

*WRC Social and Economic Consultants*

# **Sectoral Entry Training – Tourism**

**Measure 12B the EHRDOP**  
**Implemented by Fáilte Ireland**

## **WIDER EQUALITY MEASURE STUDY**

*Supported by*

**Equality Studies Unit, Measure 33A of the EHRDOP**



**THE EQUALITY AUTHORITY**  
**AN tÚDARÁS COMHIONANNAIS**

*WRC Social and Economic Consultants*

# **Sectoral Entry Training – Tourism**

**Measure 12B of the EHRDOP**

**Implemented by Fáilte Ireland**

## **WIDER EQUALITY MEASURE STUDY**

*Supported by*

**Equality Studies Unit, Measure 33A of the EHRDOP**



# Contents

Section	Page
<b>1. Introduction</b>	4
<b>2. Objectives and Methodology</b>	6
<b>3. Implementing Body – Fáilte Ireland</b>	7
3.1 Role and Organisational Structure	7
3.2 Equality Policies and Practices	8
<b>4. Measure 12B: Sectoral Entry Training – Tourism (SETT)</b>	10
4.1 Overview of the Measure	10
4.2 Programmes Comprising SETT	10
4.3 Summary of Recruitment Procedures for EST and RTW	11
4.4 Data Collection and Reporting Procedures for SETT	13
4.5 Profile of Participants Based on Data Collected in Application Forms	14
<b>5. Participation of the Four Groups in SETT</b>	16
<b>6. Experiences of Managers and Course Instructors Concerning Persons from the Four Groups</b>	18
<b>7. Understanding the Framing of Policies and Practices Regarding Equal Opportunities in SETT</b>	20
<b>8. Summary of Factors Conducive to Securing Equal Opportunities in SETT</b>	21
<b>9. Lessons Arising from SETT for Promoting Equal Opportunities</b>	22

## List of Tables

4.1 Recruitment Procedures for Courses Provided Under Elementary/ Skills Training (EST) and Return to Work (RTW)	12
4.2 Profile of Participants on Sectoral Entry Training – Tourism	14
5.1 Proportion of Participants in EST from Four Groups by Gender	17
5.2 Proportion of Participants in RTW from Four Groups by Gender	17

## List of Figures

3.1 Operational Structure of Cert as it Concerns the Delivery of SETT	7
4.1 Numbers of Men and Women on SETT Programmes During 2002	11
4.2 Gender Breakdown of Participants on SETT Programmes During 2002	15

## List of Boxes

3.1	CERT's Equality and Diversity Statement from Annual Report 2002	8
3.2	Corporate Social Responsibility	9
6.1	Summary of Main Experiences of Providing Training for Members of the Four Groups	18
9.1	Summary of the Learning Points Arising from the Measure Study of SETT in Relation to Removing Barriers to Participation in Labour Market Programmes	23

# 1. Introduction

In the context of the Employment and Human Resource Development Operational Programme (EHRDOP), the Equality Authority is implementing Measure 33a: Technical Assistance – Equality Studies Unit (ESU). The ESU is mandated to examine labour market inequalities and their implications for labour market policy. Its focus is exclusion and discrimination in the labour market as covered by equality legislation and for particular groups named in the EHRDOP including older people, people with disabilities, minority ethnic groups in particular refugees, and members of the Traveller Community. A Management Committee, representing members of the EHRDOP Monitoring Committee and equality interests, is in operation to advise the Equality Authority on the work programme of the ESU.

In this capacity the Equality Authority has developed a rolling programme of Measure Studies. The aim of this rolling programme is to identify and promote changes required in the planning, design and delivery of the specific measures comprising the EHRDOP to enhance their capacity to promote equality and accommodate diversity. The relevance and value of undertaking measure studies was demonstrated in ESU report titled *An Assessment of the Position of Selected Groups in Three Measures of the Employment and Human Resources Operational Programme*. That report provided a preliminary assessment of how people from the four groups are being accommodated in three measures of the EHRDOP and identified the issues arising in adopting a more systematic approach to undertaking measure studies.

WRC Social and Economic Consultants have been contracted by the Equality Authority to carry out the measure studies. These studies draw on the analysis developed in their report for the ESU *Accommodating Diversity in Labour Market Programmes*. This report, which synthesised the findings of a number of earlier ESU research reports, detailed the labour market situation of the four groups and their concerns together with an initial analysis of the capacity of the measures comprising the EHRDOP.

Three initial exploratory measure studies were undertaken in 2004. This report presents the finding of one of these, the study of Measure 12B Sectoral Entry Training Tourism (SETT) implemented by Fáilte Ireland. The other two measures in this first series were Measure 13 Skills Training for the Unemployed and Redundant Workers – Specific Skills Training (SST) implemented by FÁS and Measure 21 Lifelong Learning – Back to Education Initiative (Part-time Option) (BTEI-PTO) implemented by the Department of Education and Science through the Vocational Education Committees.

As a package, the first three studies aimed to develop and test the methodology for undertaking the rolling programme of measure studies as well as to provide an initial understanding of how the implementing agencies involved are addressing the Wider Equal Opportunities Principle (WEOP) of the National Development Plan (NDP). The WEOP is concerned with understanding, monitoring and supporting the participation of older people (i.e., people aged 50 years and over), people with disabilities, refugees, and members of the Traveller Community in the programmes comprising the EHRDOP. The output of each of the three studies is a concise report documenting the position of the four groups in the operation of the measure together with an analysis of the factors seen as contributing to the accommodation of the people from the four groups in the measure. Also, the experience of and lessons derived from the three initial measure studies will feed into shaping the design of the rolling programme of measure studies.

It is important to note from the outset that the measure studies are being undertaken with a view to contributing to capacity building in the area of equality among implementing agencies. In seeking to support a process of change the measure studies require the full engagement of those responsible for

the design and delivery of the measures concerned. Measure studies are therefore undertaken on the basis of a partnership between the Equality Authority and the organisation responsible for the measure in a way that achieves ownership of the process by the implementing agency. The outputs of the measure studies are subject to the decisions of the implementing agencies and are therefore owned by them.

While the initial three measure studies were in progress the EHRDOP Monitoring Committee agreed to prioritise the application of the WEOP to 10 measures of the EHRDOP, including the three measures that were the subject of the initial measures studies. While formally distinct exercises the subsequent review process of the 10 measures prioritised in relation to the application of the WEOP was informed by the approach and results of the three initial measure studies.

## 2. Objectives and Methodology

The main objectives of the three initial exploratory measure studies were to:

- Identify and document current understanding of the issues for older people, people with disabilities, Travellers and minority ethnic groups among organisations responsible for delivering measures;
- Identify existing practices and barriers regarding the application of the NDP's horizontal principle of equal opportunities to these groups;
- Examine how equality practices can be incorporated into the design and delivery of programmes; and, identify any supports needed to improve practice in this area.

