrimination in the field of employment access, education, training and, in general, intends to foster the public welfare that makes social development possible.

This study presents the findings of the impact evaluation of the activities undertaken by the non-profit entities and intermediate bodies of the POLCD during the period from 2006 to 2011 with the ultimate goal of analysing the feasibility and sustainability of the programme over the coming EU Structural Funds Programme period 2014-2020. This assessment makes it clear that in spite of the economic recession, the programme is not only maintaining the pace of its activity, but has also adapted to the new social and economic conditions, reinforcing its actions.

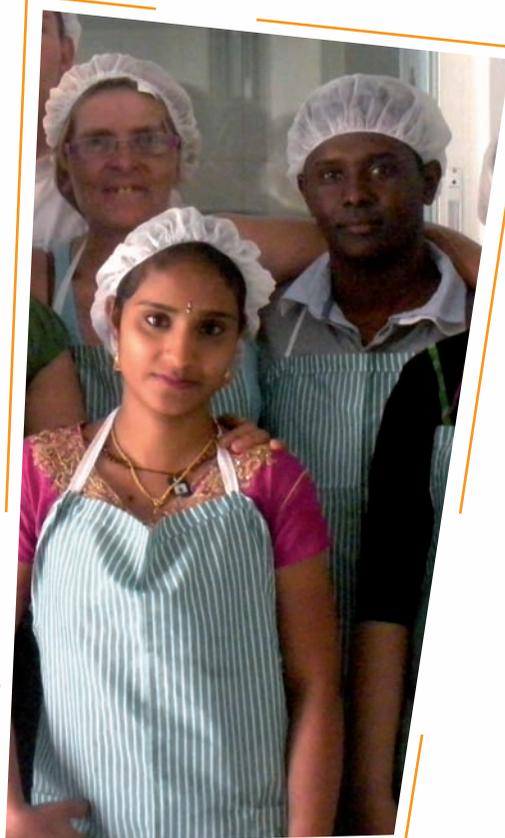
The fundamental goal of the POLCD is to ensure employment access for the most vulnerable, those suffering discrimination and those in a position of social exclusion in Spain, including people with disabilities, migrants and the Roma population. The programme has not only proven successful in guiding these people towards employment, but is also a specific contribution to the security net of the most excluded people in the context of a severe economic recession such as the present, in which unemployment rates at the end of 2013 ascended to 26.02%. In spite of this high rate, the programme has continued to gain high employment levels for its target group, made up of the most vulnerable population segments and people in Spanish society.

The assessment is in line with the ESF demand for an evaluation of the results and impacts of the programme, the so-called “community added value” (CAV), on top of the evaluation of processes and finances results systematically undertaken by the European Commission. In other words, apart from the budgetary execution and follow-up evaluations, this study adds for the first time an evaluation of the labour and economic impact, as well as the institutional capacity of the social entities managing the programme, focusing therefore on the economic profitability of the programme.

This evaluation has adopted the general criteria of the ESF of evaluating the so-called community impact based on volume, scope, innovation and impact; the impact analysis

has been applied to the three dimensions of the POLCD management by private entities: the economic impact evaluation (economic efficiency), the social and labour impact evaluation (effectiveness of the programme in terms of training and employment) and the institutional impact evaluation (the institutional capacity for building networks, synergies and partnerships that facilitate both the access of vulnerable people to employment, and the creation of a social and institutional environment that shows up social exclusion and promotes the conditions that make equal opportunities possible).

Regarding the impact evaluation conducted, both its **effects** and the measures necessary to strengthen its **potential future** need to be highlighted.



A) The result of the evaluation allows us to state that the **programme is socially and economically smart, that the investment made by the ESF, the Central and Territorial Public Administrations and the private entities have been worthwhile in terms of the social and economic returns they generate.** A statement supported by three impacting results:

- First and foremost, on its modest level, the **POLCD has been a dynamising element of the Spanish economy, helping maintain productive activity, employment and saving public resources.** That is, the programme is not an expense but rather a smart investment for both society and the State. The estimation model tells us that during the years 2006-2011, with a mean average expenditure of 40 million euro, the following effects would have been generated: a) real production would have increased by 340 million euro, 56 million per year, meaning that every euro invested creates an economic value of 1.38 euro; b) that in the economy as a whole, the programme would have generated 19,673 jobs, of which 5,167 would be direct and 14,673 would be indirect; c) that the Public Administrations annually recover 39 million euro in taxes and social contributions, and savings of 9 million euro would have been made by replacing assistance benefits with direct jobs.
- These three indicators, among others, tell us that had the POLCD not been applied, these added values would not have been generated.
- In short, the Operational Programme has a two-pronged positive economic impact on the Spanish economy:
 - On the one hand, it generates employment and stimulates demand, thus contributing to increased production, employment and consumption.
 - On the other hand, this increase in capital and work (achieved by employing people and by way of consumption together with the tax contributions of the same), reduces the social spending that would be necessary if these people were not employed.

- Secondly, the POLCD has **not only increased its cover, meaning it reached more places and more people** in spite of the recession, implying a remarkable intervention effort, but that in the face of the increased labour insertion difficulties the **job training effort** and the creation of human capital **has multiplied**. But above all, attention needs to be drawn to the fact that employment gain via the programme has never ceased to grow in spite of the recession.
- Thus, in **2007, 9,838 people gained employment via occupational mediation, in 2010 this figure increased to 11,334 and to 11,611 in 2011**. We are talking about success rates of about 45% of the people we have mediated for. That is, with a decreasing demand for employees due to the deeply-rooted economic crisis the programme proved itself capable of continuing to facilitate access to the employment market for the vulnerable and those groups most excluded from Spanish society. The gender perspective has been confirmed by the fact that 56% of the people who got a job through mediation were women. Regarding young people aged between 16 and 24 years old, over 60% succeeded in getting jobs with the programme's support.
- This impact evaluation does not contemplate two important added values: those people who may have found jobs by themselves after going through the programme; the training and multiplication of employment expectations the programme offers its target people.
- We need to underline that the programme acts as a trampoline for the employment of vulnerable people while also comprising a way of avoiding social exclusion and building independent private life courses.
- Without a doubt, the **future challenge lies in improving the stability of employment characterised to a large extent by its temporary nature** (between 85 and 90 percent) and, in particular, putting a stop to part-time jobs given that these may undermine the process by which employees contracted in non-qualified subsectors emerge from poverty.
- Thirdly, the institutional impact analysis offers us results showing improvement in the **strengthening of the institutional capacity on three levels: volume, scope**

and impact. Thus, the OP has translated volume into the growth and consolidation of the number of agreements signed, the extension of internal and external audits, the creation of collaboration networks with companies and the expansion of internal training courses.

- In terms of **scope**, the increased capacity to interrelate with companies and institutions needs to be highlighted, creating stable and long-term relationships; as does the capacity for **innovation in work methods and adaptation to the social, business and institutional context**. Thus, good practices constitute the basic content of a social innovation style aimed at creating permanent social accessibility conditions, guaranteed by national and international rewards and acknowledgements.
- In terms of **impact**, the entities have progressively forged a joint collaboration in training and methodologies, as well as awareness-raising and promotion actions; they have extended the collaboration networks with companies and the Public Administrations; they have developed transnational cooperation which must form a more weighty part of the next ESF period of programmes. This institutional impact also translates into an increase in the capacity of organised civil society to supply credible, creative, flexible and adapted responses, in the shape of **partnerships with the public sector and the private company**. This undoubtedly represents a stronger social fabric, while the entities also contribute to the creation of social capital.

B) The POLCD has a future ahead of it, given that it has proven itself to be a particularly appropriate response to recession situations, such as the current one and it is closely aligned with the objectives of the 2020 strategy and the new social policy responses. In fact, not only has the programme proven itself to have achieved remarkable impacts in employment access for the vulnerable and excluded people while also contributing to the removal of social and institutional obstacles that frequently discriminate against these people, but also because it can contribute to the Social Cohesion policy of the upcoming 2014-2020 period, rendering effective the Spanish Disability Strategy 2012-2020, the Strategy for the social inclusion of the Roma population in Spain 2012-2020 and the various integration plans for migrants and people in positions of poverty and social exclusion.

Said future, as detailed in this document, shall be based on both a **European and a national framework that make it possible, including the continuity of internal improvements** implemented to date by the entities responsible for managing the OP. The challenges to making this possible are two-way:

- The **determining factors of the POLCD on an ESF level must be strengthened and improved** – simplicity in the management, a strengthening of the programme's approach to the vulnerable groups, long-term logic in the results and support of transnational cooperation with a view to making the fight against exclusion on a European level more visible, relevant and sustainable.
- The **presence, mainstreaming nature and relevance of the programme** in Spain's social and economic policies also needs to be **strengthened**. Even though the fight against exclusion and the promotion of vulnerable people and groups has gained visibility and institutional weight, its presence and impact is residual in economic policy and unequal in social policies. In this regard, the employment and insertion policies and the social promotion of the groups furthest from the labour market need to be strengthened, as a support context for the POLCD, while also forming part of the economic policy.

Likewise, **the managing entities are facing new challenges** in the upcoming period of programmes: deeper involvement in working in networks and mutual collaboration, consolidation of relationships with companies and social economy, extending the individualised itinerary content with a greater imbrication of education, occupational training and employment, strengthening the transnational dimension and improving internal efficiency on all levels.

Emphasis needs to be placed on the fact that POLCD is a programme that forms part of the new **Community policies on active social inclusion**, that foster the creation of programmes and actions to guarantee sufficient income to all people, insertion into the work market and social and labour promotion, as well as access to quality public services. Furthermore, the POLCD is one of the priorities of the financial instruments used by the ESF to channel its fight against discrimination of any type and social inequalities.

The programme, as emphasised by the European Commission itself, **is therefore positioned from the perspective of social investments**, that is, those that revolve around an improvement of the human capital and the promotion of social cohesion, investing in strengthening the capacities and competences of the people, so that they may face up to the risks of exclusion they encounter in their everyday lives. Thus, not only does it achieve individual progress but it also moves towards a more cohesive and competitive society, in such a way that the social investments of today help prevent the States from having to face far higher social and economic costs tomorrow.

Moreover, the programme takes up new fundamental challenges such as the removal of obstacles to social-labour promotion and inclusion in the framework of accessible societies that are also sustainable in the long term.



PRESENTATION



DECENT WORK

The objective of the European Union Structural Funds is to fight against social and territorial inequality, while also promoting and strengthening cohesion. Thus, article 3 of the General Regulation on the Structural Funds ⁽¹⁾ stipulates that “The action taken by the Community under Article 158 of the Treaty shall be designed to strengthen the economic and social cohesion of the enlarged European Union in order to promote the harmonious, balanced and sustainable development of the Community. This action shall be taken with the aid of the Funds, the European Investment Bank (EIB) and other existing financial instruments. It shall be aimed at reducing the economic, social and territorial disparities which have arisen”.

In this framework the Multiregional Operational Programme Fight Against Discrimination developed in Spain from the year 2000 to the end of 2013 (hereinafter called OP or POLCD) ⁽²⁾, is a national or multiregional programme aimed at fighting against discrimination, promoting the active social inclusion of vulnerable people and ensuring that public policies integrate the perspective of social inclusion and equal opportunities for all groups in a situation of exclusion. The POLCD, in general the OP, revolves above all around the application of article 10 of the Treaty on the Functioning of the European Union which states it shall aim to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or gender orientation. Also covered in the provisions of articles 8 (eliminate inequalities, and to promote equality, between men and women) and 9 (fight against social and gender exclusion).

The development of this programme lies in the hands of public and private non-profit agents that manage different actions and interventions, many of which are shared, the effectiveness of which are assessed in terms of processes and results by the ESF itself, the Spanish Government, the Autonomous Regions and the public institutions themselves as

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1 Council Regulation (EC) No 1083/2006 of 11 July 2006 laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) No 1260/1999.

2 To date the POLCD has had two phases: 2000-2006 and 2007-2013. From 2014, a new period 2014-2020 will begin.

well as private operators.³) The evaluation of the programme, its processes and main results, has become not just a legislative requirement but a working style and the need to account for results and demonstrate the efficacy of the resources invested.

