

# Retraining & Activating the 'Distant Unemployed':

New Roles and Measures for Locally Based ALMPs

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*Research for new economic policies*



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## Outline

- 1. Introduction**
- 2. Context**
- 3. Activation Policies**
- 4. Restructuring Community Employment**
- 5. Evaluating Community Employment**

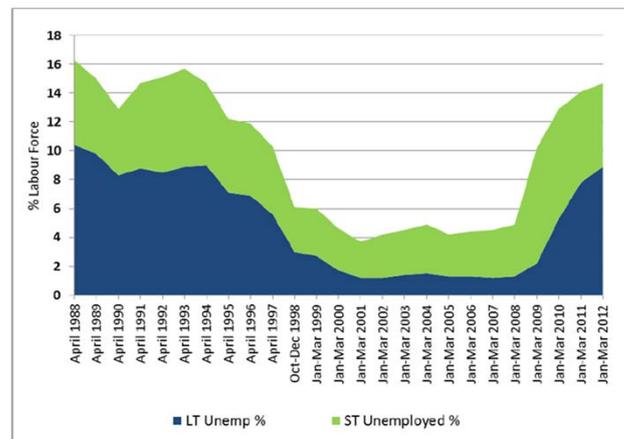


## 1. Introduction

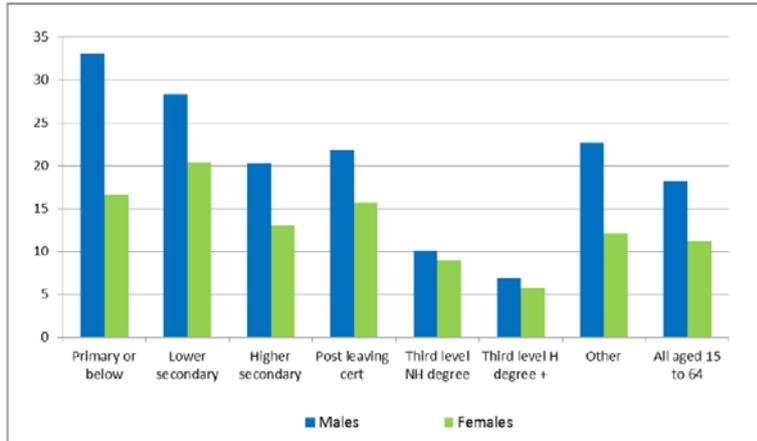
- Unemployment and long-term unemployment the greatest scar of the recent recession
- In Ireland:
  - solve most other crisis issues but this will remain
  - defining public policy issue of next decade
  - 4% to 14% unemployment rate
  - LTU now 58% of unemployed
  - care to give focus to those most distant from returning to the labour market
  - relevant to considerations of Community Employment programme

## 2. Context

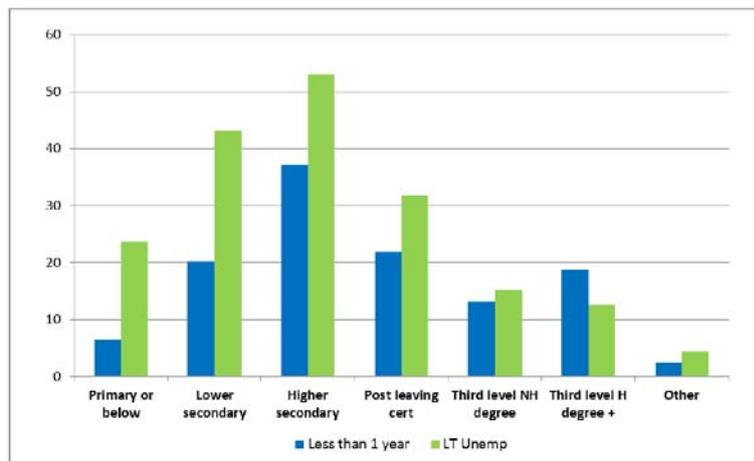
Figure 1: Ireland's U-Shaped Unemployment Curve, 1988-2012



