

Final Report

Evaluation of ETF activities in the Skills and Employment field in Partner Countries Organisation and Methodology

CPD-16-EVA-04

submitted to the
European Training Foundation, Turin

December 2016

Authors:

Kenneth Walsh (Employment Expert)

Dr. Luca Azzoni (Evaluation Expert)

CONTENTS	PAGE
1 Background and objectives of the evaluation	10
1.1 ETF and the Skills and employment environment	10
1.2 Objectives and research questions	11
1.3 Methodology	12
1.4 Report structure	12
2 Intervention logic for the ETF's work in the skills and employment field.....	14
2.1 Objectives of the ETF in the skills and employment field	14
2.2 Pathways and assumptions.....	14
2.3 Changes in the intervention logic.....	15
3 Assessment of ETF's work in the Skills and Employment Field	17
3.1 Relevance	17
3.1.1 Responding to country needs	17
3.1.2 Responding to the needs of the EC.....	19
3.1.3 Focus of interventions.....	20
3.2 Coherence, complementarity and added value	20
3.2.1 Synergy between activities in the field	20
3.2.2 Synergy with other activities in the ETF	23
3.2.3 Synergy with the European Commission and EU agencies	23
3.3 Effectiveness and impact	25
3.3.1 Raising the profile of skills and employment	25
3.3.2 Institutional capacity development	26
3.3.3 Sustainability of activities.....	27
3.4 Efficiency and cost effectiveness	27
3.4.1 Activity planning.....	28
3.4.2 Information provision and use	29
3.4.3 Value for money	29
4 Conclusions and Recommendations	31
4.1 Conclusions	31
4.1.1 Relevance	31
4.1.2 Coherence, complementarity and added value	31
4.1.3 Effectiveness and impact	32

4.1.4 Efficiency and cost effectiveness	32
4.2 Recommendations	33
Annex A. References	35
Annex B. List of contacts.....	39
Annex C. Email survey questions for European Commission and Delegations' Staff	41
Annex D. Project costs information	42
Annex E. Checklist for interviews with and national authorities stakeholders	43
Annex F. Evaluation matrix	47

LIST OF GRAPHICS

Figure 1: Partner Country views on types of support provided by ETF in the labour market information systems and skills for employability fields (Percentage of response) (Based on 75 responses)
Source: External evaluation of the ETF (2016) 28

Figure 2: ETF expenditure on employment-related projects (human resources and mission costs – EUR),
Source ETF. 30

Abbreviations

ALMP	Active Labour Market Policies
ANAPEC	Agence Nationale de Promotion de l'Emploi et des Compétences (Morocco)
CEDEFOP	European Centre for the Development of Vocational Training
DFID	Department for International Development
DGs	Directorates General
DG DEVCO	The Directorate General for Development and Cooperation
DG EAC	The Directorate General for Education and Culture
DG EMPL	The Directorate General for Employment, Social Affairs and Inclusion
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
EAM	Employment Agency of Montenegro
EC	European Commission
EEAS	European External Action Service
EE	Eastern Europe
EQ	Evaluation Question
ETF	European Training Foundation
EU	European Union
EUD	European Union Delegation
FRAME	Frame Skills for the Future
GEMM	Governance for Employability in the Mediterranean Region
GIZ	Gesellschaft für Internationale Zusammenarbeit
ILO	International Labour Organization
LM	Labour Market
MISMES	Migration Support Measures from an Employment and Skills Perspective
NEET	Not in Education, Employment or Training
NOSS	National Occupational Skills Standards
NQF	National Qualification Framework
NVQ	National Vocational Qualification
OECD	Organisation for Economic Cooperation and Development
OECD-DAC	Organisation for Economic Cooperation and Development - Development Assistance Committee
OFPPPT	Office de la Formation Professionnelle et de la Promotion du Travail (Morocco)
PC	Partner Country
PES	Public Employment Services
ROM	Results-Oriented Monitoring
SEET	South Eastern Europe and Turkey
SEMED	Southern and Eastern Mediterranean
ToR	Terms of Reference
VET	Technical Vocational Education and Training
UfM	Union for Mediterranean
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization

Executive Summary

Background and objectives of the evaluation

The European Training Foundation (ETF) commissioned ICON Institute (an international consulting organisation based in Germany) to carry out an evaluation of ETF activities in the Skills and Employment field in Partner Countries over the period 2011-2015. The work was completed over the period September-December 2016 by Luca Azzoni (evaluation expert) and Kenneth Walsh (employment expert).

The evaluation involved several distinct, though interrelated activities to gather information, mostly of a qualitative sort, including the following:

- Desk research;
- Interviews with the ETF staff;
- Interviews with stakeholders in three Partner Countries during field trips (Montenegro, Morocco and Serbia);
- Email-based enquiry of selected staff in the European Commission (EC) and European Union Delegations (EUD).

Most data collection instruments contribute to almost all evaluation questions and sub questions (as identified in the evaluation matrix), with varying levels of detail.

Using the information gathered during the evaluation, the following dimensions formed the structure of the evaluation:

- Two evaluation criteria: effectiveness and impact;
- One evaluative object: skills and employment;
- Multiple beneficiaries in Partner Countries;
- Multiple contexts in 30 Partner Countries;
- Institutional and technical interaction with the EC;
- One timeline: from 2011 up to 2015.

The evaluation questions used broadly follow the international evaluation criteria but with some adaptation necessary given the subject matter and resources available.

ETF's objectives in the Skills and Employment field

The Mid-Term Perspectives 2010-13 and 2014-17 provide the ETF intervention logic regarding Employment and Skills Development policies for the period under evaluation. Under the 2014-2017 Mid-Term Perspective, the ETF moved from an outputs-based approach to one more based on a thematic and geographical perspective. These priorities have informed this evaluation and were incorporated into the research questions emanating from the evaluation matrix elaborated and agreed in the Inception Report

The work programme is strongly influenced by the requirements of the EC, what the EC can offer in the way of good practice (e.g. the Youth Guarantee and CEDEFOP's work on skills needs forecasting) and how the major planks of EU employment policy (e.g. the 2020 strategy, New Skills and Jobs) can be transferred to Partner Countries to assist their development. The EC itself is an important client for the ETF and turns to the agency for information on the Partner Countries (for example, in the series of Employability Country Fiches) to inform its own activities through the relevant EC Directorate-Generals (DG) and EUDs.

Examination of relevant documentation revealed two subject areas to concentrate on in terms of action and implementation of activities, namely:

- Skills anticipation and matching;

- Youth employment and employability.

These themes are evidenced in the range of projects supported during the reference period for this evaluation and are covered by the thematic and country approach under the revised structure currently in place.

ETF activities in the Skills and Employment field

The need for better and more extensive information on the demand and supply of skills has been a long-standing theme of the ETF's work, often linked to improvements in national technical vocational education and training (TVET) systems. The theme is also linked to the requirements (since 2010) of the Torino Process where the improvement of skills matching (and how to understand labour demand more effectively) is prominent in the assessments of countries.

The ETF launched a three-year project in 2011 on anticipating and matching the demand and supply of skills in Partner Countries, with an emphasis on innovation and learning to identify best practice within the European Union (EU) on the following outcomes:

- Methodologies for measuring mismatch;
- Methodologies and approaches for mentoring and anticipating skills demands;
- Recognition of the ETF expertise in the field of matching skills demand and supply is developed and strengthened.

It reflects a combination of capacity-building outcomes not only for the Partner Countries, but also for the ETF itself.

Employability has been a long-standing theme in the work of the ETF, particularly in the Southern and Eastern region (SEMED). For example, a series of employability reports was prepared over the period of 2007-2013 for the Euromed High-Level Working Groups on Employment and Labour on behalf of the EC. The ETF has also provided updates on employability in the Union for Mediterranean (UfM) Partner Countries identifying the principal disadvantaged groups as women and youth with low employment rates and a high incidence of low quality jobs.

High levels of unemployment and inactivity among young people and the problems posed by those not in employment, education or training (NEETs) is a common issue in the ETF Partner Countries, but is particularly acute in the SEMED region where a combination of high birth rates, unstructured labour markets and relatively poor institutional frameworks can exacerbate an already acute problem. A series of national analyses by the ETF in the SEMED countries in 2013 identified some of the common issues such as the insufficient rate of decent job creation and, where jobs were available, a skills mismatch that prevented young people from taking advantage of them.

Conclusions

The ETF work programme is strongly influenced by the requirements of the EC, which is an important client for the ETF, as are the EUDs in the 30 Partner Countries. This represents a potentially difficult balancing act for the ETF, where it must meet the sometimes-different demands of the various client groups, made more difficult by the relatively small (and stable) budget of around EUR 20m per year, only a small proportion of which is devoted to activities in the Skills and Employment field.