Specifically, management of the programme by the non-profit operators over the last twelve years –Cáritas Española, Cruz Roja Española, Fundación ONCE and Fundación Secretariado Gitano –has given rise to joint actions, synergies in actions, shared learnings that have been transferred to documents and new joint intervention practices.

The document we are presenting is an evaluation of the economic, social and labour, and institutional impact jointly undertaken by the four aforementioned non-profit organisations and it sets forth three objectives:

- a Highlight** the strategic and operative importance of the OP in the fight against discrimination, within the framework of the European Strategy 2020 (combat poverty and exclusion and the promotion of the active inclusion of the most vulnerable groups) and the Spanish National Employment Strategy, as well as the social and scientific importance of understanding its impact and multiplier effects. The evaluation undertaken forms part of the evaluating tradition of the ESF and its working style which measures the scope and effectiveness of its actions. Nonetheless, this evaluation covers a gap in the verification of the ultimate impact of the operational programmes which, in general, only determine the intermediate results.
- b Evaluate** the economic, social and labour, and institutional impact of the OP during the 2006 to 2011 period, that is, from the end of the first ESF period of programmes (2000-2007) to the very last moment, with information available during the second period of programmes (2007-2013). The impact evaluation carried out to a large extent follows the non-prescriptive or indicative guideline of the ESF for the evaluation of interventions aimed at fighting discrimination, published within the framework of the programmes period 2007-2013. The emphasis of the evaluation not only stems

from the evaluation of its results, but also its ultimate impacts on resolving the social needs of the people participating in the programme (access to employment and training), its contribution to growth, consumption and employment and, lastly, its impact on institutional development and improved governance.

- c Reinforce** the future potential of the OP bearing in mind its strengths and weaknesses, as well as the new context of structural crisis and its impact on the employment and living conditions of the most vulnerable population groups in Spanish society. Given that the evaluation undertaken demonstrates the effectiveness of the results, it justifies the continuity of the programme on the basis of institutional and financial improvements. The recession makes it very clear that the vulnerable groups need to be at the heart of economic policies, the National Reforms Programme and the National Employment Strategies as an unquestionable reality. The social entities that manage the OP have demonstrated their capacity to continue adding social and economic value to the development of the OP in the new period 2014-2020 and, specifically, contribute to the work inclusion of vulnerable people.



³ The POLCD in Spain is managed by five Public Sector institutions and five non-profit organisations.

NOTE ON METHODOLOGY



The evaluation conducted combines different analysis techniques such as a quantitative analysis (exploitation of databases and economic impact simulation models), the qualitative practices (in-depth interviews) and the documentary analysis of studies already completed, from the perspective of the so-called “community added value” developed by the ESF and which consists of orienting the evaluation towards the programme’s achievement of final impacts, that is, how much jobs the programme creates and what type of employment, how does it contribute to economic growth and how does it reinforce the social organisations and create social fabric.

- a Review of documents.** In this respect, the working group carried out an in-depth review, as a prior step to the design of the working methodology, of the studies and evaluations of results conducted by the social entities that operate the POLCD in Spain and numerous documents of the Administrative Unit of the ESF in Spain. It also conducted a thorough analysis of the studies commissioned by the European Commission in the area of impact evaluation, some of which are quoted in the study. For the final summary chapter – future of the programme – the documents relating to the inclusion policy of the European Commission in the framework of the Strategy for 2020, the new ESF programmes for 2014-2020 and the Spanish policies on social and employment inclusion were analysed, including the Strategies for the inclusion of vulnerable groups.
- b The evaluation of the economic impact** of the POLCD was based on the economic simulation model, Hermín-España, applied by the European Commission and the ESF itself in ex-ante evaluations of the impact of economic policy measures. The HERMIN model was applied to compare the structural characteristics of the peripheral European economies as well as for the evaluation of the macroeconomic effects of the European Structural and Cohesion Funds, the Single European Market, the ageing population, the expansion of the European Union and the Disability Law.
- c** This is a model with 178 equations distributed into three main blocks: supply, consumption and distribution of the income which is applied to the expenditure by the POLCD entities during the 2006 to 2011, inclusive, period. This model was used to simulate the aggregate production, the direct and indirect employment, the consumption generated, and the tax income and contributions that would no longer be generated if the

programme did not exist. This way, the ex-post evaluation made it possible to ascertain the economic efficiency of the programme at the same time as its employment generation capacity.

- d** The **evaluation of impact on employment**, the backbone of the evaluation, analysed the efficacy of the POLCD in terms of labour insertion. To do so, the analysis was based on the micro-databases provided by the four entities for the 2007-2011 period, that is, individual information referring to participants in the POLCD, following anonymization of the same. This database made it possible to construct microdata files recording the participant characteristics and the actions they received in the aforementioned periods, as well as the jobs they got and the characteristics of these.
- e** Given that the databases of each entity are different, an effort to homogenise them was necessary with a view to offering the same type of information.
- f** To begin with, four very thorough individual reports were produced, one per entity, which are available on the websites of each organisation. Moreover, a synthesis or aggregate study of the four entities as a whole was conducted in which it was necessary to renounce some of the user characteristics as not all entities have the same variables and sometimes information is classified or introduced differently for the same or similar variables.
- g** In the aggregate report the various socio-demographic characteristics of the participant people are considered, as well as sex, age, educational level, country of birth and disability, in relation to the various phases of the individual itinerary of social and labour inclusion: guidance, training and mediation for the achievement of employment. The impact of each phase in relation to the participants was evaluated: profiles and number of actions, as well as the job gained via mediation and its contractual characteristics.
- h** The objective of the **institutional evaluation** was to assess the cover and efficiency of the POLCD through its collaboration agreements with companies, Administrations and organisations of the Third Sector, as well as the creation of support and collaboration networks; the joint actions of the social and individual entities in relation to the information and management tools were also evaluated, as well as the visibility of the

actions and the awareness-raising actions; and lastly, the good practices generated over time in the field of active inclusion are recorded.

- i** To do this, the methodology used was based on the following techniques: a) Collection of the information from the actual entities following a guideline or questionnaire designed by the research team, which was completed using memory, internal documents, analysis of the websites of the entities and awareness-raising campaigns analysis; b) in order to evaluate the best labour insertion and training practices, semi-structured interviews were conducted in two employment departments of Autonomous Regions (Navarre and Andalusia), of the managers of the ESF Unit of the European Commission and the Administrative Unit of the ESF in Madrid, the Councils of Burgos and Avilés, and the business groups Repsol and Siro; c) semi-structured interviews were also conducted among a significant sample of participant people in the programme of the four social entities that manage it in Madrid, Barcelona and Seville; d) lastly, the results of the three previous analyses were compared through interviews of the directors of the four entities, while also gathering information about the future of the programme in the ESF period of 2014-2020
- j** The combination of the institutional analysis and the qualitative practices, in this case via interview, makes it possible to conduct an evaluation that, above all, highlights the relevance of the POLCD or OP, as a European programme to fight against discrimination and which combines an integrated approach to social inclusion, the active participation of numerous social and institutional players, the coordination of institutions, policies and actions, as well as mutual learning.
- k** Finally, a **summary report** has been drawn up in which the importance of the impact evaluation of the POLCD and the justification of the approach is underlined; the main economic, employment and institutional impacts of the programme are also summarised, and above all, the future of the programme and its necessary continuity are evaluated, considering the results of the evaluation and the objectives of the ESF for the period 2014-2020 as a whole, within the European Strategy 2020.

I. NATURE AND DEVELOPMENT OF THE OPERATIONAL PROGRAMME

RIGHT TO WORK



I.1. THE OPERATIONAL PROGRAMME: OBJECTIVES, COVER AND DEVELOPMENT FROM THE YEAR 2000 TO 2012

The OP is a strategic action of the ESF aimed at financing and supporting the fight against social and labour discrimination against the vulnerable and excluded groups in Spain, on a **national level** (national strategy) by fostering employability, social inclusion and equality among men and women, and particularly the social and labour inclusion of young people.

Its objectives are far-reaching as they combine programmes and actions that address **specific needs** (target) and groups using a **mainstreaming intervention** that contemplates the problems of social exclusion as a whole by the various national, autonomous and local policies, including gender equality and the fight against all forms of discrimination. Likewise, it combines action **from the top down** (national level) with action **from the bottom up** (area of local policies). The intervention perspective is long-term: to render the changes triggered by the social and institutional interventions **sustainable**. The working style stems from **collaboration** and the creation of **synergies** with companies, public administrations and civil society organisations in general. Lastly, the OP cannot fight against the effects of social and labour exclusion but rather generates the social, economic and institutional conditions necessary to **prevent** exclusion from happening, adopting the **principle of equal opportunities as its banner**.

As the non-profit organisations that manage the programmes have already stated in 2010 in the document “*10 years working together with the EU towards an Inclusive Society*”, the importance of the OP is patent due to both its national dimension (the fight against inequality as a core commitment), and its approach (social and labour inclusion), as well as the fact that for the first time a group of NGOs are the managing agents or intermediary organizations of the OP.

If we consider the second period of programmes from 2017-2013, the OP in Spain has been especially ambitious as, apart from consolidating the “individualised itineraries”

working method –development of personalised guidance programmes, training and labour insertion-, which comprises the backbone of the intervention, the non-profit managing bodies have also faced up to the challenge of economic recession by multiplying their efforts in training and mediation, while also strengthening the synergies with the Public Administrations and companies, they have made the programme more visible by increasing awareness-raising actions and they have intensified their collaboration, complementarity and mutual learning activities with the goal of making the work of the organisations a whole in style and in effects.

During both POLCD periods, the social managing bodies of the same developed a working style of their own and have contributed a social and economic value that we have evaluated once again with our sights set firmly on the final impacts:

a The **working style** and intervention is a unique characteristic of the four operative entities, as it is not just a question of achieving results but also of how these are achieved. Said style, constantly subjected to renewal, is characterised by the following traits:

- First and foremost, the goal is to achieve the **wellbeing of the specific people** in the areas of employment, social protection and the improvement of social bonds, that is, to try to move forward in the social promotion of vulnerable people and in social development, and not just economic growth.
- The people are the protagonists of their own insertion process, they set the pace and they are accompanied by professionals and volunteers throughout the **itineraries designed** to the measure of their personal capacities and their type of social and family context.
- The development of the OP has meant that the **common denominator of the non-profit entities** has had to grow as since it is a national programme the institutional response also needs to be local, meaning that partner-seeking actions, access to companies and relations with Administrations have had to be multiplied in the state dimension in order to drive the strategic objective of fighting against social and territorial disparities forward.

b The **added value** of the OP. From the information available, collected in the aforementioned document “*10 years working together with the EU towards an inclusive society*”, the conclusion is that the programme results from the **year 2000 to 2010 couldn't have been more eloquent: 350,179 people participating, 122,628 trained people, 136,298 jobs achieved, 737 companies created and 1400 entities that have received support.** These are results in the wellbeing of the people, in the working methods, in joint work and in the visibility of the actions.

The managing entities, on the basis of the added value of results, went a step further and asked themselves about the **impacts of said results on social inclusion, economic growth and institutional development.** Naturally, as a result of this question we then went on to ask ourselves if said impacts were sustainable in the medium term.

To answer this question, prior to the evaluation of said impact, we have attempted to offer a brief description below, highlighting some of the experiences and reflections of the ESF in terms of the social impact evaluation of the OPs.



1.2. BACKGROUND AND FINDINGS OF THE OP EVALUATIONS IN THE EU

The ESF (2010) published an indicative evaluation guideline, meaning it is not obligatory, on the occasion of the implementation of the OPs 2007-2013, highlighting some of the problems of the programme evaluation and possible methods to use for the same (ESF, 2007).

In said document, some of the objects of evaluation are mentioned: beneficiaries, stakeholders, the transversality of gender and the fight against discrimination. But above all, it focuses on the so-called “**community added value**” (CAV) which has been adopted to a greater or lesser degree by the various evaluation projects, and which translates into the objectives of **volume, scope, innovation and impacts** of different types (on policies, on institutional development, on employers, on the programme participants). Although there is no consensuated agreement on the content of the CAV, in general the practice of evaluation has followed the indicative guideline of the ESF, which we have adopted, as a general guidance framework (4).

