

An Analysis of the Community Employment Programme

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An Roinn Coimirce Sóisialaí
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AN UPDATED REVIEW OF THE COMMUNITY EMPLOYMENT PROGRAMME

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Executive Summary: An Analysis of the Community Employment Programme

In the context of the Government's activation strategy *Pathways to Work* the Department of Social Protection is committed to analysing CE, as the largest employment programme, to ensure delivery of service, value for money and progression of the individual is central to its core objective. Currently the Department has sanction for the provision of almost 39,000 places on employment programmes; CE – 25,000, Tús 8,000, RSS – 2,600 and Gateway – 3,000. Many of these places are concentrated in the provision of community and voluntary services and while they do serve as a measure to break the cycle of unemployment, international literature questions their activation utility in terms of an instrument in connecting people back with the labour market, as a primary function. Analysis of growth in numbers in work programmes shows the increase in places lagged the increase in unemployment, which peaked at 15% in 2012. Numbers continue to grow currently despite a falling LR, and an unemployment rate of under 10%. As an example of this - from June 2011 to April 2015 the number of places on CE, Tús and Gateway grew by 12,372 (excluding supervisors) or 56% (a significant majority of this increase is accounted for by the introduction of the two new schemes Tús and Gateway) while over the same period the LR fell by 25%.

We are now in a situation where there has been an increasing flow of job opportunities arising in the economy. This flow has already recovered substantially from the depressed levels seen in 2009, and is forecast to continue at these higher levels. A large proportion of the opportunities that arise each year are in the kinds of jobs for which most of the unemployed are reasonably qualified – routine service jobs and skilled and unskilled manual jobs. Ensuring that as many as possible of these jobs are taken up by unemployed people, particularly those from the Live Register, is a major overarching objective of the activation policies as set out in *Pathways to Work*.

Community Employment (CE) has its origins in 1994. At the time long-term unemployment was undermining the employability of many individuals and the capacity of communities to function as cohesive social structures. CE acted as a resource for communities to identify their own needs and priorities and over the years became a vital service to communities both in remote rural areas and areas of urban disadvantage. It developed into a unique programme that integrates employment interventions and training for the individual with community services provision. CE is appropriately aimed at the long-term unemployed and jobseekers who now constitute over 80% of participants (JA, JB) and other vulnerable groups e.g. lone parents, people with a disability. In line with the OECD Survey, *Ireland 2013*, 77% of participants have completed Leaving Cert level education or below; this group is identified as requiring substantial training to meet the demands of job creating sectors. Half of CE participants have Junior Certificate (FETAC Level 3) or below.

The provision of training for participants on CE with work experience is one of the valuable functions and strengths of CE and this provision is monitored through the Individual Learner Plan (ILP). CE Supervisors have a key role in supporting participants and providing mentoring and coaching so participants can gain the necessary skills and training to progress to employment. Training in 2014 was provided within the NFQ (National Framework of Qualifications) and as part of industry required training, including employment related skills and personal development training.

In 2014 a quarter of CE participants found employment on leaving CE and a further 5% moved onto further education. This report aims to position CE within the overall suite of activation measures available from the Department. CE is considered at the high support end for long term unemployed – in excess of 12 months unemployed – with referred clients being mainly medium and low PEX and distant from the labour market.

Significant improvements have been made to the operation and governance of CE since 2012 and these improvements continue. These improvements have taken place in the context of a changing profile of participants on CE in a challenging economic environment.

International literature regularly questions the effectiveness of work programmes in general as effective activation tools – citing concerns regarding duration of programmes, proximity to the labour market, absence of job search, possibility of lock in effects and poor outcomes in terms of employment among others. The literature does recognise work programmes can serve a purpose in times of very high employment but should be temporary in nature. With current places on work programmes approaching 37,000 and sanction for places up to 39,000 the report concludes that it would be useful to establish some normative levels of participation at different levels of unemployment. This should be useful as the Department enters a period where expenditure on working age supports is substantial and forecasts suggest a falling LR in the short to medium term.

Taking the forecast reduction in the Live Register from c 350,000 to c 250,000 on average between 2015 and 2017 it is proposed that the number of places on work programmes be reduced proportionately from c37,000 (2015) to 32,000 (2016) and 26,000 (2017). This is equivalent in each year to c 10.5% of the Live Register. This can be achieved by running down Tús and Gateway now that the level of employment is increasing or by reducing each employment programme pro rata.

The analysis points out that a whole Government outlook regarding the services supported by work schemes is required. As numbers are reduced, each scheme should be examined under three criteria - performance of scheme, local live register construct and possible displacement of public, private and voluntary sector activities. Only places on schemes that pass a test under each criterion should be considered for retention. History shows places in work programmes are slow to create and timely to decommission. Given the current number of schemes and levels of participants in Ireland, it is recommended that immediate consideration be given to reducing numbers to return to more 'normal' levels for a recovering economy.

Given the wide ranging variety in profile of clients referred to CE and the concentration of the majority of places associated with local service delivery, the analysis concludes that a two strand approach to CE should be considered – an activation strand and a social inclusion strand. It is proposed to consolidate the social inclusion elements of CE and develop this as a separate stream with appropriate key outcome indicators for this programme. The places as opposed to the participants will be defined within each sub measure. The duration of participation will concentrate around one year with options for a second and third year depending on the individual client needs, local labour market and qualifications being attained. This process will involve quarterly and annual reviews and where participants are found to be job ready their exit from the scheme will be facilitated. This will counter the current lock in effects highlighted in the international literature as

currently participation can extend to four, five, six and seven years depending on the place and participants. In addition the analysis suggests that a certain profile of clients may access CE at aged 21 years when agreed and recommended by a case officer.

A progression rate of 50% from activation places and 20% from social inclusion places is suggested as a starting point which is subject to change once places are refined and in the context of a growing employment market. Based on 2014 analysis of the CSM the average or overall progression to employment is in the region of 25%. This figure is broadly consistent with analysis of other Departmental reporting systems.

It is clear that persons who are long-term unemployed will only be successful in the jobs market if they are fully equipped with the skills and competencies to compete for these jobs. The Education and Training Boards responsible for further education provision need to become the main provider of training to CE participants.

A range of recommendations are made in the concluding chapter of this analysis:

The analysis recommends that given the capacity that now exists for referrals to external agencies e.g. JobPath and against a backdrop of a falling LR the Department take stock of current number of places available on all work schemes with a view to ensuring they are targeted and have strong activation and social inclusion attributes. There is a need to be cognisant that the OECD has noted that previously Ireland was slow to reduce numbers on work programmes when unemployment fell and employment grew. Given the nature of places and a legacy of dependency by certain service providers on same, immediate consideration should be given to this reduction as a considerable lead in time may be required.

A two strand approach to CE (activation and social inclusion), with the involvement of case officers as mediators to assess the best option appropriate to individual job seekers is proposed. This increased mediation and involvement would ensure the appropriate referral and take-up of scheme places.

Outcome metrics with regard to progression to employment should be initially set at 50% for the activation strand and 20% for the social inclusion strand, which based on current numbers and estimated place classification equates to an overall progression rate to employment of 30%. These metrics are fluid and should rise, particularly in the activation strand once the reclassification is established.

The analysis presents a cost of CE which could be mapped on service support and provision in different communities and sectors. If a majority of these services are being delivered by long term unemployed via CE with low outcomes in terms of activation, notwithstanding the other benefits to participants and communities alike, Government must consider if this model represents the best delivery model. A sectorial review of alternative costs should be commissioned to inform this debate across Government.

While CE participation is moving towards a strong concentration on LR clients it should not be forgotten that places are available to other cohorts such as one parent family recipients, people with disabilities and drug rehabilitation clients. The two strands should include clients from these backgrounds. Drug rehabilitation places will remain at four year duration in acknowledgement of the particular social issues being experienced by these participants. A CE Social Inclusion Stream will build on existing provision and will focus on the participation of vulnerable adults who need additional supports e.g. older unemployed workers, persons with a disability, travellers, homeless people, refugees and ex-offenders.

A more common approach to eligibility to the various schemes is proposed. In addition the analysis proposes that a certain profile of clients may access CE at aged 21 years when agreed and recommended by a case officer. Case officer involvement in all referrals needs to be reinforced locally to ensure it is the only avenue to access CE.

Finally the Analysis concludes that any decision to reduce places within work programmes needs to be taken in the context of how the void created would be filled and at what cost. This is a discussion and a decision that reaches far wider than the Department of Social Protection and needs a whole government approach. This debate and feedback will be required to inform the most appropriate future delivery of certain services.

Chapter 1: Overview of Active Labour Market Programmes (ALMPs) and Public Employment Schemes

1.1 Policy and Follow-up on Previous Reviews – action taken

The Department of Social Protection (DSP) carried out a policy review of employment support schemes funded from the programme subhead “Working Age – Employment Supports” in the Vote for Social Protection in 2012, published in 2013.

The review focused on assessing the contribution certain programmes can make to the Department of Social Protection’s activation policy stance, which aims to ensure engagement with customers of working age who are in receipt of specified social welfare payments/benefits, in order to support them and their families in progressing into employment and/or other appropriate progression.

The review identified four main types of activation support scheme as set out in figure one below; Work programmes, Internships, Training and Education supports and self-employment supports - each scheme type offers participants different sorts of support and assistance.

Figure 1 – Four types of activation schemes within DSP



This analysis will focus on work programmes and in particular the largest of these schemes available in Ireland which is Community Employment CE.

Expenditure and participation on activation schemes

The previous review also analysed the ratio of programme spend for the larger programmes to income-maintenance spend and live register participation. This data has been updated in table one below. It highlights the lag in response to the sharp rise in unemployment from 2008 and shows that currently, as the live register continues to decline, the ratio of expenditure on programmes to both income support and live register is rising in real terms.

Table 1 –Trends in scheme expenditure, working age income and Live Register

Programme	Expenditure (€ millions)					
	2007	2010	2011	2012	2013	2014
Total Outturn	586.0¹	743.8²	859.9	954.0	993.9	1065.4
Exp. On certain schemes						
CE	357.5	368.3	349.4	330.4	342.7	359.5
Rural Social Scheme	47.8	46.0	46.8	45.2	44.2	43.8
Tús	0.0	0.0	11.8	67.1	92.1	116.0
Job Initiative	40.0	30.2	30.0	25.8	24.8	23.4
Back to Work Allowance	71.0	87.9	114.6	127.2	119.5	118.8
Gateway					0.25	6.1
JobBridge	0.0	0.0	7.9	54.7	67.9	76.0
BTEA	64.1	179.8	201.5	199.6	186.9	161.8
CSP	43.5	45.1	45.4	47.3	42.9	43.0
Total ³	623.9	757.3	807.4	897.3	921.1	948.4
Expenditure on Working Age Income Supports	3,491.5	6,669.2	6,182.5	5,994.4	5,503.9	4,927.9
Average LR ('000)	195	442	445	437	431	385
Ratio Certain Employment supports/Income supports	0.18	0.11	0.13	0.15	0.17	0.19
Employment supports expenditure per '000 on LR (€ million)	3.20	1.71	1.81	2.05	2.14	2.47

¹ DSP outturn expenditure 145.024m – add CE 357.5m, JI 40m, CSP 43.5m

² Outturn expenditure DSP 300.162m plus CE expenditure 368.3 plus JI exp. 30.2, CSP exp. 45.1m

³ The other schemes & expenditure accounted for under this subhead but not included in this total include –Wage Subsidy Scheme, Supported employment Programme, Local Employment Services, Employability Service, Partial Capacity Benefit, Part Time Job Incentive, Activation and Family Support Scheme, TESS and TATS

Range of work programmes now available

The range of work programmes, participation and expenditure on same has increased since the schemes were reviewed in 2012. Figure 2 and 3 below display trends over a 12 year period with participation edging towards 37,000 and expenditure towards €530m.

Figure 2 Participation on work programmes 2002-2014

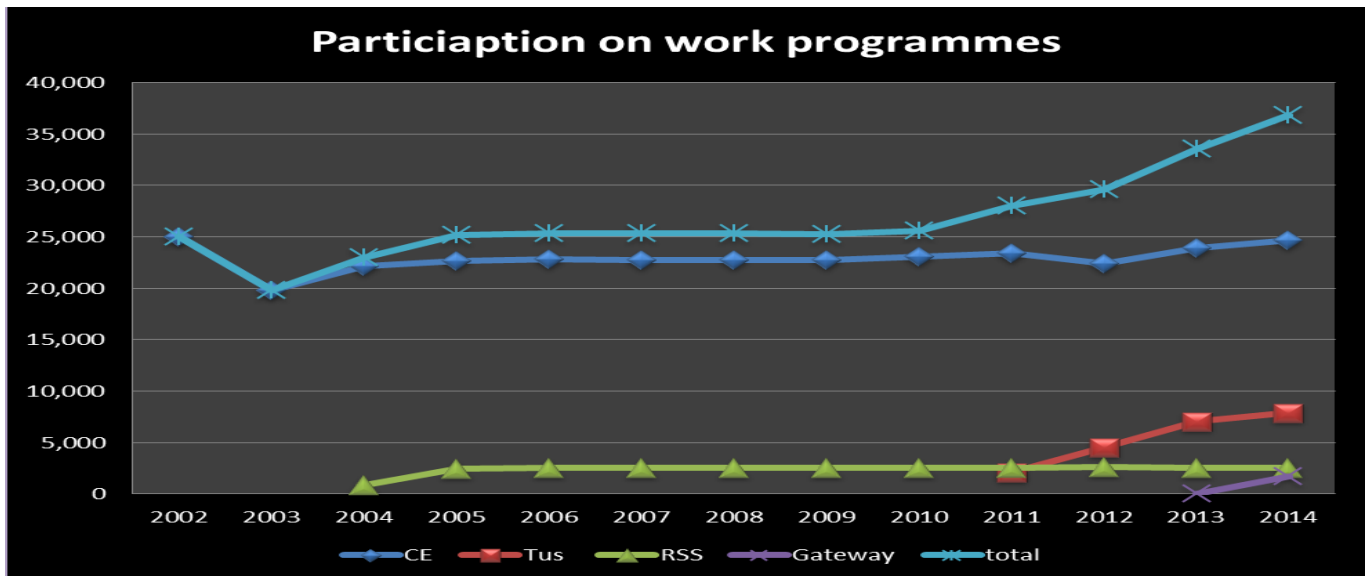
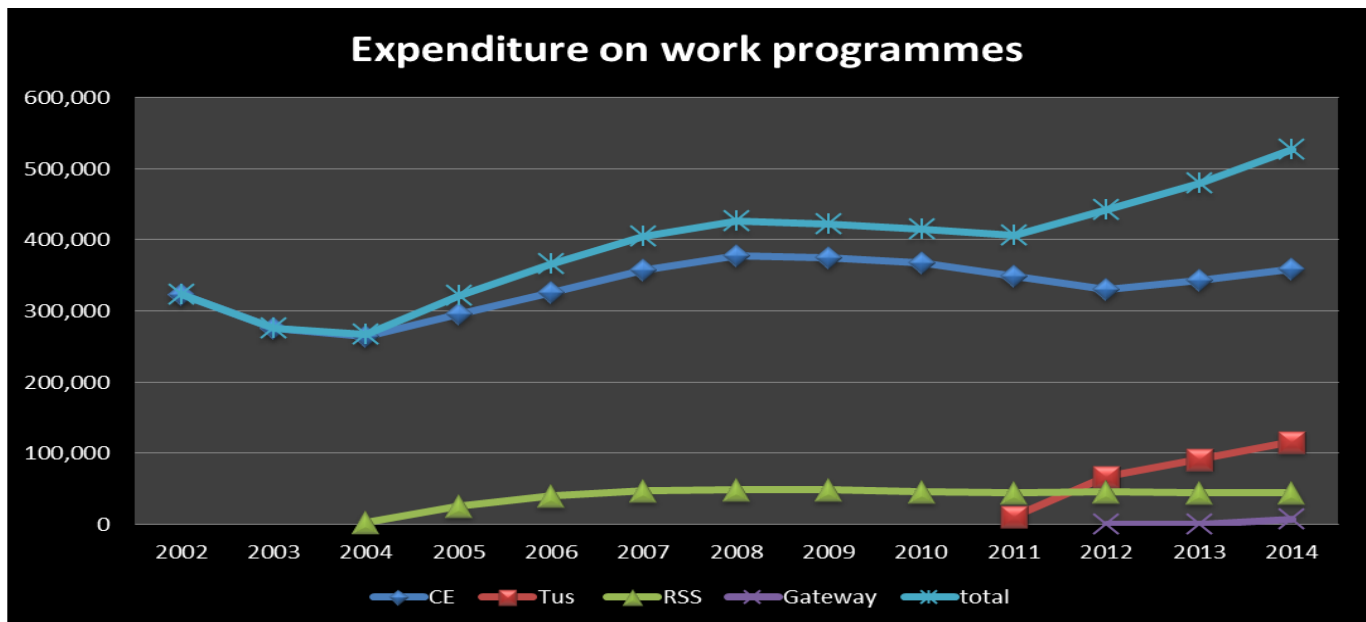


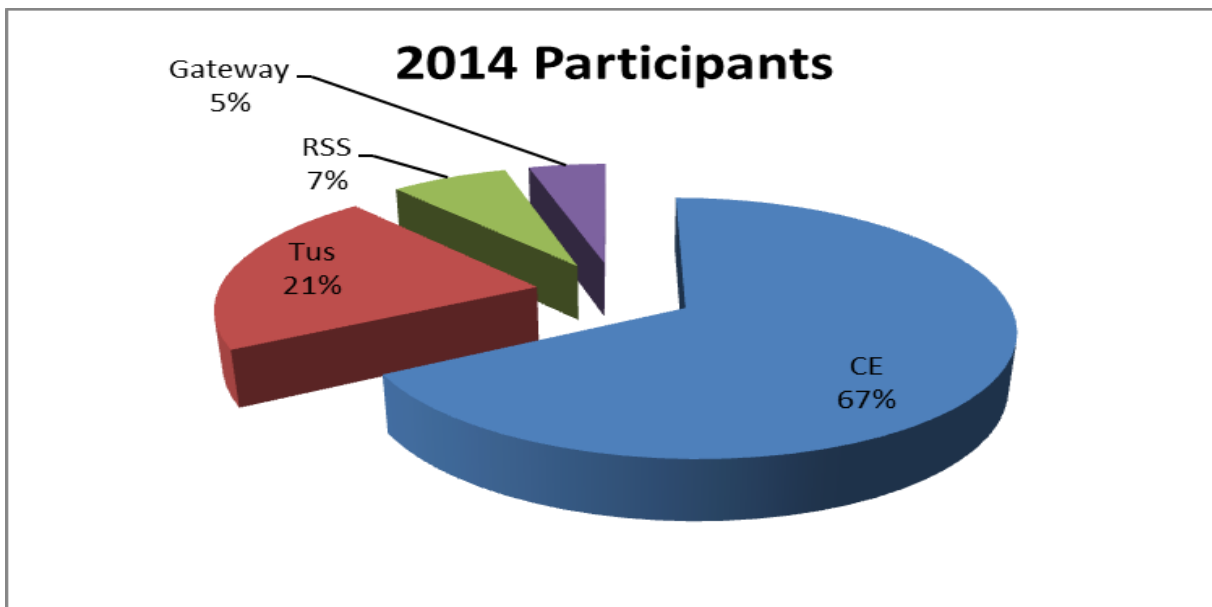
Figure 3 Expenditure on work programme 2002-2014



Overall numbers have increased steadily from 2010 - rising from over 25,000 to almost 37,000 or a rise of almost 44% in a four year period. In that period CE has risen from a fairly constant participation of circa, 23,000 over the period 2005 to 2010 to almost 25,000 in 2014. The RSS scheme also remains reasonably constant over the past 14 years. The schemes introduced since the high rise in unemployment mainly; Tús and Gateway, account for the majority of the increase in participants. With Tús having being launched in 2011 rising to almost 8,000 places and similarly Gateway having being launched in 2013 with over 1,500 participants by the end of 2014.

The percentage of participants accounted for by each scheme is set out in Figure 4 below.

Figure 4: Percentage of Participants by Scheme, 2014



While the landscape of work programmes available has changed in recent years with the addition of new schemes it is interesting that in overall terms there are now almost 37,000 supported on schemes of this nature - this figure will grow as Gateway reaches its capacity potential adding a further 1,500. Numbers of this magnitude have not been supported since the mid-1990s as depicted in Figure 5 below.

Figure 5 Number supported on work programmes 1997 - 2014

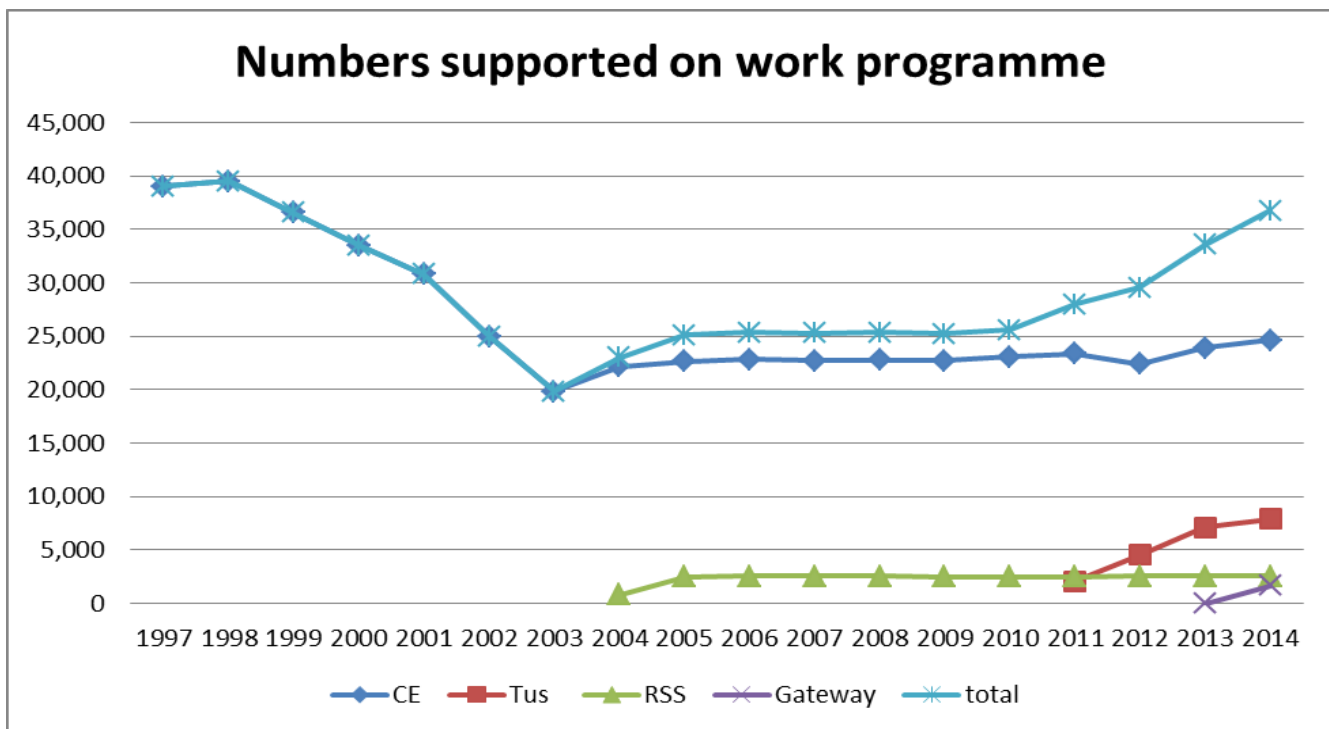
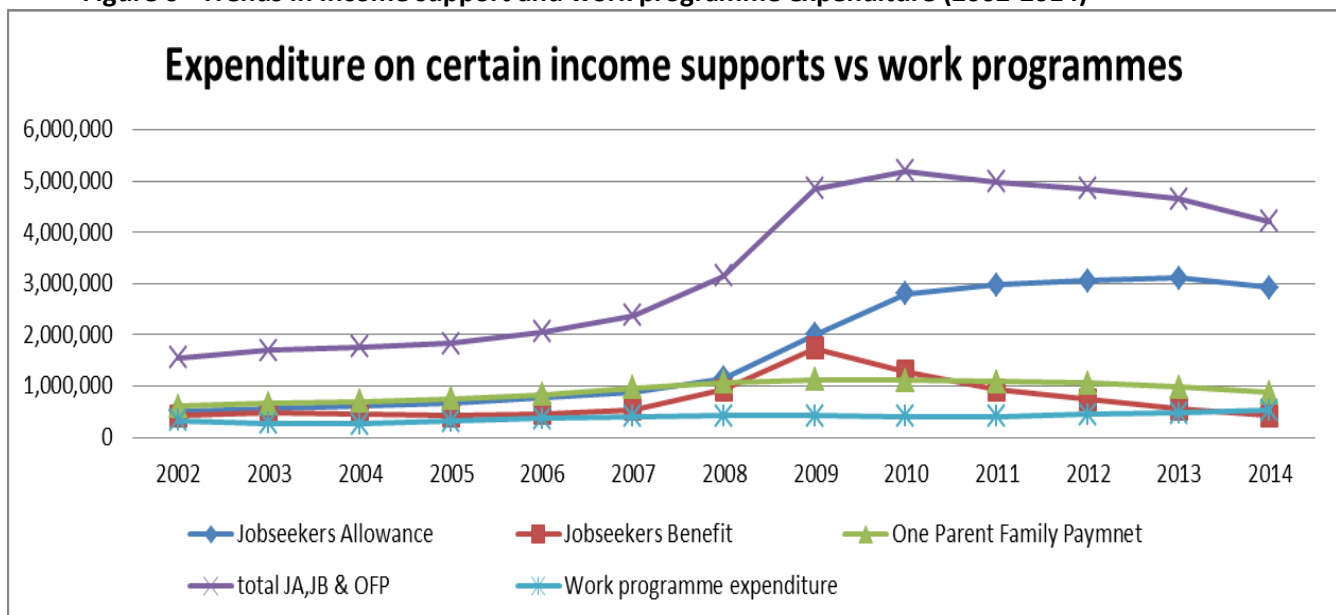


Figure 6 tracks the trend in income support over the period against expenditure on work programmes. The income supports of Jobseekers Allowance (JA), Jobseekers Benefit (JB) and One Parent Family Payment (OPP) follow an expected trend rising sharply from 2007, peaking in 2010 and a steady downward trajectory in 2014, which has continued in to 2015.