Relevance - overall, the activities of the ETF in the Skills and Employment field were seen as relevant and responsive to the actual priorities and needs of the Partner Countries and it operated in both a proactive and reactive way. The sharing of information and good practice between Partner Countries was valued, though maximum relevance came from working with countries from the same region, facing similar economic, social and labour market contexts. The ETF is an important source of relevant information on Partner Countries. In its dealings with the EC, the ETF has a

largely reactive role, responding to its requests for information and policy guidance, including inputting to learning events in Brussels.

Coherence, complementarity and added value - the ETF is generally considered strong in terms of its coherence, complementarity and added value with the stakeholders in the Partner Countries, the EC and EUDs, Member States, and international organisations. There was a high degree of coherence between the national set of labour market and VET policies and programmes and the ETF's work in employment, employability and skills development and the flagship Torino Process. The ETF addresses the needs of Partner Countries with specialist expertise over the longer term, and supports the EC and EUDs. It also supports EU Member States and their aid agencies and other international and multinational organisations.

However, the intermittent presence of the ETF in the Partner Countries, mainly due to limited human and financial resources, is a potential weakness in ensuring coherence and coordination of employment, employability and skills development policies and programmes given the sometimes fluid and often unstable situations that characterise some Partner Countries. In such contexts, the high level of complementarity achieved by the ETF with national stakeholders, EUDs, EC services, other EU agencies like CEDEFOP, international organisations and bilateral development partners, is a particularly notable achievement in terms of coherence, coordination and added value.

Effectiveness and impact - The work of the ETF in providing knowledge about the Partner Countries (such as in the Employability Fiches but also through personal contacts) is an effective input for the EC and EUDs. The high-quality ETF staff were knowledgeable in their subject matter, and in the countries and their contexts which enable them to empathise with their national counterparts, all contributing to greater effectiveness in what they were doing. In this, the profile of the Skills and Employment field as part of the ETF's portfolio of expertise had been raised though has not realised its full potential. Assessing any real impact from ETF activities was difficult, partly because they were generally small-scale activities one (or more) stage removed from the beneficiaries. The impact was therefore more subtle and likely to be found in such effects as capacity-building in national stakeholders, the availability of labour market analysis tools, and the sharing of information and good practice.

The limited resources available to the ETF (particularly in the Skills and Employment field) means that the sustainability of its actions must be largely down to others (such as the EU or bilateral development agencies). The ETF demonstrated a commitment to embedding good practice wherever possible, though there were indications that in some cases insufficient attention was paid to sustainability during the implementation stage or in the case of methodological tools.

Efficiency and cost-effectiveness - the Skills and Employment field is not as strongly recognised as a core activity of the ETF by stakeholders in Partner Countries but satisfaction levels among the various groups consulted was high, though few Partner Countries saw it a main driver of policy. There were some concerns over the variation in coverage of the Partner Countries, though this is likely to reflect the logistical difficulties of dealing even-handedly with 30 countries. The ETF work in the provision of labour market analyses (such as on employability) appeared to offer an activity that would otherwise not take place (or not to the same extent) and so suggested potentially low levels of deadweight. However, this was not necessarily the case in the provision of the methodological tools which, while done in collaboration with CEDEFOP and the ILO, were adding to an existing array of how-to-do-it reports from various agencies such as the World Bank and the ILO.

Recommendations

- In considering how to balance the competing demands for its resources from the Partner Countries, the EC DGs and EUDs, the ETF should review the value of some of its activities. For example, countries claim that they most value sharing experience with those with similar economic, social and labour market contexts which may call into question the value of some of the current groupings used.
- The evolving work of the ETF in the Skills and Employment field can tend to be lost among the mainstream ETF TVET activities in Partner Countries and so more efforts should be made to raise its profile if it is to be an important part of the future work programme.
- The ETF appears to have acquitted itself well in the FRAME and GEMM projects and these gave the ETF more resources to penetrate deeper into the Skills and Employment field and to devote more resources to building up relationships between stakeholders in the countries concerned. It has enhanced the capacity of the ETF and this success should be used as a platform for more of this sort of delivery where resources for medium-term projects are increased.
- The technical capability and the organisational capacity of ETF in implementing larger endeavours such as the GEMM or FRAME projects, were appreciated by the beneficiaries and partners as of high quality. To increase the effectiveness and impact of the Strategic Programme on Skills and Employment, more implementation opportunities should be sought with the EC and the EUDs both in ensuring some continuity for those two projects and in strengthening the capacity of national agencies in piloting and applying high quality models and tools such as those developed with the matching guides.
- The evaluation has shown that it is not enough to produce good quality methodological material and make it available on the ETF website. To maximise the value (and impact) of this substantial investment requires it to be used and the ETF should ensure that this happens by making the tools accessible. This requires information to be made available in local languages, supported by training in its use. The options for this (including, for example, on-line tuition) should be fully exploited by the ETF.
- The presence of the ETF in Partner Countries is generally seen as consistent and reliable. However, the ETF should pay more attention to address the sustainability of its activities, particularly where project work is concerned (such as in GEMM and FRAME). This is likely to be achieved working closely with development partners who can support projects after the initial stage of projects.
- The Skills and Employment field appears to absorb a relatively small part of the total ETF budget. However, from the financial information supplied it is difficult to see the actual expenditure per project and while there is every evidence to indicate value for money, greater transparency would help confirm this and provide a basis for justifying further funding of this field.

1 Background and objectives of the evaluation

1.1 ETF and the Skills and employment environment

The need for better and more extensive information on the demand and supply of skills has been a long-standing theme of the European Training Foundation's (ETF) work, often linked to improvements in national technical vocational education and training (TVET) systems. The theme is also linked to the requirements (since 2010) of the Torino Process where the improvement of skills matching (and how to understand labour demand more effectively) is prominent in the assessments of countries.

The ETF launched a three-year project in 2011 on anticipating and matching the demand and supply of skills in Partner Countries, with an emphasis on innovation and learning to identify best practice within the European Union (EU), and particularly focused on the work of CEDEFOP on skills forecasting and the EU Skills Panorama launched around the same time. Work has progressed in this field, with a series of national and general studies and reports elaborated. The expected results from these activities are set out in the relevant documentation¹, focusing on the following outcomes:

- Methodologies for measuring mismatch are developed and tested, and can be used under the framework conditions of Partner Countries;
- Methodologies and approaches for mentoring and anticipating skills demands have been developed for use and implementation in Partner Countries;
- Recognition of the ETF expertise in the field of matching skills demand and supply is developed and strengthened.

This suggests a combination of capacity-building outcomes not only for the Partner Countries, but also for the ETF itself, with its own experience base enhanced.

Employability has been a long-standing theme in the work of the ETF, particularly in the Southern and Eastern region (SEMED). For example, a series of employability reports was prepared over the period of 2007-2013 for the Euromed High-Level Working Groups on Employment and Labour on behalf of the European Commission (EC). Furthermore, the ETF has provided updates on employability, in the first instance for The Directorate General for Employment, Social Affairs and Inclusion (DG EMPL) in 14 Union for Mediterranean (UfM) Partner Countries. The updates frequently highlight that the principal disadvantaged groups are women and youth where employment rates can be extremely low, and for those women and youth in work, a high incidence of precarious and low quality jobs.

The issue of high levels of unemployment and inactivity among young people and the problems posed by those not in employment, education or training (NEETs) is a common issue in the ETF Partner Countries, but is particularly acute in the SEMED region where a combination of high birth rates, unstructured labour markets and relatively poor institutional frameworks can exacerbate an already acute problem. A series of national analyses by the ETF in the SEMED countries in 2013 identified some of the common issues such as the insufficient rate of decent job creation and, where jobs were available, a skills mismatch that prevented young people from taking advantage of them. The contributions made by the national TVET systems and active labour market policies (ALMP) were examined and in most cases found lacking in their forward-looking capabilities and ability to effectively meet skills needs.

¹ETF (2013) Implementation Plan – Matching demand and supply of skills (project number: ILP-MATCH WP 13-40-17).

Tackling inactivity and low employability relate to the matching of the supply and demand for labour and the need for effective labour market information systems. Over the review period the ETF has been active in developing relevant projects including the following:

- FRAME- Frame Skills for the Future project (a regional project for SEET);
- GEMM- Governance for Employability in the Mediterranean Region project (a regional project for SEMED);
- An innovation and learning project on flexicurity – e.g. see Flexicurity analysis of labour market in Turkey;
- A regional review of Labour Markets for Eastern Europe (EE) - e.g. Labour markets and employability: trends and challenges in Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine;
- Specific activities that were included in the individual country projects according to the different ETF structures in place at the time - e.g. labour market review in collaboration with and upon request of the Labour Ministry of Tajikistan (2011);
- A value chain analysis of the employment potential of the dairy sector to address long-term unemployment for the Ministry of Labour of Montenegro (2012);
- A wide-scale survey on youth transition from school to work in Kyrgyzstan (2011/12) and in Syria (2013);
- The review of the ‘skill needs identification and anticipation policies and practices in the Eastern Partnership countries’. In 2014 the European Commission (EC) published six country reports as well as a regional cross-country report. This was the basis for the ‘Make-it-Match’ network in the EE region;
- A review of skills identification and anticipation policies and practices in the South East European (SEE) countries in 2015 with the use of the same methodology as above. The corresponding results are collected in six country reports, and one regional report;
- Members of the Community of Practice EMPL team worked on ‘migration and skills’ with a primary focus on the skills dimension of migration such as mobility, validation and recognition of prior skills.