The majority of the evaluations undertaken to date relate to implementation (82%) or results effectiveness (to what extent the planned objectives have been achieved) and just a small percentage (18%) are impact evaluations (Metis-Eureval, 2011) which must have the fundamental evaluation criteria of: employment access, social inclusion reinforcement, human capital improvement, the creation of networks and the stren-

4 The “volume” effects refer to the effects added by the **OP** to the already existant action, or a dimension increase; the *scope* refers to the social groups covered by the programme, which would not otherwise be the object of social policies; “innovation and learning” is the deliberate support of innovations and ideas transfer, which can be applied in various different contexts-, the “process” effects are the positive impacts for the administrative bodies and operators as a result of the intervention.

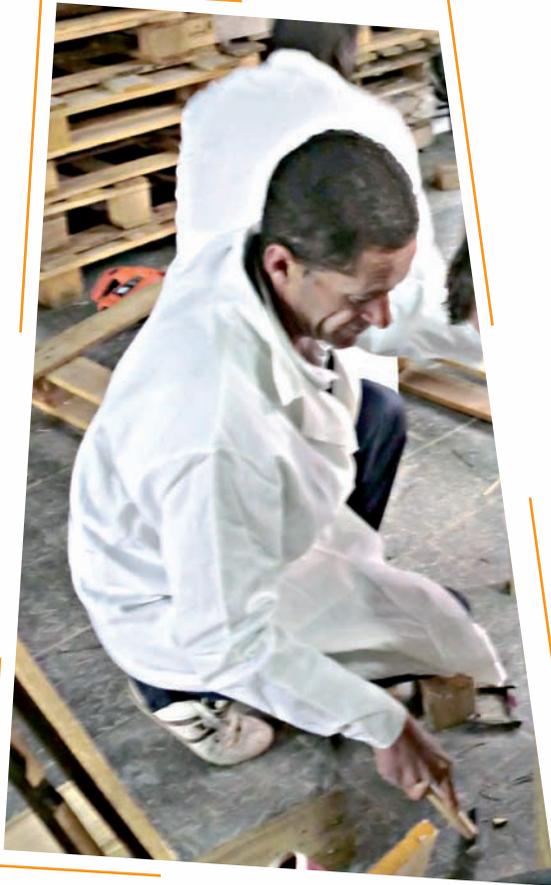
gthening of the institutional capacity (the so-called building capacity). In this sense, (Ramboll, Euroval, Seor and Matax, 2010) it has been observed that due to the lack of information needed to conduct impact evaluations, these assessments tend to focus on the apparent results and the evaluation of governance (particularly the links between the OPs and the National Reforms Programme). We will examine this latter aspect in the last section of this report.

According to the ESF, all evaluations must include at least four levels, which we have also adopted, such as: the impact on the target, the areas of intervention (employment, education and job training, and social inclusion), the various stakeholder categories and, finally, the intervention in structures and systems (institutional capacity, knowledge improvement, partnerships and network creation). We have completed these levels with the addition of economic impact in a broad sense, that is, the extent to which the OP is a factor of economic growth, employment and consolidation of the social protection systems and the Welfare State in particular.

Along the same lines, other studies (IE Business School, 2011; CSES, 2011) contemplate the evaluation of the ESF actions (in this case, the inclusion of migrant people and ethnic minorities), taking into account criteria of relevance, efficiency, effectiveness, sustainability, institutional impact and CAV, while also observing the difficulty of measuring the final impacts of the actions undertaken by the OP.

Although the impact evaluation we carried out has three levels, obviously each of these has its own specific nature. Thus, the economic impact evaluation estimates the economic return on the programme expenditure; the institutional impact assesses the efficacy of the intervention of stakeholders and their contribution to the expanded collaboration networks, and a transparent governance; finally, the social and labour evaluation, the core nucleus of the impact assessment, accounts for the jobs created, the training of human capital and, in general, the improvements in employability and social inclusion. In this last case, we directly measured social usefulness and, even partially, the sustainability of the employment access objective via the employment created and the quality of the same.

In other words, by way of the economic impact evaluation we measured the **efficiency** of the OP; the **effectiveness and sustainability** of the programme are measured via an evaluation of the social and labour impact; and the **opportunity and relevance** of the OP were measured and evaluated through an awareness of the improved institutional capacity of the private agents, the extension of the transversality approach (gender equality and non discrimination), the changed mentality of the participant people (proactivity and autonomy), the companies (contracting vulnerable people is smart), the public administrations (to operate with private entities is a means of achieving efficacy in the active policies) and in raising awareness of the social and family context, as well as civil society, in favour of an inclusive society.



In short, here we have not only analysed the activity of the OP (inputs and outputs) but also its impact (end results), that is, whether the OP contributes to the creation of wealth, whether it makes effective progress in social and labour inclusion and whether institutional improvements are generated that drive the governance of the programme forward, all of which lead to stronger national employment and social inclusion strategies.

2. EVALUATION OF THE OP FROM THE ECONOMIC, SOCIAL AND LABOUR INSERTION AND INSTITUTIONAL PERSPECTIVE



2.1. THE ECONOMIC IMPACT OF THE OP ON THE SPANISH ECONOMY

EVALUATION OF GROWTH, CONSUMPTION, EMPLOYMENT AND THEIR TAX EFFECTS

Evaluation of the economic impact measures the “**volume**” effect of the OP based on the budgetary efforts of the programme, the creation of financial instruments and the increase in political and operative instruments. In our case we focus on the macroeconomic impact evaluation of the OP which already has a precedent in the “*Fourth Report on Economic and Social Cohesion*” (EC, 2007), in which using the Hermín analysis tool, it is estimated that the economic and social cohesion policy would create around 2 million work positions towards the year 2015 in Spain, of which 433 thousand would be created under the financing of the ESF (Sosvilla-Rivero, Bajo Rubio, O. y Díaz Roldán, 2006).

The same econometric tool (Hermín-España analysis programme) was applied to the spending of the OP programme during the 2006-2011 period ⁽⁵⁾, that is, taking into account the specific expenditure on the functions developed and their economic spending dimension (staff, functioning and investment). Specifically, the economic impact of an expenditure of 244 million euro, an average of 40.7 million euro per year, on the Spanish economy as a whole was assessed.

The OP feeds off the various **sources of financing with the following estimated weight: 64% comes from the European Funds, 9% is contributed by the Public Administrations and 27% is received from the social entities that manage the POLCD.** This is a highly relevant public and private financing effort both because of the volume of resources mobilised and the synergies created among the stakeholders and institutions that participate in the programme.

5 Second Part of this publication: “Economic Impact”, **Simón Javier Sosvilla Rivero**.

In order not to distort the economic impact in the evaluation, the dominant profile of the OP users was taken into consideration, people who generally have a low educational level and limited previous work experience.

The economic impact evaluation was conducted by estimating the effect of the OP on economic growth (GDP), in the work market (direct and indirect effects), in unemployment, consumption, direct and indirect taxes, social contributions, public debt and deficit.

THE RESULTS: THE PROGRAMME IS SMART

The actions and investments charged to the POLCD have a double effect on the Spanish economy. On the one hand, the amounts programmed stimulate the economy through more spending, which is directly transmitted to demand and, therefore, production, employment, consumption and the public finances. On the other hand, the actions undertaken in physical capital (buildings, machinery and tools) and in human capital (increased qualification and employability of the people attended), generate effects of supply which act through improved productivity of the private factors (capital and employment), which translate into cost reductions and increased competitiveness, which, in turn, significantly stimulate the aggregate production of the Spanish economy.

The econometric model generates simulations that enable an examination of a counterfactual Spanish economy behaviour that would have been observed had “the POLCD not been implemented”. The behaviour of this economy without the POLCD is compared to the Spanish economy actually observed in reality which did receive the actions of the POLCD, meaning that its differences indicate the effect of the POLCD on the most important macroeconomic variables.

The total expenditure in six years reached 244,112.000 Euro with an annual average annual expenditure of 40.685.333. The summary of the main findings of the macroeconomic evaluation of the POLCD are reflected in Table I:

TABLE I
SUMMARY OF THE POLCD EFFECTS ON THE SPANISH ECONOMY

	Mean variations 2006-2010	Accumulated variations 2006-2010
Aggregate production (millions of euro)	56	340
Consumption (millions of euro)	34	207
Direct employment (annual contracts equivalent to full time)	861	5167
Indirect employment (annual contracts equivalent to full time)	2418	14506
Total employment (annual contracts equivalent to full time)	3279	19673
Unemployment rate (percentage)	-0,016	-0.087
Public deficit (millions of euro)	-23	-140
Public income (millions of euro)	39	232
Public spending (millions of euro)	15	92
Direct taxes (millions of euro)	10	61
Indirect taxes (millions of euro)	10	62
Social Contributions (millions of euro)	11	60
Non contributory benefits (millions of euro)	-9	-56

Source: Economic impact evaluation. Part two of the study

The simulations indicate that during the 2006-2011 period, the economic impact of the POLCD would have translated into:

- An average drive to the aggregate production of the Spanish economy of 56 million euro, which would have generated an increase in Spanish production of 1.38 euro per euro invested,.
- A 34-million euro increase in the average consumption of the Spanish families, implying a multiplier of 0.77 cents per euro invested.
- The creation of an annual mean of 3,279 full-time jobs, of which 861 would be direct (employees of the actual programme and beneficiaries employed by the actual entities), and 2418 would be indirect jobs in the rest of the productive sectors. That is, an accumulated total of 19,673 annual full-time contracts would have been maintained or generated, of which 5167 would have been direct and 14,673 would be indirect.

- The OP would have contributed to a mean reduction of the unemployment rate of 0.016 percentage points.
- The public deficit would have decreased by 23 million euro, fruit of an average increase of 39 million euro in the public income and 15 million in public spending.
- There would have been a 10 million euro increase in the mean revenue from direct taxes (current taxes on income, assets, etcetera).
- It would have generated a 10-million euro increase in the average revenue from indirect taxes (taxes on production and imports),
- The average revenue from social contributions would have increased by 11 million euro, and
- Mean savings of 9 million euro would have been generated through the replacement of non-contributory benefits with direct jobs.

As a synthetic indicator, the fact that for every euro invested in the POLCD an average of 91 cents would be recovered through various types of tax returns should be underlined, of which 59 cents would correspond to the amount received from the European Union, 8 cents from the contribution of the Spanish Public Administrations and 25 cents in contributions made by the participant bodies, which in return implies a rate of return on national spending (measured by the total public income rate over the national financing) of 2.55 euro per national euro (public and private) invested.

From the results, it can be deduced that **the actions carried out under the POLCD by the institutions Cáritas Española, Cruz Roja Española, Fundación ONCE and Fundación Secretariado Gitano would not only have contributed to the work insertion of certain groups suffering, or at risk of suffering, social exclusion, but they would have constituted a dynamising element of the Spanish economy as a whole, maintaining its productive activity and contributing to maintaining employment levels.**



2.2 MEASUREMENT OF THE EFFECTIVENESS OF THE SOCIAL AND LABOUR INSERTION

The backbone of the OP is social and labour insertion and, more specifically, access to employment and job training by means of personalised itineraries that contemplate possible guidance, training, mediation in gaining employment and ex post follow-up activities.

The positive impact measurement stems from the programme's capacity to bring the participant people closer to the work market and integrate them into dignified employment, meaning the programme is a means and not an end for the vulnerable people. The analysis of this impact gives rise to questions about both the characteristics of the participant people, and the efficacy of the programme and, above all, the successful employment access via mediation and its characteristics (6).

THE CHARACTERISTICS OF THE PARTICIPANTS THROUGH THE ACTIONS OF THE ITINERARIES

The POLCD is aimed at achieving the active inclusion of people with disabilities, migrants, Roma and other people in situations of high vulnerability.