Figure 6 –Trends in Income support and work programme expenditure (2002-2014)



The response in terms of making more places available to the unemployed lags the initial shock and dramatic rise in unemployment⁴. As expenditure on income supports begins to fall⁵ a corresponding growth in expenditure on work programmes is evident – growing from €414m in 2010 to an estimated €527m in 2014.

The percentage of expenditure accounted for by each scheme is outlined in Figure 7.

Figure 7: Expenditure accounted for by Scheme, 2014

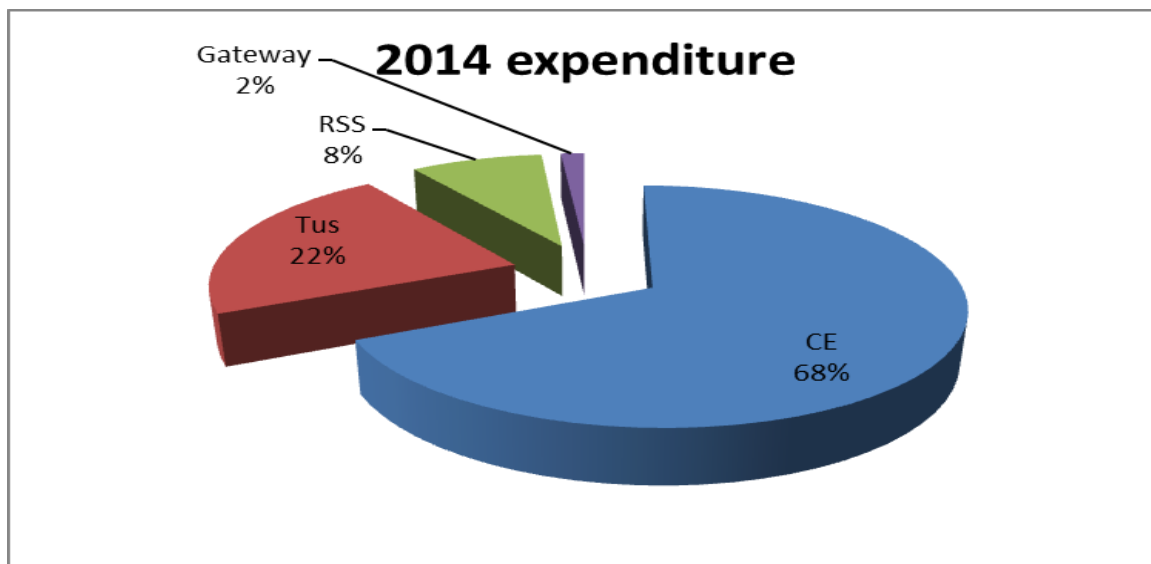


Table 2 below analyses the percentage of the LR engaged in certain activation schemes (CE, Tús and Gateway for this analysis) as published in the monthly live register statements over a period of time. It is noteworthy that the Rural Social Scheme (RSS) is not included in the list of schemes considered to have an activation function in the live register statement.

It shows the increase in places again lagged the spike in unemployment with the increase in availability of places coming on stream as the register began to fall. From June 2011 to April 2015 the number of places on CE, Tús and Gateway has risen by 12,372 (excluding supervisors) or 56% (a significant majority of this increase is accounted for by the introduction of two new scheme Tús and Gateway). While over the same period the LR has fallen by over 114,000 or 25%.

This paper will analyse later if regarding all places on CE, Tús and Gateway as activation places is reasonable. Many of these places are concentrated in the provision of community and voluntary services and while they do serve as a measure to break the cycle of unemployment, international literature referenced later in this chapter questions their activation utility in terms of an instrument in connecting people back with the labour market, as a primary function.

⁴ It is noteworthy that while places were slow to increase the proportion of jobseekers on CE increased in the years following the rise in unemployment – Appendix 1.

⁵ A number of budgetary factors will have contributed to the reduction in expenditure on income supports such as rate and eligible duration reductions, and reduced rates for under 25 year olds but the largest contributing factor remains the fall in numbers on schemes as evidenced in the drop in numbers on the LR over the period.

Table 2 Live Register and participation on CE, Tús and Gateway

	Live Register	Participants on CE, Tús & Gateway*	Places as % of LR
Jun-08	220,811	21,113	10%
Dec-08	291,363	21,439	7%
Jun-09	418,592	21,003	5%
Dec-09	423,595	21,811	5%
Jun-10	452,882	21,674	5%
Dec-10	437,079	21,621	5%
Jun-11	457,948	21,937	5%
Dec-11	434,784	24,692	6%
Jun-12	451,974	25,908	6%
Dec-12	423,733	25,624	6%
Jun-13	435,357	26,592	6%
Dec-13	395,411	29,683	8%
Jun-14	398,813	30,521	8%
Dec-14	356,112	32,821	9%
Apr-15	343,551	34,309	10%

*Tús and Gateway introduced in 2011 and 2013 respectively

Source: Department of Social Protection Live register statements 2008-2015

Types of Work Programme

Community Employment (CE)

CE is a scheme that offers opportunities for, primarily the long term unemployed to gain valuable work experience and participate in training while they are paid an equivalent to their social welfare entitlement in addition to a €20 top up payment. Work opportunities are within communities and in the main provide valuable community services in areas of disadvantage. Community and voluntary organisations act as the employers and sponsor local/community projects. Table 3 below outlines numbers supported and expenditure on CE over recent years.

Table 3. – CE numbers and expenditure (2007-2014)

Year	2007	2008	2009	2010	2011	2012	2013	2014
Expenditure In €m	357.505	377.511	374.310	368.282	349.395	330.399	342.696	359.474
Number of Participants	22,992	22,896	23,512	23,194	24,004	22,445	23,943	24,645

Source: MIS FÁS 2004-2014; Expenditure data 2004 – 2011 FÁS Annual Reports; Expenditure data 2012 – 2013 Appropriation Account Vote 37 Social Protection; Expenditure data 2014 – Provisional Accounts Branch.

Tús

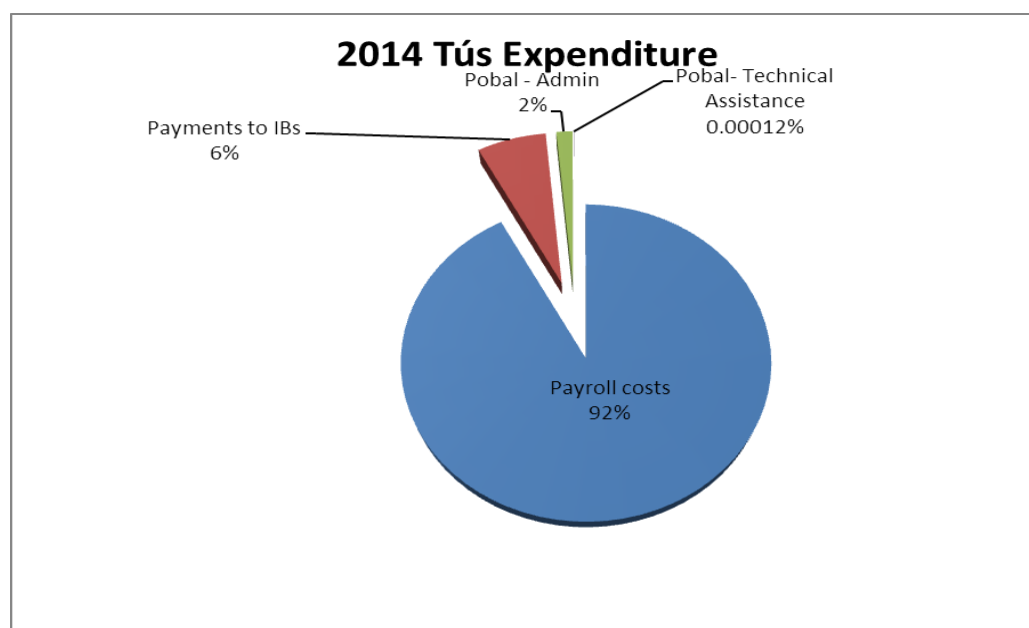
Tús aims to provide short-term, work opportunities for those who are unemployed for more than a year. The scheme is also intended to assist the personal and social development of participants with the objective of bridging the gap between unemployment and re-entering the workforce. This initiative is delivered through the network of local development companies and Údarás na Gaeltachta. The placement is for 12 months with participants working for 19½ hours per week to provide certain services of benefit to local communities.

Table 4 below outlines numbers supported and expenditure on Tús since its launch.

Table 4 – Tús numbers and expenditure (2010-2014)

Year	2010	2011	2012	2013	2014
Expenditure (€m)	*	11.754	67.082	92.051	116.094
Number of Participants		2,103	4,543	7,108	7,877

*Scheme launched 21 December 2010, initial allocation of €30m for 2011



The Rural Social Scheme (RSS)

The rural social scheme (RSS) is an income support scheme for low income farmers and those engaged in fishing who have an entitlement to specified social welfare payments. Participants are engaged for 19½ hours per week to provide certain services of benefit to rural communities. The Department engages local development companies and Údarás na Gaeltachta to deliver the scheme.

Table 5 below outlines numbers supported and expenditure over recent years.

Table 5 – RSS numbers and expenditure (2007-2014)

Year	2007	2008	2009	2010	2011	2012	2013	2014
Expenditure In €m	47.788	49.311	48.344	46.022	45.146	45.254	44.213	43.762
*Number of Participants	2,562	2,566	2,527	2,513	2,525	2,592	2,537	2,576

* Figures reflect the average number of participants engaged throughout the year, rather than the number there is sanction for.

Gateway

Gateway is a Local Authority work placement initiative introduced in 2013. It aims to provide short-term, quality work opportunities for those who are unemployed for more than 24 months. The scheme is also intended to assist the personal and social development of participants with the objective of bridging the gap between unemployment and re-entering the workforce. This initiative is delivered by county and city councils. The placement is for 22 months with participants working for 19½ hours per week with the Local Authority.

Table 6 below outlines numbers supported and expenditure on Gateway since its introduction in 2013.

Table 6 – Gateway numbers and expenditure (2013-2014)

Year	2013	2014
Expenditure in €m	0.055	7.777
*Number of Participants	5	1,695

*Numbers as of 8th May 2015 2,132 – target 3,000

1.2 International Comparisons

As outlined in the 2012 review, programmes of this nature have been reviewed extensively with mixed views on their effectiveness. The 2012 review outlined that work programmes are common as activation interventions across countries in times of high unemployment. While international evaluation studies of direct job-creation programmes have generally been disappointing, the OECD has concluded that public sector job creation schemes can provide a useful, temporary backstop to activation regimes in a recession for the hard-to-place unemployed, particularly if it is deep and long⁶.

According to the OECD, “the research suggests these programmes can avoid the “hard to place” becoming too disconnected from the labour market. However, in order to be effective, any such schemes must be temporary and should not become a disguised form of subsidised permanent employment”. With regard to Ireland, the OECD⁷ has pointed out that reliance on temporary employment schemes has been relatively high.... as compared with other countries; that post-programme outcomes remain disappointing; and that such schemes “should be used as a last resort activation tool”.

Despite the negative commentary regarding schemes of this nature there is an acceptance that they do play a role in times of very high unemployment. And there is little doubt that since 2008 Ireland had to contend with extremely high levels of unemployed - the most immediate challenge was to in some way keep those on the LR near the labour market, and in some way break the cycle of unemployment, thus positioning them to benefit from any economic recovery. The extent of the issues facing Ireland is highlighted in the seventh edition of *Society at a Glance*, the biennial OECD overview of social indicators, published in 2014 which outlines ‘*Long-term unemployment has increased in many countries. The share of people unemployed for one year or more as a percentage of the total unemployment has increased the most in Ireland, Spain and the United States and by as much as 30 percentage points in Ireland. Mid-2013, six out of ten unemployed were out of work for one year or more in Greece, Ireland and the Slovak Republic. The share of long-term unemployed decreased by 10 percentage points or more in Germany and Poland*⁸’.

The report goes on to say that ‘*The high fiscal cost of joblessness reinforces the case for well-funded active labour-market policies (ALMPs), even if they are costly in the short term*⁹’.

Data on any suggested typical percentage or ratio of ALMPs to labour force size is not freely available – 2011 OECD data suggests Ireland was then (effectively with CE only) at the upper end of the range for temporary employment schemes. Given the expansion in the scheme numbers and

⁶Grubb, D., S. Singh and P. Tergeist. (2009). *Activation Policies in Ireland, OECD Social, Employment and Migration Working Papers No. 75* (08-January-2009)

⁷*Economic Review of Ireland* 2011

⁸ *Society at a Glance*; OECD Social Indicators, – OECD, 2014, Page 100.

⁹ *Society at a Glance*; OECD Social Indicators, – OECD, 2014, Page 59.

contraction in the labour force in the interim, Ireland's situation is most likely to continue to represent one of the higher percentages in the OECD area¹⁰.

Ireland did feature in the 2013 OECD Employment Outlook publication. Again the expenditure and usefulness of certain activation measures, in terms of outcomes is discussed. The OECD note that *'Ireland has high levels of expenditure on ALMPs, but little activation, illustrating there is no automatic link between the two'*¹¹ they went on to comment that the ... *'the Irish experience demonstrates that the activating nature of ALMPs depends on factors such as the voluntary/compulsory nature of participation, the level of income support paid and content in terms of job search and links to the labour market'*.

Given the positioning of the vast majority of the Departments work programmes in the typology of labour market programmes later in this chapter, in particular with regard to proximity to the labour market, it highlights an area that the Department must examine in terms of the expenditure and participation rates on such programmes.

The literature encourages the constant reviewing and testing of effectiveness of existing measures highlighting that in some countries *'Australia, Finland and the United Kingdom, more effective activation regimes were deployed partly due to a perception that earlier large scale training and employment programmes "warehoused" the unemployed and then recycled most of them back in to unemployment'*¹².

This view is supported further in the same publication where reference is made to *'the risk with longer-duration programmes is the advantages of participation may be reduced by the "lock in effect" due to lower levels of job search'*¹³and goes further to mention that in cases where vocational training or course completion to gain a skill and certification exists ... *'interruption of participation to take up a job offer may be counterproductive'*.

While the use of work programmes in recent years has served a useful purpose, they possess many of the traits organisations such as the OECD highlight as being negative with regard to ALMPs and in addition, numbers while growing during the recession continue to grow – two points that must now be addressed in this policy space.

This point is particularly important as the literature also suggests the dangers of not reducing numbers on such schemes once employment recovers and unemployment falls. This is clearly outlined and in particular in Ireland in the past ... *"According to macroeconomic reasoning, it makes sense for direct job creation measures to be managed in a counter-cyclical way, taking up some of the labour slack that emerges during periods of rising unemployment but conversely returning*

¹⁰ 2011 Labour Force est. 2.17m –nos. in direct job creation schemes 25,211 –1.16% ; 2014 Labour Force est. 2.15m – nos. in direct job creation schemes est 36,800 –1.71%

¹¹ OECD Employment Outlook 2013, Chapter 3, Activating Jobseekers: lessons learned from seven OECD countries, page 130.

¹² OECD Employment Outlook 2013, Chapter 3, Activating Jobseekers: lessons learned from seven OECD countries, page 134.

¹³ OECD Employment Outlook 2013, Chapter 3, Activating Jobseekers: lessons learned from seven OECD countries, page 158

workers to the regular labour market in order to give them relevant experience and satisfy labour demand in periods of upswing. Particularly in strong demand conditions, the duration of individual participation must be kept short to ensure that participants enter regular unsubsidised work as rapidly as possible. It is not clear that it was reasonable to still have 1% of the labour force on CE, which remains in general terms a job-creation programme, in the mid-2000s after a long period of low unemployment. If places on CE had been cut back, there would have been more scope to use CE as a tool in response to rising unemployment in the current economic downturn. Job-creation measures can absorb part of short-term cyclical increases in unemployment, but this involves a longer-term risk that the subsidies prevent the reallocation of labour according to market forces. Attention should be paid to programme development and quality, with a focus for most participant groups on achieving a transition to unsubsidised work.¹⁴”

1.3 Performance of Certain Schemes

One tool available to the Department to analyse outcomes for those who have participated in programmes is to check their social welfare status post completion of the programme. Table 8 shows analysis carried out on CE, Tús and RSS for the years 2012, 2013 and 2014. Gateway is not included as the first participants only joined the scheme in 2013 and it’s a 22 month scheme (first cycle due to complete in December 2015).

The leavers used for this data analysis and their payment category is outlined in broad terms for CE in Table 7 below.

Table 7: CE Leavers (2012-2014)

CE	Leavers	LR Payments	One Parent Family	Illness related payments	Others including widows, carers etc.
2012	9,376	53%	25%	17%	5%
2013	9,023	66%	17%	12%	5%
2014	10,744	73%	11%	10%	6%

Table 7 above does highlight some notable trends – mainly the percentage of participants, those leaving the scheme in this instance, originating from jobseeker payments is rising steadily with a contrasting decrease in those originating from OFP and illness payments. This may be explained by the removal of double payments for these cohorts making CE less attractive in financial terms. The shift towards LR based payments displays a positive policy response in terms of making more places available for the unemployed at a time when the LR was growing.

Table 8 shows that when Tús ‘leavers’ are checked against a Department extract of data, 44% of those who completed in 2013 are not on the LR or in receipt of OFP in May 2015, and of those who finished Tús in 2014 35% are not on the LR in May 2015. The numbers who completed CE and are no longer associated with the LR or in receipt of OFP are higher when checked against May 2015 data – for 2013 the percentage is 62% in May 2015 while for the 2014 ‘leavers’ is 53%.

¹⁴ OECD Social Employment and Migration Working Paper No. 75. Activation Policies in Ireland. (2009) David Grubb, Shruti Singh, Peter Teregiest.

Table 8: Progression of Tús leavers – No longer on the LR or in receipt of OFP

	CE		Tús		RSS	
2013						
Leavers from scheme	9,023	100%	4,495	100%	122	100%
On LR in May 2015	2,533	28%	2,492	55%	x	x
On OFP in May 2015	913	10%	36	1%		
Not on LR or OFP May 2015	5,577	62%	1,967	44%	x	x
2014						
Leavers from scheme	*10,744	100%	7,096	100%	124	100%
On LR in May 2015	4,341	40%	4,629	65%	x	x
On OFP in May 2015	729	7%	41	1%		
Not on LR May 2015	5,674	53%	2,426	34%	x	x

* The data on CE Leavers is somewhat understated as the format of the PPSN did not allow a match with the Department's Jobseekers Longitudinal Database, Supervisors and duplicate records were excluded. It was therefore decided to exclude these records. (This explains the difference in Table 8 and Table 16).

Table 9 outlines those not on the LR or in receipt of OFP; however some participants who finished on the scheme may be on other Department schemes or payments. For this reason the Tús and CE data was also run against the Departments Jobseekers Longitudinal Database. This is particularly relevant to Tús as up to 2015 only Jobseekers were eligible for Tús. The percentage of those not connected to the Department in any way drops to 27% in Jan 2015 for 2013 leavers and 23% for 2014 leavers. It is interesting to see the numbers that migrate to other schemes on completion of Tus.

Table 9: Status of Tús finishers

	Status at end-January 2014		Status at end-January 2015			Status at end-January 2015	
	No.	%	No.	%		No.	%
All 2013 leavers	4,495	100.0%	4495	100.0%	All 2014 leavers	7,096	100.0%
Live Register					Live Register		
JA	2,912	64.8%	2275	50.6%	JA	4,238	59.7%
JB	49	1.1%	54	1.2%	JB	56	0.8%
JA-Cas	200	4.4%	234	5.2%	JA-Cas	316	4.5%
JB-Cas	9	0.2%	10	0.2%	JB-Cas	15	0.2%
UB credits	15	0.3%	16	0.4%	UB credits	26	0.4%
Total LR	31,85	70.9%	2589	57.6%	Total LR	4,651	65.5%
Other payments					Other payments		
OFP	26	0.6%	37	0.8%	OFP	33	0.5%
Farm assist etc	8	0.2%	8	0.2%	Farm assist etc	12	0.2%
Total Other Payments	34	0.8%	45	1.0%	Total Other Payments	45	0.6%
Other employment/work experience/training schemes					Other employment/work experience/training schemes		
CE	370	8.2%	390	8.7%	CE	418	5.9%
BTW/STEA/SEMP/PTJI	78	1.7%	117	2.6%	BTW/STEA/SEMP/PTJI	109	1.5%
JobBridge	65	1.4%	43	1.0%	JobBridge	95	1.3%
BTEA	57	1.3%	68	1.5%	BTEA	70	1.0%
Solas training	47	1.0%	37	0.8%	Solas training	66	0.9%
Total Schemes	617	13.7%	655	14.6%	Total Schemes	758	10.7%
Grand Total	3836	85.3%	3289	73.2%	Grand Total	5454	76.9%
Others	659	14.7%	1206	26.8%	Others	1642	23.1%

Leavers from CE were also run against the Departments Jobseekers Longitudinal Database and the results are contained in Table 10 below.