The work programme is strongly influenced by the requirements of the EC, what the EC can offer in the way of good practice (e.g. the Youth Guarantee and CEDEFOP’s work on skills needs forecasting) and how the major planks of EU employment policy (e.g. the 2020 strategy, New Skills and Jobs) can be transferred to Partner Countries to assist their development.

The EC itself is an important client for the ETF and turns to the agency for information on the Partner Countries (for example, in the series of Employability Country Fiches) to inform its own activities through the relevant EC DGs and EU Delegations (EUD).

1.2 Objectives and research questions

The objective of the evaluation is the assessment of the effectiveness and impact of the ETF work in the Skills and Employment field in Partner Countries during the period 2011 – 2015. The Mid-Term Perspectives 2010-13 and 2014-17 provide the ETF intervention logic regarding Employment and Skills Development policies for the period under evaluation.

The current Mid-Term Perspective (2014-2017) indicates the following priorities:

- A relentless effort in promoting coordination and coherence. ETF has given an increased attention in the last years to labour market issues from a skills dimension to support Partner Countries in enhancing their employment and TVET policies. The aim remains to incorporate and coordinate all relevant activities under one corporate umbrella with a coherent approach to labour market, skills development and mobility issues;
- Changes in the ETF structure from 2015 that aimed at adding to the country approach providing better-focused thematic dimensions through the Strategic Projects.

- More impact-driven interventions whereby, in addition to policy formulation, increased support is to be provided to the other stages of the policy-making cycle (i.e. implementing, monitoring and evaluating policies);
- Emphasis on a differentiated approach based on country priorities and on a shift from an outputs-based approach to one more focused on a thematic and geographical perspective;
- Continuous support to EC Development Cooperation in TVET at system and policy level whereby operationalisation is ensured through programmes and projects funded by the relevant EC geographical instruments;
- Strategic cooperation with EC services, EU and UN agencies in the areas of employment, employability (e.g. on the joint work of skills matching and anticipation guides that started in 2011 with ILO and CEDEFOP; and
- A strengthened partnership with other institutions, bodies, platforms, and EU Member States' bilateral agencies, to develop more effective employment and labour mobility policies in the perspective of skills development, better skills matching and better functioning and inclusive labour markets.

These priorities have informed this evaluation and were incorporated into the research questions emanating from the evaluation matrix elaborated and agreed in the Inception Report (see Annex F).

1.3 Methodology

The evaluation involved several distinct, though interrelated activities to gather information, mostly of a qualitative sort, as follows:

- Desk research - assessing all identified ETF documentation on Skills and Employment (see Annex A for references);
- Interviews with the ETF staff – covering definition of priorities and key issues of the evaluation and gathering information primarily at the corporate level to better understand the project pipeline related to the ETF interventions in the field of Skills and Employment (see Annex B for a list of discussants);
- Interviews with stakeholders in three Partner Countries - deepening the understanding of what ETF did in the countries and what was the impact of these interventions. The countries selected in consultation with ETF were Montenegro, Morocco and Serbia with field trips carried out in November/December 2016 (see Annex B for a list of discussants by country and Annex E for the checklist of questions used for stakeholder interviews).
- Email-based enquiry of selected staff in the EC and EUDs - to better position the work of ETF in a broader context. From information supplied by ETF, personalised email requests were sent to 25 contacts (19 in various DGs and 6 in EUDs) and seven responses in total were received, equivalent to a 28 per cent response rate (see Annex C for the list of questions). The respondents were assured that information they provided would not be attributed.

Most data collection instruments contribute to almost all evaluation questions and sub questions as identified in the evaluation matrix. Some of them address certain issues in more detail than others. For example, the interviews with management staff at ETF focus more on the corporate embedding of Skills and Employment in ETF, while during the interviews amongst the ETF operational staff, the site visits and the survey, more emphasis was placed on the operational aspects of which interventions are most effective given the specific context.

1.4 Report structure

This report has three further chapters. Chapter 2 briefly discusses the intervention logic of ETF's activities in the Skills and Employment field, summarising its principal aims and objectives and how they are to be achieved through the work programme. Chapter 3 provides the core of the report and focuses on the assessment of ETF's work in the Skills and Employment field, drawing on the

information sources (outlined above) with the four main assessment criteria used – relevance; coherence, complementarily and added value; effectiveness and impact; and efficiency and cost effectiveness. Finally, Chapter 4 pulls together the information on all aspects of the evaluation to provide overall conclusions on the ETF’s Skills and Employment activities leading to a set of broad recommendations on how the ETF might develop its activities in this field in the future.

2 Intervention logic for the ETF's work in the skills and employment field

2.1 Objectives of the ETF in the skills and employment field

In terms of focusing the evaluation, examination of relevant documentation revealed that there are two subject areas to concentrate on in terms of action and implementation of activities², as follows:

- Skills anticipation and matching;
- Youth employment and employability;

These themes are evidenced in the range of projects supported during the reference period for this evaluation and, furthermore, are covered by the thematic and country approach under the revised structure currently in place. Under the 2014-2017 Mid-Term Perspective, the ETF moved from an outputs-based approach to one more based on a thematic and geographical perspective.

Some of the ETF activity is driven by the requirements of the EC (for example in supporting its structured Euro-Mediterranean policy dialogue) and in promoting to a wider constituency the objectives in the 2020 Strategy, as well as making access to the tools of labour market anticipation (such as in the EU Panorama) to the wider audience of the 30 Partner Countries. Another layer of activity evident in the work of the period in the Skills and Employment field is the collaboration with other international bodies, most notably the ILO, and EU agencies such as CEDEFOP. The potential synergies among the work of these agencies are obvious and the ways in which they have been utilized and passed on to a wider constituency is an important part of the evaluation.

2.2 Pathways and assumptions

Based on document analysis³ and discussions with ETF staff, the intervention logic can be represented by different segments as follows:

- **Inputs** – the key elements are the knowledge from ETF staff and other experts, plus the financial considerations that these inputs involve;
- **Activities** - five separate, though interrelated activities have been identified for the evaluation as follows:
 - Targeted policy advice and assistance;
 - Provision of methodological support;
 - Capacity-building (in Partner Countries, the EU and other places of delivery);
 - Knowledge-sharing;
 - Regular reporting to EU services;

²Strategic project of employment, employability and mobility Implementation plan 2015 – version8; Action plan of Community of Practice Employment (2011) Annex 2; Implementation plan 2013 – ETF Community of Practice Employment Strategy and Work Plan 2013; Community of Practice Implementation Plan WP 2014; Implementation plan 2013 – matching demand and supply of skills; ETF position paper – anticipating and matching demand and supply of skills in ETF partner countries 2013; Implementing plan for WP 11-20-06 – input to policy dialogue in the UFM Regional Employability Review; Short-term high quality studies to support activities under the Eastern Partnership Project (2014); The challenge of youth employability in Arab Mediterranean countries – the role of active labour market programmes 2015.

³ This includes for instance ETF Single Programming Document 2017-2020; ETF Midterm Perspective 2010 – 2013; ETF Midterm Perspective 2014 – 2017; crucial EU policies like the New Skills Agenda, EU Employment Guidelines, EU Youth Employment Package, ETF papers on young people not in employment, education or training (NEET) and employability in the three target regions.

- Identification of EU projects.
- **Outputs** – the range of tangible products from the ETF work ranges over the following:
 - Analytical studies;
 - Methodological guides;
 - Sector strategies;
 - Comparative reports, notes, reviews and fiches;
 - Enhanced skills, knowledge, and understanding among stakeholders;
 - Skills forecasting models;
 - Tracer study mechanisms.
- **Results** – the activities and outputs allow a results orientation that focuses on the following:
 - Sound information for the formulation of skills and employment development policies in Partner Countries;
 - Regular access of EC services to updated information on skills and employment changes in Partner Countries;
 - Enhanced capacities of Partner Countries for monitoring labour market trends and skills demand.
- **Medium-term impacts** – looking at these results from a medium-term perspective gives the following impacts:
 - Effective evidence-based human capital development policies;
 - Effective EU financial assistance to Partner Countries.
- **Long-term impacts** – over a longer period the following impacts would be expected to be detected:
 - Reduced skills gaps and shortages in Partner Countries;
 - Higher employment rates and better quality jobs in Partner Countries;
 - More inclusive growth.

The above ingredients of the intervention logic for the Skills and Employment field have been used in deriving the evaluation matrix (see Annex F).

2.3 Changes in the intervention logic

The 2017-20 programming document brings about realignment with the EU's review of both its internal 2020 policies and its Enlargement and Neighbourhood policies and instruments. For the sake of the evaluation it is useful to understand possible changes concerning, for example, greater flexibility in the ETF programming framework to adapt annual programmes to the evolving situation, the principles that will underlie the ETF's intervention, the different geographical priorities, and the reformulation of the priority areas.