From the impact analysis of the period from 2007 to 2011, inclusive, we observed that in spite of the structural crisis, with such profound negative effects on the Spanish labour market, the number of people who have participated in the OP has grown consistently in time while the impact of all measures of the individualised itinerary for social and labour inclusion are maintained: individual guidance, training and mediation. Regarding the latter,

6 Third Part of this publication: "Impact on Labour Insertion" M^a Ángeles Davia and Carlos García Serrano.

mediation, the evaluation carried out shows that the transition-to-work result was very positive: the success rate in the transition to employment went from 45.7% in 2007 to 48.5% in 2011 in a context in which there is a decreased offer of vacancies in companies, with a relative drop in the early years of the economic recession (2009-2010).

Such **sustained levels, with a growing volume of participants, show the extraordinary effort made by the social entities to sustain their actions and support networks, and even to increase them, as is the case of job training.** Given the enormous difficulties of the Spanish economy when it comes to creating employment, the high capacity to sustain mediation levels and facilitate labour market access to vulnerable unemployed people needs to be highlighted.

If we analyse the programme's success according to the different socio-demographic characteristics, we observe that:

- a Although the **woman** holds a very high relevance and weight in the OP, during the period analysed she has lost a certain degree of protagonism in all areas of the work itinerary, although she regains this when it comes to mediation measures or access to the labour market at the end of the period. The success in the transition to employment thanks to mediation in gaining employment achieves a rate of 45.7% in 2007 and increases to 48.5% in 2011, with a drop in the years 2009 and 2010. The vulnerable working woman, like the Spanish working woman in general, is bearing the impact of the recession with a behaviour that is very similar to that of men, which had not occurred in previous recessions that more negatively affected women.
- b There is a higher presence of **migrant** people in training measures, which can be explained by the fact that they need more tools to adapt to the Spanish labour market, while there is also a slightly lower presence in mediation.
- c Although it is a programme with a clear predominance of **young population**, there has been a gentle but continuous decline in the relative weight of this group across all measures except training. In fact, as the presence of young people in mediation and guidance drops, the area of job training becomes stronger.

d Lastly, the **growing presence of people without any studies** in all areas of action should be underlined, whether in guidance, training or mediation. As the number of participants with this profile has increased, so too has their presence in all types of interventions of the individualised itinerary for promotion and work inclusion.

LABOUR INSERTION RESULTS: THE VOLUME OF JOBS GAINED

All measures undertaken by the managing social entities with the participant people in the POLCD are aimed at improving their employability in a broad sense, understood as their potential to access and maintain a work position in the future. Here, we have highlighted the **immediate impact: how many jobs are achieved through the mediation of these managing entities.**

Nonetheless, we cannot neglect two aspects which would provide us with the real dimension of the impact, could it be measured: in the first place, the possibility of the participants in various programme actions gaining employment on their own, without the direct support of the entities, is not assessed; in the second place, there is no measurement of how the programme increases the likelihood of gaining employment, changes of attitude and the intensity of the search to which the programme contributes through employment guidance and motivation.

As shown in **Table 2**, between 9,838 (in 2007) and 11,611 (in 2011) jobs have been processed corresponding to mediation activities carried out in the same year, which represents a mean inter-annual increase of 4.2%. It is interesting to stress that in 2011, when the economic depression in Spain became more pronounced, the entities were capable of recording a growing number of work positions through their mediation activity although, at a slower pace: 4.9%. As a result of this evolution, at the end of the period the number of jobs gained through mediation was 18% higher than the initial levels.

But the added value in employment is not only measured by the level obtained in the volume of jobs or contracts gained, but also by the efforts made, that is, by how many mediation actions are necessary to get a job or the combination of actions of this latter

TABLE 2
JOBS GAINED THROUGH EMPLOYMENT MEDIATION ACTIONS

	2007	2008	2009	2010	2011
Total	9.838	9.841	10.277	11.334	11.611
Evolution (%)		0,1	8,8	20,5	4,9
Evolution (rate)		100	104,5	115,2	118,0
Evolution (accumulative r.)					4,2

Source: Evaluation of the labour insertion. Part three of the study.

type with other guidance and training actions. The result is that the success rate in the transition to employment for mediation actions went from 45.7% in 2007 to 30.4% in 2009, to subsequently climb again to 48.5% in 2011. This last result, which is so remarkable, is fruit of the evolution of mediation actions (that decrease at the end of the period since fewer job vacancy offers are received from companies because of the economic recession) and the number of jobs gained (which continues to grow throughout the entire period, even in particularly difficult periods).

In **Table 3**, which includes the result in transition to employment as a consequence of mediation actions, shows us not only the relative success of said actions but also their impact according to socio-demographic characteristics. Thus, the high success rate in the case of young people (16-24 years old) is verified, which in both 2007 and 2011 reached a higher percentage than 68% with a certain decline in the years 2009 and 2010; the difference between the success rates of Spaniards and foreign people should also be highlighted, as the employment access success rates of the former were almost twice the rates of the latter group; over 50% of the participants without studies or just the compulsory

education level access employment via mediation, over and above the average and those who have secondary and higher education levels; finally, people with disabilities achieve employment rates superior to the average except in the year 2011.

TABLE 3
TRANSITIONS TO EMPLOYMENT AS A RESULT OF MEDIATION ACTIONS

	2007	2008	2009	2010	2011
Total	45,7	42,9	30,4	35,9	48,5
Sex					
Men	48,1	40,8	30,3	38,6	57,2
Women	44,2	44,3	30,5	34,0	43,6
Total	45,7	42,9	30,4	35,9	48,5
Age					
16-24	68,7	64,9	53,9	58,3	68,4
25-39	44,4	42,8	30,0	37,5	51,5
40-54	36,2	35,5	25,4	29,9	43,1
55 and over	31,4	32,8	27,6	27,9	30,9
Total	45,7	42,9	30,4	35,9	48,5
Nationality					
Foreing	37,1	37,6	34,1	29,5	35,6
Spanish	52,3	47,1	28,5	40,3	61,0
Total	45,7	42,9	30,4	35,9	48,5
Education level					
Unknown	42,9	40,1	35,3	26,3	32,6
Without studies	51,9	47,4	38,8	44,5	53,5
Obligatory	52,8	48,8	30,9	40,7	58,9
Secondary	34,5	35,2	23,2	30,7	41,2
University	33,8	31,5	23,0	28,2	35,5
Total	45,7	42,9	30,4	35,9	48,5
Disability					
No	58,6	53,2	48,4	41,9	45,2
Yes	27,8	28,6	17,6	29,4	55,0
Total	45,7	42,9	30,4	35,9	48,5

Source: Evaluation of labour insertion. Part three of the study.

The balance of all this in terms of employment access can be qualified as very positive, because the expectable result in a recession context would be a decline in employment access both in mediation evaluations and in the total evaluations of social and labour inclusion.

COMPOSITION OF THE EMPLOYMENT AND ITS CHARACTERISTICS

a) Who gains access to a job

Slightly over half the jobs recorded are occupied by women, almost 61%. On the other hand, a certain ageing of the profile of people who manage to gain employment through mediation has been observed: the relative weight of those under 25 dropped from 21.2% in 2007 to 14% in 2011. However, that of people aged from 40 to 54 has increased (going from 28.3% in 2007 to 33.1% in 2011) and that of people aged from 25 to 39 years old remains constant at around 46%. The proportion of foreigners in employment gained through mediation is significantly lower than the number in the training and mediation, due to the lower success level recorded in the transitions to employment; as a whole, of every one hundred people employed, slightly over one third are foreign. The weight of the people with disabilities also stands out as it never ceased to grow from 2007 (25.5%) to 2011 (38.4%). Lastly, over one third of the jobs are achieved by people with a compulsory education level; the second most numerous group is that of the people without any studies. (Table 4).

b) Characteristics of the jobs

The jobs gained through the mediation actions of the entities tend to be of a **temporary nature**. The proportion of temporary contracts in the population analysed was between 85 and 90% by the end of the period: one of every five contracts lasts less than a month and four of every ten last between one and six months. **Overall, there was a slight increase in the proportion of contracts with a duration of over a year, positioned at 20%.**

Throughout the period analysed, the **proportion of full-time jobs dropped considerably to part-time positions** (this latter has gone from 52.2% in 2007 to 67.8% in 2011).

CUADRO 4
**EPISODIOS DE EMPLEO RESULTADO DE INTERMEDIACIÓN: COMPOSICIÓN DE LAS PERSONAS QUE
 LOS CONSIGUEN POR CARACTERÍSTICAS SOCIODEMOGRÁFICAS**

	2007	2008	2009	2010	2011
Sex					
Men	40,8	39,1	42,1	44,9	42,6
Women	59,2	60,9	57,9	55,1	57,4
Total	100	100	100	100	100
Age					
16-24	21,2	19,2	15,3	15,8	14,0
25-39	46,6	45,6	47,4	46,3	46,1
40-54	28,3	30,7	32,4	33,1	35,3
55 and over	3,3	4,0	4,6	4,5	4,5
Total	100	100	100	100	100
Nationality					
Foreing	35,2	38,7	38,4	33,5	36,2
Spanish	64,8	61,3	61,6	66,5	63,8
Total	100	100	100	100	100
Education level					
Unknown	13,7	14,5	15,1	12,5	8,0
Without studies	26,5	25,0	23,8	24,8	27,7
Obligatory	37,6	37,3	36,7	38,1	38,8
Secondary	16,2	17,2	18,3	18,8	19,8
University	6,0	6,0	6,1	5,8	5,6
Total	100	100	100	100	100
Disability					
No	74,5	72,0	66,3	60,9	61,6
Yes	25,5	28,0	33,7	39,1	38,4
Total	100	100	100	100	100

Fuente: Bases de micro-datos proporcionadas por las entidades.

in relation to the types of working day). This is undoubtedly the most drastic change to have taken place in the jobs profile observed in the population analysed, which is partially explained by the impact of the recession as well as the growing importance of this contract type.

The profile per occupations offers us the following result: the most frequent jobs category is 'unqualified', which represents approximately 40% of jobs. This is followed by the jobs requiring medium qualifications (around 28% during the period, although its relative weight dropped to 25.8% in 2011) and employees in shops and catering (around 21%). With the passage of time, the relative weight of the occupations requiring lower qualification levels has increased slightly.

70% of jobs are concentrated in the services sector (which includes very diverse activities, from sales and hostelry to domestic service). There is considerable diversity in the employer type: 10% of employers are individuals, a **fourth are anonymous companies (a category that has grown recently in relative terms to 31.2% in 2011)**, around **40% of employers in 2011 were cooperatives, limited companies and other social economy entities** and the rest, 22%, other employer types (which represented almost 30% in 2007).

This employer diversity represents a more secure category rather than concentrating on one sole type of employer which may have less activity at a given moment. The fact of linking the mediation jobs more to companies and less to entities that generate "protected" employment offers advantages when it comes to gaining experience for participants in positions that clearly correspond to the market and puts them in contact with the companies which, at the end of the day, comprise the majority of employers in the unprotected jobs market.

The employer size is also very diverse. Some are very small – less than 10 employees – (approximately 16%), small –from 11 to 50 – (they represent one fourth of the positions), medium-sized –from 50 to 250 employees – (they represent a growing proportion and almost one fourth of the positions) and large –over 250 employees. These last also have considerable presence in mediation employment: almost one third of jobs gained by participants through mediation belong to employers (companies and entities or administrations) that have over 250 employees.

THE PERMANENCE OF PARTICIPANT PEOPLE IN THE POLCD

To remain in the programme for a long time does not imply chronic permanence, as many of the participant people may need a longer additional time due to training needs or in order to strengthen the itinerary, as is the case, for instance, of young people, people without studies or foreign migrants.

In any case, the available information indicates that the number of people who are still in the programme one year after entering into it does not even reach one third; that only 15% of the people who abandon the programme are re-incorporated into the same; and that almost 27% of the participant people do not remain in it for more than 1 year.

These indicators inform us of the low level of permanence in the programme or, in other words, of the high efficacy of the same. Indeed, if we take into account the characteristics of the people who access the programme (low levels of training, people with disabilities, people who suffer discrimination and social rejection or with a significant number of personal or social difficulties) the result, as we have seen, is that the OP managed by non-profit organisations achieves high success rates in gaining employment and, furthermore, improves employability or professional, personal and labour promotion skills, all of which translates into increased autonomy and independence of the vulnerable, or those in a situation of social exclusion.