Table 10: Status of CE finishers

	Status at end-January 2014		Status at end-January 2015			Status at end-January 2015	
	No.	%	No.	%		No.	%
All 2013 leavers	9023	100.0%	9023	100.0%	All 2014 leavers	10744	100.0%
Live Register					Live Register		
JA	1858	20.6%	1416	15.7%	JA	2752	25.6%
JB	1027	11.4%	612	6.8%	JB	982	9.1%
JA-Cas	156	1.7%	150	1.7%	JA-Cas	214	2.0%
JB-Cas	143	1.6%	112	1.2%	JB-Cas	157	1.5%
UB credits	101	1.1%	83	0.9%	UB credits	93	0.9%
Total LR	3285	36.4%	2,373	26.3%	Total LR	4198	39.1%
Other payments					Other payments		
OFP	756	8.4%	624	6.9%	OFP	546	5.1%
Farm assist etc	54	0.6%	73	0.8%	Farm assist etc	60	0.6%
Total Other Payments	810	9.0%	697	7.7%	Total Other Payments	606	5.6%
Other employment/work experience/training schemes					Other employment/work experience/training schemes		
CE ¹⁵	379	4.2%	638	7.1%	CE	633	5.9%
BTW/STEA/SEMP/PTJI	146	1.6%	189	2.1%	BTW/STEA/SEMP/PTJI	226	2.1%
JobBridge	128	1.4%	55	0.6%	JobBridge	143	1.3%
BTEA	136	1.5%	118	1.3%	BTEA	184	1.7%
Solas training	117	1.3%	76	0.8%	Solas training	120	1.1%
Total Schemes	878	9.7%	1076	11.9%	Total Schemes	1306	12.2%
Grand Total	4973	55.1%	4146	45.9%	Grand Total	6110	56.9%
Others	4,050	44.9%	4,877	54.1%	Others	4634	43.1%

While Table 10 would suggest somewhere between a 45% and 55% progression rate this must be viewed in the context of the originating payments for CE participants. In 2013 and 2014 slightly over 15% of leavers originated from illness and other schemes. While these clients are not on the LR they may have reverted to their prior payment.

In the absence of data for these participants and assuming a 20% reduction in these clients following CE this would suggest in the region of 12% of leavers may have reverted to their originating payment. This would have the effect of reducing the progression rate to between 32% and 41% progression.

Progression from CE would seem to be 10-15% higher than Tús (the cost per place is marginally higher for Tús). While this is noteworthy, Tús expenditure in 2013 and 2014 was €92m and €116m respectively, as opposed to CE with expenditure of €343m and €359m respectively. It must also be

¹⁵ This relates to CE participants who were suspended on CE and returned to the programme.

noted that expenditure on CE includes materials and training whereas Tús expenditure is mainly participant wages.

It is also notable that c 6% of programme leavers proceed on to other activation activities – including JobBridge, Training, Back to Education and Back to Work programmes. This may indicate that schemes such as CE and Tús have a role to play as an ‘intermediate’ step in progressing people who are very distant from the labour market closer to the labour market albeit it not directly into employment but to another scheme which may, at its conclusion, result in a job outcome.

1.4 Positioning of Department Schemes in terms of Activation

This analysis again uses the Department of Public Expenditure and Reform (DPER) labour market typology as a tool to position the Departments programmes in a continuum. The typology broadly classifies programmes as supply-side measures (such as job search assistance and training programmes) and demand-side measures (such as private and public sector employment support schemes). Research has also shown that the closer activation measures are to the labour market, the more likely they are to be effective¹⁶. Figure 8 below is an update from the adaptation used in 2012.

Figure 8 – Modified typology of current DSP labour market programmes

Labour Market Leverage	Market Orientation	
	Weak	Strong
Supply - Training	Back to Education Allowance (BTEA) Part Time Education Allowance (PTEO)	Certain BTEA courses – such as those with work placement-Momentum etc. Certain CE places: childcare, Health & social care, And Other Administration places Certain PTEO courses such as – ICT Skills course
Demand - Employment	Community Employment (CE) Rural Social Scheme(RSS) Gateway Tús Jobs Initiative (JI)	JobBridge Back to Work Enterprises Allowance Short Term Enterprise Allowance

¹⁶ DPER Comprehensive Review of Expenditure Thematic Evaluation Series – Labour Market Activation and Training.

As this analysis concentrates on work programmes it examines any changes since 2012 when all such programmes were located in the bottom left quadrant. It would be incorrect to conclude that all schemes on the left are weak and all on the right are strong as each scheme must be examined individually and within context.

In a development since 2012 certain elements of CE have moved from the bottom left quadrant to the top right quadrant. These include places in the new dedicated childcare scheme and social care programme recently developed in CE – where there is a strong emphasis on quality certified and industry recognised training, in addition to production of graduates in a work environment and in a sector with strong demand for their skills. While a majority of CE places can be considered to be in the bottom left quadrant, that is not to say that there is not scope for achieving a higher progression rate from many of these schemes. Some of these schemes can achieve placement higher than the 29% average on CE but are counter balanced by CE places which are either in disadvantaged areas or are dealing with highly vulnerable clients.

However, consistent with work programmes in other jurisdictions, progression from programmes of this nature is low (29.9% overall in the case of CE) which indicates that they are not aligned with the needs of the labour market and therefore are correctly positioned in the lower left quadrant.

One of the challenges that lie ahead is to increase the labour market relevance of CE. In the first instance by transferring more CE and other work programme places from the bottom left quadrant to the top right quadrant. In the second instance by ensuring a higher rate of progression by participants from the left side schemes into schemes in the right side activities. Thus increasing the effectiveness of CE as an intermediate activation tool.

In this regard it may make sense to distinguish between two types of State Employment or Work Programme – those that act as first or intermediate steps for people who are very distant from the labour market and those that can act as a direct ‘pre-employment’ or ‘final’ step into employment. Perhaps only those places that can truly be considered ‘pre-employment’ places should be added to the top right quadrant and considered as genuine activation places for the purpose of calculating direct progression to employment outcomes.

This also raises the serious question as to the primary role for, and classification and the evaluation of, those work programme places which may be considered as ‘intermediate’ or ‘first-step’. As detailed further in chapter 3 many of these programmes deliver ‘social service’ type places which although they are funded through DSP as part of an activation programme are in truth more valuable in filling a gap in the delivery of social, local and community services. This is not to say that these places do not have a function in breaking the patterns of unemployment and countering social exclusion and presenting opportunities to gain qualifications. However if their primary role is to provide community and social services then, arguably, they should be funded and assessed as a community rather than an employment service.

It is also noteworthy that of all the expansion in places since the unemployment shock, (12,000 in the Work programme area) the majority of these have been in Tús (8,000), Gateway (2,000) and CE

(2,000¹⁷), the weakest area of the typology thus raising questions as to defining the objective of the allocation of additional places with regard to their prolonged usefulness and ability to deliver value for money and positive outcomes for participants in terms of activation.

1.5 Availability of Programmes:

This chapter has analysed participation and expenditure on employment programmes over recent years and established that current numbers are in the region of 37,000 against the backdrop of a falling live register that peaked at in excess of 15% unemployment and is now just under 10%.

Currently the Department has sanction for the provision of almost 39,000 places on employment programmes; CE – 25,000, Tús 8,000, RSS – 2,600 and Gateway – 3,000. If all this capacity is utilized in the short to medium term it must be analysed against a backdrop of forecasted employment and unemployment numbers over the same periods. Projections on employment growth and decline in unemployment are contained in chapter two. Were the number of places to reach current sanction levels in 2015 and remain at that level, a situation may arise in 2017 where the Live register may have dropped to 250,000 in 2017 and the percentage of work programme places would stand at almost 15%, and would represent over 34% of an estimated long term unemployed cohort of 110,000 in 2017.

Based on past experiences and OECD analysis this suggests an oversupply of places on work programmes in the medium to long term. Given the complexities in the delivery of work programmes; in terms of the reliance of certain local and community services on participants for delivery, adjustments to participant numbers can take time. For this reason, it would be prudent for the Department to establish a normative level of places and initiate a process to reach those numbers as soon as possible. As numbers are reduced each scheme should be examined under three criteria – performance of scheme, local live register construct and possible displacement of public, private and voluntary sector activities. Only places on schemes that past a test under each criteria should be considered for retention.

While all places do not turnover on an annual basis, the table below illustrates, based on 2014 data that in the region of 22,000 places become available in any given year. These places must be considered with the many other activation interventions available from the Department and future developments in this area such as the roll-out of Job Path which will receive in the region of 60,000 referrals from the LTU cohort each year from mid-2015.

¹⁷ 1,000 of these places went to activation type activities.

Annual Through-put on Employment Programmes

Strand	Programmes	2014 Outturn €,000m	2014 associated numbers	
			Average participation	New opportunities provided/clients assisted (est.)
Work Programmes	Community Employment	359,474	22,968	11,971
	Rural Social Scheme	43,762	2,576	153
	Tús	116,094	7,877	8,258
	Gateway	7,777	1,695	1,766
	TOTAL	527,107	35,116	22,148

1.6 Summary:

Trends in participant numbers and expenditure are on an upward trajectory as a response to a severe rise in unemployment from 2007 onwards. This scheme expansion, which was a policy response at the time, has lagged the economic downturn, albeit the proportion of jobseekers supported did increase, and continues to expand now, as numbers unemployed and expenditure on income supports for these cohorts, is falling steadily month on month.

The range of employment programme schemes has expanded with the introduction of Tús in 2011 and Gateway in 2013 – these two new schemes account for the majority of the increase in places and expenditure in recent years. Overall numbers have increased steadily from 2010 - rising from over 25,000 to almost 37,000 or a rise of almost 44% in a four year period. Expenditure on work programmes follows a similar trend growing from €414m in 2010 to an estimated €527m in 2014. In 2014 overall expenditure on supports for working age exceeded €1bn.

International evidence does not advocate a long term dependency on work programmes. While they accept they serve a role in times of high unemployment they advise that they should be reduced as unemployment falls and employment prospects grow. Some of the evidence again points to longer duration interventions being prone to locking unemployed people in to programmes rather than engaging in active job search.

The majority of the schemes within the employment programme basket in DSP are heavily involved in service provision in communities in mainly disadvantaged areas. If unemployment continues to fall, realignment of places to areas of high unemployment where they are needed most may prove difficult, as the realignment will have a consequence for other areas in terms of service provision to communities. The potential of work programmes to act as an intermediate for further activation interventions which are closely aligned to the labour market must be recognised.

With unemployment projected to continue to fall and reaching levels of circa 8% in 2017 it raises serious and immediate question for policy makers in terms of what is considered a reasonable

number of places to be made available to those on the LR - and within these places what real contribution to activation the experience can bring.

As numbers are reduced each scheme should be examined under three criteria – performance of scheme, local live register construct and possible displacement of public, private and voluntary sector activities. Only places on schemes that past a test under each criteria should be considered for retention. Any realignment of numbers will take time and if it were to affect certain community services the possibility of other sources of funding for such services, outside of the Department of Social Protection, will be a matter to be considered by Government.

Chapter 2: Labour Market Developments and Outlook

2.1 Labour Market Overview

Macroeconomic Context

The recovery from the recession, which began in mid-2012, strengthened in 2014, with GDP growth of 4.8%. GDP is expected to grow by about 3.5% in both 2015 and 2016. To date, growth has been driven largely by exports and investment, but domestic consumption demand is now playing an increased role.

Employment Trends

Having fallen by over 330,000 from a peak of 2.16 million in early 2008, employment has been growing again since mid-2012. By the end of 2014, the level of employment (seasonally adjusted) had reached 1.93 million – up by 95,000 from the lowest level reached in 2012.

Figure 9: Employment Trends (Q1 2008 – Q3 2014)



Source: CSO

The employment rate,¹⁸ having reached 70% at the peak of the employment boom, fell as low as 58% in early 2012; by the end of 2014 it had recovered to 62.6%.

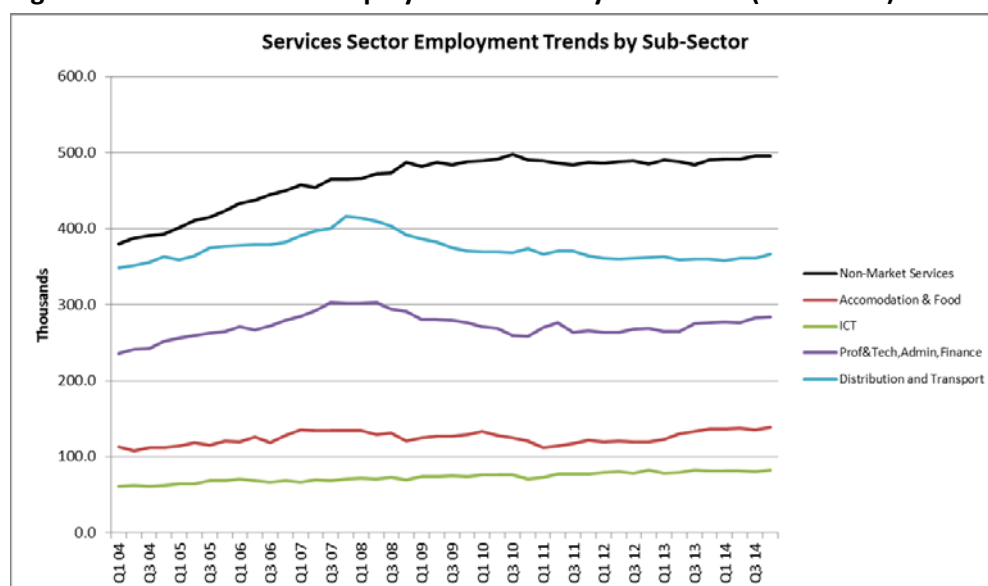
The recovery in employment has been entirely in full-time employment. Part-time employment has been stable over the last two years. The number of involuntary part-timers – those who would prefer to work longer hours – which had increased substantially in the recession has fallen by over 30,000. About a quarter of all part-time workers are now involuntary, down from a third in 2012.

¹⁸ The employment rate measures the percentage of the population aged 15-64 who are in employment.

Job losses during the recession were heavily concentrated in the construction, manufacturing and retailing **sectors**. Together, these industries accounted for 260,000 of the overall fall in employment of 330,000 between 2008 and 2012.

Within the services sector the biggest declines were in the private sector, especially the wholesale & retail and hospitality sectors. By contrast, the ICT and non-market services sectors (health, education, public admin & defence) emerged relatively unscathed in terms of job losses up to the end of 2010; employment in the education sector and in public administration did, however, begin to decline from late 2010 onwards.

Figure 10: Services Sector Employment Trends by Sub-Sector (2004-2014)



Source: CSO

The employment recovery was initially led by a relatively narrow group of sectors – agriculture¹⁹, accommodation and food service activities, and professional services²⁰. During 2014, employment growth extended more widely in sectoral terms, most notably into construction and distribution.

As a result of the faster rate of job losses in the goods-producing sector, the services sector share in total employment rose from 68% in 2007 to 77% in 2012; it fell back marginally, to 76%, in 2014.

In terms of **occupations**, the largest decrease during the period Q4 2007-Q4 2011 was for craft workers (down 179,000 or 45%), which was to be expected given that a large number of such persons were employed in the construction sector. The sharp contraction in construction output would also partly explain the fall of over 30 per cent over this period in the “elementary” occupational category which contains a sizeable number of unskilled workers. The smallest decline

¹⁹ In the case of the Agriculture, forestry and fishing sector it can be noted that official estimates of employment in this sector from the Quarterly National Household Survey (QNHS) have shown to be sensitive to sample changes over time. Year-on year growth in 2013 is likely to have been less marked in agriculture, and rather better in all other sectors, than is indicated by the current estimates

²⁰ These are, predominantly, legal, accounting and engineering/architecture services

was for managers. There were small increases for professional workers, for associate professional and technical workers, and those working in caring/leisure occupations.

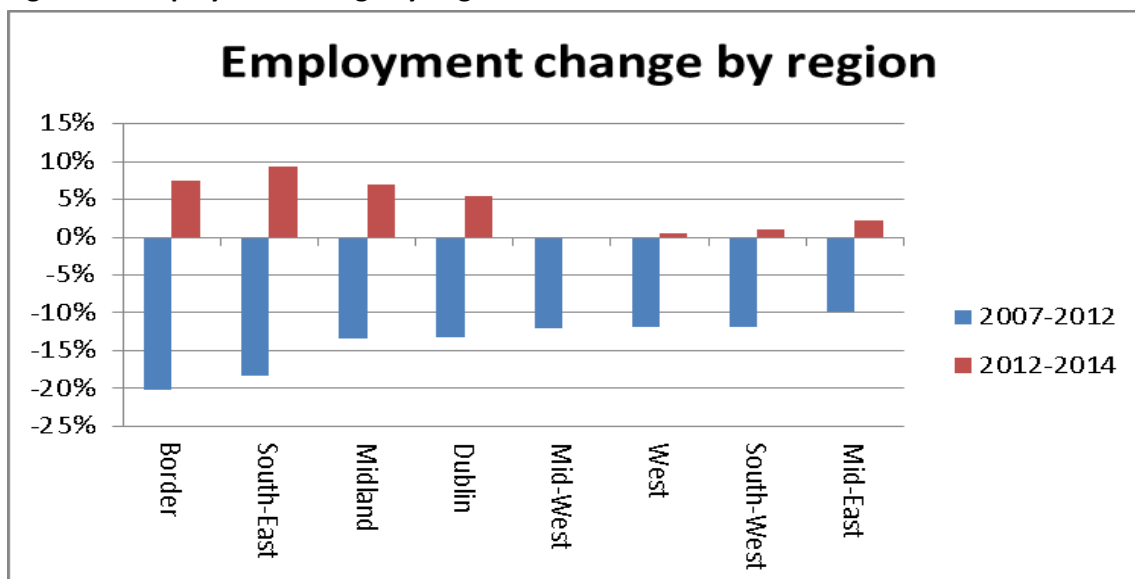
The occupational pattern of the recovery in employment since 2012 reflects the sectoral trends already referred to. Of the overall increase of about 65,000 in employment between mid-2012 and mid-2014, 30,000 related to skilled manual trade occupations, and a further 16,000 were in elementary manual jobs.

In terms of employment, **men** fared considerably worse than **women** during the recession. There were 250,000 less males in employment in Q3 of 2012 than at the height of the boom and 80,000 less females. Over sixty per cent of the fall in male employment was in construction and a further twenty per cent in manufacturing. The recovery has favoured men somewhat, with an increase in employment of 67,000 from mid-2012 to the end of 2014, as compared with an increase of 28,000 for women.

Employment of **non-Irish nationals** fell by over a fifth from 347,000 to 270,000 during the 2008-2012 downturn. The magnitude of the fall was largely due the fact that non-Irish nationals had been predominately employed in the sectors most adversely affected by the jobs downturn, namely construction, wholesale & retail, hotel & restaurants and manufacturing. More recently, employment of non-Irish nationals showed an increase of 15,000 between 2012 and 2014.

The **regional** impact of the jobs downturn over the period 2008 – 2012 and the subsequent recovery can be seen from the figure below. The Border region was the worst affected with the number of people with jobs down 20%. The South East fared the next worst (down 19%). The smallest decline was for people living in the Mid-East (down 11%) - many of whom would actually be commuting to work in Dublin. The Mid-East decline was significantly below the rate of the national decline of 14%. People living in Dublin itself experienced a decline of 14%, in line with the national decline.

Figure 11: Employment Change by Region



Source: CSO

The figure also indicates that, to date, the recovery in employment has tended to be most rapid in the regions worst affected by the downturn.

At the peak in 2007 there were 340,000 **young people** (aged under 25) in employment but their numbers had fallen to 156,000 by 2012. This reflected a fall in the employment rate for young people, from 51% in 2007 to 28% in 2012, as young people who might have entered employment in more favourable times remained longer in education. Additionally, however, the number of young adults in the population fell by more than 110,000 over this period, largely due to cohort effects (relating back to smaller numbers of births in the early 1990s), but also reflecting changed migration flows.

The employment rate for young people has stabilised at about 28% over the 2012-1-2014 period. With the young adult population continuing to decline, albeit more slowly than before, this has seen the actual number of young people in employment fall slightly, to an average of 149,000 in 2014.

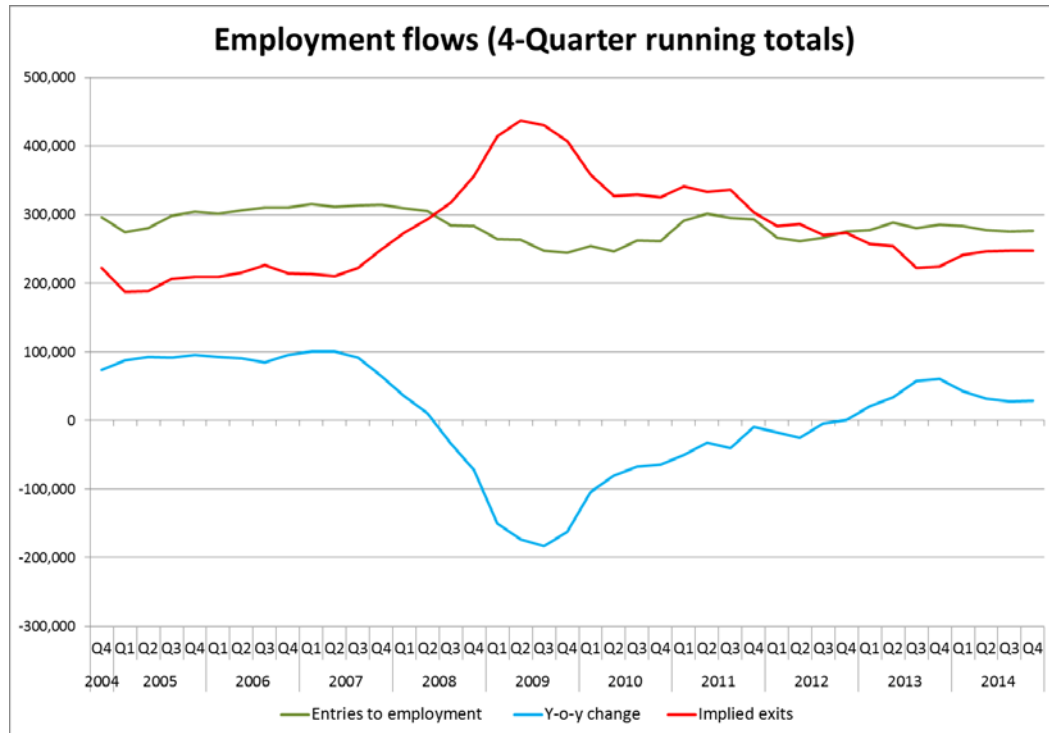
2.2 Employment Flows, Unemployment and the Live Register

Employment Flows

Even in a period when employment is falling, there are very large flows of people into as well as out of work. As shown in the figure below, it is estimated that between 2004 and 2007 entries to employment from non-employment²¹ were running at between 270,000 and 310,000 per annum, while exits from employment were running at between 190,000 and 220,000. Entries fell to 250,000 in the year to mid-2009. At the same time, employment fell by over 180,000 in twelve months, implying that exits from employment had surged to an annual rate of about 430,000.

²¹ These flows are estimates based on analysis of CSO QNHS micro-data. They include only flows of persons from non-employment (unemployed or not in the labour force) into jobs. Job-openings a) taken up by people moving between jobs and b) taken up directly by people immigrating to the country are therefore not included in the data.