According to the documentation and the discussions at the ETF held during the Inception Meeting, it appears that the ETF's work in Skills and Employment and development involves a considerable number of stakeholders, dimensions, instruments and actions. Therefore, when carrying out this evaluation, the analysis considered:

- Whether synergies between different stakeholders at the level of policymaking, policy analysis, capacity building, instruments development and review, as well as outputs dissemination, are important and relevant elements to be identified; and
- It is necessary to analyse ETF's work at regional (across regions), sub-regional and national level, so that complementarities as well as different stages of development across Partner Countries can be identified.

The evaluation terms of reference proposed a framework with six key evaluation questions that currently represent the priority interests of the ETF, but some margin of initiative to break, disaggregate and complement them, if it became necessary.

As such, the following dimensions have been investigated in the evaluation:

- Two evaluation criteria: effectiveness and impact;
- One evaluative object: skills and employment;
- Multiple beneficiaries in Partner Countries;
- Multiple contexts in 30 Partner Countries;
- Institutional and technical interaction with the EC;
- One timeline: from 2011 up to 2015.

The evaluation questions used (see Annex F) broadly follow the OECD/DAC and DG DEVCO evaluation criteria ⁴ but with some adaptation necessary given the subject matter and resources available.

⁴See *OECD*, 2010, 'Quality Standards for Development Evaluation', DAC Guidelines and Reference Series, OECD Publishing, Paris; *DG DEVCO*, 2014, 'Evaluation Matters - The evaluation policy for European Union Development Co-operation. To be accessed at http://ec.europa.eu/europeaid/evaluation-matters-evaluation-policy-european-union-development-co-operation-0_en

3 Assessment of ETF's work in the Skills and Employment Field

3.1 Relevance

Relevance, defined in general terms as the extent to which the activity is suited to the priorities and policies of the target group, recipient or beneficiaries, has been assessed by questioning how clearly the visited Partner Countries define their needs related to the design of national employment and skills development policies and to what degree ETF interventions over the period of 2011-15 in PCs are based on these needs defined in national governmental documents/strategies.

Moreover, relevance to the needs of EU Delegations and the EC services, has been gauged through discussions with the concerned officials in the visited countries and through the received answers to the email survey. The collaboration of ETF with other international bodies and bilateral donors has been assessed through the view of the beneficiaries as well as development partners in the countries when possible.

Elements of relevance were also assessed in relation to future actions in the Partner Countries to meet the objectives of employment, employability and mobility, as laid out in the SPD 2017–2020 (Question 6). They are included in the set of discrete recommendations proposed in Chapter 4.

3.1.1 Responding to country needs

The results of the case studies indicate that the ETF actions appear relevant to the specific employment, employability and skills development needs and conditions of the countries. All stakeholder interviewees in the evaluation agreed that the ETF's work on Skills and Employment responded to their actual priorities and needs in designing national skills and employment development policies in each visited partner country. ETF is considered to be very relevant for helping ensure its competence in the broad subject area of VET, its operational approach, the inclusion of social partners and key stakeholders and the consistency in supporting the formulation of Skills and Employment policies in a wider sense.

The ETF Skills and Employment activities are considered as responsive to country needs as articulated by national agencies such as Ministries of Employment (Observatory) and National Education and Vocational Training (VT Department) in Morocco. This has become evident in the development of the National Vocational Training Strategy 2021, where the ETF's role was highly valued in support of the integration of skills needs for future employment prospects, by linking Skills and Employment to other policy fields such as VET / TVET, Workforce Skills Development, National Qualifications Framework, Curriculum development (including on-the-job training), Lifelong Learning and Instructor / Trainer / Teacher Training.

The Ministry of Employment in Serbia defined the work of the ETF over the years as a '*long and fruitful cooperation*' and, at a time when Serbia was facing imbalances in the form of acute mismatch, shortages and gaps of skills in demand by the labour market, the ETF's Skills and Employment activities were considered as an appropriate response to the country's needs, albeit limited by the subject coverage and resources. The Ministry of Labour in Montenegro was very complimentary about the work of ETF, considering it as '*very proactive and reactive*'.

The ETF knowledge embodied in general reports on employability and youth employment in the AMCs have helped raise the profile of Skills and Employment in Morocco, in the view of the Observatory. The national employment agency, the ANAPEC, recognising the high competence of the ETF in the broad VET field, and found particularly relevant the work on skills related to migration, short-term training within the context of ALMPs and vocational training governance.

The main public VET provider in Morocco, the OFPPT, recognised the usefulness of the study on the impact of continuing training and the competitiveness of enterprise of 2014 and was particularly appreciative of the examples from other countries. It also considered the role played by ETF in the identification phase of the MEDA II project in Morocco as relevant to its own mandate. However, the organisation, being the biggest public player for vocational training, felt that its position was not sufficiently recognised in further policy implementation (i.e. meetings).

The results of the case studies clearly indicate that workers' and employers' organisations, as social partners, are appreciative of the overall relevance of the ETF work from the respective perspectives and vested interests. All parties emphasised that the relevance of ETF's work is mainly due to its unique knowledge of the context and the specific country's needs, as well as its operational approach of serving to strengthen the role of the social partners in the formulation, implementation, monitoring and evaluation of skills and employment policies, and the VET system in a wider sense.

The ETF proved relevant to the needs of the labour market, according to the Moroccan Labour Union (UMT), through the support provided to the labour market observatory function that is currently embedded in the National Observatory of the Labour Market. However, the UMT felt that further support will be required to allow the Observatory to evolve from the status of a department in the Ministry, to that of an agency servicing all labour market actors through a tripartite constituency.

The Confederation of Autonomous Trade Unions of Serbia (CATUS) seemed to have played only a minor role in the FRAME project or in accessing the ETF Guides on Matching, though the latter only became widely available in 2016 so likely to be too early to properly assess their potential. Nevertheless, it considered the ETF's work as relevant to the necessity of establishing a skills forecasting system and in strengthening the PES to improve the on-going labour market information and analysis capacity.

The support provided to stakeholders in all the steps of the value chain, stretching from labour market needs analysis to delivery of skills in demand to boost employability and employment of skilled human resources, was felt as relevant by the CGEM, the principal employers' organisation of Morocco.

The experience of cooperation with and the knowledge of ETF by the Serbian Association of Employers mostly consisted of attendance at courses, seminars and events in the country and region, and to a lesser extent in Turin. It also indicated that, within the division of tasks among employers' organisations, the Chamber of Commerce has traditionally been better resourced to play the role of the main operational partner of government and trade unions when it comes to VET and education policies and systems. They considered the work of the ETF as very relevant to improving their capacity to participate in the social dialogue as a process of socio economic policy-making.

There was a general consensus among the discussants, that the ETF work on employment, employability and skills development in its different modalities of support such as knowledge production and sharing, exposure to international best practices, and specific actions like GEMM for Morocco or FRAME projects, have contributed to cooperation, integration, collaboration and clarification of roles among the key government bodies, social partners and key stakeholders. In the case of the GEMM project, the country pilot in Morocco, in which the ETF implementation role was acknowledged as of high standard, had the potential to match the specific skill needs of the sectors it addressed (automobile and logistics). Though perceived of as a relevant a response to the needs of the region concerned, GEMM appeared to stall which was attributed by some discussants at the national level in Morocco as being due to a lack of planning for sustainability. However, a specific sustainability plan was compiled by the GEMM team with the national authorities and the sustainability potential has been confirmed by the ROM and external audit. In reality, because the project was only concluded in 2016, it is too early to gauge the effectiveness of the planning for sustainability.

The Vision that resulted as tangible outputs of the FRAME project and the social dialogue-based process adopted for its formulation, are considered as instrumental for the preparation of the National Employment Action Plan (NEAP) in Serbia. A significant example is evident in the participatory process followed during the FRAME activities that prepared the ground for the action of the NEAP Working Groups in charge of developing the annual action plans that operationalise the National Employment Strategy. Similarly, the work of ETF was considered relevant for outlining the model of the Sector Skills Councils (SSC) that are still being developed with the support of an EU IPA project.

In Montenegro, the FRAME project was relevant to the needs of the Ministries of Labour and Education, and instrumental to the progress made in bringing all key players together. For example, the Ministry of Labour and the Montenegro Employers Federation indicated that guidance on improving labour market analysis was extremely useful to the needs of the country. They gave the example of the tripartite commissions established to develop NOSS for the NQF in 14 sectors as a preliminary step in view of their full establishment as SSCs. The Confederation of Trade Unions of Montenegro, which played a largely consultative role in the FRAME project (mainly due to their lack of experienced staff), declared that the ETF's support was relevant to the development of a skills forecasting system to reduce the labour market imbalances and improve matching and reduce skills gaps and shortages.