THE OP AS A HIGHLY EFFECTIVE PROGRAMME IN SOCIAL AND LABOUR INSERTION

The preceding analysis allows us to clearly state that the impact of the OP is of relatively high effectiveness in terms of social and labour inclusion. In fact, the impact analysis of five years of the programme, with a structural crisis in the middle, leads us to conclude that the programme is smart from the labour inclusion perspective in as far as: a) **The number of participant people has increased** thanks to the ever-more intense

efforts of the entities and the increased vulnerability and, above all, b) **the volume of jobs achieved via mediation has increased** in spite of the severe Spanish labour market situation.

The impact of the OP has had a positive effect on the cover, training and employment growth dimensions:

- a) **More cover.** The relative weight of men, less qualified people (without any studies or just a compulsory education level) and older profiles (40 years old or more) has increased in the programme due to the recession that has concentrated job destruction in certain groups and work areas, especially among men and workers with less studies in less qualified jobs.
- b) **Growing importance of training and mediation.** In second place, the rate of training and mediation measures has grown over time in the case of training and consistently until 2010 in the case of mediation. There is a higher rate of training among the youngest participants, which in turn also comprise the group requiring least mediation, which tends to focus more on the population of people over the age of 40. Training is more frequent among foreign groups than national people, but the Spaniards achieve higher participation rates in the mediation measures. People without any studies register the lowest participation level in both training and mediation actions.
- c) **Employment growth.** In spite of the severity of the economic recession, the number of jobs achieved through the mediation of the entities has never ceased to grow throughout the entire period. The transition to employment occurs mainly in women, adults aged between 25 and 39 and people without any studies or with just a compulsory education level; however, the under-25's have become less weighty. The majority of jobs are temporary and are concentrated in non-qualified occupations in the commercial sector and catering, and in middle-qualification jobs, although they are distributed quite diversely across companies of various sizes and legal natures. The recession has given rise to a decline in the relative weight of full-time jobs and a slight increase in jobs lasting a year or more.

The positive impact of the programme in terms of jobs gained creates a demand for the OP managing entities to **increase their efforts to support the people with**

lowest education levels as they participate less in training and mediation actions; an additional effort is also needed to **maintain and strengthen the combination of actions** given that employability increases when the mediation action works; and, finally, there needs to be **an increase in work experience associated with the training courses**, given that in many cases this has been proven to go hand in hand with a higher rate of transition to employment among participants.



2.3. THE OP AS AN INSTITUTIONAL DEVELOPMENT AND INNOVATION FACTOR

The institutional evaluation assesses the efficacy of the operative action of the social entities that manage the OP, their contribution to the construction of expanded collaboration networks and transparent governance, as well as social awareness-raising. That is, the impact evaluation is based on both the institutional efficacy improvements and the relevance of their contribution to knowledge, innovation and the construction of an institutional capacity that ensures a cooperative and transparent governance.

At present, the institutional quality is both a necessary input that guarantees the efficiency and effectiveness of an organisation, and a result that multiplies its social and economic value. In the case of the OP, the institutional quality is measured by indicators such as organisational efficiency, the creation of networks and partnerships, an improvement in working methods and good practices, and social innovation (7).

The institutional quality is not an end per se, but rather a means to help weave a social fabric and create relational capital in the heart of Spanish civil society. The institutional strength of the entities ultimately aims to create an accessible and cohesive society. This is why the institutional evaluation should be read as an overall indicator of a stronger organised civil society and, indirectly, a stronger civil society in general.

7 See Fourth Part of this study: "Evaluation of the institutional impact of the POLCD".

ORGANISATIONAL EFFICIENCY, WORKING METHODS AND INNOVATION. GOOD PRACTICES

In terms of institutional “volume”, the OP has grown in the period from 2006-2011. Thus, the number of agreements with entities and organizations has grown to the extent that at the end of 2011, the entities had 1400 active agreements. These agreements extend to businesses with a demand for employees (71%), the Public Administrations (20%) and entities of the Third Sector Social Action (9%), all of which has generated such an extensive and relevant network of partnerships that it is a source of institutional and economic synergies.

In terms of “volume”, the OP has also helped the managing entities make progress in relation to the management, control and follow-up quality of the various programme actions. Different indicators are used to measure the added value this represents. Suffice to mention two of them: a) between 2006 and 2011, all four entities were subjected to 46 audits, 40 verification and control processes and 10 quality certifications; b) the volume of resources returned to the ESF for ineffective management is just 0.07% of the spending and the resources managed that do not pass the controls of the various audits do not even reach 2%. This is because the entities have multiplied the quantity and quality of their professional resources in such a way that almost 60% of the human resources for running the OP are aimed at management, economic follow-up and financial control.

Regarding the good practices and dissemination of the same (Cáritas, Cruz Roja Española, Fundación ONCE, Fundación Secretariado Gitano, 2006), mention should be made not only of the volume growth (up to 30), together with awards and acknowledgements (37), but also their relevance because in some cases they are the object of peer review on an EU level and furthermore, they also stand out for their content (underlining the good practices in training, the fight against discrimination and Corporate Social Responsibility).

The good practices are the result and expression of a working style of agents that work by innovating, creating new forms of intervention and channels of their own for the creation of networks and synergies in the same, at the service of social and labour inclusion.

THE SCOPE OF THE OP GOVERNANCE: NETWORKS AND PARTNERSHIP

Governance not only poses the challenge of volume that we have already described above, but mainly of scope and improvements in the institutional capacity.

Thus, internal governance has been strengthened via the creation of an institutional common denominator based on the joint training of technicians, awareness-raising campaigns, the organisation of debates and the circulation of the social and economic advantages of the OP, as reflected in the aforementioned document “10 years working together with the EU towards an inclusive society”. The joint national and international actions have multiplied, with progress made in the joint institutional visibility of the managing social entities. The specific campaigns of each entity have been integrated by all entities as their own, like for instance, the campaign in favour of gender equality “**Te corresponde, nos corresponde**” (**You deserve it, we deserve it**) or “**Empléate a fondo**” (**Long distance employment**).

The scope of governance reaches society as a whole by way of a diffuse governance created by raising the awareness of civil society to make vulnerable groups and their problems more visible, which in turn fosters a more inclusive society.

There is a broad agreement between the stakeholders and organisations that participate in the POLCD (companies, central, local and autonomous public administrations, and the European Commission) in which the OP not only generates growth and employment, but also contributes to social development, that is, the creation of a society with more social cohesion and the defence of the social rights of vulnerable groups or those in a situation of social exclusion.

Development of the programme has meant that the Public Administrations count on partners with proven efficacy in the management of social and labour insertion activities and programmes. This opinion is particularly shared by the Autonomous Regions, the Councils and the actual European Commission itself. This collaboration has translated into advances in the integration of the Operational Programme into public policies on social and labour inclusion, and in the multiplication of institutional synergies guided by the principles of cooperation, complementarity and transparency.

In this respect, the entities are reinforcing the governance of employment and social inclusion policies by participating, through the method of regular consultations, in the design and implementation of said policies, as is the case of the National Plans for Inclusion, the National Employment Strategy and the Annual Employment Plans.



THE ADDED VALUE OF PERSONALISED SUPPORT FOR THE CREATION OF AN INCLUSIVE SOCIETY

The social and labour inclusion process not only gives rise to better employability rates among the vulnerable, but also makes this objective possible through guidance, training and mediation actions. However, the improvement of the social and family environment and the general promotion of equal rights for all without any discrimination whatsoever also forms part of this strategy.

Therefore, the OP not only responds to the active inclusion needs of the participants in the programme, but also constitutes a tool to defend the human rights of the vulnerable; gender equality is another emblematic facet of the programme; furthermore, it contributes to equal opportunities across all groups with different abilities for reasons of ethnic origin, nationality, disability or personal condition; lastly, whether the social inclusion is achieved or not, the programme contributes to raising the expectations and self-esteem of the people who participate in it.

The underlying philosophy driving the actions of the social entities that manage the OP, as confirmed by the institutions consulted, is to make the promotion of equal opportunities the institutional and moral cornerstone of the OP and, in practical terms, for it to be a programme that enhances employability by means of training, improving the self-esteem of the vulnerable and by raising realistic expectations.

REINFORCE THE INSTITUTIONAL CAPACITY OF THE OP IN THE FUTURE

An improvement of the institutional capacity of the OP is a fundamental condition for its future projection, in so far as it makes it possible to guarantee better programme efficiency and efficacy while also strengthening its legitimacy as an instrument of active inclusion.

At present and in the coming years, the OP needs to deal with considerable obstacles such as a labour market characterised by high unemployment rates, significant precariousness and obstacles to employment access for the most disadvantaged. The low

level of qualifications of the majority of people participating in the OP, in many cases lacking any studies or early school leavers, makes education and professional training core goals of the programme, to the extent that the entities themselves put forward inclusion actions that jointly contemplate education, job training and employment. All of this without taking into account the differential characteristics between the different groups that participant in the group.

In the upcoming ESF period, 2014-2020, the social entities managing the OP will also have to overcome significant challenges, meaning a qualitative leap will have to be taken in the institutional capacity to adapt to change and respond to the new social needs. Part of said capacity is supported by improvements in the programme context and others are internal:

- a Among the **challenges of improving the context** that may make the OP development possible are those of the political kind (keep alive the priority of fighting against discrimination as an Equal Opportunities Programme, mainly prioritising the fight against youth unemployment), those of an economic-financial nature (guarantee the co-financing necessary to operate the OP in a recession situation), the institutional type (maintain the presence of the social organizations in the labour insertion programmes which have proven efficacy) and the operative challenges (coordinate and even integrate employment, education and social inclusion, involving the actual companies that contract the beneficiaries of the OP).
- b For their part, the **internal improvement challenges** imply new developments in successful work practices and the correction of weaknesses. Thus, the institutional capacity of the entities will move forward as the work in the networks created over the last 12 years becomes consolidated and more profound; greater involvement of companies and organisations offering employment in the objectives of the OP as a whole; training of working teams specialised in social innovation and its promotion, as well as the creation of and participation in transnational networks that raise the visibility of the active inclusion actions; expansion of the itinerary content based on an integration between education and employment; and foster inclusive markets through expanded alliances across the whole State as the OP is a multi-regional programme.

The current economic depression represents an added challenge to the intervention of the entities in the OP, not just because of the high unemployment impact and the worsening living conditions of the most vulnerable, but because recovery from the recession will undoubtedly imply changes in the labour market and lifestyles and in the role and scope of social policies. This is why the social entities, apart from improving their context and their internal institutional capacity, will also have to reinforce the strategic orientation of the OP with a view to anticipating new forms of discrimination that are emerging, while also continuing to recruit vulnerable people and create social capital through networks and new forms of partnership.

Within the institutional improvement processes, two need to be particularly emphasised:

- a The **continuous evaluation** of the OP and the creation of process, social impact and economic indicators that will make the continuous improvement of the OP possible, as an employability tool for the most disadvantaged groups.
- b Intensify **social awareness-raising** actions to change the discriminatory social images and stereotypes, and extend the culture of social inclusion and equal opportunities.

TO SUM UP:

The institutional impact evaluation for the 2006-2011 period allows us to state that the institutional capacity of the OP has been reinforced, the organisational efficiency has improved, the collaboration networks have been extended and a partnership that covers companies, social economy, Public Administrations and a long list of entities from the Third Sector Social Action has been consolidated; the social and labour intervention has been reflected in good practices that drive social innovation and knowledge transfer; and lastly, the OP is more visible to society through awareness-raising campaigns promoting equal opportunities and against discrimination.

This has all been possible not just through the resources of the ESF and the Public Administrations, but also thanks to our own additional contributions of human and financial resources, aimed at guaranteeing the sustainability of the very programme itself, and which account for almost one third of the total. These resources facilitated the already high potential of the managing entities to reach social spaces of need and vulnerability through the State territory and action in various transnational networks of the EU.