Figure 12: Employment Flow (4 Quarter running totals) 2004-2014



Source: DSP calculations based on QNHS micro-data

Entries to employment recovered after 2009, reaching 290,000 in 2011 and averaging about 280,000 each year since then; exits, though remaining above pre-crisis levels, have fallen to an average of less than 240,000 in 2013 and 2014, so that employment, as already mentioned, has risen by over 90,000 since 2012.

The occupational pattern of flows into employment in 2014 is shown in Table 8 below. The majority of movements during the year were into routine service jobs and to skilled and unskilled manual jobs. Reflecting the initial recovery of the construction sector, the number of people entering construction craft jobs was over 16,000. In addition, there were also 18,000 persons entering labouring jobs, a significant number of whom would have been employed in the construction sector.

Table 11: Flows into Employment by Occupation 2014

Managers	10800	4%
Professionals	28800	10%
Teachers	9900	4%
Business and finance	8100	3%
Engineering and Science	5300	2%
Associate professional/Technical	25500	9%
Cultural Arts and Sporting	6400	2%
Business/finance	12400	4%
Engineering and science	4400	2%
Admin and clerical	20600	7%
Craft and related	40500	15%
Construction crafts	16100	6%
Mechanical crafts	8900	3%
Production crafts	15500	6%
Sales	38900	14%
Caring and leisure	23500	9%
Operatives and drivers	19400	7%
Other(elementary) occupations	60300	22%
Manual	17700	6%
Service	42500	15%
Total	276400	100%

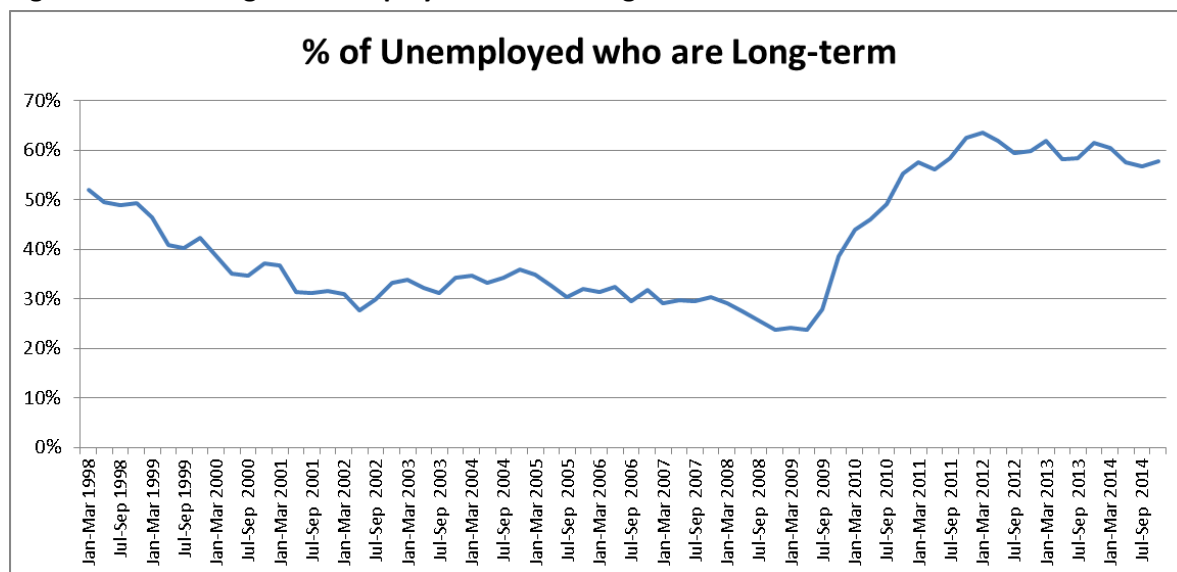
Source: DSP calculations based on QNHS micro-data

Unemployment

Unemployment almost tripled from 112,000 in the second half of 2007 to 327,000 (seasonally adjusted) in early 2012, with the unemployment rate rising to a peak of over 15%. With the continuing recovery in the labour market, the unemployment rate had fallen to 10% by early 2015.

Initially, the large-scale job-losses in the recession led to an increase in short-term unemployment, so that the share of the unemployed in total unemployment fell from 29% in 2007 to about 24% in early 2009. Thereafter, long-term unemployment rose steadily, to reach 204,000 (64% of all unemployment) in early 2012. To date, the recovery has seen long-term unemployment fall relatively rapidly to 123,000 (58% of the total) at the end of 2014. Relative to the labour force, the long-term unemployment *rate*, having risen from 1.4% in 2007 to a peak of 9.5% in early 2012, had fallen to 5.7% at the end of 2014.

Figure 13: Percentage of Unemployed who are Long-term



Source: CSO

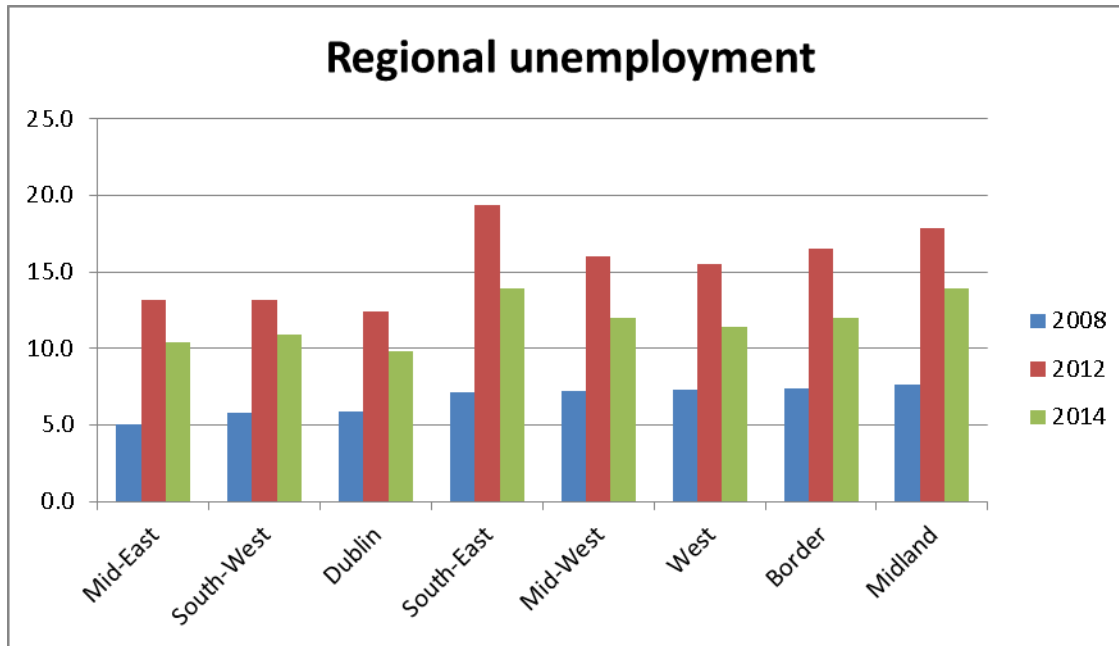
Over the course of the recession, the male unemployment rate rose from 5% to a peak of 18%, and had fallen back to 11.4% at the end of 2014; the corresponding rate for women also rose, albeit at a slower pace, from 4% to a peak of over 11%, and had fallen to 8.1% in late 2014.

The youth unemployment rate rose relatively rapidly in the recession, from 9% on average in 2007 to over 30% in 2012. It has fallen in line with the overall recovery, to an average of 24% in 2014 (and to 20% at the end of the year).

Movements in the youth unemployment rate reflected both the rise in the numbers unemployed in the recession and the sharp fall in the size of the population and labour force in the younger age-groups. Despite their higher unemployment rates, the absolute number of young unemployed continues to be much less than that of unemployed prime-age workers because the latter are a much larger proportion of the workforce; for example, there were 47,000 young unemployed aged 15–24 on average in 2012, but 69,000 aged 25–34 and 100,000 aged 35–54.

Regional differences in unemployment rates widened over the course of the recession, but have narrowed again as unemployment has fallen. In 2008 some 2.6 percentage points separated the lowest rate (in the Mid-East Region) from the region with the highest rates (Midlands). By 2012, the low-to-high gap had widened to 7 percentage points (between Dublin and the South-East); in 2014 the gap had narrowed to 4.2 percentage points (between Dublin and the Midlands).

Figure 14: Regional Unemployment (2008, 2012, 2014)

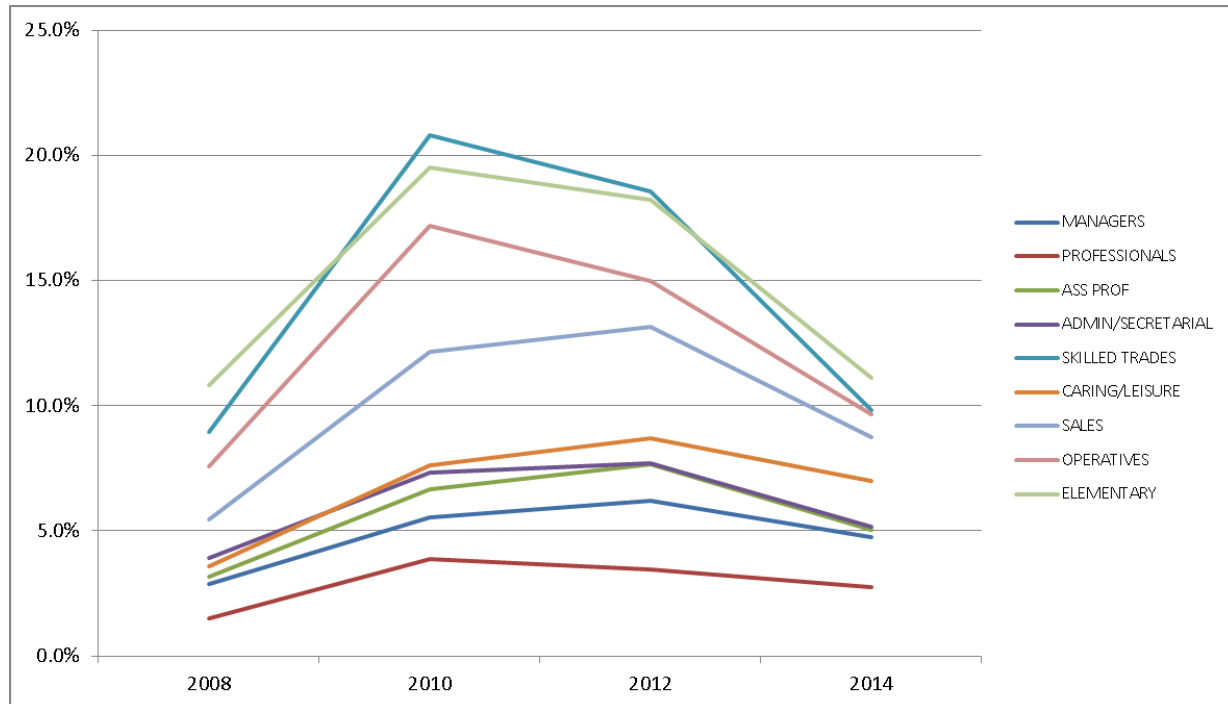


Source: CSO

While the unemployment rate increased for all occupations in the recession, the increase for high skilled occupations (managers, professionals and associate professionals) was not as pronounced as that for other occupations (see figure below). The greatest rise was observed for crafts persons, labourers and operatives: the unemployment rate for these occupations rose by between 12 and 17 percentage points over the period from 2007 to 2010. By the end of 2009, crafts persons accounted for the greatest share of total unemployment (26%).

During the recovery, unemployment has fallen most rapidly in those occupations that were hardest hit by the recession; the unemployment rate has fallen by 11 percentage points for craft persons, for example, and they now account for a much reduced share of all the unemployed (16%). In quarter 4 2014, professionals (2.7%), managers (4.7%) and associate professionals (5.2%) had the lowest unemployment rates.

Figure 15: Unemployment Trends by Broad Occupational Groups



Source: Analysis by DSP based on CSO data

The unemployment total of 213,000 in Q4 2014 included 94,000 persons with higher secondary level qualifications (including post-Leaving Certificate non-third level) and over 61,000 who had attained at most lower secondary standard. These two groups combined accounted for 73 per cent of total unemployment. Over the course of the downturn, the unemployment rate for those with the lowest qualifications rose from 8% to 27%, while the rate for those with third level qualifications rose from 3% to 8%; the unemployment rate gap between the two groups thus widened by fourteen percentage points. This gap has narrowed somewhat in the recovery, although the unemployment rate for those with the lowest qualifications remained close to 20% at the end of 2014.

Although the absolute number of unemployed people with third level qualifications rose rapidly in the recession, this was from a small base, and reflects primarily the growth of the numbers with such qualifications in the labour force overall. At the end of 2014, persons qualified to third level accounted for 43% of the labour force, and for 21% of the unemployed.

Live Register

The Live Register, a measure of recipients of job-seekers' and related welfare payments, has reflected the large increase and subsequent decrease in unemployment. The seasonally adjusted Live Register rose from 174,000 in December 2007 to a peak of close to 450,000 in late 2011; at the most recent count (April 2015) it had fallen to 350,000.

Long-term claimants now account for 46% of the Live Register, having increased from 90,000 in 2009 to a peak of over 200,000 in 2012 before falling back to 156,000 in April 2015.

There are a significant number of part-time and casual workers who are signing on the Live Register who are not unemployed; this group reached a peak of 90,000 in early 2013, and has fallen to 72,000 as of April 2015. (There are, additionally, a further 2,000 people on systematic short-time working arrangements who are not on the Live Register; the size of this group reached almost 19,000 in the initial phase of the recession in early 2009).

The share of Live Registrants accounted for by part-time workers increased significantly during the recession rising from 11% in mid-2008 to 20% in 2011; this share has been maintained at this higher level as the Register has fallen over the last three years. Overall, the number of people on partial job-seekers' payments has reflected the large increase and subsequent decrease in the number of part-time 'underemployed' over the course of the downturn, referred to earlier.

Labour force

There were 2.15m persons in the labour force in Q4 2014 representing a decrease of 100,000 on the level in Q4 2008.

A decline in the participation rate over the course of the recession from 64% in 2007 to 60% in 2012 kept the unemployment count from rising even further than it did.²² Had the labour force participation rate remained unchanged at its 2007 level the unemployment rate would have been closer to 20% in mid-2012. The participation rate fell principally because of the number of younger people remaining on in or returning to education. There was also some increase in the number of discouraged workers who are no longer in the labour force; this trend particularly affected men aged 55-64 years. The overall participation rate has been relatively stable at about 60% since 2012 – an on-going fall in participation among the very young being offset by a recovery in participation among older males.

For younger people the decline in participation has been compounded by the fall in the population in this group, so that the number of young people in the labour force has fallen by almost 180,000 over the last four years, and they now make up just 9% of the labour force.

Net outward migration flows also contributed to the reduction in the labour force over the course of the recession. Between April 2009 and April 2014 the CSO estimate that there was net outward migration of approximately 150,000 for the 15+ age group. Net outward migration for Irish nationals was approximately 120,000 for this period (this is a total figure as the CSO does not publish migration flows by nationality by age). This would suggest that more than half of the net outward migration for persons of working age over this period was accounted for by Irish nationals emigrating. The pace of out-migration appears to have peaked in 2012-2013 for both Irish and non-Irish nationals, with a reduction in the outflows in 2013-2014.

²² This is the participation rate for all persons aged 15 and over. For those at ages 15-64 the rate fell from 73% to 69%.

2.3 Outlook – Provision for the long-term Unemployed

The recovery in the economy and the labour market to date has been more rapid than was generally expected at the depth of the recession in 2011-12.²³

Updated economic forecasts suggest that this improvement will continue. Employment is expected to grow by 130,000 between 2014 and 2017.²⁴ Assuming an increase of about 60,000 in the labour force over this period, the unemployment rate would fall to a little over 8%. The expected trend in the unemployment rate would see the actual numbers unemployed fall from an average of about 240,000 in 2014 to 170,000 in 2017. With a continuing decline in the share of all unemployment that is long term the numbers of long term unemployed should fall from an average of over 140,000 in 2014 towards 90,000 on average in 2017.

Based on recent relationships between unemployment and the Live Register, these trends would see an average Live Register figure of 250,000 in 2017 (as compared with over 380,000 in 2014). The numbers on the Live Register for a year or more are likely to average about 110,000 in 2017.

In addition to the impact of rising employment, opportunities for job-seekers will continue to arise as a result of job turnover as firms look to replace workers who leave due to retirement, maternity leave etc. Inflows to employment are thus likely to average at least 280,000 annually over the next few years.

The occupational pattern of these emerging opportunities will continue to reflect sectoral developments in employment as the economy moves back to a “normal” structure after the boom-bust cycle of recent years. One characterisation of such a normal structure is that given in the most recent ESRI medium term forecasts for 2020. The implications of a more normal sectoral structure for occupational change were explored in a FAS/ESRI manpower forecasting study²⁵. Because movement back towards “normality” will involve an increased role for domestic demand and for construction, this will imply that some of the largest increases in employment in the recovery should continue to come in the building, clerical and sales occupations that were most affected by the recession. This should reinforce the predominance of these types of occupation in inflows to employment as shown earlier for 2014.

The anticipated growth in employment in some occupations, particularly those related to construction, will of course be from a relatively depressed base. Given the numbers looking for work, competition for these job opportunities will continue to be intense.

²³ In a DSP review completed in 2012, the then consensus forecasts were quoted as follows:- employment growth 2012-2015, 40,000 (likely out-turn >100,000); unemployment rate in 2015, 13% (likely out-turn <10%); actual numbers unemployed in 2015, 270,000 (likely out-turn approximately 200,000); number of long-term unemployed in 2015, 170,000 (likely out-turn approximately 110,000).

²⁴ Updated forecasts are from *Ireland's Stability Programme Update*, Department of Finance, April 2015

²⁵ J. Behan and C. Shally, *Occupational Employment Forecasts 2015*, February 2010.

2.4 Summary

After a prolonged and steep decline from 2008 to 2012, employment has now been growing again since the middle of 2012. Unemployment has fallen substantially from a peak of over 15% to 10%, and continues to fall. To date the fall in unemployment has been due in part to a reduction in the labour force arising from migration and falling participation.

Current forecasts are for employment to continue to grow over the next few years, with this growth favouring the sectors and occupations that were worst hit in the downturn. It seems likely that the recent fall in the size of the labour force will be reversed as out-migration diminishes and participation recovers. Even so, the unemployment rate should fall towards 8% by 2017, with long-term unemployment also continuing to fall.

Even in the downturn, there has been a continuing flow of job opportunities arising in the economy. This flow has already recovered substantially from the depressed levels seen in 2009, and can be expected to continue at these higher levels. A large proportion of the opportunities that arise each year are in the kinds of jobs for which most of the unemployed are reasonably qualified – routine service jobs and skilled and unskilled manual jobs.

Ensuring that as many as possible of these jobs are taken up by unemployed people – particularly those from the Live Register – is a major overarching objective of the activation policies as set out in *Pathways to Work*.

Chapter 3: The Role, Function and Purpose of Community Employment

3.1 The Role of CE – is CE a Work Programme or an ALMP?

CE was officially launched in April 1994 by the Minister for Enterprise and Employment. CE was set up to replace the Social Employment Scheme (SES) and the CE Development Programme (CEDP).

SES: The Social Employment Scheme was a temporary one-year work experience programme with no training element, first introduced in Ireland in 1985.

CEDP: The CE Development Programme which evolved from the SES was a temporary one-year employment programme incorporating a training element. It was introduced on a pilot basis to twelve designated areas in October 1992.

There were 1,035 CE schemes in operation with 24,423 CE places filled at the end of February, 2015. The 2015 Budget is 25,300 CE places; 2,000 of these were additional places allocated on a phased basis during 2014. CE has an annual budget of €373m for 2015.

Background and Purpose:

The aim of CE is to enhance the employability and mobility of disadvantaged and unemployed persons by providing work experience and training opportunities for them within their communities. In addition it helps long-term unemployed people to re-enter the active workforce by breaking their experience of unemployment through a return to work routine. CE projects are typically sponsored by groups wishing to benefit the local community, namely voluntary and community organisations and, to a lesser extent, public bodies involved in not-for-profit activities. Such projects provide a valuable service to local communities. The Department's priority in supporting CE is having access to schemes that can provide jobseekers and other vulnerable groups with good quality work experience and training qualifications to support their progression into employment.

DSP assumed responsibility from FAS for CE and JI in 2012. Since 2012 the CE programme has been subject to major programme change which has resulted in significant savings and greater accountability by sponsoring organisations and improved oversight by the Department.

CE over the years has developed into a programme with dual objectives. The programme is on the one hand considered an active labour market programme to support long-term unemployed people re-enter the workforce. At the same time the programme provides a range of social and community services many of which are closely allied to statutory services and perform a vital role in service support.

CE Role in Support of Social Services:

CE provides significant support to the community and voluntary sector to provide key social and health related services to individuals at community level through the work undertaken by CE participants. Virtually all CE participants are engaged in some element of service support and delivery.

These include environment and community development services e.g. amenities management, arts and culture, sports, and tidy towns, childcare and health related services. (See page 41 for a list of the main activities on CE). An important part of service supports is the health service area, where CE participants are active in the delivery of care of the elderly, services to people with disabilities and working alongside the HSE and other service providers e.g. the Irish Wheelchair Association, the Centre for Independent Living, and the Alzheimer's Association. CE participants normally undertake related training in these areas. CE provides 2,800 places in support of health and social care services which are directly allied to voluntary sector provision. Another key area is the support of community childcare services where CE participants work in community childcare centres and at the same time complete an Early Childcare Education programme in their own time (FETAC Level 5 Major Award) which is the minimum entry qualification to childcare. CE provides 2,200 places to support the childcare sector.

CE Role in Services to Long-term Unemployed:

CE provides work experience and training to long-term unemployed to prepare them for employment. There has been a re-focusing of CE towards addressing the needs of long-term unemployed at scheme level in recent years through the provision of training and quality work experience. This provision is monitored through the Individual Learner Plan which each participant signs up to on entry to the scheme.

CE Role in Social Inclusion:

There is a strong social inclusion element running through CE schemes. CE is often the main response to addressing the needs of adults who are experiencing social exclusion or social isolation. For instance, there is a Drug Rehabilitation measure on CE under the National Framework for Drug Rehabilitation which provides one thousand CE rehabilitation places to support the National Rehabilitation Framework. CE provides dedicated projects for other vulnerable groups such as homeless people, ex-offenders and Travellers.

CE as an Active Labour Market Programme

Activation policy has evolved over time and is clearly focused on differentiating the provision of labour market services on the profiling of jobseekers and other vulnerable groups. The development of the Intreo model of addressing clients' needs, with active profiling and case management, points to a radical need for change in the approach to the delivery of Employment Support Programmes particularly CE. The Department of Public Expenditure and Reform in Labour Market Synopsis No. 4, January 2014, outline the role of Active Labour Market Policies (ALMPs) "as the principal means by which the employability of the unemployed, through the provision of training and reskilling opportunities, is increased and their detachment from the labour market prevented". This report pointed out a weakness of CE as an ALMP "as the boundary between schemes dedicated to resolving social issues on the one hand, and improving employability on the other, becomes blurred", and goes on to say that the objectives must be clarified further to ensure that the role of activation can be correctly defined and it is presumed measured. It cites poor employment outcomes for the level of funds invested in ALMPs with this Department (CE included).