The case studies indicated that discussants were aware of the six guides on skills matching prepared by the ETF in collaboration with CEDEFOP and the ILO, and considered this structured knowledge and toolkit approach as important to increase their capacity to anticipate, forecast and match skills in demand by the respective labour markets. However, in terms of their actual utilisation, this was less positive though again this may be due to their relative newness in being widely available (see Section 3.3)⁵.

3.1.2 Responding to the needs of the EC

From the responses to the email enquiry, most respondents referred to the relevance of ETF in terms of profound subject knowledge, deeply contextualised in the Partner Countries which provides essential input for the preparation of new programmes and projects, as well as upstream activities such as the joint design of programmes. ETF serves as a credible and widely recognised centre of expertise when it comes to VET/skills development in Partner Countries from the enlargement and neighbourhood regions.

The policy analysis role of ETF was referred to by one respondent as *'of paramount importance both for the EU Delegations and for Partner Countries'* and the related capacity-building activities contribute to the effectiveness and sustainability of the EU support in a decisive manner. Its methodological support and knowledge sharing enhance the quality of interventions promoted by the EU. The respondents are also very appreciative of the ETF's knowledge sharing on VET and skills development at learning events for the staff of EUDs and services in Brussels.

The ETF's activities on Skills and Employment is felt as important and relevant for the EU when conducting policy dialogue on employment issues, as well as in the identification and formulation of cooperation programmes with third country partners. In countries such as Tunisia and Morocco, respondents felt that the ETF was particularly relevant to the EC mobility partnerships by proposing activities on ensuring a more effective management of migration. This includes the recognition of qualifications with Partner Countries and the analysis of their needs concerning the profiles of migrants. It also regularly contributes to the updates of the scoreboard of the partnerships and contributes to high-level meetings.

⁵ The ETF plans several activities in 2017 using the matching guides and likely to initially involve Jordan, Lebanon and Morocco.

Relevance of the ETF's activities from a project management perspective was identified in a variety of support, ranging from the drafting of Terms of Reference for the procurement of Technical Assistance, to the provision of tools such as surveys and guidelines for roadmaps / project initiatives / ideas of cooperation as well as help in formulating bilateral envelopes in the VET domain, and in finalising programming exercises such as Country Strategy Papers. Limits were identified in the inherent nature of the mandate and the resources allotted to its fulfilment.

From the case studies, the EUDs recognised the relevance of the ETF to the national priorities of the broad VET area, including employment, employability and skills development, in terms of presence, modalities of cooperation, as well as the quality of their technical knowledge. The ETF also provides crucial support to EUDs in the programming and management of VET-related activities funded by the EU.

3.1.3 Focus of interventions

In the three case study countries, the continuity of assistance from the ETF was generally seen as constant and capable of making a real contribution to increase the capacity of Partner Countries to monitor labour market trends and use information on skills needs for effective VET policy implementation. EUDs require the ETF to ensure a combination of flexibility and continuity in its work and, at the same time, respond to ad hoc requests. In the case of Morocco, for example, the ETF work has underpinned development of the skills dimension of labour mobility, taken into due account in the implementation of mobility partnerships.

Concentrating efforts and resources on a more restricted selection of priority issues in the area of Skills and Employment could increase relevance, in the views of the limited number of the EUDs giving their views. In this regard, the External Evaluation Report of the ETF, through the Partner Country survey responses, also argues that although there is scope to improve on activities that contribute to capacity building for the development of labour market information systems/skills for employability, the existing base is already a strong one.

Particularly noteworthy was the ETF's contribution to tackling needs in relation to helping focus the VET systems on skills needs analysis, anticipation, forecasting and matching, as well as systematically making VET responsive to labour market signals at sub-national level. This would be through a participatory process of strengthening coordination and cooperation between partners and nurturing partnerships with quality knowledge, best practices and comparative analysis of systems and options for policy making, planning and implementation in Partners Countries.

3.2 Coherence, complementarity and added value

3.2.1 Synergy between activities in the field

According to the discussants, institutions in charge of labour market and VET policies and programmes in Morocco felt that they are very much in the driving seat when it comes to needs and actions. They considered that they have sufficient capacity to ensure complementarity and coherence of the support they receive from international development partners, including the ETF.

As examples of the ETF's complementarity and added value, the Ministry of Education and Vocational Training provided its role of coordinator of national stakeholders for the activities under the Torino Process, as well as its leadership in the current process of decentralisation of the employment institutions and VET system programmes. The ETF was acknowledged for adding value to the Ministry's role of promoter and catalyser of the national efforts for the finalisation of the National Vocational Training Strategy 2021 that ETF had accompanied, since 2011, the development of the NQF and the elements of its quality assurance system.

The National Observatory of the Labour Market in Morocco felt there was a high degree of coherence between the national set of labour market and VET policies and programmes and the ETF's work in employment, employability and skills development and the flagship Torino Process.

The ETF was perceived as adding value to national initiatives rather than '*creating new ones*'. Significant examples concerned the initiatives undertaken over the years to develop the concept of an observatory focused on skills needs analysis and forecasting within the national institutions

Moreover, tangible added value of the ETF activities was signified in the ETF's perseverance in proposing and coherently adopting a participatory process in policy making, and coherently supporting it with competent expertise, production and sharing of high quality knowledge on the subjects. This applied to the national context, cross country comparative analysis and a systematic exposure of key stakeholders to best practices in the Mediterranean countries, EU Member States and the other regions covered by the ETF actions. Both the Ministry and the Observatory quoted the GEMM project as an example of coherent implementation at local level of principles and models promoted by the ETF, particularly though the Torino Process.

The national employment agency, the ANAPEC, in implementing own programmes, felt that the ETF proved coherence with its philosophy and action, embodied in the Torino Process, as well as complementary to the efforts of national institutions engaged in developing ALMPs in Morocco. Specific added value to meet new skills needs and reduce mismatch was found in the sharing of good practice and concrete cases of transition from school-to-work, (transformation) retraining schemes for unemployed youth and long-term unemployed, as well as in the many comparative studies such as those on employability and youth programmes in other Mediterranean countries. In the view of the ANAPEC, the ETF could add the value of its global knowledge to the growing public-private partnerships in sectoral training institutions (*gestion déléguée*) for the provision of further, short-term training to graduates entering the labour market.

The OFPPT found the ETF's work had been very much aligned with its own activities in the past and gave the example of ETF support during the implementation of the MEDA 2 project where the OFPPT was the main implementing partner. They felt that more synergy could be reached through a deeper involvement of the Office in the ETF's activities on skills forecasting, anticipation and matching.

Discussants in Serbia saw ETF as a reliable partner who ensures coherence to the reform process though its presence, knowledge sharing, capacity building and training, as well as targeted technical assistance to the Serbian institutions undergoing an intermittent itinerary toward reforms largely because of political changes. In general, the flexibility and responsiveness of the ETF to specific demands by institutions were perceived as concrete added value to the reform process.

The Serbian ministries of employment and education, as well as social partners, concurred that the ETF's activities promoted synergies in the process of devolving responsibilities on Employment and VET policy and systems to sectors, local authorities and training providers. In this regard the ETF pilot action on the identification of skills for the enterprises of the ICT sector in the autonomous region of *Vojvodina* is adding considerable value to the on-going process and its effective pilot stage operation and is expected to provide a solid basis for the scaling up of activities.

As relevant examples of ETF complementarity and added value, discussants quoted several ETF initiatives promoting the networking between employment and VET institutions. The FRAME project built upon the existing initiatives in Serbia on the identification of skill needs on the national employment services (NES) that carry out the national employers' skill survey. However, the NES essentially provides forecasts on short-term skills needs whereas the added value of the FRAME approach was to provide medium to long-term estimates.

The added value of ETF from the perspective of the Ministry of Education became apparent since the early 2000s when ETF started to accompany the VET reform process. The Ministry considered the process of linking VET and employment, set in motion through FRAME, as complementary to the national priorities and were coherent with the ETF mandate and plans. However, the discussant admitted that after completion of the project, the tools have not been utilised in sectors other than

those addressed through FRAME, since this would have required substantial changes in policies involving different institutions.

Similarly, in Montenegro, FRAME was felt as complementary to the existing work of the Employment Agency of Montenegro (EAM) on the identification of skill needs through an annual establishment survey that was not highly thought of by some discussant because of its narrow-focused nature and use of a methodology that was considered insufficiently robust

Government institutions and social partners in Serbia also found added value in the approach and tools embodied in the matching guides produced by the ETF in collaboration with CEDFOP and the ILO and indicated that the NES was the most appropriate focus for their future systematic use.

According to the Montenegro Employers Federation, the ETF's added value is evident in the consistency in the subject area in general and specific aspects of Skills and Employment and in its constant presence in the country.

The ETF regularly complemented the work of the Ministry of Labour of Montenegro, particularly the Division for Programming and Implementation of EU funds by '*working hand-in-hand*' on defining ALMPs for employability and skills forecasting, such as those included in the IPA II sectoral operational programme for Employment, Education and Social Policy. The Ministry indicated as examples of ETF added value, the support in preparing operational sheets through national staff training and the provision of national expertise. FRAME elements were also used as complementary tools in the preparation of the IPA II sector operational programme. ETF has been consulted in the design of a pilot active labour market measure called 'Stop the grey economy', aiming at bringing young people into formal employment.