**Figure 8: Unemployment Rates by Education Attainment and Gender, Q1 2012 (%)**



**Figure 9: Short-Term and Long-Term Unemployment by Education Attainment, Q2 2012 (000s individuals)**



**Table 6: Unemployment Rates by Education Attainment and Gender, Q1 2007 and Q1 2012 (%)**

	Q1 2007			Q1 2012			Change in percentage points		
	M	F	All	M	F	All	M	F	All
Early School Leavers aged 18-24	19	11	16	53	30	43	+34	+19	+27
Other persons aged 18-24	5	4	4	16	10	13	+11	+6	+9
Early School Leavers aged 25-65	5	3	4	20	6	14	+15	+3	+10
Other persons aged 25-65	3	2	2	12	7	9	+9	+5	+7

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### 3. Activation Policies

- 85,000 Job Placement and Work Experience places
- Government shift to ‘activation’
- A focus on output measures of ALMPs
  - throughout, placements/employment etc
  - short-term expenditure and outcomes
  - danger of biasing response away from those most distant from the labour market
- Policy needs to be formed in context of reality of the unemployment crisis, its composition and likely duration
- Care not to only activate ‘the easiest to activate’

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**Table 10: Forfas Profile of Community Employment Participants, 2007 and 2008 (%)**

	2007	2008
<b>Gender</b>		
Male	41	42
Female	59	58
<b>Age</b>		
under 25yrs	3	3
over 45yrs	52	54
<b>Completed education level</b>		
Primary	45	43
Leaving Certificate +	25	26
<b>Social welfare status</b>		
Long term unemployed	93	92
From Live Register	40	39
Disability	25	27
One Parent Family Payment	28	26

Source: Forfas (2010:101-102).

## 4. Restructuring CE

- Much critique of the Community Employment (CE) intervention, such as:
  - focused on progression to employment/activation only
  - ignores ‘dual role’
  - *lost its way*...yes, a case for reform
  - *high-cost*...but ignores direct benefits, let alone indirect
  - *less success*...but given participants etc

## Reforming CE

- Retain the dual role, but formalise this
- Two streams:
  - (i) *Specific Skill (Re)Training focused on the LT Unemployed*
  - (ii) *The Provision of Local Services*

### (i) *Specific Skill (Re)Training focused on the LT Unemployed*

- Focused on future areas of employment growth e.g. personal services
- Delivered in supported learning and work environment...mentored by qualified CE supervisor
- Delivered using Individual Learning Plan
- Linked to formal qualifications (FETAC etc)...moving from levels 1-3 to levels 4-5 on NQF
- Time limit on participants involvement...set reflecting time required for formal qualification and relevant work experience

***(ii) The Provision of Local Services***

- A mixture of service provision and some developmental aspects
- Local services as determined by local hosts
- Regular project reviews by DSP; projects not indefinite
- Some formal training and skills enhancement, designed within Individual Learning Plan
- Time limit on participants involvement

- Distribution of CE places across these a matter for policy
- Retain voluntary aspect of participation
- But, this requires some form of mandatory ALMP scheme(s)
- Support for CE providers
  - not realistic to assume absorb within existing resources
  - certainly not when large in size relative to host
  - danger is shortage of CE hosts not participants
- More comprehensive evaluation approach needed

## 5. Evaluating CE

- Some points, rather than solutions...
- If restructured both streams need to be looked at in different ways
- Usual ALMP metrics are not appropriate
- Evaluating the effectiveness of CEs meeting its objectives which are multiple...

- ***Stream 1***
  - like other ALMPs
  - but, note the composition of participants
  - varying skill requirements and training objectives
  - varying durations etc
  - services as well as training; + other intangible benefits
- ***Stream 2***
  - capturing services + training + developmental aspects + other intangible benefits
  - interesting example on RSS evaluation
  - but, challenging to do this (these)