The criteria involved in selecting the three measures for study included ensuring that each measure had a different implementing agency and that each measure itself was of relevance to addressing the needs and concerns of the four groups as identified in the report *Accommodating Diversity in Labour Market Programmes*. In the case of Fáilte Ireland the measure selected is Measure 12B: Sectoral Entry Training – Tourism (SETT). The methodology for this study involved:

1. Undertaking a review of documentation concerning the design and delivery of SETT and related documentation on monitoring and reporting on the measure. In the case of SETT, the documentation examined included the programme complement for the measure and monitoring reports covering the years 2000, 2001, 2002, and 2003. Additional documentation collected and reviewed included the annual reports of CERT (for 2000, 2001, 2002), application forms, data collection forms, the interviewer's manual, the student handbook, and documentation concerning CERT's application for EFQM Index of Excellence Award;
2. Undertaking a set of semi-structured interviews with personnel involved in the delivery of SETT. The personnel interviewed included, the Director of Training, Quality and Standards (1), the Training Skills Manager (1), a member of the Corporate Services Division responsible for reporting on SETT (1), Permanent Training Centre Managers (2), a Temporary Training Centre Manager (1), Course Instructors from two Permanent Training Centres and one Temporary Training Centre (9), and a Regional Return to Work Co-ordinator (1).<sup>1</sup> The issues that were covered in these interviews include the following:
  - Identifying levels of awareness concerning the equal opportunities principle of the NDP and its application to the measure;
  - Documenting the current state of play regarding actions taken to secure equality on the four grounds;
  - Investigating the actual experience of and identifying the lessons arising from engagement with members of the four groups;
  - Identifying the factors that have shaped/influenced the actions taken in relation to applying the equal opportunities principle to date;
  - Identifying plans or future directions in relation to securing equality on the four grounds in the measure;
  - Identifying concerns and the issues arising in relation to securing equality on the four grounds in future actions; and,
  - identifying the nature of the resources required to secure greater equality on the four grounds.

---

<sup>1</sup> Job titles are as used by CERT up to end 2002.

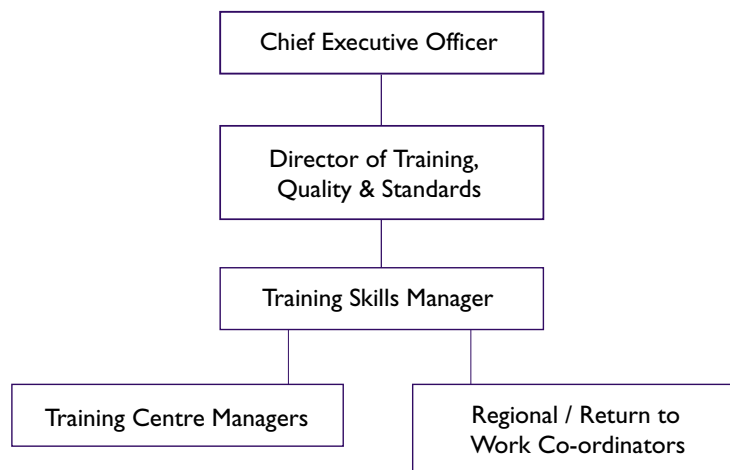
## 3. Implementing Body – Fáilte Ireland

### 3.1 Role and Organisational Structure

Since May 2003, Fáilte Ireland is the implementing body for SETT. It is the National Tourism Development Authority, established under the National Tourism Development Authority Act, 2003. As a result of the Act, Bord Fáilte (the state tourism marketing and product development board) and CERT (the state tourism training agency) merged to form Fáilte Ireland. Prior to the establishment of Fáilte Ireland, CERT was the implementing body for SETT.

Currently, the divisional structure of Fáilte Ireland is being finalised. Recognising this, for the purpose of this report the organisational structure operated by CERT in relation to the delivery of SETT is presented here.

**Figure 3.1: Operational Structure of CERT as it Concerns the Delivery of SETT**



Prior to the establishment of Fáilte Ireland, CERT was the state tourism training agency and, in that capacity, it had been involved in the design and delivery of training programmes aimed at improving capacity in the tourism and hospitality sector since the 1960s. It was responsible for a very wide range of programmes aimed at training people for entry into employment in the hospitality and tourism industry at a variety of levels. The programmes it provided were at elementary skill, craft and advanced levels. Management and staff development programmes were provided. During the period 2000 to 2002 the number of persons participating in CERT training was of the order of 11,000 to 12,000 *per annum*. CERT was also involved in facilitating the training of Leaving Certificate Applied students and PLC courses in second level education. During 2001, CERT became involved in recruiting, training and placing persons from Eastern Europe in Ireland.

Currently, the delivery of SETT is provided at both permanent and temporary training centres throughout the country. There are four of the former and these are located in Dublin, Cork, Limerick and Waterford. These centres cater for the majority of trainees participating in Elementary Skills Training. Temporary training centres are secured in locations where a demand for the specific courses provided under Elementary Skills Training has been identified. These facilities are typically hotels during the low season. In 2003, temporary training centres were operated in Galway, Killarney and Wexford. During 2002, temporary training centres were operated in Donegal, Kerry, and Wexford. In addition, Return to Work programmes are operated from centres close to where participants are recruited. In 2003, Return to Work programmes were delivered in 34 locations nationwide. The Return to Work Programmes are organised by Regional Return to Work Co-ordinators.



## 3.2 Equality Policies and Practices

CERT's statement of policy with respect to equality and diversity is presented in Box 3.1. The reference to course participants is important in the context of the present study and, as outlined below, recruitment policies and procedures are in place that explicitly seek to prevent discrimination on all of the nine grounds of current equality legislation. Practical steps to ensure equality of access on the ground of disability have been taken and all permanent training centres are fully accessible. Also, an instructor has been trained in Irish Sign Language. Organisational support to accommodate diversity in the composition of participants on its courses is provided. This primarily takes the form of supporting personnel to participate in training designed to meet specific needs as these arise in their work. In this regard, an important part of the impetus to support its personnel access training relevant to accommodating diversity arises from the presence of diversity among course participants.

### Box 3.1: CERT's Equality and Diversity Statement from Annual Report 2002

CERT is committed to equal opportunity of employment for all. All employment policies, procedures and practices are based on merit, qualification and abilities. Employees are supported through equality of opportunity in training and development to improve promotional prospects. Employment and recruitment practices are not influenced or affected by an employee's gender, marital status, family status, sexual orientation, disability, age, race, religious belief, nationality or membership of the Traveller community. CERT fully endorses a working environment free from discrimination, harassment and sexual harassment, and encourages a 'respect at work' environment. The company respects the individual dignity of everyone involved in our work, whether they are employees, course participants, clients, customers or suppliers. (p. 20)

In 2001, CERT commenced implementing the EFQM<sup>2</sup> Excellence Model throughout the organisation. This reinforced and formalised pre-existing commitments in the area of corporate social responsibility, particularly as this manifested itself in ensuring that individuals who are disadvantaged had access to their courses. This commitment is operationalised by CERT in terms of a policy of allocating 10% of places on its courses for people from "disadvantaged backgrounds". The concept of "disadvantaged backgrounds" in this context is understood by CERT to include disadvantage arising from group membership (e.g., a person with a disability), geographical location (e.g., coming from a disadvantaged area), personal history (e.g., ex-offender, former drug user), and low levels of initial educational qualifications. This applies particularly to the operation of courses comprising SETT.