The social partners in the case study countries felt that the ETF ensures complementarity with national policies and the value it adds with its presence and support. The CGEM in Morocco commented on a lack of joined-up policy at the national level such as economic policy not reflective enough of employment and skills development in a coordinated way. It went on to indicate the GEMM project (in which CGEM was involved) as an example of the ETF's complementarity to boost coordination among national and local institutions and stakeholders. GEMM proved an excellent pilot project for the quality of the process put in place by the ETF that demonstrated how to match local skill needs with quality employment opportunities. However, GEMM failed to translate the preparatory work into an action plan⁶, mainly attributed to the weakness of the institutions involved. However, the flexibility and responsiveness of ETF to specific demands by local institutions and stakeholders was an evident added value.

The UMT union in Morocco valued ETF's work for its quality in comparison with other agencies they collaborate with. The trade union acknowledged the added value of ETF to raise the capacity and competence of the social partners to actively contribute to the VET and labour market policy platforms and programmes. It identified the Torino Process as the main participatory environment for the social partners and the other key stakeholders to raise those capacities. The UMT felt that the ETF's way of operating through parallel initiatives involving different teams proved reasonably coherent, although few major overlaps and inconsistencies between initiatives were noted. They expect further added value by the activities on employment, employability and skills development to target more explicitly the development of a continuous training strategy linked to the industrial policy and development of value chains in which Morocco has a clear comparative advantage.

Both the trade union and the employer representative bodies felt that ETF's involvement is coherent with the respective roles in the national skills development platforms and is consistent with the national policy agenda for skills development. It is also complementary to the respective roles in the VET tripartite platforms and coherent with the national policy agenda for skills development. For example, ETF's added value in the process of establishing the SSCs is mostly

⁶ While a specific action plan was not part of the GEMM activities, attention was paid to the sustainability of the project once the pilot phase ended in 2016.

identified by the social partners as in knowledge sharing and networking not only in the region, but also in other countries and the EU through study visits and exposure to best practices. ETF's added value to the SSC development and the growing participation of the private sector is indicated by the employers' organisation in terms support to employers' capacity to influence the decision-making process of skills delivery. This is the case in Montenegro where ETF supports both social partners in the 14 sector Commissions that might evolve into SSCs.

Research institutions were involved to varying extents in the ETF activities in the Skills and Employment field such as the Centre for Education Policy in Serbia and Institute for Strategic Studies and Prognosis (ISSP) in Montenegro. They indicated that the ETF adds value and this was evident in the knowledge base, the sharing of regional experience and the analysis of the context whereby *'ETF can effectively position itself in the country situation'*. It was also said to be very coherent with the activities of the other development partners working on the same subject matters.

3.2.2 Synergy with other activities in the ETF

During discussions with the ETF staff, it became apparent that employment activities, though less defined than skills development, were present in each ETF action and not only in the three employment projects between 2011 and 2015. In effect, skills and employment are inextricably linked. The Strategic Project on Employment 2015-16 consolidates the previous work by i) supporting Partner Countries to use Anticipation and Matching tools, ii) Youth (NEETs, Governance of Employment-GEMM iii) Migration (mobility, validation and recognition of migrants' inventory of measures for migrants-MISMES).

Because of the case studies, all discussants recognise synergy and coherence between employment, employability and skills development with other ETF activities such as the Torino Process, NQF and the NOSS. Examples derived from other Partner Countries and EU Member States on activities include teacher training, added value to the work of ministries, national authorities, skills providers and social partners. Many examples of complementarity and synergy among ETF different initiatives in the same country and between ETF and EU activities were provided in the three case study countries.

A noteworthy case of complementarity with national and international institutions was indicated in Serbia by the Ministry of Employment, currently collaborating with the World Bank (WB) on a project on job prospects in different economic sectors (using the WB methodology). While the approach and methodology of the WB may be different to the one proposed in the ETF (CEDEFOP-ILO) guides, the Ministry acknowledges that the latter has greater potential to raise its capacity and that of their agencies to do their own analysis.

3.2.3 Synergy with the European Commission and EU agencies

From the interviews with ETF staff it was clear that the compliance of the ETF to EU policies is mandatory. The EU sets priorities and the ETF coherently implements them, though with the maximum level of autonomy in the specific technical domain. This was confirmed by the EUDs in the visited countries as well as by the respondents to the email inquiry.

The EUD in Morocco looks to ETF to provide subject matter expertise on all steps of the country programming cycle. In this regard, the EUD mentioned the GEMM project as a good case of complementarity, since it provided a blueprint for extension of the project in the pilot region but also to other regions of the country under the new programme (*Appui Budgétaire and envelope complementaire*). Even if ETF might not be directly involved in the implementation of this new phase, its effective operation at the pilot stage has provided the basis for the scaling up.

The EUD in Serbia looks to ETF to provide subject expertise on all steps of the country programming cycle while the EUD in Montenegro felt that the ETF is a *'remarkable partner, never in a rush, takes its time and has an important role in governance and evidence-base policy support'*. All parties felt that there is value for the ETF to work on comparative studies such as

those on employability and youth programmes in the region. Moreover, all discussants concurred that the flexibility and responsiveness of the ETF to specific requests for assistance and advice from institutions as well as EUD are an added value.

The involvement in using the outputs from the ETF such as employability country reports, country papers, thematic or country analysis, support measures for migrants, or migrants' profiles, for mission preparation and knowledge updating on both subject and context as well as needs in partner countries and future EU activities, was confirmed by all respondents. In particular, the ETF country reports are considered reliable, comprehensive and helpful for ensuring accurate labour market analysis and support the design of relevant strategies of intervention in Partner Countries, bilateral projects and programmes. Examples were indicated with respect to assessing the needs and determining the scope of the EU support on employment or the MISMEs study on qualification and skills recognition in the framework of the mobility partnerships.

The work of the ETF is generally felt as complementary to that of EC services and EUDs in conducting the policy dialogue and preparing cooperation programmes on employment issues. Added value is identified in the quality of ETF services that portrays it as *'a credible and widely-recognised centre of expertise for VET/skills development in Partner Countries'* as well as in analysing their needs concerning the profiles of migrants and support measures for migration.

In terms of Skills and Employment, the ETF's role in policy analysis, capacity building, methodological support and knowledge-sharing was defined as crucial for both EUDs and Partner Countries, for it increases quality, effectiveness and sustainability of the interventions promoted by the EU. Complementarity and added value is also found in knowledge-sharing and development of competences of the staff in EUDs and in Brussels in the subject of VET and skills development in the Partner Countries.

The synergies between EU services, EUDs and the ETF are facilitated by its unique country-specific, evidence-based knowledge of country contexts in the field of skills and TVET in its capacity of analysis. The ETF is perceived by most respondents as well-rooted in Partner Countries through its regional, cross-country, national and local networks of VET stakeholders for knowledge transfer and regional cooperation on specific subjects, permitting the EU to offer diverse perspectives of support.

One of the main elements that reinforce coherence and complementarity with the EU and the EUDs is the quality of ETF experts who, by combining knowledge in the employment, employability and skills development field with that of EU policies and regional programmes as well as flexibility and promptness of response, concretely help governments in their decision-making process.

Areas for improving the synergy, complementarity and added value of the ETF work in the Skills and Employment field identified by the respondents varied. For example, one respondent underlined the opportunity/possibility to widen the scope from the skills dimension of employment and labour market analysis for TVET and the governance of the TVET system, to broader employment market developments and needs reforms. This would help to prioritise reforms to improve the functioning of labour markets and ultimately reduce unemployment on the basis that a direct correlation between investments in VET and Skills Development reforms and labour market outcomes are difficult to measure.

Suggestions were made to work more closely with CEDEFOP in providing follow-up to both Member States and selected Partner Countries such as those with mobility partnerships or special relationship to the EU, to ensure a fully functioning system of recognition of qualifications in sectors affected by skills shortage inside the EU.

The complementarity and synergy of ETF work can also be improved by better understanding the reasons for the different effects and impact of ETF activities on the quality and effectiveness of VET, employability and employment in Partner Countries. Arguably, the impact of the ETF on Skills and Employment is not directly measurable, but the more structured and focused the

approach to VET interventions are, the better the quality of the methodological and capacity-building support in Partner Countries.

From the responses to the email enquiry, it was apparent that those in the EC felt that the recent changes in the ETF towards a more strategic focus was more in line with their structures and priorities. The new organizational chart of the ETF by strategic projects contributed to increase the efficiency of the agency and its coordination with the EC. However, in the EUDs this may not be as readily accepted and one respondent felt that the country focus of the previous structure better served the needs of the Partner Countries.