The institutional analysis confirms the results of the social and labour insertion processes in that the fight against discrimination, the fight for gender equality and equal opportunities, as well as the improved expectations of people who are vulnerable and excluded, are factors that define the social and institutional nature of the programme. The OP covers the entire field of needs of the vulnerable: employment and consumption, social and political rights and normalized participation in society. With employment as a strategic objective, it does not end there but rather in a generalised improvement in living conditions and in the creation of a context of equal opportunities.

The impact of the economic and financial recession on the Spanish population and, particularly, on the vulnerable groups justifies, in the light of the efficacy and efficiency of the OP, the continuity of the same in the Europe Strategy 2020 and in the framework of the European Platform Fight Against Social Exclusion objectives, which we will refer to in the Fourth Part of this document.

The challenges faced by the managing entities for the improvement and strengthening of the OP in the coming years are derived from the above analysis: to progress in the area of working in networks between the managing entities themselves; gain the stable involvement of the companies offering jobs as stable partners; strengthen the technical teams in the areas of Corporate Social Responsibility, applied knowledge and skills in the management of national and transnational networks; greater involvement of the context, particularly of the Third Sector Social Action and of the social economy in general; as well as making advances in the connection between education and employment.



3. THE POTENTIAL FUTURE OF THE POLCD IN THE FRAMEWORK OF THE EUROPEAN STRATEGY 2020

CORESPONSIBILITY



The future development of the OP of the ESF in Spain not only depends on the results of its track record and its social and economic impacts, but also, and above all, on the European growth and wellbeing strategy, on whatever the economic and social cohesion policy is and on its specification in operational instruments such as the Structural Funds.

This is why, in this last part of the document we will deal with three aspects relating to the potential future of the OP in Spain for the 2014-2020 period:

- a The **framework of European inclusion policies** is defined, within which Spain needs to develop its own policies.
- b Next we will consider the **economic-financial framework of the Structural Funds** for the 2014-2020 period, with particular reference to the provisions set forth in the draft regulations of the ESF and the ERDF, as well as the **Common Economic Framework**.
- c Finally, we shall establish how the OP fits into this double political and economic-financial framework, in its priorities and challenges and how the OP can effectively contribute to making said priorities a reality.

3.1 THE POLITICAL-INSTITUTIONAL FRAMEWORK OF THE OP: THE STRATEGY FOR 2020 AND THE ACTIVE INCLUSION POLICIES

BUILDING THE EUROPEAN SOCIAL INCLUSION STRATEGY

When the European Commission published the Europe Strategy 2020, the economic recession was just beginning to show its true colours as a structural crisis, which showed up and worsened the economic and social fractures already existent in the European Union, with a particular impact on southern Europe and, specifically, on Spain.

The Europe Strategy 2020 replaces the Lisbon Strategy 2000 and its objective is to drive a smart, sustainable and inclusive economic growth. The inclusive nature specifically consists of achieving high employment levels, at rates of 75% for people aged between 20 and 64, a reduction of early school leaving at rates of 10% for students under the age of 16, to achieve 40% of higher studies among young people and a reduction of the people at risk of poverty by 20 million. This last objective clearly showed that the poverty rate in the EU had not undergone any downturns in a decade, including in Spain, when once again it increased due to the effect of the financial and economic recession.

There is no doubt that the Lisbon Strategy 2000 closed in 2010 with an ambivalent result:

- On the one hand, evidence of the failure to reduce relative poverty in that the persistent poverty rates bring to light the inherent imbalances of an unequal economic growth model, both socially and territorially.
- On the other hand, Lisbon 2000 has represented a step forward in the fight against exclusion. Through the OMC, a complex institutional system was created to design policies and programmes for social inclusion integrated in what has been called OMC Social since 2005, which expresses in twelve objectives the joint policies on social inclusion, pensions, health and dependency support.

Moreover, remarkable institutional advances were made when the National Inclusion Plans were set in motion in 2006, with the design of inclusion indicators, the Joint Reports on Social Protection and Social Inclusion and the Community Action Programmes 2002-2006 and 2007-2017 (in the framework of PROGRESS). All of which has been reinforced through the approach of a governance aimed at mobilising all social players, achieving a connection between social inclusion and discrimination in all types of policies, and progression in improvements to both vertical and horizontal inter-institutional coordination.

At the same time, the objectives towards inclusive societies became more ambitious, meaning that from 2008 on, social inclusion also comprised what is known as Active Inclusion (that is, expression of inclusion on the basis of income guarantee, labour insertion and access to quality public services, particularly education and job training). The priority of responding to the needs of specific groups was also reinforced: poor children, the homeless, people with disabilities, migrants and ethnic minorities, the case of the Roma population, the institutional visibility of which is progressively being strengthened. It is precisely in order to support the social and labour inclusion needs of specific groups that the ESF intervenes with financial aid through the OPs, doing so from the year 2000 to the current date, and dedicating part of its financial resources.

It would be impossible in this document to carry out a detailed evaluation of what this European institutional framework has meant in the support of inclusion, but we can highlight its advances and limits (in this respect, see Frazer, Marlier y Nicaise, 2011), stressing the previous argument and before analysing the new social inclusion framework for 2010-2020:

- The very fact that social inclusion and the fight against poverty are now on the political agenda represent advances, even if these are of limited efficacy, so also are the advances in social conceptualisation and indicators, the mobilisation of operators and a growing social awareness, the design of national, regional and even local plans to fight against social exclusion, as well as its link to the social policies as a whole which may contribute to providing a response to a multidimensional problem.

b However, the limitations of the Lisbon Strategy 2000 have been made clear, not just because of the failure to reduce poverty rates but also because of the institutional weakness of the inclusion policies as opposed to other social policies (for instance, pensions and health), not to mention compared to the economic policies which are even less likely to acknowledge it. Limitations such as the “soft” nature of OMC Social, as it is a policy without required objectives or sanctions in the event of non-compliance (as occurs, for instance in the case of fiscal or competence policies); the severe limitations to integrating OMC Social into the public policies; a limited exchange of experiences and knowledge in the area of social inclusion and limited coordination; as well as an insufficient effort in the use of Structural Funds to combat poverty (Harvey, 2008).

THE EUROPEAN STRATEGY 2020, THE EUROPEAN PLATFORM AGAINST POVERTY AND SECTORIAL POLICIES ON SOCIAL INCLUSION

THE EUROPEAN PLATFORM AGAINST POVERTY AND ITS DEVELOPMENT

The European Strategy 2020 (European Commission, 2010, a) set seven flagship initiatives in motion, two of which refer directly to the idea of active inclusion or the inclusive society, the “**European Platform against Poverty**” (European Commission, 2010, b) to guarantee economic, social and territorial cohesion, and an “**Agenda for new qualifications**” with the aim of ensuring the current and the future active population adapt to new professional career conditions and potential changes to the same, reduce unemployment and increase work productivity (European Commission, 2010, c).

The European Strategy also launched other flagship initiatives related to inclusion, such as “**Youth on the Move**” (in which the labour inclusion objective is fundamental) (European Commission, 2010, d) and a “**Digital Agenda for Europe**” (for the extension of new technologies, particularly the Internet, to all of the European population) (European Commission, 2010, e).

The core objective of the European Platform against poverty and exclusion is to reduce poverty and exclusion, taking three indicator types into account: poverty risk rate, material deprivation index and the percentage of people who live in households with a low employment intensity. In this expanded view of social exclusion, children, young people, single parents, households with dependent members, migrants or descendents of migrants, ethnic minorities (e.g. the Romany population) and people with disabilities are preferential groups.

The Platform Fight against poverty and exclusion, guided by the OMC Social, is not an imperative policy but rather an institutional frame of reference and a means of supporting the member States in the development of joint policies, the effective use of the Structural Funds, the promotion of social innovation, the fostering of the social economy and the improved coordination of policies between Member States. The strength or weakness of its content and relevance depends on an effective application of the principle of subsidiarity.

The Platform’s objective is especially relevant, “**that social inclusion policies must fit with effective anti-discrimination policies**, as, for many groups and people, the roots of poverty and deprivation very frequently stem from access restrictions to the opportunities and rights enjoyed by other groups”.

The Platform announces new developments in the European policy on social inclusion and cohesion, such as: a new regulatory framework for the cohesion policy of the 2014-2020 period and a common strategic framework outlining the EU priorities to deal with the European poverty objective.

What does the future of the social cohesion policy hold, looking towards 2020? The “**V Report on economic, social and territorial cohesion: the future of the cohesion policy**” constitutes the starting point for a reflection already alluded to in the IV report in 2007. The cohesion policy has been and is still a growth factor, even though its action has not prevented either the territorial fractures or the increased social inequality. The impact of the economic recession, globalisation and the latest social problems point the social cohesion policy in a new direction, in such a way that the innovation, thematic concentration and incentives or sanctions are extended to all actions aimed at “driving growth and employment, and reducing social exclusion” (European Commission, 2010, f).

On the other hand, the “**Europe 2020 Integrated Guidelines**” 2010 define the framework for the development of the European Strategy 2020 and for the reforms required of each member State. Of the ten guidelines, the objective of n° 10 “**Promote social exclusion and fight against poverty**” consists of driving “the full participation of society and the economy, and **extending the possibilities of employment, taking maximum advantage of the European Social Fund**. Likewise, they must also concentrate on guaranteeing equal opportunities, among other things, through access to affordable, feasible and high quality services and public services (including online services, in accordance with guideline n° 4), and particularly, healthcare. The member States must establish **effective measures against discrimination**. In the same way, in order to **fight against social exclusion, foster people’s autonomy and promote participation in the labour market, the social protection systems, continuous learning and inclusion policies, must be strengthened with a view to creating possibilities in the different life stages of the people and protecting them against the risk of exclusion**” (European Council, 2010, a).

This central guideline, revolving around the fight against exclusion, cannot be considered in isolation without associating it with other guidelines that form part of the global social inclusion policies, such as: **Guideline n° 7: Increase participation in the labour market and reduce structural unemployment, Guideline n° 8: Achieve an active qualified population that responds to the labour market needs, promote work quality and continuous learning, and Guideline n° 9: Improve the results of the educational systems and training on all levels, and increase participation in higher education.**

SECTORIAL POLICIES IN FAVOUR OF SOCIAL INCLUSION AND IMPACTS OF THE RECESSION

The policies for the fight against social exclusion have grown progressively, particularly since the **2008 Recommendation on Active Inclusion** (European Commission, 2008) (Frazer y Marlier, 2013) by including income guarantee, access to services and labour inclusion as part of an integral intervention in the fight against exclusion. At the same time, the recommendations of the Commission have revolved around promoting access to the labour market for young people, as well as the development of new labour

qualifications to promote employability, reflected in the aforementioned document “**An Agenda for new skills and jobs - A European contribution towards full employment**” (2010) which as part of its “permanent global strategy” adopts “**targeted approaches for the more vulnerable workers, particularly the low skilled, unemployed, younger and older workers, disabled people, people with mental disorders, or minority groups such as migrants and the Roma**”.

The expanded vision of social inclusion has led to underlining, as the social entities in Spain have done during the 2006-2011 period, the importance of education in the creation of human capital and as a form of creating employability, as well as professional training. In this respect, the **fight against school failure** has become an essential element of the inclusive action. In 2011, the EC published the Communication: “**Tackling early school leaving: A key contribution to the Europe 2020 Agenda**” in which it alluded to the financial role of the European Structural Funds, particularly the ESF and ERDF, in reducing early school leaving (European Commission, 2011, a). Along the same lines, the Communication “**Early Childhood Education and Care: Providing all our children with the best start for the world of tomorrow**” (European Commission, 2011, b) also needs to be emphasised. The growth of the young European population without any employment, education or training (particularly in southern Europe) and the cost this implies (see European Foundation, 2012) mean that the social and labour integration of young people is a priority objective of social cohesion.

Nonetheless, the social impact of the recession has never ceased to grow from 2010 to the current day, with large differences between the member countries of the EU. Thus, the report “**Employment and Social Developments in Europe 2011**” (European Commission, 2011) is an obligatory point of reference in that it dedicates two chapters to poverty and exclusion, both in general and in the specific case of the poorer employees. The impact of the recession on people with disabilities and non-Community migrants is emphatically stressed and justifies, in our opinion, not just the continuity of the OP but also a strengthening and reorientation of the same, as we will describe further on.