One aspect of the EFQM Excellence Model is concerned with corporate social responsibility (see Box 3.2). As a result of adopting the EFQM Excellence Model CERT created a structure for Corporate Social Responsibility. This identified the different areas of responsibility for CERT and identified its stakeholders. Among the stakeholders identified under social responsibility are "long-term unemployed /Offenders/Travellers/Disabled/Early School Leavers/People at Risk". Under Minorities/Diversity, the stakeholders identified include "People from Minority Groups, People with disabilities, People from multicultural backgrounds".

The EFQM Excellence Model requires organisations to document their practices in respect of its nine criteria<sup>3</sup> with a view to revealing, reviewing and improving performance. In this regard, CERT notes in its EFQM Excellence Award application that:

"Irish society is undergoing fundamental change; economic prosperity has resulted in an increase in non-nationals coming to Ireland in search of work and opportunity. These changes are also evident within CERT where there is now growing diversity. CERT is

---

<sup>2</sup> The European Foundation for Quality Management (EFQM) is a membership based not for profit organisation founded in 1988. Its mission is to be the driving force for sustainable excellence in Europe and a vision of a world in which European organisations excel. Membership in 2003 was approximately 800 organisations in the public and private sectors

<sup>3</sup> These criteria are Leadership, People, Policy and Strategy, Partnership and Resources, Processes, People Results, Customer Results, Society Results, and Key Performance Results.

actively promoting the principle that the reality of managing diversity is about being able to work effectively with people who do not share the same background, experience or self-identification and that dignity is about celebrating the individual difference and similarities that people bring to the workplace.”

### Box 3.2: Corporate Social Responsibility

#### The Concept

Excellence is exceeding the minimum regulatory framework in which the organisation operates and to strive to understand and respond to the expectations of the stakeholders in society.

#### How the Concept is Put Into Practice

Excellent organisations adopt a highly ethical approach by being transparent and accountable to their stakeholders for their performance as a responsible organisation. They give consideration to, and actively promote, social responsibility and ecological sustainability both now and for the future. The organisation’s Corporate Social Responsibility is expressed in the values and integrated within the organisation. Through open and inclusive stakeholder engagement, they meet and exceed the expectations and regulations of the local and, where appropriate, the global community. As well as managing risk, they seek out and promote opportunities to work on mutually beneficial projects with society inspiring and maintaining high levels of confidence with stakeholders. They are aware of the organisation’s impact on both the current and future community taking care to minimise any adverse impact.

*From EFQM publication Introducing Excellence, p. 8.*

Evidence of the changing composition of employees in the tourism and hospitality sector and of the challenges arising is provided in the report *A Study of the Changing Profile of the Hospitality Employees in Ireland* published by CERT in 2001. The report found that approximately 25 to 30% of employees in typical hospitality premises are from overseas and that, during 2001, 7,000 work permits were issued to the sector, mainly in respect of employees from Eastern and Central Europe and Asia. Among the challenges identified as arising are the provision of cultural diversity training and guidance on overseas qualifications.

With respect to evidencing its commitments in the area of corporate social responsibility CERT has undertaken a range of initiatives including organising training for people with hearing disabilities, non-nationals, and long-term unemployed people from disadvantaged areas. In implementing programmes for these groups CERT has worked in partnership with relevant voluntary and local organisations including the National Association for the Deaf, the Merchant’s Quay (Drug) Project, and Area Based Partnership Companies in Ballymun, Clondalkin and Dublin Inner City. Also, CERT, in conjunction with FÁS and Teagasc, is involved in providing short courses in approximately 100 centres throughout the country designed to build confidence, develop job seeking skills, and enable access to formal qualifications. These courses are located in Community Training Workshops, NTDI centres, Youthreach Centres, as well as rehabilitation and detention centres. The target groups for these courses are early school leavers, young offenders and Travellers.

A strong priority is placed on ensuring that course locations and timing do not present barriers to accessing training. In this regard CERT operates on a – *‘taking training to the people’* basis. This applies particularly to the organisation of courses provided as part of its Return to Work programme under SETT. It also applied to the selection of locations for courses it ran as Special Programmes for the Long-Term Unemployed as part of SETT in 2001 and 2002.

In reviewing its activities in the area of supporting access to training for people from disadvantaged groups, CERT (Fáilte Ireland) is currently assessing the merits of providing specially organised/tailored programmes for these target groups versus ensuring their access to its “mainstream” courses. Regarding this issue, the experience of the organisation has shown the merits of providing training on an integrated basis as compared to organising separate courses.

## 4. Measure 12B: Sectoral Entry Training – Tourism (SETT)

### 4.1 Overview of Measure

SETT is one of 22 measures comprising the Employability Pillar of the EHRDOP. The overall priority of all Employability measures is “helping and actively encouraging people to be, or to become, employable” (EHRDOP, p. 66). Within this overall priority, each of the measures comprising the Employability Pillar of the EHRDOP is associated with one of three specific objectives: (i) mobilising labour supply; (ii) adopting a preventative approach to unemployment; and (iii) securing social inclusion. SETT is designed to contribute to the first of these objectives. As stated in the EHRDOP “The Mobilisation of Labour Supply is a policy priority designed to ensure that all potential sources of labour supply in the economy – including increased female participation, married ‘returners’, older workers, people with disabilities and immigrants – become available for employment” (EHRDOP, p. 67).

As described in the EHRDOP, SETT is concerned with:

“Training and Employment interventions at national, regional, and local levels for the unemployed, women returning to paid employment, early school leavers and socially excluded. A comprehensive range of flexible and accessible initiatives will be provided at local level, leading to recognised qualifications and sustainable employment. A work-based training and employment scheme will also be provided for the unemployed who go directly into employment” (EHRDOP, p. 141).

According to the Programme Complement for Measure 12B, the overall aim and objective of SETT is:

“To provide elementary hospitality training at national, regional and local levels for the unemployed and long-term unemployed, to equip them with the technical, interpersonal and other skills necessary to take up employment in the hospitality and tourism industry.”

It also describes the intended beneficiaries of SETT as “unemployed, redundant, women returners, and non-nationals”. The Government Department responsible for SETT is the Department of Arts, Sport and Tourism and the implementing body is Fáilte Ireland (formally CERT until 2003). The budget allocation for SETT, as stated in the Programme Complement, is €49.61 million of which €31.1 million is allocated to the Southern and Eastern (S&E) region and €18.51m to the Border, Midlands and West (BMW) region. SETT is 100% funded by the Exchequer.