3.2 The Profile of CE Participants, CE Schemes and Sponsoring Organisations

The current system of eligibility for Community Employment (CE) has grown and expanded in an *ad hoc* manner over the years since the commencement of the programme in 1994. It has become overly complex and has numerous exceptions in terms of eligibility; there are differing entry age requirements, durations in receipt of social welfare payments and participation rates which are based on age (see Appendix 2).

In summary current eligibility to participate on CE is linked to a person's social welfare status (duration of payment) and age. The Community Employment Programme has two options:

- **Part Time Integration Option (PTI)**, 1-year on CE for those who have been in receipt of qualifying social welfare payments for 12 months or more.
- **Part Time Job Option (PTJ)**, 3-years on CE for those who have been in receipt of qualifying social welfare payments for 3 years or more. Certain categories of participants can have extended time on CE up to a maximum of 6 years for those aged over 55 years and 7 years for people with a disability.

Qualifying social welfare payments

- Persons aged 25 years or over (35+ for PTJ) and who are currently in receipt of any combination of the following payments for 12 months (3 years for PTJ) or more:
 - Jobseekers Benefit (JB, formerly Unemployment Benefit);
 - Jobseekers Allowance (JA, formerly Unemployment Assistance);
 - One Parent Family Payment (OFP);
 - Widows/Widowers Contributory Pension;
 - Widows/Widowers Non-Contributory Pension;
 - Deserted Wife's Benefit (DWB);
 - Farm Assist (FA).

CE Participant Profile

- **Welfare Status of CE Participants**

Table 12: Welfare Status of Participants (December 2010, December 2014)

Benefit Type	Dec. 2010		Dec. 2014	
	Total	%	Total	%
Job Seekers Allowance (JA)	6,785	31.2	16,877	72.6
Job Seekers Benefit (JB)	4,389	20.1	2,316	10.0
Lone Parents (incl. widow(er)s	5,338	24.5	1,169	5.0
Disability Allowance/Pension	4,378	20.1	1,817	7.8
Other	887	4.1	1,070	4.6
Total Participants	21,777	100.0	23,249	100.0

*Other includes Deserted Wives Allowance, Farm Assist, Carers Allowance, Qualified Adult Dependant, Unemployability Supplement, and those not on the Liver Register.

CSM Extracts: December 2014

Table 12 outlines the welfare status of participants at December 2010 and December 2014, prior to entry to CE. In December 2014 participants in receipt of Jobseekers Allowance (16,877) and Jobseekers Benefit (2,316) made up 83 per cent of all participants. Participants in receipt of the One Parent Family Payment made up 5 per cent, and participants in receipt of a disability payment (Disability Allowance, Illness Benefit, Invalidity Pension and Blind Pension) made up 8 per cent of all participants on CE. Together these three cohorts made up 95 per cent of CE participants.

The profile of participants has changed in recent years with a significant decline in One Parent Family clients and clients in receipt of a disability payment and an increase in take-up by persons on Jobseekers Allowance and Benefit²⁶. In December 2010 participants in receipt of the One Parent Family Payment made up 24 per cent and participants in receipt of a disability payment made up 20 per cent of all participants on CE. Conversely participants in receipt of JA and JB made up 51 per cent of participants in December 2010.

Duration Unemployed:

To be eligible for CE, new entrants need to be on Jobseekers Allowance or One Parent Family Payment for a minimum of 1 year. Persons with a disability and persons recovering from mis-use of drugs are not subject to any time limit on a welfare payment.

- Gender and Age**

Table 13: Gender of Participants, (December 2014, December 2010)*

Gender	December 2014		December 2010	
	Total	%	Total	%
Male	13,279	57.1	10,980	47.3
Female	9,973	42.9	12,214	52.7
Total	23,249	100.0	23,194	100.0

*CSM Extracts: December 2014 and December 2010

There were 23,249 participants on CE at the end of December 2014, of these 57 per cent were male and 43 per cent female, this compares to a 47% male participation rate and a 53% female participation rate in December 2010.

Table 14: Age of Participants, on entry to CE (December 2014)*

Age band	Total	%
Under 20	134	0.6
20-24	521	2.2
25-34	3,697	15.9
35-44	5,466	23.5
45-54	5,903	25.4
55 and over	7,528	32.4
Total	23,249	100.0

*CSM Extracts: December 2014

²⁶ The decline in participation of OFP clients and clients in receipt of a disability payment is largely due to the cessation of double allowances in Budget 2012.

Table 14 shows the age profile of participants on CE at December 2014. Fifty eight per cent of all CE participants are 45 years and older and 32% of participants are 55 years and older. In terms of age profile and the older jobseeker, CE is now the main programme for older jobseekers. Of those jobseekers 55 years and over 41% are on the Part-time Job option (PTJ) – this means that they have been in receipt of a qualifying social welfare payment for 3 years or more.

A further 23% are between 35-44 years of age and 16% are between 25-34 years of age. Just 3% (655) are under 25 years of age – while the minimum age for participation on a standard CE programme is 25 years of age this requirement has been reduced for some client groups – ex-offenders, Travellers, refugees, persons in receipt of a disability payment and people referred to CE in recovery from substance misuse.

- **Education Level of Participants on Entry to CE**

Table 15: Education level of Participants, on entry to CE (December 2014)*

Education	Total	%
Primary/No education	4,619	19.9
Junior Cert or equivalent	7,102	30.5
Leaving Cert or equivalent	6,287	27.0
3rd Level	3,129	13.5
Unknown	2,112	9.1
Total	23,249	100.0

*CSM Extracts: December 2014

Table 15 outlines the education level of participants, at December 2014, on entry to CE. Fifty per cent of participants had FETAC Level 3 or below on entry to CE. Twenty per cent of participants (4,619) had completed primary level education (Level 2) or had no education; a further 30 per cent had completed a FETAC Level 3 Course such as the Junior Cert or equivalent. Twenty-seven per cent had achieved a Leaving Certificate or equivalent. Overall 77% had Leaving Cert level education or below. This figure is very close to the findings of the OECD Survey *Ireland 2013* which found the highest qualification of seventy-five per cent of those in long-term unemployment is a leaving certificate (equivalent to a secondary level qualification) or below. It went on to state that ‘this group requires substantial training to acquire the skills and competencies demanded by job creating sectors’.

- **Completed Years on CE by Participants**

Table 16: Completed Years on CE by Exits (December 2014)*

Years Completed	Total	%
Under 1 Year	2,145	19.3
>1 Year < 2 Years	2,910	26.1
>2 Years < 3 Years	1,923	17.3
>3 Years < 4 Years	2,719	24.4
>4 Years < 5 Years	488	4.4
>5 Years < 7 Years	757	6.8
7 Years or more*	188	1.7
Total**	11,130	100.0

Average duration	2.3 years
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* This cohort is largely made-up of off-shore islanders
CSM Extracts: CE Throughput File December 2014

** The data on CE Leavers is somewhat understated as the format of the PPSN did not allow a match with the Departments Jobseekers Longitudinal Database, Supervisors and duplicate records were excluded. It was therefore decided to exclude these records. (This explains the difference in Table 8 and Table 16).

Of those participants who exited CE in 2014 nearly 20% had been on CE for less than 1 year and a further 68% had between 1 year and 4 years completed on CE. Nearly 90% of participants who exited CE in 2014 had 4 years or less completed on CE. The average participation on CE was 2.3 years. (Section 3.5 provides information on progression of these participants).

Participation on CE ranges from 1 year to 7 years for different groups of participants. With effect from 3rd April 2000, lifetime participation on Community Employment by an individual is limited to:

- 3 years (156 weeks) for persons under 55 years of age.
- 6 years (312 weeks) for persons of 55 years of age up to and including 65 years of age.
- Eligible persons in receipt of a qualifying disability-linked social welfare payment are eligible for one additional year on CE over the standard maximum participation caps, i.e. 4 years maximum time on CE for those under 55 years of age (PTJ Option only), and 7 years maximum time for those between 55 and 65.

Participation on CE prior to 3rd April 2000 is not counted. Offshore island residents are exempt from this participation cap, subject to the availability of places.

CE Sponsoring Organisations:

The typology of CE sponsoring organisations can be best considered under the main activities undertaken under the Community Employment Programme. It was in the CE Financial Review (2012) that consideration was given to reviewing CE schemes on the basis of sectoral activity.

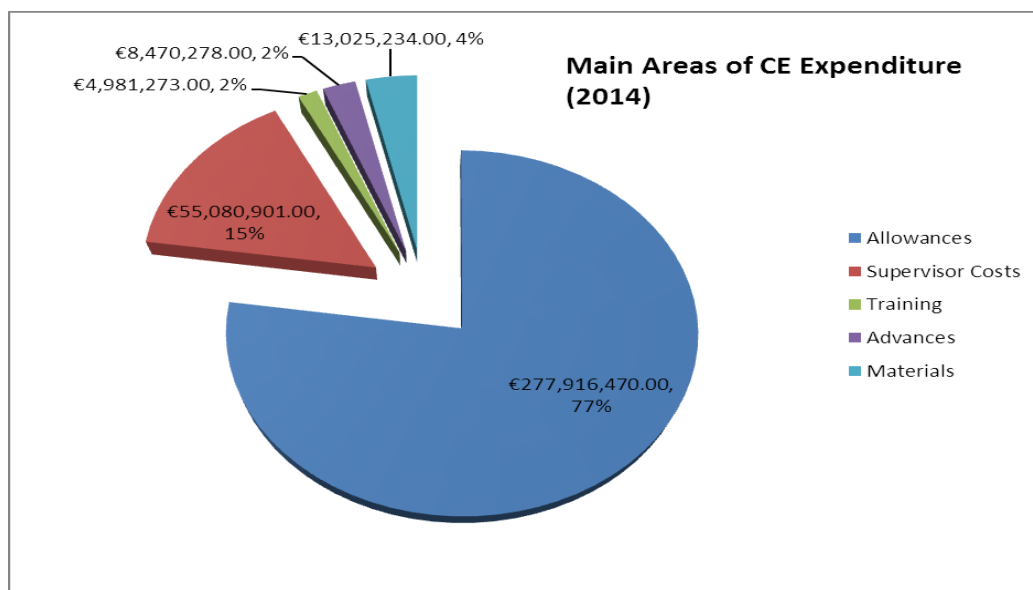
The main areas of activity of CE schemes are identified as follows:

- Childcare Services (2,200 ring-fenced places)
- Health & Social Care Services (2,800 ring-fenced places)
- Drugs Rehabilitation Services (1,000 ring-fenced places)
- Community Amenities/ Environmental works (circa 13,000 places)²⁷
- Advice & Information Services (circa 350 places)
- Youth Services (300 places)
- Sports (circa 1,400 places)
- Arts, Tourism and Culture (circa 900 places)

The operation and administration of CE schemes is governed by the CE Procedures Manual which covers all the key aspects of set-up, management and administration of the scheme and the programme to be delivered to CE participants²⁸. This forms the basis of programme and financial monitoring undertaken by the Department on schemes.

CE sponsoring organisations receive funding for 4 main areas of expenditure on namely:

1. Participant Allowances
2. Supervisory costs
3. Material Costs
4. Training of Participants



Sponsors are grant-aided by DSP to pay a minimum of €208.00 per participant but this amount may increase depending on number of dependants linked to social welfare status. The participants' rates are based on a 19.5 hour week or 39 hours every two weeks (this is determined by the sponsor in conjunction with DSP).

²⁷ Data in relation to Community Amenities/Environmental work, Advice and Information Services, Youth Services, Sports and Arts, Tourism and Culture is sourced from the CE Sectoral Analysis 2013 (CSM).

²⁸ CE Procedures Manual 2015.

The participant allowances make up approximately 79.5% of the CE costs, DSP funds the Sponsors' materials costs per CE place based on actual receipted expenditure. The material costs cover the overhead and operational costs of the scheme. The CE training is based on the individuals needs as identified by the CE Supervisor as part of their Individual Learning Plan (ILP) and recorded on the ILP IT System. (The Training and Materials Grant was reduced in Budget 2012 from €1,500 to €500.) This has subsequently increased to an individual scheme rate for materials based on the number of participants and a notional €250 per place for training budget allocated on a divisional basis. Schemes may draw down in excess of this amount depending on the level and type of training being provided. The typical size of a scheme is made up of 20 participants and the average ratio of Supervisors to participants is 1:18 (December 2014).

Table 17: Community Employment 2015: cost

	2015 Budget €m	Live Register Cost €m	CE Only €m
Allowances	296,765	272,063	24,702
Supervision	56,922		56,922
Materials	13,501		13,501
Training	6,114		6,114
Total	373,302	272,063	101,239
%	100	72.88%	27.12%

Budgeted no of Participants: 23,752; Note: The additional cost for "CE Only" is made up of the €20 weekly Participant bonus.

Table 17 shows the CE Budget for 2015 is €373m, taking a participant's social welfare payment out of this the actual budgeted cost of CE is €101m, the Social Welfare column above presents the element of the social welfare payment, the 'CE Only' amount is the €20 per week additional payment for participation on CE. This should also be seen in the context of the contribution of CE to the delivery of social/statutory services detailed in section 3.3.

The representation on CE Sponsoring committees is very much based on the area of activity/service delivered by the scheme. The vast majority of sponsoring organisations are in the voluntary and community sectors. These committees provide the management structure for CE on a voluntary basis. For instance, the profile of CE sponsors in the area of childcare services consists of providers of community based childcare services on a not for profit basis. In relation to health and social care services, CE schemes are sponsored by service providers who are aligned to services provided under the HSE e.g. Irish Wheelchair Association, Centres for Independent Living, MS Ireland. The norm is that the participants on the CE scheme are involved in supporting service delivery and undertake the appropriate training that leads to qualifications to work in these areas or are involved in the maintenance and upkeep of facilities.

CE Drug Rehabilitation schemes support the work of the National Drugs Strategy for the re-integration of people recovering from substance misuse into the labour market. Sponsors of those schemes come from community groups who are already involved in the provision of rehabilitation and treatment services. There are 1,000 drug rehabilitation places on dedicated and mainstream CE schemes which are funded as part of the CE budget.

The provision and upkeep of community amenities and the environment makes up a large proportion of CE places (13,000 places at any one time). Some of this activity is sponsored through Local Authorities, or Údarás in association with local communities e.g. Tidy Towns. The work experience gained on such schemes and the training provided is very valuable to older job-seekers in particular and helps combat social isolation in rural areas. The training for participants associated with these schemes is very broad – ranging from project administration to horticulture, property maintenance and repair.

Sport and leisure activities play a significant role in the community and can have a positive role to play in addressing social cohesion. The main sponsors involved in providing sports schemes are the FAI and the GAA.

The Irish Congress of Trade Unions is one of the main sponsoring organisations involved in the provision of information and advisory services together with Citizens Information Services.

The clustering of schemes where feasible into categories of activities outlined above provides scope for aligning the jobseeker with the appropriate work experience and the potential to achieve corresponding qualifications.

The re-structuring of CE in to sectors began in 2013 with the childcare sector and the introduction of an early childhood education programme and brings the service element into closer alignment with mainstream services that are currently being supported. Work has also begun in the areas of health and social care where a new programme is being piloted on a limited basis. This provides a FETAC Major Award at Level 5 in Health and Social Care. Overall this approach offers the possibility for a more integrated service, improved synergies and economies of scale, and in the long run can be more beneficial to the jobseeker and service provider.

Training Provision for CE Participants

Given the educational profile of CE participants outlined earlier, the provision of training is a key factor in the preparation for employment. For many this provides a real opportunity to pursue a qualification that may lead to employment. CE Supervisors who are employed by the Sponsoring Committee have a key role in coaching and mentoring CE participants in gaining the necessary skills and in engagement in job search activities. In 2014, 21,434 accredited components of learning were completed by CE participants, of these 17,394 were accredited by FETAC; a further 4,040 were accredited by other accrediting bodies (HETAC, City and Guilds). See Table 18 below. A further 22,000 components of learning were completed which were outside of the National Framework of Qualifications (NFQ) some of which were part of industry required training e.g. health and safety, and manual handling which were at a basic or entry level. Other training completed that was outside the NFQ includes employment skills training and personal development training (Table 21).

The limiting of CE participants who are less than 3 years unemployed to a single year on CE does impede on the achievement of major awards as there is insufficient time on the scheme to complete a full award in one year. Participants in this category commonly return to the Live Register for 1 year in order to become eligible for a further year. This disrupts the learning process and the achievement

of a Major award. Currently CE participants as seen below, tend to accumulate minor awards which do not translate to a Major Award as short-term planning informs the decision-making.

Table 18: ILP Accredited Training on CE, 2014

ILP Activities on CE		
Accrediting Body	Learning Components	
City & Guilds	166	→
FETAC	17,394	
HETAC	227	
Other	3,647	
Total	21,434	

280 Major Awards
 16,779 Minor Awards
 335 Special Purpose Awards

Table 19: FETAC training by level and Award Type, 2014

	Level	Award Type		
		Major	Minor	Special Purpose
FETAC	Level 3 and below	17	2,277	5
	Level 4	10	3,638	
	Level 5	200	9,899	267
	Level 6	53	965	63
FETAC Total		280	16,779	335

Of the FETAC training completed in 2014 there was 280 Major Awards, 16,779 Minor Awards and 335 Special Purpose Awards. Of the Major Awards completed 90% were completed at Level 5 and Level 6, of the minor awards completed 65% were completed at Level 5 and Level 6. The most frequently pursued major awards were in Childcare, Health and Social Care, and Occupational First Aid follow by minor awards in Occupational First Aid, Accounts Book-keeping and Payroll, construction related training, Health and Safety Training, Communications, Food Safety, and Customer Service (Table 20).

Table 20: FETAC Training at Level 5 and Level 6 by Award Type, 2014

Level 5 and Level 6 Award Area	Award Type			Total
	Major	Minor	Special Purpose	
First Aid Training		3,051		3,051
Health & Social Care	34	1,041	1	1,076
Childcare	123	1,372		1,495
Accounts/Bookkeeping/Payroll	1	544	4	549
CSCS/QSCS		294	265	559
Health & Safety Training		471		471
Communications		458		458
Food Safety		393	1	394
Customer Service		231		231
Instructing Manual Handling Training		3	43	46
Other L5 & L6 Awards	95	3,006	16	3,117
Total	253	10,864	330	11,447

ILP Training Activity completed 01/01/2014 - 31/12/2014; Activity Outcome: Pass; Source: CSM_ILP Training Database

Table 21: Training Completed outside of the National Framework of Qualifications (NFQ), 2014

Examples of Training Completed outside the NFQ	
CE Mandatory Training (fire safety, manual handling, health and safety)	9,259
Employment Skills Training (e.g. Computer/IT Training, Child/Adult Protection, Patient Lifting Handling)	3,690
Safepass Training	2,914
Personal Development Training (e.g. CV & Interview Skills, Mental Health Awareness, Drug & Alcohol Awareness, Communication Skills)	2,561
Industry Recognised Training (First Aid, Food Safety, Forklift, Care Skills, Abrasive Wheel Training).	1,378
Other training (e.g. Induction training)	2,428
Total	22,230

ILP Training Activity completed 01/01/2014 - 31/12/2014; Activity Outcome: Pass; Source: CSM_ILP Training Database

The central focus in terms of learning is the web-based Individual Learner Plan which tracks the progress of the learner on CE as well as the overall management of training on the CE programme. Each learner on CE has their own Individual Learner Plan which allows learning needs to be identified, requested, approved, delivered and recorded. This plan is jointly agreed between the CE supervisor and learner. In 2014 €5m was spent on training of CE participants. In addition to this CE participants have access to training and education provided by the local Education and Training Boards (ETBs) at no cost to the scheme or CE; approximately 4,000 components of learning were accessed by CE participants in 2014 through the ETBs (the majority of which was accredited).

Table 22: Community Employment Training: Expenditure and Budget 2009 – 2014

Year	2009	2010	2011	2012*	2013	2014
Expenditure €m	12.33	10.43	9.38	1.68	4.49	4.99
Budget €m	12.62	11.02	9.95	5.70	5.72	5.89

Source: 2009-2011 data is taken from SAP, based on accrual accounting; 2012-2014 data is taken from the CSM based on cash accounting.

* A CE Financial Review took place in 2012 to examine the income and funding of sponsoring organisations in terms of their ability to continue the programme with reduced funding from DSP. As a result of this review and restructuring of the programme there was a reduction in training spend.

Up to 2012 there was a substantial drawdown of training on CE. In 2012 the budget for training was reduced by over two thirds, this was reinstated to 5.7m in 2013 and close to 5.9m in 2014. However, the reinstatement did not fully restore the original level of funding and allows for €250 per place on the current budget. Arising from this severe reduction there was reluctance on behalf of schemes to draw down in excess of this amount per person, which is allowable, this has led to a knock-on effect of a severe curtailment of expenditure in this area. The exception to this is expenditure on training for the childcare and social care programme where schemes can exceed this amount per capita. Schemes have sought to counterbalance this by seeking training free of charge from the ETBs, this has received a mixed response.

3.3 The contribution of CE to the delivery of social/statutory services

Since its inception CE has played a vital role in the delivery of services to local communities as already outlined and has augmented statutory provision in many key areas e.g. childcare, health and social care, Drug Rehabilitation services, local amenities. With the reduction in statutory funding in recent years to these services, organisations have become more reliant on CE support, in terms of funding and in the supply of a labour force to deliver services. The level of dependency of service providers on CE is very high in areas of high disadvantage, for example, in the provision of local amenities and community childcare services. CE in many cases underpins the provision of these for example in childcare services. Similarly in the areas of social care – care of the elderly, people with disabilities, mainstream service providers have made it very clear that the level of service would not be maintained without Community Employment or through alternative funding from the state.

The overall dependency of schemes on CE for funding and staffing and the importance of many of the services to the community can have some adverse effects on achieving the aims of CE which is employment for the participant, while the scheme sponsor may be focused on retaining the expertise on the scheme. In many cases the combination of service delivery and the work experience that is offered to the CE participant is a win-win situation for both parties. For the jobseeker, who is very distant from the labour market there is the opportunity to gain valuable work experience in a supportive setting and at the same time have access to training and qualifications. CE participants having worked and gained qualifications in these settings tend to gain employment with these organisations if there are opportunities or else they try to gain similar employment in the private sector. This is particularly true in the childcare and social care areas and to a lesser extent in the general maintenance and environmental work areas.

In rural and smaller towns there is a heavy dependency on CE as a source of employment/work experience where the CE scheme itself is often the main employer in the area. In these areas CE performs a key role in combatting social exclusion and in providing local services that are not economically viable for the state.

Where there is a positive correlation between the work of the scheme and the occupational needs of the participant outcomes are found to be more positive for both the service and the activation of the participant. Where there is a primary focus by the sponsor on service provision and a weaker focus on the progression of the job-seeker this can be an inherent weakness. This can only be addressed through the monitoring and assessment of the scheme's performance on a regular basis and can lead to a withdrawal of funding for the scheme if matters are not addressed.

3.4 The Main Drivers of CE – Community Needs, Labour Market Focus

The Community Employment Programme has its strength in that it meets a complexity of needs made up of demand for local social services not readily or easily available from the state with the presence of a strong voluntary and community ethos that exists within most communities.

Community Needs:

Over the years the flexibility inherent in the programme has been used to incorporate various client groups and services, where needs could not at the time be easily accommodated within existing labour market structures e.g. people with a disability, long-term unemployed and persons experiencing social disadvantage. As well as this CE support has been applied by communities to address particular social needs within these communities where funding has not been available from other statutory providers. The service and the local dimension continue to be a main driving force for CE. This 'flexibility' has increased dependency on CE in terms of service provision and has in some cases inhibited the capacity of the programme to respond quickly to the ever changing needs of the Live Register and labour market.