In relation to complementarity, coherence and coordination, the documentation clearly shows that some of the ETF activities in the field of Skills and Employment are driven by the requirements of the EC (for example in supporting its structured Euro-Mediterranean policy dialogue) and in promoting the wider objectives of the 2020 Strategy and creating access to the tools of labour market anticipation. Another layer evident in the work of the period in the Skills and Employment field is the collaboration with other international bodies, most notably the ILO and EU agencies such as CEDEFOP. Bilateral cooperation agencies working in Partner Countries (such as the GIZ in Serbia) considered the ETF support to the Ministry and stakeholders on concepts and models of work based-learning as well as on Sectoral Skills Councils, as complementary to their VET pilot project.

3.3 Effectiveness and impact

In general, effectiveness is the measure of the extent to which an activity attains its objectives while, impact, in turn, refers to the positive or negative changes produced by a development intervention, directly or indirectly, intended or unintended. For the sake of this evaluation, effectiveness was assessed by looking at the extent to which different ETF actions met the objectives in the Annual Plans 2011 – 2015 in developing the capacities of stakeholders and institutions in Partner Countries in the field of Skills and Employment development. The tools developed to build the capacities of stakeholders and institutions in Partner Countries have been discussed to establish to what extent the capacities of stakeholders and institutions have been increased and what the enablers/success or the bottlenecks/ constraining factors in capacity building actions were. Additional capacity-building tools that could be applied by ETF in future actions are considered in the recommendations.

3.3.1 Raising the profile of skills and employment

From the responses to the email enquiry, most respondents referred to the country reports (or Employability Fiches) prepared by ETF as being valuable in making them aware of the issues in the Partner Countries and were often used as a briefing document for country visits. As one respondent (in the EC) put it, the country reports are: *‘reliable and comprehensive and extremely helpful for ensuring meaningful analysis of the context and relevant strategies of interventions in the Partner Countries’*.

However, a more general point was made by one respondent that there is no clear notion of the impact of ETF activities in Partner Countries, acknowledging that this was partly due to the small-scale activities likely to be influenced by other interventions, and the focus on VET systems which can obscure any subsequent employment effects.

The case studies revealed that much of the effectiveness from ETF’s involvement in projects derived from the high-quality staff, with their expertise demonstrated by their knowledge of the country and its context, and empathy with their counterparts. This meant that their impact was subtle and more effective because of it. However, where more high-profile projects were implemented, this tended to have a higher result in terms of raising the profile of skills and employment as part of the ETF’s work.

This was evident in the FRAME project, for example, in the two case study countries of Serbia and Montenegro. In Serbia, the ETF was effective in bringing together all key stakeholders under a common understanding of the objectives of the project (i.e. skills anticipation), only to have further progress thwarted by a change of government and the interregnum that followed. The external evaluation of the ETF also found some concerns in Serbia over the ETF role in the FRAME project, finding that *‘stakeholders were disappointed by the lack of flexibility and applicability to different policy areas’*.

In Montenegro, a similar view of an effective bringing together of the key players was acknowledged as a *‘big achievement’*, largely attributed to the quality of the individuals involved and their sensitivity to the local situation.

In the Mediterranean region, the GEMM project (focusing on governance for employability) had its main objective to tackle unemployment (particularly among young people and women) by addressing skills mismatches through VET reform, with *‘innovative, small-scale country pilot projects’* at the core of the component on local/territorial skills development projects. This included raising the awareness of the key players in VET on the need to focus on local skills and their delivery to meet local labour market needs through a variety of projects in the countries involved. However, the project final report (2016) acknowledged that certain key issues were not given sufficient attention such as gender equality, which is a major focus for skills and employment in the region. This was largely attributed to the inherent difficulties in overcoming entrenched perceptions on the role of women in the labour market, coupled with a paucity of data to highlight the issue.

3.3.2 Institutional capacity development

The country case studies showed that much of the work of the ETF was focused on increasing the capacity of their counterparts, which was for the most part done in an effective and empathetic manner. For example, in Morocco, the National Labour Market Observatory had benefited from ETF reports and methodologies, contributing to the observatory’s pre-eminent position in the country as the main repository of information on skills and employment. Furthermore, the ETF work on skills and employment in general and specifically in Morocco had clearly helped raise the awareness of people in key agencies, including the ministries and the social partners.

During the review period, the ETF helped develop partnerships in the Eastern European Partner Countries through capacity-building focused on the SSC approach, as well as the validation of non-formal and informal learning. The external evaluation of ETF identified SSCs operating in at least three countries, Azerbaijan, Belarus and Georgia, though given the time needed to position themselves in the identification and delivery of skills, it is too early to judge their effectiveness.

In Serbia, the ETF’s support in the development of SSCs took the form of knowledge-sharing, participation in conferences and learning events, plus study visits to EU Member States. The ETF also assisted in reshaping the legislative framework to accommodate the new SSC approach where employers will have a much more active role in the determination of skills needs and the allocation of funds. In this case, the ETF was praised for the effectiveness of its support which was delivered at a pace commensurate with the rather slow process that is inevitable with what is, in effect, a cultural shift for the country.

The GEMM project was firmly focused on developing the capacity of national and particularly local stakeholders to access, create and use local labour market information and the project’s final report confirms that this was the case in the countries concerned, albeit to different extents and in different aspects. In Palestine (West Bank), for example, the focus was on developing a tracking system for VET graduates to inform the matching process, while in Tunisia (Gabés) the project focus was broader, looking at how the employability of young people could be developed with a group of unemployed VET graduates. In both cases, the emphasis has been on developing local capacities (for example in Palestine the approach will be mainstreamed to all schools) and this appears to have been achieved.

In Morocco, the GEMM pilot project was focused on the Tangier-Tétouen region in the north of the country and on the two sectors of automobiles and logistics. From discussions in the country and from the final project report, it succeeded in forming a partnership of local public and private sector stakeholders alongside a national committee which, according to the final report: *‘made sure that the goals identified were achieved’*. Furthermore, the stakeholders felt that the Regional Working Group established to coordinate the project should form the official training commission of the region (under the new General Council) to maintain the momentum established by the project. However, at the time of the field visit, it was unclear if this new body had been conferred this status by government.

3.3.3 Sustainability of activities

The limited resources with which ETF operates is a potential barrier to the sustainability of any ETF actions. However, the way the ETF works in the Partners Countries, in close collaboration with counterparts, helps to embed the activities as much as possible. In Morocco, for example, one of the social partners felt that ETF was a *‘credible and tenacious development partner’*, indicating the attention it gives to the dissemination of information and the sharing of good practice. However, it was felt that this effectiveness should be seen in its proper perspective – the ETF was a relatively small player in a big field and should not over-estimate its capacities or degree of influence and this was particularly so in areas what might be considered tangential (e.g. employment) to its core activities in TVET.

In the two case study countries of Serbia and Montenegro, the FRAME project occupied a significant part of the ETF’s activities in those countries over the period 2013-2014. However, in both countries the initial optimism in successfully bringing the key players together and poised for implementation of the methodology of skills anticipation was countered by (almost two years) of no progress being made. However, stakeholders in both countries were keen to point out that ETF were not to blame for this lack of follow-through, with political changes in Serbia and a lack of government impetus in Montenegro being the obstacles. Also, the experience in these two countries was different from some other participant countries in FRAME, such as Kosovo and Albania. In the latter country, the project formed part of a larger project designing a new employment and skills strategy which is now in the implementation phase.

According to the final report on the GEMM project, it developed the necessary infrastructure in terms of access to data sources, methodology and a regional working group. Yet the report was hesitant on the future effectiveness of this set-up because there remained a lack of political commitment to the decentralisation of VET decision-making and under-developed capacity of the key stakeholders. This threat to the sustainability of the pilot was confirmed in discussions with some of the stakeholders, who felt that there was a lack of attention (particularly to further funding) to what happens after the pilot project ended to the extent that there appears to be little activity since. However, this lack of follow-through was not necessarily blamed on the ETF’s role in the project, which was considered to be effective, but more to the difficulties in getting the continued commitment of the government and the resources necessary to build on the foundations laid.

3.4 Efficiency and cost effectiveness

In general, the criterion of efficiency is employed to measure the outputs - qualitative and quantitative - in relation to the inputs. Impact in turn, refers to the positive or negative changes produced by a development intervention, directly or indirectly, intended or unintended. In this evaluation, the focus was on the extent to which human resource inputs and financial resources of the ETF proved adequate in achieving the objectives and outputs in the field of Skills and Employment development. The judgement was also based on observations about the relationship between the utilisation of internal and external competences (external collaborators) in implementation of provided projects in visited countries.

3.4.1 Activity planning

The external evaluation of the ETF, in examining the efficiency and cost effectiveness of the ETF interventions in the labour market information systems and skills for employability field, found relatively high levels of general satisfaction among the various groups consulted (though not as high as for the more traditional ETF areas of work such as development of qualifications frameworks). Moreover, there was a somewhat mixed response on the types of support provided as illustrated in Table 3.1. It shows that respondents in Partner Countries recognised the important role of the ETF in the development of labour market monitoring activities (i.e. the first two categories of types of support), with around two-fifths seeing the ETF as the main driver or providing important support. However, for the other two categories of support, recognition levels fell sharply to about one fifth seeing the ETF as the main driver or providing important support. Furthermore, the high number of ‘don’t knows’ for these two categories may indicate that the ETF is not recognised in these activities as much as the others.