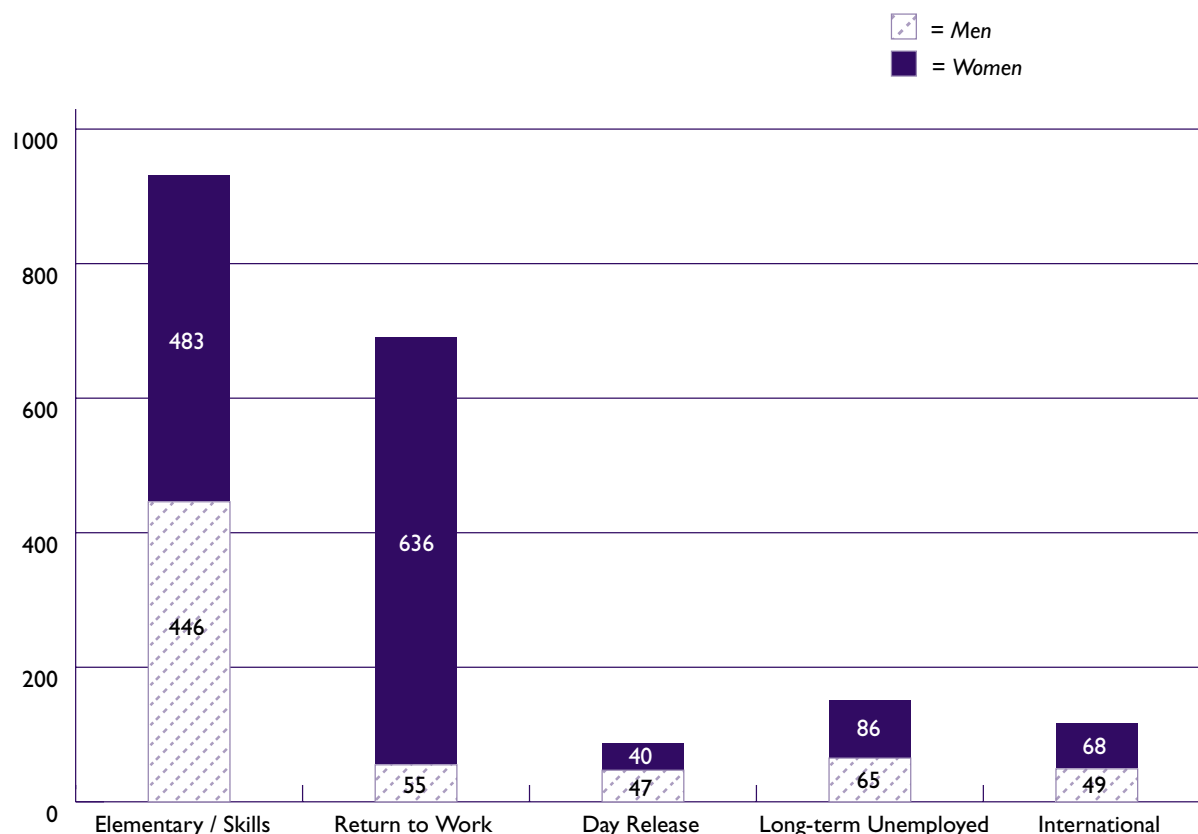
### 4.2 Programmes Comprising SETT

Five types of courses are provided under the heading of SETT. These are:

- Elementary Skills Training (EST)
- Return to Work Programmes (RTW)
- Day Release Programmes
- Special Programmes for the Long-Term Unemployed
- International Training Scheme.

By far the largest in terms of throughput per year are EST and RTW (see Figure 4.1 for figures for 2002). As the focus of this study is on EST and RTW, a description of each of these programmes is provided below.

**Figure 4.1: Numbers of Men and Women on SETT Programmes During 2002**



### Elementary Skills Training (EST)

Under EST, courses are provided in the areas of reception, bar service, catering assistant / general assistant, food service, culinary skills, and accommodation. These are full-time courses of 13 to 16 weeks duration. They are modular, use a competency based approach to teaching and assessment, and some include two weeks integrated work practice. Certification for these courses is provided by the Further Education Training Awards Council (FETAC). Courses provided as part of EST are primarily targeted toward the unemployed and early school-leavers. Participants will typically be registered with FÁS and in receipt of a welfare payment. Training and travel allowances are provided and other supports to enable participation are provided on an individual basis at the discretion of Training Centre Managers. These courses are provided at the four permanent training centres operated by Fáilte Ireland and in venues suitable to act as temporary training centres hired for purpose of delivering the courses. There is no requirement on applicants to have reached a minimum standard of education, though basic literacy and numeracy skills are expected of applicants. Competency in English is required of non-nationals.

### Return to Work (RTW)

A similar range of courses is provided under RTW as under EST. The major difference is that the courses provided under RTW are part-time, involving attendance on two days per week for five hours each day, over a period of 10 weeks. On completion of the courses participants receive a certificate from Fáilte Ireland. These programmes are primarily targeted toward women seeking to return to work following completion of childrearing but are open to all persons seeking to return to the workforce. The courses are organised based on demand in particular localities and are usually provided in conjunction with community groups and local Area Based Partnership Companies or Leader companies.

### 4.3 Summary of Recruitment Procedures for EST and RTW

EST and RTW are promoted at a national level through Fáilte Ireland's website ([www.failteireland.ie](http://www.failteireland.ie)), through an annual tourism roadshow – the *Go Places in Tourism Roadshow* – which holds events in most counties throughout the country, and through the operation of the *People in Tourism Centre*. The latter is a call centre (accessed by lo-call number) and drop-in centre located in Fáilte Ireland's headquarters

in Dublin. At times around course recruitment, the call centre processes up to 200 phone calls each day. With regard to EST a high proportion of applicants are referred to the centre by FÁS, Local Employment Centres, Job Clubs operated by various groups including Centres for the Unemployed, and community based groups. Table 4.1 summarises the recruitment procedures used more specifically in relation to courses provided under EST and RTW.

**Table 4.1: Recruitment Procedures for Courses Provided Under Elementary/Skills Training (EST) and Return to Work (RTW)**

	EST	RTW
Publicity and Advertising	Availability of programmes is advertised publicly in national and local newspapers where relevant. Most applicants hear of courses by word of mouth/from a friend. There is also active liaison with FÁS, Local Employment Services and the Department of Social and Family Affairs.	A wide range of approaches is used including local newsletters, holding information mornings, and placing posters in local settings. In practice, most of the effort to recruit participants is made by local community groups and local Areas Based Partnership and Leader Companies.
Application	By completion of a standard application form. Training Centres take applicants on a walk-in basis one morning a week.	By completion of standard application form. These are typically completed at “Information Mornings” organised by the Fáilte Ireland Regional / RTW Co-ordinator.
Selection	There are no formal minimum educational requirements. The main criteria are that the applicant is interested in working in the sector and is considered capable of securing employment in the sector on completion of training. All applicants are invited to an interview that is the basis for selection. Essential attributes considered at interview are appearance, dress and personal hygiene, ability to communicate, attitude to work in the industry, and lifestyle. A detailed interviewer’s manual is available to support the selection process.	Because of the manner in which courses are organised (i.e., typically a number of potential participants are actually identified before a course proceeds), they are rarely oversubscribed. The main consideration is that applicants are genuinely seeking to return to work.