Along the same lines, the **Annual Growth Survey 2012 and 2013** highlights the fact that the recession is disproportionately affecting the vulnerable people and is in danger

of increasing the population at risk of economic poverty, particularly child poverty, and social exclusion (**Annual Growth Survey 2012**). It also stresses the need to “Promote social inclusion and the fight against poverty”: the development of active inclusion strategies, a strengthening of the links between social benefits and activation through personalised services and a reinforcement of actions in favour of vulnerable groups (**Annual Growth Survey 2013**”).

Finally, attention should be drawn to the fact that in response to the impact of the current economic recession, on November 20 2012, the European Parliament approved the so-called “**Social Investment Pact**” in which core importance is attached to the implementation of social investments that provide high economic and social returns, that respond to the new social risks and forgotten social needs, and that place particular emphasis on the strategies that invest in human capital. Investments in education, health and social services, to be undertaken by governments and social stakeholders, preferentially target the Roma population, migrants, people with disabilities and young people, following the logic of territorial and gender equality (European Parliament, 2012).

As a development of this Pact, in February 2013 the European Commission published a Communication on the **Social Investment Package** (European Commission, 2013). The priorities of this package are the growth of appropriate and sustainable social policies; that promote activation policies that provide a decent life; that bear in mind the entire life cycle, beginning with children and young people; that give rise to the reform and innovation of social policies; and that promote a solid social investment with the support of the Structural Funds.

Because of their closeness and relevance, three fundamental aspects of this new policy need to be underlined: it is an instrument to respond to the social consequences of the recession (growing unemployment and poverty); it prioritises investment in social equipment as a means to promoting social inclusion and combating poverty (art° 3 of the provisional regulation of the ESF) and, lastly, it is framed within the social cohesion policy for the period of 2014-2020, above all in the upcoming development period of the ESF and ERDF.



3.2. THE FINANCIAL FRAMEWORK OF THE STRUCTURAL FUNDS FOR THE PERIOD OF 2014-2020

THE SOCIAL AND ECONOMIC COHESION POLICY

One of the objectives of the European Platform against poverty, as we pointed out above, is to “**use the Structural Funds more and efficiently**”, particularly the ESF complemented with the PROGRESS programme which also aims to “create more and better jobs, fight against poverty and exclusion, guarantee equal opportunities and apply the social legislation of the EU”.

In fact, the Platform not only stresses what will be the guiding philosophy of the Structural Funds, that is, to prepare the skills of the people for the work positions and reduce poverty; simplify access to the fund beneficiaries, particularly to the NGOs and the local associations; concentrate the resources on the risk groups and territorial spaces characterised by exclusion; adopt integral approaches through the combination of resources and policies; and mobilize civil society to become engaged in the process with all sorts of resources.

HOW DOES THE NEW REGULATION INCORPORATE THIS PHILOSOPHY?

The regulatory proposals for the functioning of the ESF and ERDF for the new period of social cohesion policies 2014-2020 (European Commission, 2011, c) aim to improve job opportunities, education and training while also maintaining the fight against poverty and social exclusion. The close relationship between education, vocational training and social exclusion is strengthened in this period, particularly among the vulnerable groups which are to receive priority support through personalised help and training from the NGOs, companies, and Public Administrations to facilitate the transition to an economy as productive as it is competitive and sustainable in the long term.

The new Regulation limits the cohesion policy objectives to concentrate the financial and institutional effort on relevant areas, reinforcing the objective of supporting the vulnerable groups to which a **minimum of 20% of the ESF resources** will be dedicated, the participation of institutes and private managing bodies in the ESF is strengthened, particularly that of all NGOs involved in social action, the importance of transnational cooperation, in which the Spanish entities that manage the OPs already took significant steps forward in the 2007-2011 period, is extended, a final-results-oriented approach is adopted to foster synergies and joint action plans, based on ex-ante evaluations of the same and, finally, the procedures are simplified to reduce the bureaucratic burden of the managing organisations (European Commission, 2012, a).

The **objectives of the new ESF Regulations** in terms of social and labour inclusion are broadly defined in art° 3 of said Regulation. To be precise, in its section c) it stipulates its objective of “**promoting social inclusion and combating poverty**” through the following investment priorities: 1. Active inclusion; 2. The integration of marginalised communities (such as the Roma population); 3. The fight against discrimination based on gender, race or ethnic origin, religion or beliefs, disability, age or sexual orientation; 4. Facilitate access to affordable, sustainable and high quality services, including social services; 5. Promote the social economy and social companies; 6. Promote local and community development strategies.

The goal of promoting social inclusion and the fight against poverty is also contemplated by the ERDF, which contributes through an investment in healthcare and social equipment that contribute to the national, regional and local development, reducing healthcare inequalities and orientating the services, the support of physical and economic regeneration of depressed urban and rural areas and support to the social companies, through the community.

All of these objectives form part of the philosophy and practice of the non-profit organisations that manage the POLCD in Spain. Moreover, these organisations have participated in the consultation process of the draft ESF and ERDF regulations for the 2014-2020 period. They positively value the inclusion among the thematic objectives, of the

“**promotion of social inclusion and fight against poverty**”, revolving around active inclusion, aimed above all at groups like people with disabilities (European Commission, 2010; Ministry for Health, 2010) and the Roma population (Frazer and Marlier, 2011; Ministry for Health, 2012).

If we focus on the evaluation of the new operating regulation of the ESF, the entities highlight the **new added values** of: the integrated approach to education, training and employment; the fact that no less than 20% of ESF spending is ear-tagged for the fight against poverty and exclusion; the definition of performance indicators for the groups the entities represent; the strengthened participation of the ESF partners; social innovation; transnational cooperation; the explicit acknowledgement of the vulnerable groups; the development of the social economy and simplification of procedures.

But they also stress the importance in the immediate future of actions necessary to facilitate the transitions between education, job training and employment; the improvement of the results and impacts indicators; the investment of resources in social innovation in the area of the excluded groups; participation in the design and choice of transnational cooperation projects with a view to maximising the accumulated experience; improvements in co-financing in the case of the non-profit entities to make social inclusion projects that require time and effort sustainable; the inclusion of the social entities in the local development projects as an obligatory requirement; and the complementary participation in sustainable urban development projects (ERDF) in which investments are made in social housing and social infrastructures in marginalised areas.

3.3. HOW THE POLCD FITS INTO THE EUROPEAN AND NATIONAL SOCIAL INCLUSION POLICIES AND THE NEW EUROPEAN FINANCIAL FRAMEWORK

To understand the institutional nature of the new period of programmes 2014-2020, we schematically analysed the current frame of action (2007-2013); next, we asked ourselves how the POLCD adapts and fits into the political priorities and provisions of the Structural Funds for the period of 2014-2020; finally, we described how the non-profit entities that manage the OP can contribute to the development of the ESF and ERDF objectives in the promotion of social inclusion and the fight against poverty..

THE OP AND ESF FRAME OF ACTION FOR THE 2007-2013 PERIOD

According to the **National Strategic Reference framework 2007-2013** the objective of the second period of the OP 2007-2013, about to come to a close, is to foster employability, social inclusion and equality between men and women (Axis 2 of the ESF priorities), in which population groups with serious employability difficulties are considered: young people, the elderly and people with disabilities, as well as other people at risk of exclusion from the labour market, such as people over the age of 45, people of Roma ethnicity, other ethnic minorities, young people who have not surpassed compulsory education levels, victims of social exclusion and, in general, the groups identified in the National Social Inclusion Plan.

In this context, the POLCD approaches both gender discrimination and discrimination stemming from cultural, personal and social characteristics that represent forms of social exclusion. The OP, in an approach that it has consolidated over time, addresses **social and labour inclusion** to the point that the two dimensions are inseparable as they affect the possibility and effectiveness of equal opportunities. The social impact of the current recession reinforces the need for this joint handling of social and labour inclusion even further.

Furthermore, in its day the OP adopted a multi-regional dimension based on an argument which today, in light of the recession, is more justified than ever. That is, the fact that social inclusion and equal opportunities for men and women, with an integral approach that covers all aspects of social life, is a national priority. To raise its visibility, to multiply its effects and to contribute to the equality of social rights throughout Spanish territory, the OP takes on both a **supraterritorial dimension** (inter-territorial cooperation), and a **social equality approach** in education, health-care, employment and social services and, not less importantly for the future, above all, **transnational cooperation** aimed at the fight against social exclusion in the entire area of the EU.

Proof of the fact that the OP is socially and economically smart and that it obtains social, economic and institutional impacts, justifies its continuity in the future. However, said continuity demands changes and improvements in both the ESF and in Spain's social and economic policies and in the modus operandi of the social entities that manage it. With regard to the improvements necessary in the ESF, we have already mentioned the positive changes set forth in the regulations for the new period from 2014-2020, as rated by the social entities. Below, we shall refer to the need to improve the general institutional framework in which the OP is inscribed and how the social entities can continue to contribute added value to the programme itself.

THE POLCD IN THE CONTEXT OF THE PROGRAMMING AGREEMENT FOR 2014-2020, THE NATIONAL REFORMS PROGRAMME, THE NATIONAL EMPLOYMENT STRATEGY 2012-2014 (AND THE ANNUAL EMPLOYMENT POLICY PLAN FOR 2012) AND THE NATIONAL SOCIAL REPORT 2012

The achievements of the POLCD and the challenges it faces in the fight against exclusion over the coming years demand greater visibility and potentiality in the three documents directly related to social and labour inclusion.

The **Partnership Agreement 2014-2020** shall constitute the strategic document for the development of the Structural Funds objectives that make social and economic cohesion possible. Said agreement must adequately include the advances achieved during previous periods in the area of social and labour inclusion, its better practices, the efficacy of the non-

profit organisations, the intervention methodology (the personalised itineraries), the synergy between organisations and players, the importance of raising social awareness and their impact in terms of the national development of social rights. That is, it is not enough to define the programme's objective without also highlighting the added value and impacts it generates in the light of previous experience and what its role might be in an economic recession context.

The POLCD has not been integrated into the **National Reforms Programme 2011** as a programme of reference. On the contrary, in the National Reforms Programme 2011 poverty and social exclusion constitute a "thematic challenge" together with employment, education, R+D and climate impact. It is stated that the recession is generating a particular impact on unemployment, informal work and labour precariousness for "people with limited training and in population groups at highest risk of exclusion (migrants, young people, Roma population, people with disabilities and older working people), especially among women", that is, the target population of the POLCD. Yet, no mention of the OP as a benchmark programme in the active inclusion policies is made (Ministry for Finance and the Economy, 2011). The same occurred with the **National Reforms Programme 2012** (Ministry for Economy, 2012) in which the problem of exclusion and poverty is barely mentioned (European Commission, 2012, b).

In this regard, mention must be made of the fact that tax consolidation policies cannot constitute a barrier to social promotion and the fight against exclusion. On the contrary, they must be brought to the fore given their importance for social wellbeing and progress towards a less unequal growth between the Spanish regions.

The **National Employment Strategy 2012-2014** and the **Annual Employment Plan for 2012** also contemplate the needs of groups with labour inclusion difficulties as an objective of the active employment policies. Specific mention is made of "groups with special difficulties: Actions and measures for the labour insertion of people who, due to structure or circumstance, present particular difficulties in accessing and remaining in employment. For these purposes, the situation of women who are victims of gender violence, of victims of domestic violence, of victims of terrorism and of people with disability or in a situation of social exclusion will be especially taken into consideration". The upcoming Annual Employment Plan 2013 will need to extend actions aimed at these risk groups in line with the provisions of the European Commission.

The **National Social Report** (NSR) from the end of 2012 (Ministry for Health, Social Services and Equality, 2012) contemplates the POLCD as an instrument at the service of the social and labour inclusion of the most vulnerable groups, as well as some of the thematic strategies of the social inclusion policies such as: the **Spanish Disability Strategy 2012-2020**, the **Strategy for the Social Inclusion of the Roma Population in Spain 2012-2020** or the creation of the **Social Inclusion Network** as a forum for debate between the social and territorial players that intervene in the fight against social exclusion.