Labour Market Focus:

Jobseekers (JA and JB) now constitute over 80% of participants on CE. It has become the main programme for older jobseekers in particular, nearly 60% of whom are 45 years or older, and within this group over half again are 55 years or older (Dec. 2014). CE is locally based and accessible to long-term unemployed and other vulnerable groups who may not have the means or the motivation to take up state services. As has been described it can be instrumental in training long-term unemployed jobseekers and other vulnerable groups to gain employment or progress to further education and training.

CE is a key response to addressing the needs of adults who are experiencing social isolation and other barriers to entry to the labour market, the programme has a long track record in addressing these needs and this will continue to be a driver for CE in the future. For many who fall into this category, CE is often seen as a job in itself where the participant makes their contribution and wishes to continue doing so.

For some sponsors, (particular those in rural areas) labour market demand is not seen as a primary driver particularly given the programme's history. Set up originally as a work programme it had weak links to the external employment market and is still not widely known as a source of potential employees. The Community focus and ethos of CE and the absence of involvement of the private sector in schemes has led to CE not always being seen as relevant to private sector employment once social services are excluded. Progress has been made through the re-focusing of CE towards the activation and development of participants through the pointing of participants towards major awards and job-search activities, there is much progress to be made however in addressing these factors.

3.5 Improvements made to CE – Labour Market Focus

Significant improvements have been made to the operation and governance of Community Employment e.g. a new application and assessment system has been implemented, Operational Procedures have been revised and a re-focusing on the tracking and progression of clients are now in place. These changes have yielded greater efficiencies and an improved focus on the provision of training and education and the securing employment for participants. The proportion of Live Register clients on CE is now over 80% of participants compared to 55% in 2011. Some of these changes can be accounted for in the adjustment to allowances for persons entering CE.

The progression rate into employment (based on total exits from CE) has increased from 18.4% in December, 2012 to 24.4% in December, 2014, while overall progression (including entry to further education) has increased from 23.3% to 29.9% in the same period (Table 23). (This can be put in the context of 10,739 participants exiting CE in the year up to December 2012 and a further 11,287 participants exiting CE in the year up to December 2014). However further changes and improvements are necessary in order to get a sharper distinction between the activation element of CE and the ‘social support’ element, in order to get the best value for all stakeholders involved e.g. jobseekers, sponsors, local communities and a return to the Department for the resource invested.

Table 23: Progression from Community Employment, December 2012, 2014

Progression from Community Employment				
	December 2012		December 2014	
	Participants	%	Participants	%
Found Employment	1,801	16.8	2,521	22.3
Self-employment	176	1.6	232	2.1
Training & Education	530	4.9	618	5.5
Total Progression	2,507	23.3	3,371	29.9

Source: CSM Extracts December 2012, 2014

Table 24 Progression to Employment by Completed Years on CE (Dec. 2014)

Completed Years on CE	Total participants	%
6 months or less	280	10.2
> 6 mths ≤ 1 year	551	20.1
> 1 year ≤ 2 years	600	21.8
> 2 years ≤ 3 years	822	29.9
> 3 years ≤ 4 years	366	13.3
> 4 years ≤ 5 years	55	2.0
> 5 year ≤ 6 years	49	1.8
6 years or more	30	1.1
Total	2,753	100.0

Source: CSM Extracts December 2014

Table 24 shows that of those participants who exited CE in 2014 and progressed to employment, 82% had completed 3 years or less on CE. Of those, the highest correlation between participation on CE and progression to employment was with those who completed between 2 and 3 years on the scheme. Progression increased incrementally from over 6 months on the scheme up to 3 years duration which yielded the highest proportion at 29.9%.

Corporate Governance and Programme Monitoring of Schemes

The administration and programme monitoring of schemes has gone through a radical change in recent years. Operational Procedures, monitoring of financial administration and programme delivery is now in place for all 1,035 schemes. Where schemes do not comply with these standards, they are given time to take corrective action, if this is not forthcoming, the scheme is closed in consultation with the sponsor and participants transfer to other schemes to complete their programme. Sponsor Group Engagement with the Department is an annual event where schemes are given an opportunity to provide feedback and be updated on new developments.

Table 25: CE Improvements: 2012 to date
Improvements in Corporate Governance
Sponsor Engagement Group Meetings with Department – held annually
New application Process - Scheme KPIs measured against Targets
Annual Scheme Programme and Financial Monitoring rating compliant or non-compliant
Central Programme and Financial control visits (5% of all Schemes)
Annual Review of Participant
Engagement in training
Work Performance – Quality
Job Readiness – level and preparation
Exit Planning /Employment Focus (job-seeking conditionality applies)
Intensive Job-search activities by Scheme with Participant
Bank of local Employers at scheme level
External Job placement prior to completion of scheme
3 months follow-up support on completion by scheme

3.6 Summary

CE over the years has developed into a programme with dual objectives. There is a strong social inclusion element running through schemes on CE, CE also has the objective of providing work experience and training to the long-term unemployed to prepare them for employment, particularly older job-seekers. Over the years the flexibility in the programme has been used to respond to the needs of the community and social services sector and this continues to be the case. Labour market focus has not been a key driver for much of CE, set up originally as a work programme, links with the external employment market and the private sector has been difficult to achieve.

CE is appropriately aimed at the long-term unemployed and jobseekers who now constitute over 80% of participants (JA, JB) and other vulnerable groups e.g. lone parents, people with a disability. In line with the OECD Survey, *Ireland 2013*, the highest qualification of CE participants is 77% with Leaving Certificate or less; this group is identified as requiring substantial training to meet the demands of job creating sectors. Half of CE participants have Junior Certificate or less.

The provision of training for participants on CE with work experience is one of the valuable functions and strengths of CE and this provision is monitored through the Individual Learner Plan (ILP). CE Supervisors have a key role in supporting participants and providing mentoring and coaching so participants can gain the necessary skills and training to progress to employment. Training in 2014 was provided within the NFQ and also as part of industry required training, employment skills and personal development training. In 2014 a quarter of CE participants found employment on leaving CE and a further 5% moved onto further education.

Significant improvements have been made to the operation and governance of CE since 2012 and these improvements continue. These improvements have taken place in the context of a changing profile of participants on CE, particularly an increase in LR clients and a corresponding decrease in lone parents and people with disabilities on CE in a challenging economic environment.

Chapter 4: The Future of CE – Where does CE fit in the continuum of Labour Market Provision?

4.1 Re-aligning CE

Chapter 3 has outlined the profiles of CE participants and how these are accommodated on a range of schemes. The opportunity to cluster schemes according to core work or service is already happening in early childhood services and in certain social care services. This is also happening to a more limited degree on other schemes, where schemes are being re-aligned into larger and more viable entities which offer greater potential for the development of the participants and to raise standards and expertise across schemes. This has resulted in the number of CE schemes being reduced from 1,114 in 2011 to 1,035 in 2014 while at the same time managing an increase of 2,000 additional places.

Future Development of CE

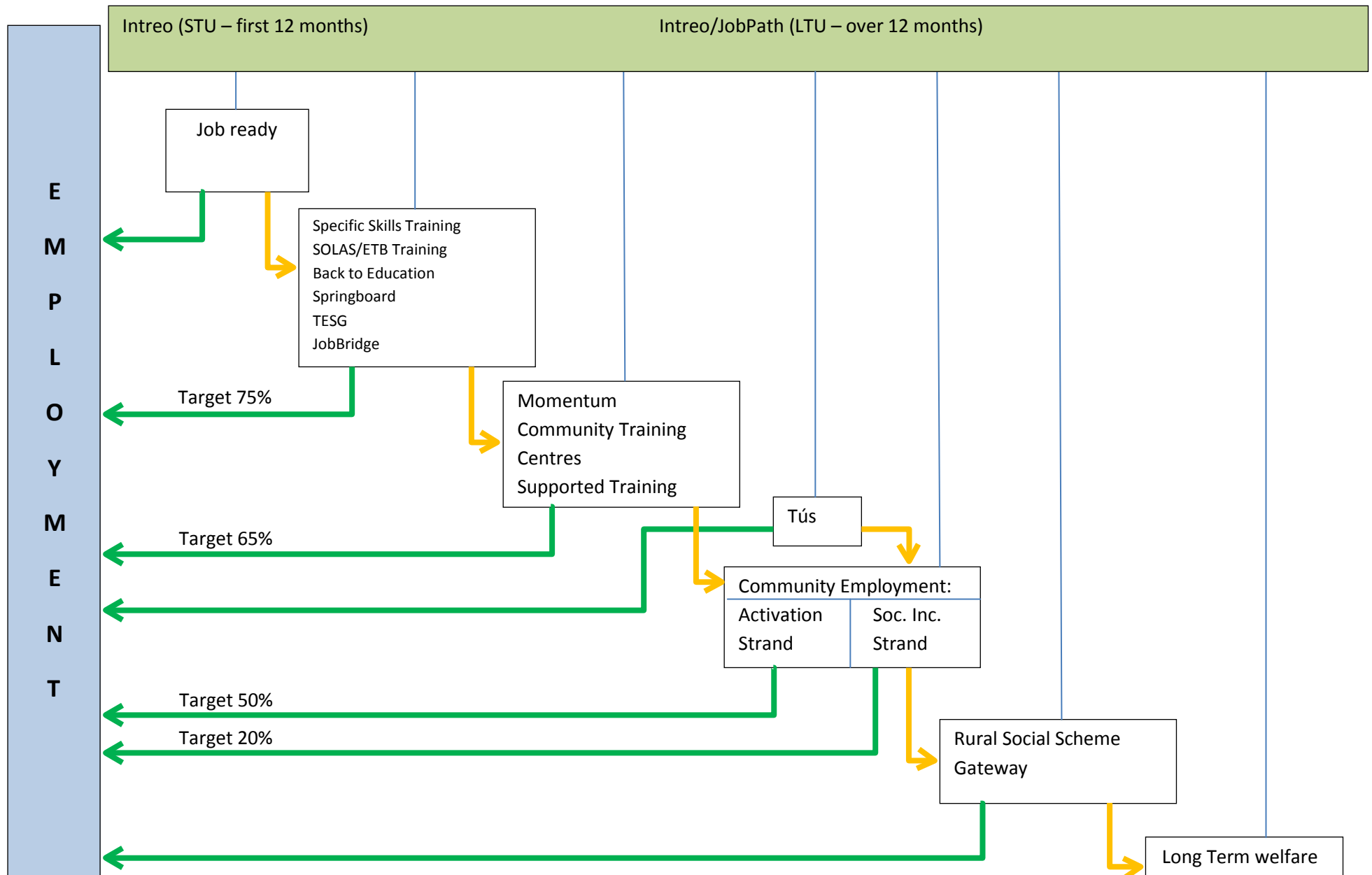
In order to progress matters further, it is proposed that, as a first step, CE should continue to consolidate schemes and CE places into broad areas of activity, that best reflect the range of job-seekers, the work undertaken on the scheme and the local labour market situation. This will also facilitate more focused job-search activities at scheme level which is an important factor highlighted by the OECD (2013, Employment Outlook).

4.2 CE on a Continuum of Labour Market Services

This chapter focuses on the re-alignment of CE in terms of overall labour market provision for the long-term unemployed, what the appropriate structure should be and where the programme should be positioned in relation to existing labour market services for the long-term unemployed.

The CE programme is considered at the high support end on the continuum of provision for long term unemployed and other vulnerable groups who are very distant from the labour market. In this regard it is one of a number of State Employment or Work Programmes – Tús, Gateway, Rural Social Scheme which are targeted at supporting those unemployed jobseekers with a minimum of one year unemployment and in the main a medium to low PEX profile. It is proposed going forward, that each employment programme has a clear focus and position (or positions for certain schemes) on a continuum with the ultimate goal of assisting the unemployed to re-engage with the labour market. Figure 16 is a suggested continuum and highlights that work programmes are not on offer early in the unemployment cycle and are one of many options available to the unemployed.

Figure 16: Map of Current Labour Market Programmes



In addition jobseeker eligibility, referral, payment rates and progression targets should be re-aligned to match the requirements of the specific programme taking into consideration the relationship between each programme. From a policy perspective the referral is made based on the best match for the progression and capacity of that jobseeker and that the employment programmes are seen as providing different routes back to work and that this is reflected in access to and selection for the schemes. It is proposed that a participant may move between the categories with the work programme being reserved for participants who have exhausted all activation efforts and that the time participating on any work programme is combined to not exceed the maximum time set for employment programme participation. The employment programmes function should be used as an activation tool as an intermediate step for people very distant from the labour market and secondly as a 'pre-employment' or 'final step' into employment.

For CE it is proposed that it is redefined as having two streams of activity - an Activation Stream and a Social Inclusion Stream. Each CE scheme/sponsor could provide either or both streams of activity to more adequately address the needs of participants and to set appropriate programme outcomes. Where a scheme/sponsor is providing both streams it would be required to clearly identify the specific places on each stream.

Future Scale and Size of CE

There is an absence of normative criteria to inform adjustments to the size and scale and demand for a programme like CE. In the absence of this the size of CE has been driven to a large extent by the size of the Live Register, the availability of budget and the compelling factor of service dependency at community level. There is the practice of continuing to approve organisations that sponsor schemes – this has now become custom. In addition, it is difficult to move CE places from one area to another, or to amalgamate smaller schemes into more viable entities without some difficulty. This is particularly an issue in rural areas where the availability of applicants can become exhausted. These factors make it very difficult to bring innovation into the programme and to keep up with changes and shifts in the labour market.

As outlined in Chapter 1, there are major matters for consideration in relation to the size and number of employment programmes and the need for a re-alignment and re-scaling of provision in line with the Live Register and other labour market requirements.

Taking the forecast reduction in the Live Register from c 350,000 to c 250,000 on average between 2015 and 2017 it is proposed that the number of places on CE/Tús and RSS be reduced proportionately from c37,000 (2015) to 32,000 (2016) and 26,000 (2017). This is equivalent in each year to c 10.5% of the Live Register. This can be achieved by running down Tús and Gateway now that the level of employment is increasing or by reducing each employment programme pro rata. However this will be informed by the need for activation or social inclusion places. Given the potential impact of Jobpath, it is reasonable to anticipate that the profile of the long-term unemployed jobseeker who have not been placed in employment by Jobpath will require significant assistance in order to become activated. This may increase the demand for social inclusion places rather than activation places. Until Jobpath has been in operation for at least 1 year it will not be possible to measure this impact.

Eligibility

At present there is no common approach to jobseeker eligibility for CE, Tús, Gateway or RSS. The age requirements and duration of unemployment varies for each programme and, as shown in Chapter 3, also within CE. It is proposed to simplify the eligibility in the first instance for CE which has the highest level of complexity.

It is proposed that this eligibility condition be re-stated as follows –

To be eligible to participate on the Activation Stream a jobseeker must:

- Engage with Intreo Services
- Be unemployed for a continuous period of at least 12 months
- *and* have a medium to low PEX score
- Be at least twenty five years of age
- *or* Be at least 21 years with the approval of the Intreo Case Officer

To be eligible to participate on a Social Inclusion Stream a jobseeker must:

- Be unemployed for a period of at least 12 months *and*
- Have a low PEX score
- *or*
- Be unemployed for less than 12 months but have a low PEX/LMS score
- Be at least 21 years of age

Referral to CE

All referrals to CE must be made by an Intreo Case Officer. Intreo Case Officers will identify clients (including people with disabilities and lone parents) that meet the eligibility criteria set out above and will discuss the various interventions with the identified clients, taking account the profile band of the applicant, and will submit only the applicants who match the profile for the placement. The scheme provider/sponsor will select from the candidates submitted by the Intreo Case Officer(s). The Intreo Office and the Case Officer have a critical role in determining the appropriate referrals to CE and all referrals should come from the caseload of officers. It is important that people with disabilities and lone parents are considered for caseload. Applicants who are ready for work and in line with the ‘work first’ principle should not be referred to CE in the first instance. Such applicants should be screened out in the Intreo Office.

CE Scheme Structure:

Currently there is a mix of participants on each CE scheme. Some participants enter CE in order to pursue a particular employment option for instance office work, childcare or social care. They will take up work and training in line with this career choice. Others will enter CE without any defined goals and wishing to take up the work element of CE e.g. general maintenance, environmental work. As part of their introduction to the scheme, participants will explore their work options in the future and how the time on CE can add to their skills and prepare them for employment; this will include access to training and gaining qualifications to achieve their goals. On recruitment to the scheme the CE supervisor will start the process of initial induction of the participant onto CE and commence the drawing up of an Individual Learner Plan. Potential barriers will be explored and the additional supports that may be required e.g. childcare. See Appendix 3 ‘Process Map of Client Journey’.

The proposed new structure for CE will build on this process. At the start of each year the Department will agree the number of Activation and Social Inclusion stream places with each sponsor. For each vacancy the scheme sponsor will then be required to identify in advance whether the place available is in the Activation or the Social inclusion stream. Key outcome indicators will be set for both the participant and the scheme in respect of each type of placement. This will allow the department to assess more accurately the performance of the scheme against the objectives of the programme. The overall approach represents a minimum change for schemes and builds on a range of improvements already made on CE which were outlined in Chapter 3.

Proposed Activation Stream

The primary focus of a CE activation stream placement is on the progression of the participant into employment and the provision of the necessary skills and supports with relevant work experience to further this objective. The activation measure will be pitched at a high level of achievement in line with the entry level required for most occupations. In addition to work experience and work search the participant will undertake a QQI (FETAC) Major Award at Level 5 or equivalent, or a combination of Level 4 and Level 5 Modules that will lead to a Major Award. The participant on the Activation Programme will be subject to a formal quarterly review to assess the level of engagement in training and the quality of the work experience undertaken, evidence of job search and the extent of their job readiness. This quarterly review will feed into an end of year assessment as to whether the participant should continue to participate in the programme for a second year. The participant will attend the scheme for 19.5 hours per week work experience; participation in training and study will normally be outside of these scheme hours, and may be up to an additional 10-15 hours or more per week which is contributed by the participant outside of work experience hours.

The activation measure will involve the clustering of schemes where there is scope for co-operation in the procurement and delivery of training in common e.g. early childhood education, social care, business administration, horticulture etc. Schemes, subject to meeting overall targets relating to the mix of places and with prior approval by the Department, can avail of some flexibility in redefining any particular placement as an activation or social inclusion place depending on availability of training, local labour market conditions and the capacity of the referred participant.

There will be a high correlation between participation on the activation measure and progression to employment, there is evidence to support this from the childcare and social care programmes already introduced to CE. The early outcomes from these programmes indicate increased participation of participants in the achievement of Major Awards, and improved progression to employment.

Table 26: Activation Programme Framework

Year	Programme	Award
1	Activation	Minor awards, Annual Review (Option to exit scheme if job ready)
2	Activation	Major award/ Job Ready, Intensive job-search (Option to exit scheme if job ready)
3	Activation (Optional)	Completion of Major Award, Work practice and intensive job search activities

Progression Outcome: Activation Measure

It is proposed that the employment target for the activation programme will be set at a challenging level given the resources and the time that will be invested. The objective is to achieve a consistent level of progression (minimum 50%) into employment on completion of the programme at national level. This will be reviewed annually and may be increased in line with the implementation of the measure.

Target Progression Rates will be set on an individual basis for each scheme/sponsor however when aggregated at a national level the overall targets for CE Activation Stream placements for each year will be a minimum of 50%.

Employment outcomes will be measured as full-time employment of at least 30 hours per week sustained for at least 13 weeks. The annual review of each scheme will take place not later than 16 weeks after the end of the prior year.

Any scheme that fails to achieve 70% of its target level performance in any year will be required to produce a remediation plan to address the deficit during the next year. This target will comprise of full compliance with Financial and Programme Operational Procedures and meeting the progression targets agreed with the scheme. Where the deficit is not addressed despite input from the Department, the future viability of the scheme will be discussed with the view to the withdrawal of funding for the scheme.

Where a scheme falls below 60% of the performance target level for the scheme in two succession years a further review will take place. The Department has the option to advise the scheme that it is no longer viable and will cease funding for the scheme and an exit strategy for the orderly closure of the scheme will be put in place and agreed with the Department.

Duration of Activation Programme

The duration of the Activation Programme is a minimum of 1 year to 2 years (19.5 hours per week) to facilitate the achievement of a Major Award and an optional 3rd year for finalisation of the award for weaker candidates, and for intensive job-search activities to be undertaken. This will result in significant reduction in the maximum time currently available to some CE participants of up to 4, 5, 6 and 7 years.

In line with OECD recommendations mentioned in Chapter One, Jobseeker conditionality, in particular job search, will apply to participants on this measure. Participation and the level of job-readiness will be reviewed on a quarterly basis and if the participant is considered 'job ready' at the annual review, they will enter an intensive jobsearch phase and exit the scheme. This may occur, depending on the progress of the participant at the review on completion of year 1, and or year 2 on the scheme.

Adequate Time to Achieve Major Award

Achievement of major awards particularly at QQI Level 5 is a significant undertaking for CE participants with 8 modules for completion which includes 300 hours tuition and 900 hours own time learning. Taking into account the work element of the programme combined with the tuition time

and study time it is not unreasonable for a person who is long-term unemployed to take up to 2-3 years to gain accreditation.

Countering the Lock-in Effect

Participants on CE work 19.5 hours per week and are subject to the normal working conditions that pertain to employment, on-the-job requirements of timekeeping, quality of work performance, supervision etc. In addition, their job readiness will be reviewed on a quarterly basis and assessed on an annual basis as part of the process of determining suitability for continued participation on CE. Schemes are monitored against progression targets for participants and achievement of these contribute to the continued approval of the scheme by the Department. Reducing the participation time on CE from the maximum at present 6/7 years to one to three years will in turn significantly reduce the lock-in effect on CE.

The 'Work first' principle and CE participation

Applicants who are ready for work and in line with the 'work first' principle should not be referred to CE in the first instance. Such applicants should be screened out, in the Intreo Office, as not suitable for CE.

It needs to be recognised that to ensure the progression of the long-term unemployed and other vulnerable groups into employment sufficient time and resources needs to be allocated to participants including access to qualifications.

Social Inclusion Stream

It is proposed to consolidate the social inclusion elements of CE and develop this as a separate stream with appropriate key outcome indicators for this programme. Scheme sponsoring organisations have played a key role in addressing the special needs of adults who are experiencing social isolation and disadvantage over the history of CE. There also has been recognition that CE has had a big impact on 'work poor households' (Russell et al 2004)²⁹. A CE Social Inclusion Stream will build on existing provision and will focus on the participation of vulnerable adults who need additional supports e.g. older unemployed workers, persons with a disability, travellers, homeless people, refugees and ex-offenders.

Within this group there are participants who with supports and training will progress into employment over time. However, there are participants who, with all the support, do not progress further and the challenge is what should be the response for these participants many who wish to continue to work on the service provision for as long as possible. This group provides a significant contribution to the delivery of services at local level and gain many social benefits from participation.

Table 27 outlines the programme framework that participants on the Social Inclusion measure will undertake.

²⁹ Russell, Helen et al (2004). 'Work-Poor Households: the welfare implications of changing household employment patterns. ESRI, Policy Research Series. No. 52 March 2004

Table 27: Social Inclusion Programme Framework

Year	Programme	
1	Social Inclusion	Guidance/support. Introduction to L3/L4 Minor awards. Annual Review. Option to exit scheme if job ready
	↓	
2	Social Inclusion	Engagement in Minor awards/Work Experience Annual Review. Option to exit scheme if job ready
	↓	
3	Social Inclusion (Optional)	Engagement in Major award/Work Experience exit planning/intensive job search

Participants will receive high supports and have the opportunity to engage in a Major Award at Level 3 or 4 on the National Framework of Qualifications or other industry recognised qualifications. Participants will be reviewed on a quarterly basis in terms of engagement and performance, leading to quarterly and an annual review. If the participant is deemed job ready they will engage in intensive job search and exit the scheme. Depending on the job readiness of the participant and the level of engagement a further year may be approved by the Case Officer up to a maximum of three years.