### Issues Related to Equal Opportunities During Selection

The Interviewer’s Manual includes reference to the Employment Equality and Equal Status Acts and informs interviewers that Fáilte Ireland is obliged to ensure that discrimination does not occur on all nine grounds covered by the legislation. Guidance is provided to interviewers in relation to questions that could be construed as discriminatory. The Interview’s Manual also reminds interviewers that it is Fáilte Ireland’s policy to hold available up to 10% of places on all skills courses for “Disabled/Disadvantaged” individuals. In relation to Disabled/Disadvantaged individuals the Interviewer’s Manual states that “Applicants referred to Fáilte Ireland for training from other agencies must be given preference and the agency concerned must assist with securing employment on completion of training” (p. 16).

Non-European nationals applying for training are considered eligible for places on courses provided they hold a Certificate of Registration that has a Stamp Number 4 and that the expiry date on the Certificate of Registration is later than the completion date of the course for which they are applying. In practice, non-European nationals applying for courses are persons to whom refugee/humanitarian leave to remain status has been granted and as such are treated on an identical basis to Irish applicants.

All successful applicants undergo a medical examination. The primary purpose of this examination is to ensure that there are no presenting problems that would constitute a hazard in working in the hospitality and tourism sector.

In general, there is some level of over-subscription of applicants in relation to course places available. As the interview is numerically graded, 50 is considered to be the minimum grade required in order to secure an offer of a place.

#### **4.4 Data Collection and Reporting Procedures for SETT**

Application forms collect basic demographic data including gender, age, nationality, and educational level. In processing the application form at interview stage the following information is also recorded: whether or not the applicant is from an area in which a Partnership Company operates and, if so, the name of the Partnership Company; the name of the County Enterprise Board area in which the applicant resides, and whether or not the applicant was referred by the Department of Social and Family Affairs.

The data contained in the application form is used to provide a profile of participants. This profile, which is included in Fáilte Ireland's Monitoring Reports on Measure 12B to the EHRDOP Monitoring Committee, provides data on gender, age (i.e., under 25 years, 25 years and over), pre-training status (long-term unemployed, unemployed, employed, in full-time education), and pre-training education (i.e., none, Group Certificate, Junior Certificate, Leaving Certificate, Third Level, Other). A profile of the participants in SETT during the period 2000 to 2003 is presented in Section 4.5.

Data on the numbers of participants acquiring certification and the numbers progressing to employment or other outcomes is collected in two ways. First, data on the numbers of participants receiving certification and on the progression status of participants during the weeks following completion of their courses is collected and collated at the level of individual training centres. For the most part, the employment status of participants is determined on the basis of on-going contact between instructors/training centre managers and participants. The second way in which data is collected is by way of a follow up survey of participants undertaken by the ESRI on behalf of Fáilte Ireland. As it includes questions in relation to all four grounds covered by the WEOP, the report issuing from it will be among the first to provide data on programme results and impact by membership of the four groups covered by the WEOP. The questions included in the follow-up survey are similar to those used in the equality data collection form piloted by Fáilte Ireland.

In April 2003, Fáilte Ireland piloted an equality data collection form. This form was issued to all participants on EST and RTW courses subsequent to commencing their courses. Completion of the form is on a voluntary and confidential basis. The decision to ask only persons who had secured places on courses – and not at application stage – was taken in consideration of difficulties related to potential claims of discrimination arising if the form was issued at application stage.

The equality data collection form is a one-page form collecting data on seven equality grounds: gender, marital status, family status, age, disability, ethnic origin, and membership of the Traveller community. From a population of 1,131 participants issued with the form during 2003, a total of 988 responses were obtained, corresponding to a response rate of 87.4%. Preliminary data from this form was provided in the Monitoring Report on Measure 12B covering the period January to June 2003 and the Monitoring Report for 2003 presents the survey results covering the period April to December 2003. An analysis of data arising from the use of this form over the period April to December 2003 is presented in Section 5.

The collection of equality data in the manner described above is now mainstreamed into Fáilte Ireland's administrative procedures in relation to EST and RTW courses.

## 4.5 Profile of Participants Based on Data Collected in Application Forms

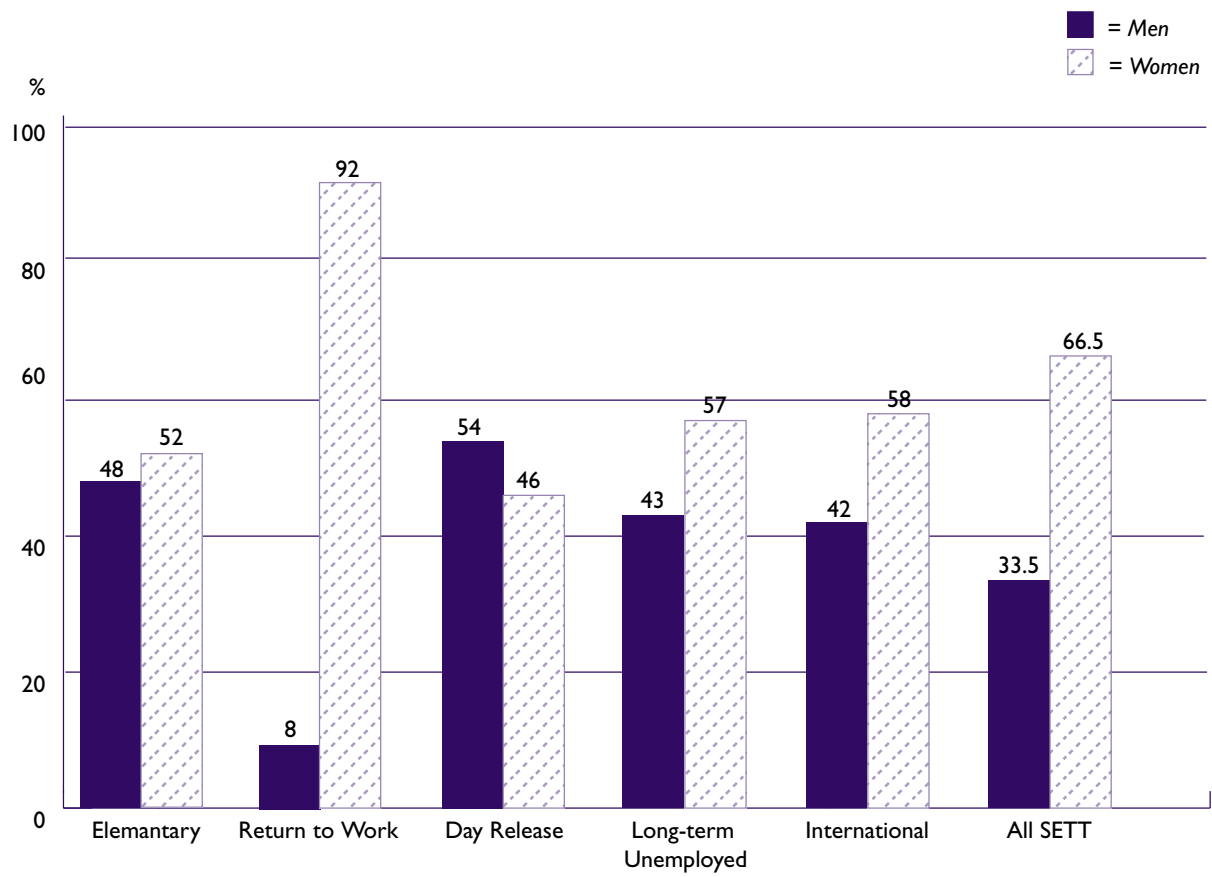
Annual average throughput on SETT over the four-year period from 2000 to 2003 is just over 1,900 participants (see Table 4.2). On a cumulative 2000 to 2003 basis, 7,696 participants have completed courses, a figure somewhat below the mid-term target for the measure (i.e., 8,716). Overall, the majority of participants are women, though this overall figure is strongly influenced by the very high proportion of women participants in RTW (see Figure 4.2).