The plans for a **Social Inclusion Action Plan (2013-2016)** represent an opportunity to highlight the advances made by the POLCD in the social and labour inclusion of the most vulnerable people.

In short, what we wish to stress here is that the fight against social exclusion, at present institutionally parcelled and with unequal visibility, must run through all of the social and economic policies; horizontal and vertical coordination must be improved; to be effective as an active inclusion policy, education, job training and employment must all be integrated; it must be reflected with equal importance in the National Reforms Plan and the National Social Report, as well as the next National Programme for Social Inclusion Action; and as part of this transversal approach, the POLCD must be given a level of visibility that corresponds to its importance and impact.

WHAT CAN THE MANAGING SOCIAL ENTITIES DO TO IMPROVE THE OP IN THE 2014-2020 PERIOD?

The managing entities of the OP face the upcoming period of the Structural Funds (2014-2020) in a social and economic setting marked by considerable uncertainty, both due to the increased vulnerable population and because of the limited budgetary resources. As we described above, the institutional capacity of the entities must be reinforced, a task to which they are already dedicating effort and resources as the recession increases the pressure of the demand for social insertion, once again severe poverty is becoming more widespread and, above all, access to the employment market has become a very difficult route for the people who combine problems of a lack of studies, an absence of social and family networks and labour exclusion.

The social entities have transmitted demands for improvement in the next period of programmes to the ESF, both on an institutional level and on a financial and operative level; they are also calling for improvements from the Spanish authorities in the institutional frame of action, that are summarised as follows: **“Let social and labour inclusion form part of the nucleus of all economic and social policies”**, as well as the financial commitment to making the OP feasible and sustainable.

This context is fundamental and enables a reinforcement of the **internal change** that the entities are undergoing, especially since 2010 and up to the present time. Let us review the ongoing efforts for improvement in this respect: **working in networks between the entities themselves**, also extending these to different organisations of the Third Sector Social Action (Fresno and Tsolakis, 2010); the **extension and consolidation of relationships with the private companies** that offer employment; the growing importance of **social innovation** and its dissemination; the growing work in **transnational action** (the case of disability and the Roma population); the resources dedicated to **raising the awareness of society** to promote an inclusive society; the **improvement of the internal functioning** (audits, financial control, results evaluation); and the **extension of the personalized itinerary content**. These improvements not only strengthen the entities themselves, but also constitute a contribution to the institutional heritage of the OP and the ESF.

To sum up, the future of the POLCD is being forged in a triangular space in which one of the poles is the ongoing reform of the ESF with more reorientation towards the most vulnerable groups; another pole is made up of the Spanish national policies which, in light of everything we have mentioned above, requires more visibility and, above all, more transversality of the social and labour inclusion policies; finally, a response of renewal and leadership from the social entities in the face of the challenges posed by the spread of the social and labour exclusion as a consequence of the current structural crisis, that obliges them to not only constantly improve but also to achieve greater civil society involvement and new partnership commitments with the State, the private companies and the social economy.

4. CONCLUSIONS



1 As a result of the Lisbon Strategy 2000, the **political and economic Cohesion policy** took on even more importance in the fight against territorial imbalances and social inequalities. The **Structural Funds** extended their cover and scope, and in turn the objective of fighting against social exclusion and poverty gained relevance. As part of the ESF, the **POLCD** was set up **and it has undergone two periods of programmes (2000-2006 and 2007-2013)**. This programme contributes to the objectives of the Treaty on the Functioning of the European Union in terms of fighting against discrimination, gender inequality and social exclusion.

2 The **POLCD** is managed in Spain by ten organisations: five public and five private. Specifically, four non-profit private operators: **Cáritas Española, Cruz Roja Española, Fundación ONCE** and **Fundación Secretariado Gitano**, have developed this programme, co-financing it together with the ESF and the Public Administrations. The Central Administration coordinates the programme as a whole through the Administrative Unit of the ESF, dependent on the Ministry for Employment and Social Security.

Throughout the 2000-2012 period the evaluation of processes, budgetary control and management have become routine practice of the programme by the ESF, the Administering Unit of the ESF and the public and private agents. Evaluations of intermediate results of a non-uniform nature have also been carried out, while the social bodies that manage the OP have aimed their growing efforts at awareness of the social and economic impact of the programme.

In fact, the joint action of the four social entities mentioned has given rise to different types of specific synergies in various areas, awareness-raising campaigns, training, the design of social intervention methodologies and dissemination of the OP. The expression of this joint action is the publication in 2006 of “**Achievements and good practices of the Operational Programme to fight against discrimination managed by NGOs for social action**” and the overall evaluation of the programme through the publication: “**10 years working together with the EU towards an Inclusive Society**”..

3 The social entities have taken a step further in the process of evaluating their work **by evaluating the ultimate impact of the same**, that is, to what extent does the investment made affect **economic growth, access to the labour market for the vulnerable and, in general, improved employability and organisational efficiency and effectiveness**. In conducting this evaluation, the entities had three objectives:

- To position the evaluation within the ESF practice of assessing its activities and resources invested. In fact, the evaluation flexibly adopts the principle of the so-called “**community added value**”, which consists of evaluating the volume, scope, innovation and final impact of the OPs, with particular attention to evaluating the final impact, as the evaluation of results already constitutes a consolidated practice of the four entities which is covered in its annual report and published on its websites.
- Evaluate its **impacts**: how does the OP contribute to **economic growth** in Spain and the consolidation of the Welfare State indirectly; **how much employment does the OP generate, what are the characteristics of this employment and does it really improve the situation of the vulnerable people who participate in the programme**; and, lastly, to what extent does the OP **create support networks to support businesses, the social economy and the Public Sector** capable of strengthening the social and labour inclusion programme and how does the **raised awareness** of society improve accessibility for people in situations of exclusion.
- Evaluate the **future potential** of the POLCD in light of the European Strategy 2020, the new ESF regulation, the legal framework of the national employment policies (National Reforms Programme, National Social Report, National Employment Strategy 2012-2014 and Annual Employment Policy 2012), as well as the **national disability strategies (2012-2020)** and the **promotion of the Roma inclusion policy (2012-2020)**. In this sense, there is an evaluation of the set of measures as a whole for institutional capacity reinforcement jointly undertaken by the social organisations to deal with the challenges inherent to the period of programmes

2014-2020 and to make the programme sustainable. As stated in the presentation of this document, the findings of the evaluation justify the continuity of the OP, but the economic recession and its impact demand a redefinition of the objectives and intervention methods used in order to respond to social and labour exclusion processes which have become even more widespread and complex

4 The economic impact of the POLCD, on its modest level, is fully confirmed, as the **programme constitutes a dynamisation factor in the Spanish economy, creating employment and as a source of tax revenues**. Thus, for each euro invested production increases by 1.38 euro: the average family consumption is multiplied by 0.77 cents per euro invested; between 2006 and 2011, inclusive, the OP will have created an accumulated total of 19,637 annual full-time contracts, of which 5167 would be direct and 14,673 indirect; the public deficit drops by 32 million euro, fruit of a mean increase of 39 million euro in public revenue and 15 million in public spending; the programme constitutes average savings of 9 million euro by replacing assistance benefits with direct jobs.

As a synthetic indicator, the fact that for every euro invested in the POLCD an average of 91 cents would be recovered through various types of tax returns should be underlined, of which 59 cents would correspond to the amount received from the European Union, 8 cents from the contribution of the Spanish Public Administrations and 25 cents in contributions made by the participant bodies, which in return implies a rate of return on national spending (measured by the total public income rate over the national financing) of 2.55 euro per every national euro (public and private) invested.

5 The **POCLD has had a positive impact on social and labour inclusion**. Apart from increasing the programme cover with financial resources that have remained practically the same as those available prior to the recession and extending the efforts invested in job training to compensate a downturn in employability expectations, the programme has continued to create jobs. Between **2007 and 2011, 52,901 people accessed a job through the mediation of the programme**. The number of jobs achieved between

2008 and 2011 grew by 18%. In other words, **around 45% of the mediation actions have successfully translated into the obtainment of a job.** And the fact is that the deep recession of the Spanish economy has not prevented vulnerable people from continuing to access employment. Moreover, jobs gained by people who have taken part in some part of the programme without using the mediation service but who have experienced improved employability thanks to the training and guidance are not included here.

The creation of employment has translated into a majority of temporary jobs (around 85-90%), although contracts with a duration of over 1 year have increased, currently surpassing 20%. The growth of part-time contracts is a concern as, for less qualified people, they may imply situations of poverty at work.

Reinforcement of the personalised itinerary with a greater connection between education, employment and job training, as well as work experience associated with the training actions are future challenges for the strengthening of the OP.

- 6** The analysis of the institutional impact provides us with results showing an **improvement in the institutional capacity reinforcement.** The entities have increased their institutional **volume** by multiplying the number of agreements with companies and institutions, creating networks and expanding the internal control capacity. **Scope** has also multiplied as it now reaches the entire State territory and the local setting, as have stable collaboration relations with companies and institutions. **Innovation** has been a relevant activity for the entities, making it possible to disseminate their best practices at the same time. From the point of view of **impact**, the operational entities have consolidated collaboration with each other, creating a stable network for training actions, methodological design, dissemination of the programme, raising the awareness of civil society and participation in the social and labour intervention programme. They have also forged synergies with the Third Sector Social Action entities of the EU as a whole, in the framework of transnational cooperation.

The OP has proven its capacity to create a broad and lasting partnership around the social and labour inclusion programmes, involving Public Administrations (from the

national to the regional and local level and various departments such as those for employment and social welfare), the state, regional and local company fabric and a long list of civil society organizations.

To continue involving companies and the social economy in the OP and to foster its international dimension constitute two future challenges.

- 7** **The period of programming from 2014-2020 shall open in a context of profound economic uncertainty and an extension of the social and labour exclusion.** Although the social entities justify their continuity based on the added value they contribute in the areas of economic, labour and institutional impact, they are aware that the upcoming period of programming 2014-2020 will be crucial to progress or regress in the fight against social exclusion and poverty in the EU and, therefore, in Spain. This is why they support the improvement of both the Community (ESF) and the national (economic and social policies) institutional framework while at the same time strengthening their internal institutional capacity.
- 8** The operational entities support the new regulations of the ESF and the ERDF in so far as they clearly incorporate the objectives of social promotion and the fight against exclusion, and they have proposed **improvements in terms of financial and institutional reinforcement of the fight against social exclusion.** They also support the new criteria of simplified administration, results-orientation, long-term planning, results evaluation and mainstreaming of social exclusion across all action types. In short, they support the increased visibility of social exclusion in the Structural Funds and the corresponding translation into actions against discrimination and vulnerability. And above all, the new regulation framework and its priorities fit with the POLCD and the challenges it needs to face in the future.

The methodology developed by the social entities in the OP is very much in line with the Cohesion policies for the next period (2014-2020), thereby rendering it a very appropriate **instrument** to apply these policies and generate impacts in the objectives relating to social inclusion and the fight against poverty, the activation of employment (especially youth employment), as well as education and job training.

9 Social and labour exclusion forms a growing part of the policies in Spain, but in a non-uniform way. It is still residual and barely visible in the economic policies (for instance, the National Reforms Programme), it has a certain degree of presence in the employment strategies and plans, and clear visibility in the National Social Report, in the national action plans on social inclusion and in the specific inclusion strategies (disability and Roma population). This uneven character must be overcome and social inclusion must become an institutional matter that is mainstreaming across all policies. In second place, the active inclusion policies must be strengthened and coherent in their three complementary objectives of guaranteeing adequate income, access to quality public services and labour insertion, in the form of a virtuous circle of social inclusion. Finally, the OP must be reflected, in general, in all active employment policies, as a way of raising the visibility of the most vulnerable groups in Spain.

10 Finally, the institutional impact evaluation allows us to conclude that the **process of reinforcing institutional capacity** already begun in the past, must continue in the coming years. Furthermore, the joint work of the four entities must be consolidated, extending the collaboration networks to new institutions and entities and forms of partnership, expanding and consolidating collaboration with the organisations that offer employment (**company, social economy and Public Administrations**), reinforcing the personalised itinerary and increasing the transnational dimension by creating European networks based on joint projects.



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