CE Drug Rehabilitation Social Inclusion Programme

Within this above target group it is proposed to have a discrete programme for Drug Rehabilitation referred clients who currently make-up just over 900 referred participants. This group already constitute a special client group within CE with special conditions in relation to eligibility and programme content. This programme will be run in conjunction with other organisations e.g. HSE and ETBs and will aim to provide multiple supports and specialist inputs from social, education and health mainstream services. Referred clients under the Drug Rehabilitation programme will have up to 4 years on the programme. Drug Rehabilitation Scheme Sponsoring Organisations will offer a special tailor-made programme under the social inclusion framework. The framework is currently being finalised by stakeholders in conjunction with DSP. The optional 4th year for Drug Rehabilitation referrals will continue for this group.

Inter-agency Approach

The structural nature of the social isolation facing many long-term unemployed, those parenting alone, and people with disabilities is broader than the issues any single programme can address. To this end it is important that the full range of services work together e.g. HSE to maximise programme potential; similarly, the local Education and Training Boards (ETBs) have an important contribution to make in the delivery of services under this measure.

Progression Outcomes: Social Inclusion Stream

Evidence to-date indicates that participants engaged on what can be considered the social inclusion element of CE do achieve positive outcomes, for instance: data on CE for April 2015 show that persons with a disability have a progression rate into employment of 18% and 5% onto further training. Participants on the Drug Rehabilitation schemes achieved a 10% progression to

employment. Therefore, care needs to be taken not to overlook the activation potential of participants on this element of the programme, and high standards of achievement that are in line with capacity, should be maintained. The progression target for the social inclusion stream should be in the region of 20-25% taking into consideration the profile of the participants.

Distribution of CE Places in New Framework

From an examination of the current work titles on CE schemes an attempt has been made to estimate the number of places that would fall within each measure; these are outlined in Table 28 below. Each sector was examined in terms of the likely profile of CE referral and the work to be completed while on the scheme and the opportunity to gain qualifications and employment as a result of participation. It is not possible to estimate this accurately as CE places have not been categorised in this manner before. This is the first exercise being undertaken in this area.

Table 28: Proposed Distribution of CE Activation and Social Inclusion Places by Sector

Categories of Work Areas on CE	Total Places	Activation Measure		Social Inclusion Measure	
		No. Places	% of Total	No. Places	% of Total
Childcare	2,010	1,307	65%	704	35%
Health and Social Care	2,652	1,724	65%	928	35%
Advice and Information services	1,366	615	45%	751	55%
Tourism and Arts	730	256	35%	475	65%
Business Administration	2,900	1,305	45%	1,595	55%
Environmental/Local Amenities	12,142	2,428	20%	9,714	80%
Drug and Alcohol Rehabilitation Services	1,200	240	20%	960	80%
Total Places	23,000	7,874	34%	15,126	66%

The proposed distribution of CE places in Table 28 is 34% activation places and 66% Social Inclusion places. This designation takes into consideration the link to employment and the level of progression achieved in the above areas in 2014 and the potential for this to increase with the restructuring of CE. This is presented in Table 29 below.

Progression Targets for New Streams:

The national progression rate into employment for CE in 2014 was 24.4% and the target for 2015 is set at 30%. When considering what rates to set for the new measures the expectation is that with the continued focus of CE on the progression of the participant this would increase further in 2016 and 2017 and more places may move into the activation space.

The progression rate into employment from the activation measure will be set initially at 50% and at 20% for the social inclusion measure. These rates are based on 2014 results from the various sectors as outlined below in Table 29 and increased to take account of the ongoing upturn in the economy and the forecast reductions in unemployment set out in Chapter 2 and the expected throughput of

9,000 participants from CE in 2015. These progression rate targets should take effect from 2016 and be reviewed on an annual basis thereafter.

Table 29: Progression rates by sector, 2014

Sector	Total	Employment	Employment %
Childcare Health & Social Advice and Admin	1,440	358	24.8%
Tourism & Arts Business	1,748	413	23.6%
Admin	1,009	248	24.5%
Environment	571	138	24.1%
Drugs Rehab	1,569	385	24.5%
	3,834	936	24.4%
	1,117	275	24.6%
Total	11,287	2,753	24.4%

Source CSM

The anticipated increase is based on a more buoyant labour market and an increase in the achievement of minor and major awards and the focus on intensive job-search by schemes.

Financial Value of CE Participants to Service Delivery

The contribution of CE participants to service delivery across the range of services already outlined in Chapter 3 is estimated as equivalent to circa 12,000 full-time equivalent posts at a cost of €296m³⁰ based on CE participant allowances grossed up to 39 hours per week (19.5 x 2). This is a significant contribution being made to other statutory services by this Department, to e.g. environment, community amenities, social care, and childcare. This cost is net of the overhead, supervision and training costs (€77m) which are part of the CE budget.

Service Support Dimension of CE

The community services support element which provides the work experience is considered as a third dimension to the activation and social inclusion elements of the programme. The service provision undertaken by sponsoring organisations must provide meaningful work experience and work orientation for CE participants. There is an optimum balance between the focus on service delivery and the provision of a useful work programme and the development of CE participants. Achieving the right balance is a work in progress with sponsoring organisations and is part of the on-going dialogue and reviews that take place.

Payment Arrangements

At present participants on CE, Tús and RSS programmes are paid in the form of a salary by the sponsor organisations. The salary amount is equivalent to their Jobseeker payment plus a 'top-up' of €20. Under this arrangement participants qualify for social insurance contributions which means that they can build up an entitlement to a pension payment in the long term or Jobseeker Benefit in the short term (in the event that they remain unemployed on the conclusion of the programme). Other

³⁰ €296m is the total participant allowance budget for 2015. Participants with dependents will receive additional allowances and this is included in the above.

insurance based entitlements may also become payable based on ‘employment’ in an SES such as CE – e.g. maternity benefit, illness benefit and invalidity pension.

While this benefit may be attractive to the jobseeker and while it does confer an employment like status on the placement it is expensive both in terms of the administration of the payment via sponsor companies and the liability that it creates for the social insurance fund. The benefit to the recipient is also somewhat illusory as all of the jobseeker participants transfer to SES from the means tested jobseeker payments meaning that they would qualify for other means-tested social welfare payments on inclusion of their placement.

It also creates a disincentive in that the contributions are funded by deduction from the SES salary – these deductions become payable at 4% on all salary earned where the salary is over €352 per week. This reduces the value of the top-up, which is designed to cover work-related costs, to c €6 in the case of a jobseeker with a dependent adult and one child meaning that a participant is likely to be financially worse-off on taking up an SES placement rather than staying on the standard jobseeker payment.

One method of addressing this while also greatly simplifying the administration of the schemes would be to pay the SES payment as a jobseeker payment with a top-up rather than as a salary. This is how JobBridge operates and if replicated on SES would reduce the work-load associated with supervision both within the schemes and of the schemes by Department social development staff.

4.3 Further Influencing Factors on the Future Development of CE

Relationship with Department of Education and Skills

The role of the ETBs is an important element in the delivery of training to CE participants. Ideally all training leading to major awards should be provided by the ETBs. Having an agreement with the Department of Education and Skills for the provision of courses for CE participants through the ETB network is an important element in the re-structuring of CE.

Capacity of CE Sponsoring Organisations

The capacity of schemes to offer programme packages as outlined above will be challenging for some organisations – particularly for those which were set up originally as social employment schemes. Some sponsoring committees are an aging population and succession planning has not been a feature. The re-structuring of CE that has already taken place has presented challenges to scheme sponsors and supervisors but the vast majority have met the challenges and implemented the changes. Capacity building for some schemes will be required. Further development of schemes in relation to QQI and the National Framework of Qualifications (NFQ) and the accessing of Major awards are already underway.

Making the CE programme relevant to employers is a major challenge and it will be down to the CE sponsoring organisation and staff to bring this change about. CE schemes will be required to move into the labour market supply space and become much more focused on building relationships with employers and providing intensive job search activities for participants.

Repositioning the Role of CE in the Community and Voluntary Sector

Many CE sponsoring organisations receive some funding from other state agencies and or departments or provide an additional service dimension to existing statutory services. There is a requirement for clarity between the role and status of CE participants in these workplaces and how the work undertaken and training provided links into the overall service provision and jobs in these sectors.

4.4 Summary

Chapter 4 has focused on the re-alignment of CE in terms of overall labour market provision for the long-term unemployed and what the relationship should be in terms of other Employment Programmes. CE is proposed as having two streams of activity, Activation and Social Inclusion with conditions for participation clearly defined. It also specifies the targets to be achieved in terms of progression and the minimum standards of performance for schemes and how underperformance should be addressed.

The Chapter emphasises the importance of linking participation on the scheme to employment. Participants will be provided with the appropriate supports to enable them to progress towards employment. Progress will be reviewed regularly, and at the end of the year by the scheme, and once the participant is deemed ready for work they will engage in exit planning and job search activities prior to leaving the scheme.

From analysis of current participation rates on CE, the allocation of CE places between activation and social inclusion measures will initially be one-third activation and two-thirds social inclusion and the progression target will be set at 50% from the activation measure and 20% from the social inclusion measure. It is recognised that schemes which have direct occupational links to employment and those in urban areas will fare better than those in rural and more disadvantaged centres of population.

The Intreo Office and the Case Officer have a critical role in determining the appropriate referrals to CE and all referrals should come from the caseload of officers. Applicants who are ready for work and in line with the 'work first' principle should not be referred to CE in the first instance. Such applicants should be screened out in the Intreo Office.

It is clear that persons who are long-term unemployed will only be successful in the jobs market if they are fully equipped with the skills and competencies to compete for these jobs. The Education and Training Boards responsible for further education provision needs to become the main provider of training to CE participants. The schemes can take on the co-ordinating role in consultation with the local ETB.

The level of dependency on CE by community and voluntary organisations in the delivery of such services is also highlighted. The value of the work contribution of CE participants to service provision needs to be recognised and is valued at approximately €296m of the €373m budget for 2015. The cost to the exchequer if these services were to be provided outside of CE should be

considered, and may be found to be similar or in certain circumstances below the rates paid on CE – especially where there are dependent’s rates involved.

It is recognised too that CE has a large proportion of participants that can be described as social inclusion clients and for a number of reasons many of these will not be able to gain employment despite the best efforts of the scheme and the participants. Evidence shows that participants can progress into employment and that there is scope for this to increase.

In addition, these improvements need to be viewed in the context of the on-going changes that have already taken place and the challenges that this has presented to some Sponsors, particularly those that were set up originally as social employment schemes and also taking into account the ageing population of some Sponsoring Committees. It is recognised that the complexities of CE make it difficult to bring innovation into the programme and to ensure that the role of activation is correctly defined to keep up with changes and shifts in the labour market. This can also present challenges for department staff in overseeing and implementing change.

Chapter 5: Conclusions and Recommendations

This Chapter focuses on extracting conclusions and recommendations from the preceding four chapters. This analysis is presented in two parts with chapter one and two focusing on the current and historic trends in work programmes in general and labour market developments and outlook, while chapter three and four focuses on CE in particular, its role and function and possible future construct.

This analysis which originally set out to examine CE in detail and suggest possible improvements in its delivery has had to broaden its remit to include some analysis, at least in terms of number of participants and expenditure, to other work programmes on offer from the Department of Social Protection. The range, numbers of participants and expenditure on all schemes has increased in recent years and they must be viewed in their totality in the context of a falling LR.

5.1 Conclusions from part one: chapters one and two

- Expenditure and number of schemes and participants thereof has increased significantly in recent years in a response to extremely high levels of unemployment which peaked at 15% in 2012. Numbers on work programme schemes are now approaching levels last seen in the mid 1990's with expenditure on working age supports exceeding €1bn in 2014.
- A focus on Work programmes available in the Department, mainly CE, Tús, RSS and Gateway reveals numbers have grown from 25,000 in 2010 to almost 37,000 in 2014 (44% increase) with a corresponding growth in expenditure from €414m in 2010 to an estimated €527m in 2014 (27% increase). It is noted a significant majority of the increase is accounted for by the introduction of new schemes such as Tús (2011) and Gateway 2013.
- Analysis of growth in numbers in work programmes shows the increase in places lagged the increase in unemployment, peaking at 15% in 2012. Numbers continue to grow currently despite a falling LR an unemployment rate just under 10%. For example from June 2011 to April 2015 the number of places on CE, Tús and Gateway grew by 56% while over the same period the LR fell by 25%.
- International literature regularly questions the effectiveness of work programmes in general as effective activation tools – citing concerns regarding duration of programmes, proximity to the labour market, absence of job search, possibility of lock in effects and poor outcomes in terms of employment among others. The literature does recognise work programmes can serve a purpose in times of very high employment but should be temporary in nature.
- International evidence does not suggest normative levels of work programme participation in any given labour market, however based on 2011 OECD research, Irish levels represent one of the highest, and numbers have grown substantially since.

- Analysis of outcomes of work programmes carried out on internal Departmental data suggests outcomes associated with the LR are mixed concentrating around a figure of 30% progression from the LR.
- An update of a DPER typology of activation programmes on a continuum suggests that since 2012 certain CE places have potentially moved to the top right quadrant following increased training and targeting participants close to the labour market in certain areas – certain places in child and health care sector and certain other areas such as business administration.
- A challenge lies ahead for the Department in trying to move more schemes to the top right quadrant of the typology thus increasing their effectiveness as an activation tool. The analysis shows movement between programmes exists in certain circumstances which could be regarded as progression when it leads to a positive outcome. In addition to above the Department facilitating more individuals moving from programmes in the left quadrants to the right quadrants in the typology should increase their chances of re-entering the labour market.
- The large number of places involved in service delivery and other social areas is now acknowledged, as is the limited progression from some of these places. Once acknowledged, a decision lies ahead not just for the Department but wider Government, regarding the relationship between ‘activation’ schemes, with low progression outcomes and service delivery. In addition, it is noteworthy that the majority of expansion in programmes in recent years, mainly through the introduction of Tús and Gateway and to a lesser extent on CE³¹, are in areas of low activation effectiveness.
- With current places on work programmes approaching 37,000 and sanction for places up to 39,000 it would be useful to establish some normative levels of participation at different levels of unemployment. This should be useful as the Department enters a period where expenditure on working age supports is substantial and forecasts suggest a falling LR in the short to medium term.
- As numbers are reduced each scheme should be examined under three criteria – performance of scheme, local live register construct and possible displacement of public, private and voluntary sector activities. Only places on schemes who pass a test under each criteria should be considered for retention.
- The analysis shows that historically a significant majority of work programme places are limited in their effectiveness as an activation tool. This does not suggest that the participants receive no training or development but does acknowledge and recognise that the classification of all places as activation is not a true reflection of what can be delivered by the schemes, which is also reflected in the outcome analysis.

³¹ 50 per cent of the increase in places on CE went to activation.

- The further question of whether the long term unemployed, while receiving certain training and development on some schemes, should be providing local services in exchange for an extra payment in addition to their social welfare payment is also now raised. While these programmes have limitations with regard to progression they do break the cycle of unemployment and involve people in their local communities which has positive connotations for all involved. In certain instances the completion of one programme may facilitate the participant to progress to a more challenging programme and ultimately to the labour market. For example a person may progress from CE to Jobbridge and ultimately to employment.
- Recovery from the recession from mid-2012, strengthened in 2014 with growth in GDP of 4.8% and a forecasted GDP of 3.5% for 2015 and 2016, largely driven by exports and investment and increasingly by domestic consumption demand. Unemployment has fallen substantially from a peak of over 15% to 10%, and continues to fall.
- The labour force stands at 2.15m persons in Q4 2014 representing a decrease of 100,000 on Q4 2008. A decline in the participation rate during the recession also kept the unemployment rate from rising further. Participation rate fell, among other reasons, due to increased participation in or returning to education, a fall in the population of younger people and net outward migration.
- Employment is expected grow by 130,000 between 2014 and 2017, assuming an increase of 60,000 in the same period, the unemployment rate could fall to 8%. These trends would see an average LR of 250,000 in 2017 with those on the LR in excess of one year falling to 110,000.
- Even in the downturn, there has been a continuing flow of job opportunities arising in the economy. This flow has already recovered substantially from the depressed levels seen in 2009, and can be expected to continue at these higher levels. A large proportion of the opportunities that arise each year are in the kinds of jobs for which most of the unemployed are reasonably qualified – routine service jobs and skilled and unskilled manual jobs.

5.2 Recommendations from part one: chapters one and two;

The Department could be faced with a situation in 2017 with a projected LR of 250,000 of which 110,000 are LTU and have 39,000 places on work programmes. This would represent almost 16 % of the LR (and 35% of all LTU). In addition, following its launch and roll out from July 2015 JobPath has the capacity to engage with up to 60,000 long term clients per year for four years and the Local Employment Service LES has an annual capacity of 60,000 referrals.

By way of comparison, in December 2007 the Live register was recorded at 171,800 and the unemployed rate stood at just under 5%. In the same period there were just over 25,500 work programme places (22,992 CE and 2,562-RSS) which represented just under 15% of the LR. It could

be argued when the OECD recommendation that schemes of this nature should be ‘temporary and in times of high unemployment’ is considered that these numbers remained too high during a period of positive economic activity - 2007 represented a period after sustained economic growth where the numbers of participants had remained steady during a period of low unemployment.

- Given the capacity that now exists for referrals to external agencies and against a backdrop of a falling LR the analysis recommends that the Department take stock of current number of places available on all work schemes with a view to ensuring they are targeted and have strong activation attributes. There is a need to be cognisant, as outlined in chapter one that the OECD has noted that previously Ireland was slow to reduce numbers on work programmes when unemployment fell and employment grew.
- Given the nature of places and a legacy of dependency by certain service providers on places, immediate consideration should be given to this reduction as a considerable lead in time may be required.
- One way to achieve this is to apply a pro rata reduction across all schemes. However this also represents an opportunity to invoke the recommendation from the 2012 review which stated, in particular with regard to CE and Tús; *as schemes become more closely aligned early consideration should be given to full amalgamation of the two schemes.*
- Another option available to the Department is to wind down the two more recent schemes Gateway and Tús which were initiated as a response to extremely high unemployment and it is reasonable to suggest that these schemes should now be wound down as unemployment continues to fall.³²
- If the Department is to pursue an amalgamated scheme it should endeavour to retain the best parts of CE, Tús and Gateway in any new scheme. A two strand approach (activation and social inclusion) as considered in chapter three and four with some involvement of case officers as a mediator to assess the best option appropriate to individual job seekers. This increased mediation and involvement would lessen the ability of sponsors to choose referrals.
- In order to address some of the concerns highlighted by the international literature all work programmes should be of defined short period – an average of two years where some training and education is being pursued (as recommended in the 2012 review of employment supports) and no longer than three years in any instance.

³² While no formal position or date was ever determined, discussions on the establishment of Tús and Gateway recognised the measures were of short-term nature to address the unemployment crisis. Gateway in particular was to be phased out by end 2018 or earlier if employment levels recovered. Tús had a similar date in mind with mention of the need to consider the programme’s future when unemployment fell below 9% - but factoring in the use of the measure to deal with the long-term unemployed.

- Job search should be compulsory and monitored by scheme supervisors where evidence of ‘early leavers’ as a result of intensive job search should be available. In addition to the work experience provided by sponsoring service providers, opportunities with other local employers should be compulsory thus adding variety and keeping the participant near the local labour market.
- Whether certain community and voluntary service delivery should be delivered via a work programme model, with limited activation attributes, unlocks a wider debate. In terms of a whole of Government approach to services, the cost of delivering these services via CE versus what it may cost through other models within the appropriate sectors is something each sector of Government must examine and provide feedback on. This debate and feedback will be required to inform the most appropriate future delivery of certain services.

5.3 Conclusions from part two: chapters three and four

- Chapter three outlines the profiles of participants on CE schemes and how these profiles have changed over recent years. It identifies the drivers of CE and its dual purpose and flexibility.
- CE differs from other work programmes with an increasing focus on training and is constantly trying to place its work experience near the labour market, which can sometimes be inhibited by its close ties to certain service provision and specific geographical locations.
- Chapter four aims to position CE within the overall suite of activation measures available from the Department. CE is considered at the high support end for long term unemployed – in excess of 12 months unemployed - with referred clients being mainly medium and low PEX and distant from the labour market.
- Figure 16 in chapter four offers a suggested map of work programmes, outlining a possible path for an unemployed person and in particular those who remain without work after the initial 12 months and engagement with the Departments Intreo service. The diagram is over simplistic in that certain overlaps may occur in reality and schemes will not always be accessed in the pattern set out but it is useful as a possible map.
- The map also highlights that training and education options of varying duration, but predominantly shorter term, are available early in the unemployment cycle – Solas courses, TESG etc and that while CE does include a training element which is in the main of longer duration it is not on offer to newly unemployed. Ideally for those who do not exit the LR with assisted job search and engaging with Intreo service, shorter term interventions should be explored with the client before they are considered for CE.
- Following on from the issues highlighted in chapter two with regard to the scale of numbers on various work programmes, chapter four offers a suggested normative level of place in the short to medium term.

- A more common approach to eligibility to the various schemes is proposed also in chapter four. In addition the analysis proposes that certain profile of clients may access CE at aged 21 years when agreed and recommended by a case officer. Case officer involvement in all referrals needs to be reinforced locally to ensure it is the only avenue to access CE.
- Given the wide ranging variety in profile of clients referred and the concentration of the majority of places associated with local service delivery, the analysis concludes that a two strand approach to CE should be considered. The places as opposed to the participants will be defined within each sub measure.
- The duration of participation will concentrate around one year with options for a second and third year depending on the individual client needs, local labour market and qualifications being attained. This process will involve quarterly and annual reviews and where participants are found to be job ready their exit from the scheme will be facilitated. This will counter the current lock in effects highlighted in the international literature as currently participation can extend to four, five, six and seven years depending on the place and participants.
- Different outcome metrics will apply to the two different strands of CE in line with the profile of the CE place. Analysis shows that currently in the region of two thirds of all places could be classified as social inclusion type places with the remainder possible activation places. These percentages are approximations only and once classification begins these figures are subject to change. Any scheme that fails to achieve 70% of its target level performance in any year will be required to produce a remediation plan to address the deficit during the next year. This target will comprise of full compliance with Financial and Programme Operational Procedures and meeting the progression targets agreed with the scheme. Where the deficit is not addressed despite input from the Department, the future viability of the scheme will be discussed with the view to the withdrawal of funding for the scheme.
- An expected progression rate of 50% from activation places and 20% from social inclusion places is suggested as a starting point which is again subject to change once places are refined and in the context of a growing employment market. Based on 2014 analysis of CSM the average or overall progression to employment is in the region of 30%. This figure is reasonably consistent with analysis of other Departmental systems analysis of association with the LR post completion of a work programme.
- Based on a breakdown of current places of 23,000 and using an approximation of place classification this would equate to 8,000 (33%) activation places with a 50% progression rate and 15,000 (66%) social inclusion places with an associated expected progression rate of 20% - this equates to an overall progression rate of circa 30%.
- The training provided within CE should be in conjunction with ETBS and led by ETBs and delivered jointly thorough the schemes with the CE Supervisors identifying the needs and co-ordinating the provision from the ETBs.