**Table 4.2: Profile of Participants on Sectoral Entry Training – Tourism**

	2000	2001	2002	2003
<b>Gender</b>				
Men	29.7	27.2	33.7	36.1
Women	70.3	72.8	66.3	63.9
<b>Age</b>				
Under 25 Years	37.9	40.2	42.6	43.1
25 years or Over	62.1	59.8	57.4	56.9
<b>Pre-Training Status</b>				
Long-term Unemployed	45.9	38.0	33.3	37.7
Unemployed	51.6	61.2	62.2	58.7
Employed	2.5	0.8	4.5	3.6
Full-time Education	0.0	0.0	0.0	0.0
<b>Pre-Training Education</b>				
None	26.4	23.6	22.8	17.6
Group / Junior Certificate	27.7	36.1	30.2	31.1
Leaving Certificate	33.1	33.0	38.4	45.6
Third Level	2.8	3.3	8.5	4.7
Other	0.0	4.0	0.0	1.0
Number of Participants	1,787	2,142	1,951	1,816

On average, approximately three in five participants are persons over the age of 25 years. Given the targeting of courses comprising SETT, persons over 25 years of age are more likely to be women on the RTW courses. The vast majority of participants are persons whose labour market status prior to participation is unemployed with a high proportion being long-term unemployed. The figures for the long-term unemployed in 2000 to 2002 reflect the operation of Special Programmes for the Long-Term Unemployed during these years. The majority of participants have, at most, completed the Junior Cycle of second level education with between one in five and one in four participants having no formal educational qualifications.

**Figure 4.2: Gender Breakdown of Participants on SETT Programmes During 2002**





## 5. Participation of the Four Groups in SETT

Two main sources of data were used to estimate the level of participation by people with disabilities, older people, members of the Traveller community and minority ethnic groups in SETT. These were: (i) interviews with training centre managers, course instructors and a Regional / RTW co-ordinator; and, (ii) data from the pilot equality data collection exercise covering seven equality grounds.

On the basis of the interviews with Fáilte Ireland personnel the following broad areas of consensus were identified:

Regarding participation in EST:

1. Older people do participate in courses organised under EST but constitute a small proportion of participants and there is little evidence of a trend either upwards or downwards in this regard;
2. People with disabilities do participate in courses organised under EST (these would include people with hearing losses, people with learning difficulties) and there is little evidence of a trend either upwards or downwards in this regard. The overall proportion of persons with a disability participating in SETT is low. However, specific courses have been organised for people with disabilities;
3. Members of the Traveller Community do participate, though these participants tend to be exclusively Traveller women. There is evidence that some courses – particularly those organised outside of Dublin (e.g., Galway, Kerry and Waterford) had a high proportion of Traveller women among their participants.
4. The ethnic mix of participants on courses organised under SETT has increased in recent years.

Regarding participation in RTW:

1. A substantial proportion of participants on RTW are aged 50 years and over and, reflecting the gender composition of participants, the majority of these participants are women;
2. The major target group of courses organised under RTW is women seeking to return to the workforce (as employees and in a self-employed capacity – mainly in the provision of B&B). Recently, these courses are accommodating people from non-EU countries (depending on the location of courses), people with disabilities and members of the Traveller community.

Based on an analysis of the data from the pilot equality data collection survey concerning membership of the four groups of concern in this study, a minimum of approximately one in four participants (estimated at 23.3%) on either EST or RTW are members of one of the four groups. This figure assumes no multiple identities (i.e., that persons are not members of two groups, for example, a member of a minority ethnic group aged 50 plus).

Tables 5.1 and 5.2 present a breakdown of this overall proportion in the EST and RTW programmes by gender. Again, assuming no multiple identities, approximately one in five (18.9%) participants on EST programmes are members of one of the four groups. The proportion among women participants from the four groups – at 22.3% – is higher than that among men (15.1%). Approximately two in five (i.e., 43.3%) participants in RTW programmes are from one of the four groups [with the majority of these being women aged 50 years or more]. This proportion is similar among men and women (i.e., 41.3% and 43.7% respectively).

**Table 5.1: Proportion of Participants in EST from Four Groups by Gender**

	Men	Women	Total
	(%)	(%)	(%)
Older People	2.8	4.7	3.8
People with a Disability	6.5	4.5	5.5
Member of Traveller Community (Irish)	1.2	5.2	3.3
Ethnic Origin (Black, Asian, Mixed Ethnic Group, Other)	4.6	7.9	6.3
All Other Participants	84.9	77.7	81.1
Total Number	288	324	612

**Table 5.2: Proportion of Participants in RTW from Four Groups by Gender**

	Men	Women	Total
	(%)	(%)	(%)
Older People	23.3	29.3	28.6
People with a Disability	10.0	7.3	7.6
Member of Traveller Community (Irish)	5.7	5.5	5.5
Ethnic Origin (Black, Asian, Mixed Ethnic Group, Other)	2.3	1.6	1.6
All Other Participants	58.7	56.3	56.7
Total Number	43	333	376

## 6. Experiences of Managers and Course Instructors Concerning Persons from the Four Groups

Overall, a positive value is placed on securing diversity in terms of the composition of participants on courses. This is seen as mutually beneficial to all participants. The open nature of the recruitment process is seen as a contributory factor in securing a mix of participants on courses (particularly those organised under EST) as is the commitment of Fáilte Ireland to ensuring that barriers to access arising from the location and timing of courses (in the case of RTW) do not arise.