- The analysis suggests a financial cost of the services provided and supported by CE. It is important to note that this is the Departments cost based on current CE costs - €296m based on participants allowances only, while being cognisant that the overall cost of CE includes a further €76m for overheads, materials and training.
- A whole of Government outlook regarding the services supported by work schemes is required. The wages costs include any increases for adult dependent and dependent children where applicable. The inclusion of the dependant allowances has the impact of presenting an hourly cost of in excess of the minimum wage. This is a matter for consideration.
- As numbers are reduced each scheme should be examined under three criteria - performance of scheme, local live register construct and possible displacement of public, private and voluntary sector activities. Only places on scheme that pass a test under each criteria should be considered for retention.

5.4 Recommendations from part two: chapters three and four

- CE should continue to operate in the long term unemployed and distant from the labour market space, with referrals predominantly from low and medium PEX clients.
- Taking the forecast reduction in the Live Register from c 350,000 to c 250,000 on average between 2015 and 2017 it is proposed that the number of places on work programmes be reduced proportionately from c37,000 (2015) to 32,000 (2016) and 26,000 (2017). This is equivalent in each year to c 10.5% of the Live Register. This can be achieved by running down Tús and Gateway now that the level of employment is increasing or by reducing each employment programme pro rata.
- In order to adequately address the needs of clients, the construct of places and in recognition of the majority of CE places being aligned to a greater or lesser extent to service delivery in the community and voluntary sector, it is recommended to establish two strands within CE – an activation strand and a social inclusion strand with different associated outcome metrics.
- All places should be categorised to the appropriate strand based on the work experience element of that place, local labour market and training and education opportunities available. It may be possible, in limited circumstances, for a place to be reclassified if new or additional training or increased exposure to quality work experience becomes available.
- Activation places will be pitched at a high level of achievement in line with main stream sectoral employment to which they are associated, with participants achieving major awards at level four or five and exposure to quality work experience in an area where local job opportunities exist.

- Social inclusion places will be available predominantly to those experiencing barriers to work, social isolation, and are particularly distant from the labour market but interested in working and delivering services in the community. Participants will receive a high level of support and may pursue minor or major awards at level three and four.
- Places in both strands will be of one year duration with an optional second and third year depending on the unique characteristics of the participants, qualifications achieved and the local labour market. An annual review will occur and planned reporting of job search must be evident and captured by supervisors in a structured way. This recommendation is in line with recommendations from the Departments review of employment supports in 2012 *‘For those generally limited to one year, there should as at present be an option for a second year if they are participating in learning that leads to a qualification at the end of the 2 year period.’*
- Applicants who are considered job ready and engaged in an activation process with a case officer should not be referred to CE in the first instances.
- Outcome metrics with regard to progression to employment should be initially set at 50% for the activation strand and 20% for the social inclusion strand, which based on current numbers and estimated place classification equates to an overall progression rate to employment of 30%. These metrics are fluid and should rise, particularly in the activation strand once the reclassification is established.
- Drug rehabilitation places will remain at four year duration in acknowledgement of the particular social issues being experienced by participants.
- As alluded to earlier the analysis presents a cost of CE which could be mapped on service support and provision in different communities and sectors. If a majority of these services are being delivered by long term unemployed via CE with low outcomes in terms of activation, notwithstanding the other benefits to participant and communities alike, Government must consider if this model represents the best delivery model. A sectorial review of alternative costs should be commissioned to inform this debate across Government.
- While CE participation is moving towards a strong concentration on LR clients it should not be forgotten that places are available to other cohorts such as one parent family recipients and those in receipt of illness related payments. The two strands should incorporate clients from all backgrounds.

Work programmes have long since been criticised as active labour market interventions. Much of this criticism is warranted. The creation of two strands within CE recognises that a majority of places are not activation type places and therefore were never going to perform well under any analysis of performance as an activation intervention. This is not to say these places do not have a value to both participant and community, and society in general.

Any decision to cease supporting 'social' places within work programmes needs to be taken in the context of how the void created would be filled and at what cost. This is a discussion and a decision that reaches far wider than the Department of Social Protection. History shows places in work programmes are slow to create and timely to decommission. Given the current number of schemes and levels of participants in existence in Ireland, immediate consideration must be given to reducing numbers and how best to return to more 'normal' levels for a recovering economy.

Appendix 1: CE Tables and Graphs

Table 1: DSP Status of Participants, 2004 – 2014

Benefit Type	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Jobseekers Allowance	4,805	4,996	4,853	4,920	4,675	5,300	6,785	8,567	10,850	14,281	16,877
Jobseekers Benefit	4,324	4,232	4,039	3,877	3,866	4,519	4,389	3,925	3,444	3,055	2,316
One Parent Family Payment	6,065	5,826	5,354	5,294	5,150	5,102	4,666	4,650	2,658	1,584	941
Disability	4,161	4,635	5,100	5,814	6,023	5,452	4,378	3,932	2,831	2,352	1,817
Other	1,367	1,521	1,526	1,657	1,752	1,705	1,559	1,515	1,298	1,303	1,298
Total Participants	20,722	21,210	20,872	21,562	21,466	22,078	21,777	22,589	21,081	22,575	23,249
Supervisors	1,472	1,440	1,409	1,430	1,430	1,434	1,417	1,415	1,364	1,368	1,396
Total	22,194	22,650	22,281	22,992	22,896	23,512	23,194	24,004	22,445	23,943	24,645

Source: MIS FÁS 2004-2014

Table 2a: CE Numbers and Expenditure, 2004 – 2014

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
CE Numbers	22,194	22,650	22,281	22,992	22,896	23,512	23,194	24,004	22,445	23,943	24,645
CE Expenditure in €m	263.950	295.820	325.597	357.505	377.511	374.310	368.282	349.396	330.399	342.696	359.474

Source: MIS FÁS 2004-2014; Expenditure data 2004 – 2011 FÁS Annual Reports; Expenditure data 2012 – 2013 Appropriation Account Vote 37 Social Protection; Expenditure data 2014 – Provisional Accounts Branch.

Table 2b: CE Numbers and Expenditure, 2003 – 1997

	1997	1998	1999	2000	2001	2002	2003
CE Numbers	39,130	39,520	36,000	33,500	30,809	24,991	19,848
CE Expenditure in €m	369.463	376.832	375.630	367.609	350.145	323.056	274.977

Source: MIS FÁS 2003-1997; Expenditure data FÁS Annual Reports (1997-1999 converted to Euros);

Table 3: Employment Support Scheme Numbers and Expenditure, 2004 – 2014

Numbers	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
CE	22,194	22,650	22,281	22,992	22,896	23,512	23,194	24,004	22,445	23,943	24,645
Tús								2,103	4,543	7,108	7,877
RSS	842	2,491	2,563	2,562	2,566	2,527	2,513	2,525	2,592	2,537	2,576
Gateway										5	1,695
Total	23,036	25,141	24,844	25,554	25,462	26,039	25,707	28,632	29,580	33,593	36,793
Expenditure in €m											
CE	263.950	295.820	325.597	357.505	377.511	374.310	368.282	349.396	330.399	342.696	359.474
Tús								11.754	67.082	92.051	116.094
RSS	3.398	25.464	39.993	47.788	49.311	48.344	46.022	45.146	45.254	44.213	43.762
Gateway										.055	7.777
Total	267.348	321.284	365.590	405.293	426.822	422.654	414.304	406.296	442.735	479.015	527.107

Source: MIS FÁS 2004-2014; Expenditure data 2004 – 2011 FÁS Annual Reports; Expenditure data 2012 – 2013 Appropriation Account Vote 37 Social Protection; Expenditure data 2014 – Provisional, Accounts Branch.

Appendix 2: Existing CE Eligibility Criteria (From CE Procedures Manual)

3.1.1. Eligible Applicants

Eligible applicants (see below for details) may be recruited via DSP Employment Services or the Local Employment Service (LES) under the following options:

- Part time Integration Option (PTI) (1 year on CE); or
- Part Time Job Option (PTJ) (up to 3 years on CE for under 55, up to 6 years for 55 to State Pension Age)

Recruitment under Community Employment targets of 75% under the Part-Time Integration Option (PTI) and 25% under the Part-Time Job Option (PTJ).

With effect from 3rd April 2000, lifetime participation on Community Employment by an individual will be limited to:

- 3 years (156 weeks) for persons under 55 years of age.
- 6 years (312 weeks) for persons of 55 years of age up to State Pension age.
- Eligible persons in receipt of a qualifying disability-linked Social Welfare payment will be eligible for one additional year on CE over the standard maximum participation caps, i.e. 4 years maximum time on CE for those under 55 years of age (PTJ Option only), and 7 years maximum time for those between 55 years of age and State Pension age (PTJ Option only).

Participation on CE prior to 3rd April 2000 is not counted. Offshore island residents are exempt from this participation cap, subject to the availability of places on island-based CE schemes.

3.1.1.1. Maximum Age Limits

Participation on Community Employment has an upper age limit of the age at which the State Pension becomes available to that person, as per Section 7 of the Social Welfare and Pensions Act 2011, i.e.:

- 66 for those born before 1 January 1955.
- 67 for those born on or after 1 January 1955.
- 68 for those born on or after 1 January 1961.

A CE participant/Supervisor can remain on CE until the Friday before their birthday at which they will reach State Pension age, provided they meet all other eligibility requirements (3/6 year cap etc.). DSP will not make funding available to a Sponsor for any participant or Supervisor who has reached State Pension age.

All CE participant and Supervisor 'Terms and Conditions of Employment' should include a clause stating that participants must retire on the Friday prior to the birthday at which they reach State Pension age.

3.1.1.2. Eligibility Criteria - Part Time Integration Option - PTI

It should be noted that the objective of PTI Option is to help ensure that participants find a job or enter full-time training/education normally after one year on Community Employment. The following individuals will be eligible for participation on the PTI Option:

- Persons aged 25 years of age or over who are currently in receipt (i.e. payment received within the 7 days preceding CE commencement³³) of any combination of the following payments for 12 months or more:

³³ Persons successful at interview and whose payment/benefit has exhausted while awaiting Garda vetting retain their eligibility to commence CE. This saver clause does *not* apply where a person is disqualified from the payment or if they sign off voluntarily before their payment exhausts while awaiting Garda vetting.

- Jobseekers Benefit (JB) (*See Note 1 below*)
- Jobseekers Allowance (JA) (*See Note 1 below*)
- One-Parent Family Payment (OPFP)
- Widows/Widowers or Surviving Partner's Contributory Pension
- Widows/Widowers or Surviving Partner's Non-Contributory Pension
- Deserted Wife's Benefit (DWB)
- Farm Assist (FA)
- Time spent in receipt of Basic Supplementary Welfare Allowance (BASI) can also count towards the 12-month period provided the claimant is currently in receipt of one of the above listed payments (i.e. no breaks between payments), e.g. 2 months on SWA followed immediately by 10 months on Jobseekers Allowance.
- Time spent in receipt of Carer's Allowance can also count towards the 12-month eligibility period, but caring responsibilities must have ceased and the person must currently be in receipt of JA, JB or OPFP
- Time spent on a CE-qualifying disability-related payment can count towards the 12 month period provided it is contiguous with the current social welfare payment, as listed above (i.e. no breaks), e.g. 3 months on Illness Benefit followed immediately by 9 months on Jobseekers Allowance.
- Persons aged 18 years or over who are currently in receipt of any of the following payments from the Department of Social Protection (DSP):
 - Disability Allowance
 - Blind Pension
 - Invalidity Pension*
 - Illness Benefit for 6 months or more*
- A Traveller aged 18 years or over, unemployed, and in receipt of Jobseekers Benefit or Jobseekers Allowance for any period, or One Parent Family Payment for one year or longer.
- All refugees aged 18 years or over, as authenticated by the Department of Justice and Equality (i.e. Department of Justice letter of confirmation of refugee status plus Green Card or Garda Registration Certificate (GNIB Card) with Stamp 4), in receipt of payments from the Department of Social Protection.
- CE Drugs Rehabilitation Places (DRP's) are available to persons aged 18 years or over who are in recovery and referred for a rehabilitation place on CE. Application for a drugs rehabilitation place is based on evidence of an appropriate referral following an assessment of the applicant attending a recognised addiction support service within the last year within the context of the National Rehabilitation Framework of care and case management. This includes HSE addiction services and treatment centres, GPs and other relevant statutory, community and voluntary support services. The DSP 9 Point Agreement specifies the conditions for access, eligibility and delivery of the CE drug rehabilitation places (see Appendix 11 CE Procedures Manual).
- Ex-offenders aged 18 years or over and referred by the following agencies: the [Probation Service](#); [IASIO's Services](#) - the [Linkage Service](#), the [Gate Service](#) and [Resettlement Service](#); and the [Irish Prison Service](#). Also, Ex-offenders aged 18 and over and not referred by these Services and in receipt of Jobseekers Allowance or Jobseekers Benefit for a period of one year or more. Time spent as a prisoner is regarded as reckonable when considering duration unemployed. In addition, prisoners released on Temporary Release are considered eligible for application.
- Persons aged 18 years or over inhabiting the offshore islands.
- N.B. Spousal Swap. The spousal swap eligibility criterion will cease with effect from 16th September 2013 for new entrants. Participants currently on this eligibility criterion are unaffected.

Note 1:

- Breaks off the Live Register/worked days up to a maximum of 30 days in the 12 months prior to application are allowed in assessing eligibility for the PTI Option.
- Time spent on a recognised training course (e.g. SOLAS/ETB training course), a VTOS course, or in prison may count as part of the qualifying period.
- Time spent as a qualified adult dependant on another person's claim does not count towards CE eligibility.
- N.B. Time spent on CE no longer counts towards continued time on CE for new entrants who commence on or after 8th October 2012. Existing PTI participants can still have time spent on CE count as part of the qualifying period until they exit.
- Where a person has been found to have been ineligible subsequent to CE commencement, the Department has the right to cease grant-aiding that person's position.

Note 2:

- Persons availing of the Tús, Gateway, Rural Social Scheme, Springboard, Momentum or JobBridge programmes, or receiving Back to Education Allowance (BTEA) may not commence or simultaneously participate on Community Employment (CE).
- Time spent on Tús, Gateway, Rural Social Scheme, Springboard, Momentum, JobBridge or Back to Education Allowance will not count towards the qualifying period for eligibility to CE. Entry to CE following any of these programmes is not considered as a suitable or valid progression. *The only exceptions to this rule are:*
 - *If the BTEA was being received for second-level education purposes.*
 - *Tús participants aged 25 or over who have completed 52 weeks on that programme can progress directly onto CE for a maximum of one year where it is considered appropriate within the context of an agreed progression plan mediated by Intreo/DSP Employment Services/Local Employment Service (LES). Applications for CE vacancies can be made up to 12 weeks in advance of the Tús finish date to allow for CE positions that require Garda vetting. As Tús participants are selected by the Department from the long-term unemployed, they already meet the standard eligibility requirements for CE. Ex-Tús participants who sign back on the Live Register can have their previous time on the Live Register combined with their current claim and qualify as Jobseeker clients for CE in the normal way (Tús participation is disregarded).*
- Progression from CE to any of these programmes (excluding Tús or Gateway) is considered as a suitable and valid progression. Please note a person cannot have a JobBridge placement with the same employer that they have already had a CE placement with.
- Current CE participants can avail of 3rd level [Springboard](#) programmes at zero cost. The CE Supervisor will follow the ILP process and on reaching agreement with the CE participant on the course choice, the CE Supervisor should refer the participant to the appropriate Intreo/Employment Services Officer or Job Facilitator. The Springboard course can then be input and approved by the DSP Community Development Officer via the ILP system.

***Rules of Behaviour pertaining to Illness Benefit and Invalidity Pension recipients**

Persons in receipt of Illness Benefit and Invalidity Pension who were employed on CE as at 13/01/2012 and who remain on CE are bound by the Department of Social Protection (DSP) Rules of Behaviour for these payments. In applications involving Illness Benefit/Invalidity Pension recipients, the DSP must grant a written 12-month exemption from the Rules of Behaviour before the recipient is allowed to recommence employment. Participants in continued receipt of Illness Benefit

or Invalidity Pension may *not* commence on CE without having this written exemption in place, otherwise they are breaking the rules for continued receipt of the disability payment. A letter from DSP granting permission to *continue* working pending 12-month exemption review is insufficient for the purposes of re-engaging/rolling-over a participant on CE. Only when the 12-month exemption is granted in writing can a participant re-commence CE. For more information please see www.welfare.ie.

Participants commencing CE after 16/01/2012 who were in receipt of Illness Benefit or Invalidity Pension at the time of application *do not require an exemption* as their original disability payment will cease on commencement to CE.

3.1.1.3. Re-engagement (Rollover) for Participants –Part Time Integration Option (PTI) ONLY

Where DSP has approved a further project period, and the Sponsor wishes to re-engage Part Time Integration Option participants, it is necessary for the Sponsor to submit a proposal for the re-engagement of participants, and obtain DSP agreement to this in writing. The proposal should be received by the local DSP office at least eight weeks prior to the completion date of the project's current term, or eight weeks prior to the completion of the individual's contract.

In the application for re-engagement the Sponsor must identify the circumstances for the re-engagement of each participant, in line with the following criteria:

- (i) Where the participant would benefit from continued participation in terms of additional development and training by clearly outlining his/her specific continued engagement within their Individual Learner Plan or,
- (ii) Where completion of a project has been delayed for a short time for reasons outside the control of the Sponsor, e.g. disruption due to bad weather.

Criteria (i) above will be the main basis on which re-engagements will be considered, criteria (ii) is to be treated as exceptional. A maximum of 10% of current PTI participants on a project can apply for re-engagement. This section does not apply to Part Time Job Option participants.

3.1.1.4. Eligibility Criteria – Part Time Job Option (PTJ)

The following will be eligible to participate on the PTJ Option:

- Persons aged 35 years of age or over who are currently in receipt (i.e. payment received within the 7 days preceding CE commencement³⁴) of any combination of the following payments for 3 years or more:
 - Jobseekers Benefit (JB) (*See Note 1 below*)
 - Jobseekers Allowance (JA) (*See Note 1 below*)
 - One Parent Family Payment (OPFP)
 - Widows/Widowers or Surviving Partner's Contributory Pension
 - Widows/Widowers or Surviving Partner's Non-Contributory Pension
 - Deserted Wife's Benefit (DWB)
 - Farm Assist (FA)
 - Time spent in receipt of Basic Supplementary Welfare Allowance (BASI) can also count towards the 3 year period provided the claimant is currently in receipt of one of the above listed payments (i.e. no breaks between payments), e.g. 6 months on SWA followed immediately by 30 months on Jobseekers Allowance.

³⁴ Persons successful at interview and whose payment/benefit has exhausted while awaiting Garda vetting retain their eligibility to commence CE. This saver clause does **not** apply where a person is disqualified from the payment or if they sign off voluntarily before their payment exhausts while awaiting Garda vetting.

- Time spent in receipt of Carer's Allowance can also count towards the 3-year eligibility period, but caring responsibilities must have ceased and the person must currently be in receipt of JA, JB or OPFP.
 - Time spent on a CE-qualifying disability-related payment can count towards the 3 year period provided it is contiguous with the current social welfare payment, as listed above (i.e. no breaks), e.g. 12 months on Illness Benefit followed immediately by 24 months on Jobseekers Allowance.
- Persons aged 35 years or over who are in receipt of any of the following payments from the Department of Social Protection (DSP):
 - Disability Allowance
 - Blind Pension
 - Invalidity Pension*
 - Illness Benefit for 6 months or more*
- Ex-offenders aged 35 years or over referred by following agencies: the [Probation Service](#); [IASIO's Services](#) - the [Linkage Service](#), the [Gate Service](#) and the [Resettlement Service](#); and the [Irish Prison Service](#). Also, Ex-offenders aged 35 and over and not referred by these Services and in receipt of Jobseekers Allowance or Jobseekers Benefit for a period of three years or more. Time spent as a prisoner is regarded as reckonable when considering duration unemployed. In addition, prisoners released on Temporary Release are considered eligible for application.
- A Traveller aged 18 years or over, unemployed, and in receipt of Jobseekers Benefit or Jobseekers Allowance or One Parent Family Payment **for one year or longer**.
- All refugees aged 18 years or over, as authenticated by the Department of Justice and Equality (i.e. Department of Justice letter of confirmation of refugee status **plus** Green Card or Garda Registration Certificate (GNIB Card) with Stamp 4), in receipt of payments from the Department of Social Protection.
- CE Drugs Rehabilitation Places (DRP's) are available to persons aged 18 years or over who are in recovery and referred for a rehabilitation place on CE. Application for a drugs rehabilitation place is based on evidence of an appropriate referral following an assessment of the applicant attending a recognised addiction support service within the last year within the context of the National Rehabilitation Framework of care and case management. This includes HSE addiction services and treatment centres, GPs and other relevant statutory, community and voluntary support services. The DSP 9 Point Agreement specifies the conditions for access, eligibility and delivery of the CE drug rehabilitation places (see Appendix 11 CE Procedures Manual).
- Persons aged 18 years or over inhabiting the offshore islands.
- **N.B.** Spousal Swap. The spousal swap eligibility criterion will cease with effect from 16th September 2013 for new entrants. Participants currently on this eligibility criterion are unaffected.

Note 1:

- Breaks off the Live Register/worked days up to a maximum of 30 days in each of the 3 qualifying years prior to application are allowed in assessing eligibility for the PTJ Option.
- Time spent on a recognised training course (e.g. SOLAS/ETB training course), a VTOS course, or in prison may count as part of the qualifying period.
- Time spent as a qualified adult dependant on another person's claim does **not** count towards CE eligibility.
- **N.B.** Time spent on CE no longer counts towards continued time on CE for new entrants who commence on or after 8th October 2012. Existing PTJ participants can still have time spent on CE count as part of the qualifying period until they exit.

- Where a person has been found to have been ineligible subsequent to CE commencement, the Department has the right to cease grant-aiding that person's position.

Note 2:

- Persons availing of the Tús, Gateway, Rural Social Scheme, Springboard, Momentum or JobBridge programmes, or receiving Back to Education Allowance (BTEA) may not commence or simultaneously participate on Community Employment (CE).
- Time spent on Tús, Gateway, Rural Social Scheme, Springboard, Momentum, JobBridge or Back to Education Allowance will **not** count towards the qualifying period for eligibility to CE. Entry to CE following any of these programmes is not considered as a suitable or valid progression. *The only exceptions to this rule are:*
 - *if the BTEA was being received for **second-level** education purposes.*
 - *Tús participants aged 25 or over who have completed 52 weeks on that programme can progress **directly** onto CE for a maximum of **one** year where it is considered appropriate within the context of an agreed progression plan mediated by Intreo/DSP Employment Services/Local Employment Service (LES). Applications for CE vacancies can be made up to 12 weeks in advance of the Tús finish date to allow for CE positions that require Garda vetting. As Tús participants are selected by the Department from the long-term unemployed, they already meet the standard eligibility requirements for CE. Ex-Tús participants who sign back on the Live Register can have their previous time on the Live Register combined with their current claim and qualify as Jobseeker clients for CE in the normal way (Tús participation is disregarded).*
- Progression from CE to any of these programmes (excluding Tús or Gateway) is considered as a suitable and valid progression. Please note a person cannot have a JobBridge placement with the same employer that they have already had a CE placement with.
- Current CE participants **can** avail of 3rd level [Springboard](#) programmes at zero cost. The CE Supervisor will follow the ILP process and on reaching agreement with the CE participant on the course choice, the CE Supervisor should refer the participant to the appropriate Intreo/Employment Services Officer or Job Facilitator. The Springboard course can then be input and approved by the DSP Community Development Officer via the ILP system.

Appendix 3: Process Map of Client Journey