### Box 6.1: Summary of Main Experiences of Providing Training for Members of the Four Groups

Older People	<p>The participation of older people in courses is valued. The attributes of maturity and life experience are seen as a stabilising influence on younger participants. Also, older participants are seen as making a valuable contribution to the identification and management of bullying and harassment.</p> <p>Older people while being highly motivated tend to lack self-confidence. This lack of self-confidence reflects time out of the workforce and fears about participating in a formal learning environment. Literacy issues can sometimes arise in the case of older people.</p>
People with a Disability	<p>People with disabilities are seen as presenting no more “unique problems than able bodied people”. Their participation in a “mixed group” is seen as beneficial to them. It is recognised by instructors that accommodating people with disabilities requires some additional allocation of their time. This is seen as integral to their work.</p>
Members of the Traveller Community	<p>One of the main issues identified concerns dealing with the view that “this is not for me”. Participants from the Traveller community are almost exclusively women and also tend to be settled Travellers. Experience also suggests that lack of self-confidence is an issue for members of the Traveller Community. Literacy issues can arise in the case of members of the Traveller Community.</p>
Members of Minority Ethnic Groups	<p>Participants in this group are seen as being highly motivated and determined to make the most of the opportunity presented by being on a training course. They are seen as bringing additional and valued diversity – for example, in terms of culinary skills – to participants on courses. Some issues concerning English language competency are experienced.</p>

A summary of the main areas of consensus, based on the experiences of the managers and instructors interviewed, concerning persons from the four groups is presented in Box 6.1. While there are some points unique to each of the groups, the views of managers and instructors pointed to the presence of a number of cross-cutting issues in terms of working with course participants overall (i.e., these issues potentially arise in relation to participants regardless of their gender, age, disability or ethnic status). The two issues most frequently mentioned in this regard are:

- lack of self-confidence allied to the presence of personal problems related to mental health; and,
- issues related to weak levels of literacy.

In the view of managers and instructors, dealing with the first of these issues is difficult as they do not consider themselves to have the necessary skills and qualifications to effectively address some of the issues arising. The time consuming nature of supporting such participants is also an issue. In this regard, the availability of in-house support to refer participants for counselling was identified as an area that needed consideration. In the case of assisting participants with literacy difficulties, links are made with local organisations providing literacy tuition and participants are encouraged to attend.

More generally, while all personnel reported having received or participated in training that assisted them to accommodate diversity in their work, further work in this area was considered desirable.

## 7. Understanding the Framing of Policies and Practices Regarding Equal Opportunities in SETT

The findings of this study indicate that Fáilte Ireland is securing the participation of all of the target groups identified for SETT in its programme complement. This is demonstrated by the findings of the pilot equality data collection survey concerning membership of the four groups which shows that persons from the four groups are participating in courses provided as part of the EST and RTW programmes. Underpinning this level of participation is the high priority placed by Fáilte Ireland on providing equal opportunities for the eligible population EST and RTW courses and the rolling out of practices in a range of areas commensurate with this priority. In this regard, the practices of Fáilte Ireland in relation to securing equality and its policies in the area of Corporate Social Responsibility, while not developed specifically in the context of the Wider Equal Opportunities Principle (WEOP), are contributing to securing the objectives of the WEOP.

At an operational level, driving the approach to equal opportunities is a commitment to ensure that access to training is open to all. What is of note is that current policies and practices do not derive from a “formal” attempt to implement policies and practices arising from the application of WEOP. Also, in this regard, it can be noted that while front-line personnel have a limited awareness of the existence of this horizontal principle and its application to their work, their practices are consistent with the outcomes sought by the application of the horizontal principle to SETT.

Current policies and practices regarding equal opportunity on the wider grounds of age, disability, membership of the Traveller Community and membership of minority ethnic groups in the operation of SETT are strongly influenced by the presence of an organisational culture that has historically placed a high value “social responsibility”. More recently, this has become more formalised through CERT’s adoption of the EFQM Excellence Model. Operationally, participation in the EFQM model has brought all personnel into the framing of policies regarding corporate social responsibility and in taking responsibility for the achievement of policy objectives in this area.

At a more pragmatic level, an important factor underlying the evident presence of diversity in course participants on SETT is the presentation of applicants from diverse backgrounds seeking places on the courses provided under SETT. Among the factors contributing to this situation are the manner in which courses are advertised, the presence of a strong word-of-mouth promotion of the courses (from current and past participants to new applicants), and an open recruiting system.

At a technical level, the recent application of the WEOP to the measure has been responded to by the development of a data collection procedure in relation to seven equality grounds. The implementation of this procedure, as well as generating data on levels of participation by people from the four groups covered by the WEOP, has raised awareness concerning the issue of equality and diversity among personnel at all levels in the organisation. This, together with the inclusion of questions on the four grounds covered by the WEOP in the follow-up survey of participants has been mainstreamed into the administrative procedures for SETT.

Among the factors deriving from the external environment is the presence of a high level of demand for personnel in the tourism and hospitality industry and the growing proportion of the workforce in this sector that is non-national. Based on research undertaken by CERT in early 2002, 125,000 new recruits will be needed in the tourism and hospitality industry over the period 2002-2007 and, in addition, 100,000 vacancies will arise as a direct consequence of labour turnover. Responding to this challenge effectively involves active recognition of the value and need to mobilise all sources of labour supply. This objective will only be reached through recognising the diversity of this supply in terms of gender, age, disability status, membership of the Traveller community, and membership of minority ethnic groups.

## 8. Summary of Factors Conducive to Securing Equal Opportunities in SETT

The following positive factors in relation to the accommodation of diversity in SETT can be identified as operating intra-organisationally in the case of Fáilte Ireland:

- The organisation's formal commitment to equality and its adoption of the EFQM Excellence Model which has formalised its commitment to securing equality and the accommodation of diversity in its operations;
- The organisation's engagement with the development of good practice in relation to providing data on membership of the four groups among its participants;
- Its active liaison / linkages with organisations in contact with persons from the four groups for the purpose of advertisement / recruitment (e.g., Department of Social and Family Affairs, FÁS, Local Employment Services, Partnership Companies and Leader Companies, CRC / NTDI);
- Its open recruitment process with no / minimal formal entry requirements and guidelines to ensure that discrimination does not occur;
- Its positive practice in relation to interviewing of applicants;
- The positive attitudes of personnel toward accommodating diversity among their course participants; and,
- The willingness of personnel to make time in delivering courses for dealing with personal issues as presented by trainees regardless of group membership.

## 9. Lessons Arising from SETT for Promoting Equal Opportunities

Four general lessons that can be extrapolated from the findings of this measure study are: (i) the scope of implementing agencies to take actions consistent with promoting and securing equal opportunities; (ii) the virtuous circle that can be created when a base level of diversity is secured; (iii) the importance of organisational culture and formal commitments to securing equal opportunities; and, (iv) the need for ongoing policy review and development based on data concerning the effectiveness of existing policies and practices. The substance of each of these lessons is briefly elaborated below.

This measure study of SETT has highlighted the important role played by the implementing agency in shaping the actual practices associated with implementing a measure and shown how these practices can shape the profile of participants on a measure. In particular, it has shown that while the more formal parameters of measure design – as, for example, provided in the programme complement for a measure – have a bearing on “who participates” in a measure, practices regarding how a measure is promoted, the manner in which recruitment is undertaken, and manner and location of actual training provision can in large part be shaped by the implementing agency. A summary of the practical lessons arising in this regard is presented in Box 9.1. Collectively, they indicate that the steps required to ensure that equal opportunities are a reality for all four groups covered by the WEOP. The lessons span a number of discrete areas ranging from recognising and responding to the presence of persons from the four groups among the pool of potential participants, to taking practical actions across a wide range of areas to ensure that barriers to participation are tackled and overcome.

A second general lesson arising from this study is the positive inter-relationship between the development of an active approach to accommodating diversity and the actual presence of diversity among measure participants. In effect, the presence of diversity among participants on a measure, while being the outcome of practices conducive to this, must also be seen as a factor pushing the development of positive and active approaches to accommodating diversity. In this regard, a simple but important message in promoting participation by people from the four groups covered by the WEOP is to ensure their presence among programme participants. The experience of this study suggests that securing a base level of participation by persons from the four groups covered by the WEOP will contribute in a tangible manner to developing capacity to accommodate diversity. Based on the findings of this measure study, an important feature of the manner in which this occurs is the direct contact created between personnel responsible for the front-line delivery of actions under a measure and persons from the four groups covered by the WEOP. Such direct contact creates a tangible learning arena among the benefits of which are the breaking down of stereotypes associated with group membership and the identification of practical actions that are needed to support participation by persons from the four groups covered by the WEOP. In relation to consolidating the benefits of this, one area of practical action that could be taken by Fáilte Ireland is to facilitate a more systematic reflection among personnel involved in delivering SETT concerning their capacities to promote and accommodate diversity among their course participants.

Third, the presence of strong and high-level commitments to securing equal opportunities and, as important, communicating these commitments throughout the organisation, provides an important impetus to the development of actual practice to accommodate diversity. In the case of Fáilte Ireland, the formal nature of this commitment can be seen as deriving from the established commitment to corporate social responsibility (present in CERT) to the more recent inclusion of this in its successful application for the EFQM Excellence Award. In this regard, the practices adopted by Fáilte Ireland are seen by itself as a means of leading by example and supporting the development of good equality practices across the sector. The broader lesson arising here concerns the positive role that state agencies with responsibility for delivering education and training programmes can play through being at the forefront in developing policies and practices regarding the accommodation of diversity.

**Box 9.1: Summary of the Learning Points Arising from the Measure Study of SETT in Relation to Removing Barriers to Participation in Labour Market Programmes**

Barriers to Participation in Labour Market Programmes	Learning Points from SETT
<p><b>Contextual Barriers:</b> These include prevailing labour market conditions and trends, the policy stance towards issues such as social exclusion, equality, and educational disadvantage, and the mix of programmes available as well as their target populations. They also include factors deriving from prevailing social attitudes and practices toward particular issues and groups of people. (Note: The latter when internalised can be viewed as dispositional barriers.)</p>	<p>Relevant factors arising here are the manner in which Fáilte Ireland has responded to prevailing levels of demand for labour in the tourism and hospitality sector and evidence of the changing profile of employees in the sector. These developments have formed the external context for the initiatives taken in respect of developing RTW programmes, special programmes for long-term unemployed persons and people with disabilities, and attempting to ensure equal opportunities in access to EST. Positive learning points arising are actively recognising the potential of people from the four groups to act as sources of labour and supporting and resourcing them to become active in the labour market.</p>
<p><b>Institutional Barriers:</b> Institutional barriers concern factors related to the image, ethos, administration and practices of education and training providers. To a large extent these have evolved in the context of providing education and training for young adults and only in more recent years have mainstream providers begun to consider how they might attract and cater for “non-standard” participants including members of the four groups being considered here.</p>	<p>The presence of an organisational culture placing a value on being inclusive in respect of the social and educational backgrounds of participants has meant that participants in SETT courses are diverse and, also as a consequence, that the organisation and its personnel have experience of dealing with diversity. More recently, this has encompassed membership of minority ethnic groups and refugees. Positive learning points arising in this regard are the adoption of the concepts of “training for all” and “bringing training to the people” as guiding principles. Moreover, there is a need to recognise that the institutional image and ethos of providers of education and training is developed and communicated in a very particular way by the composition and level of diversity of its course participants.</p>
<p><b>Informational Barriers:</b> The third set of barriers concerns information about education and training opportunities and related issues such as information on the relationship between education / training and outcomes such as securing employment, employment stability over one’s labour market career, and potential income.</p>	<p>A wide range of approaches to promoting information on the courses available under SETT is utilised – website, formal advertisements in newspapers, operation of a dedicated call centre/information centre, and working in partnership with statutory, voluntary and local organisations. Ensuring people have access to accurate information about courses is fundamental to facilitating their participation and reliance on any single method is unlikely to be effective.</p>
<p><b>Situational Barriers:</b> Situational barriers such as lack of time, family / care commitments, and the cost of participation play an important role in restricting access to education and training among sections of the adult population. These barriers include what are termed participation costs and opportunity costs. The former are the additional expenditure incurred in participating – on transport, books and materials. The latter include foregoing the opportunity to earn income by taking up a place on a programme.</p>	<p>Training and travel allowances are provided and additional supports to meet the needs of individual trainees are provided on a flexible basis at the discretion of training centre managers.</p>
<p><b>Personal / Dispositional Barriers:</b> The final set of barriers arise from personal / dispositional factors. Included under this heading are demographics, particularly gender and age, initial educational levels, and a range of experiential, attitudinal and motivational factors.</p>	<p>SETT does not specify minimum levels of educational qualification as an entry requirement. While the capacity to operate in this manner must, in part, be seen in the context of the entry level of the training being provided, it highlights the need to ensure that assessment systems do not include “artificial” barriers to recruitment.</p>



Fourth, the development of effective policies and practices to accommodate diversity is an on-going process. An important input to the process of policy review and development is the availability of data on the effectiveness of policy actions. In the case of Fáilte Ireland, substantial progress has been made in relation to the collection of data concerning the participation of persons covered by the WEOP in SETT. It will be important that this data is analysed in such a manner as to provide feedback on the effectiveness of existing policies and practices and used as a guide for the organisation in the area of policy development concerning equal opportunities. To this end, the future availability of data on result and impact indicators for SETT should be taken as an opportunity to review and enhance existing policies and practices concerning the delivery of the measure.

## Equality Studies Unit

Measure 33A of the Employment and Human Resources Development  
Operational Programme

Funded by the Irish Government and part-financed by the European  
Union under the National Development Plan, 2000-2006

*Your Plan – Your Future*



THE EQUALITY AUTHORITY  
AN tÚDARÁS COMHIONANNAIS