Type of support provided by ETF	Main driver	Provided important support	Provided some support	Did not provide support	No major developments	Don't know
Development of mechanisms for skills identification, anticipation and matching	13	31	43	1	3	9
Development of mechanisms for sectoral monitoring	12	28	33	8	7	12
Capacity-building to support young people's transition to work	3	17	21	11	1	47
Migrant support measures including integration	3	17	21	11	1	47

Figure 1: Partner Country views on types of support provided by ETF in the labour market information systems and skills for employability fields (Percentage of response) (Based on 75 responses)

Source: External evaluation of the ETF (2016)

There was some criticism in the email enquiry response of the uneven approach ETF may take in Partner Countries, assuming different roles, the reasons for which are not immediately obvious. Moreover, one (EC) respondent felt that the ETF activities were too focused on TVET and governance of TVET systems to the expense of broader labour market developments and this made it difficult to isolate what inputs from ETF contribute to labour market outcomes. This point was reinforced by the findings of the external evaluation of ETF, which concluded that the effectiveness of its work in the labour market information systems and skills for employability field was ‘patchy’.

Another respondent (EC) felt that the ETF can be overly concerned with equipping Partner Countries with the necessary frameworks but ‘*does not necessarily accompany them to ensure full implementation*’. This is likely to reflect the limited resources of the ETF and, in general, its role in projects which is usually well-defined from the outset, with its activities clearly planned in terms of resources and timing. The external evaluation of the ETF also recognised the limits to ETF interventions but found that some interviewees felt that the skills and employment field was one of the main areas where ETF interventions introduce activities that would otherwise not take place (or not to the same extent), especially in the provision of analyses.

For the GEMM project, the external evaluation of the ETF (drawing on the external evaluation of GEMM and its own enquiries) found that the ETF acquitted itself well in all the countries covered. In particular, it found that this was strongly linked to: ‘*the ability of the ETF to display flexibility and adaptability to the contextual developments in each Partner Country*’. This was confirmed by

the discussants in Morocco where the ETF staff involved were familiar with the country, the language and the operational nuances of the administrative system.

3.4.2 Information provision and use

The ETF output of information, reports and methodological guides was recognised by all stakeholders in the three case study countries as being relevant and important to the development of TVET, though less specifically to the skills and employment field. For example, recognition of the existence of the six guides to labour market analysis was low in all three countries and where some discussants did recognise the tools, none had used them.

This was partly attributed to their relative newness, but also to their availability only in English and the (inevitable) technical nature of the guides that may deter some potential users. In Montenegro, for example, it was felt that the tools were perhaps pitched at too high a level for users in, for example, the public employment service, where capacities to use them would be low. If aimed at an operational level in the government agencies, they would need to be available in the local language and supported by training in the use of the methods.

3.4.3 Value for money

Some respondents to the email enquiry drew attention to the limited resources at the disposal of the ETF, with one commenting that its '*stagnant*' budget was limiting what it could do⁷. Another criticised the lack of human resource and backstopping support for experts which prevented them from fully focusing on the technical issues and slowed progress in projects. The limited financial resources of the ETF were also noted by a respondent in an EUD, though the implication here was that the ETF achieved a lot with its limited resources, but could do more with extra support. In fact, this was the general message emerging from the email enquiry, that the ETF provided a quality service on a limited budget.

From the EC's perspective, one respondent felt that the new organisational structure of the ETF made it more efficient and better coordinated with the EC's activities and this in turn helped raise the quality of the EU's cooperation interventions in the countries concerned.

The case studies revealed a general perception that the ETF represented good value for money. In Morocco, for example, the main stakeholders recognised that the resources the ETF had at its disposal were limited and so felt it important to concentrate on developing selected projects chosen in consultation with the key national players to avoid spreading themselves too thinly. The GEMM project represented a different aspect of ETF's potential whereby it was the implementer of a reasonably well-funded project focused on a region and two sectors therein. This enabled the ETF to engage with the stakeholders in a more in-depth way and for those involved, this proved to be an efficient and effective experience for them during the pilot phase.

In Serbia, there was a consensus among the discussants that the ETF made efficient use of its limited resources in the skills and employment field and, furthermore, was seen as a '*constant player*' that would be around for the long-haul, recognising the time it takes to get some of the activities off the ground.

The GEMM project offered a different approach for the ETF with it acting as implementer of an EU-funded project. Information was not available for this evaluation on the financial elements of the project, though it appears to have been efficiently run by ETF and completed on time and to budget. From the available evidence, the focus on learning from pilot projects in the region was an effective mechanism for sharing experience and appreciated by the key stakeholders, though bilateral assistance remains an essential mechanism for post-pilot implementation.

⁷ The total ETF budget has been stable at around EUR 20m per year during the review period for this evaluation. The GEMM and FRAME projects were additional and came with their own budgets (EUR 2.0m and EUR 1.4m respectively for the duration of the projects).

The ETF provided the following financial data to assist with the assessment of value for money:

- Employment project expenditure (human resources and missions) for 2013-2016 in total;
- Employment project expenditure (excluding human resources and mission costs) for 2011-2016 by Partner Countries.

Table 3.2 shows that the overall expenditure on Skills and Employment projects (including migration) increased significantly in 2015, more than doubling the annual expenditure of the previous two years, and only fell back by a relatively small margin in 2016.

Year	Expenditure (EUR)
2013	508,724
2014	440,261
2015	1,288,014
2016	1,026,357

Figure 2: ETF expenditure on employment-related projects (human resources and mission costs – EUR), Source ETF.

The more detailed expenditure data by Partner Countries was assessed and a table derived showing the itemised expenditure on the three countries visited i.e. Montenegro, Morocco and Serbia (see Annex G). It shows that the main direct expenditures were for the organisation of joint conferences and the translation of reports from English to French. For example, for Montenegro, the SEET conference on skills anticipation in Turin (November 2015) at EUR 11,475, and for Morocco the Conference on Skills in Brussels (September 2015) at EUR 33,015. It is interesting to note that the total expenditures vary between the three countries, with Morocco attracting EUR 76,973, Montenegro EUR 39,148, and Serbia EUR 24,387. However, given that these totals represent five years' expenditure, they are small amounts when considered on an annual average basis.

It would be misleading to draw firm conclusions from the rather limited financial information available, though given the relatively small amounts spent on Skills and Employment activities, it is reasonable to suggest that they have a disproportionately large effect. This is particularly evident in the three case study countries where the level of knowledge of ETF and the impact of its activities is strong in relation to expenditures.

4 Conclusions and Recommendations

4.1 Conclusions

This section of the evaluation draws on the assessment of the ETF's work in the Skills and Employment field to focus on the key points emerging from the analysis and which provide the basis for the broad recommendation that follow.

The ETF work programme is strongly influenced by the requirements of the EC, which is an important client for the ETF, as are the EUDs in the 30 Partner Countries. This represents a potentially difficult balancing act for the ETF, where it must meet the sometimes-different demands of the various client groups, made more difficult by the relatively small (and stable) budget of around EUR 20m per year, only a small proportion of which is devoted to activities in the Skills and Employment field.

The conclusions set out here also need to be seen in the light of the structural changes implemented by the ETF in 2015, with more emphasis on the thematic dimensions while still trying to maintain an important focus in each Partner Country. The external evaluation of the ETF found that the introduction of this more strategic approach '*had the potential to enable all Partner Countries to benefit from a common approach*', though it was perhaps too early to judge the impact. What is clear is that the thematic approach enables the ETF to be more aligned with the EU's aims and objectives and this is particularly evident in the Skills and Employment field.

4.1.1 Relevance

Overall, the activities of the ETF in the Skills and Employment field were seen as relevant and responsive to the actual priorities and needs of the Partner Countries. Furthermore, the ETF was both proactive and reactive in its dealings, though from the three case studies, it appeared that the majority of activities in these countries were at the instigation of the ETF.

Importantly, the ability of the ETF to organise the sharing of information and good practice between Partner Countries was valued, though maximum relevance came from working with countries from the same region, facing similar economic, social and labour market contexts. In fact, many of the respondents in the three case study countries had most contact with the ETF through seminars and conferences organised regionally or held in Turin and they were invariably seen as relevant to their respective roles in their countries.

From the limited feedback from the email enquiry of EC and EUD staff, it was clear that the ETF was seen as an important source of relevant information on Partner Countries, with the Employability Fiches specifically mentioned in this regard. However, the ETF has a largely reactive role with the EC, responding to its requests for information (mostly) and policy guidance, including inputting to learning events in Brussels. Entrusting the ETF with implementation of the GEMM and FRAME projects is also evidence of the relationship between the ETF and the EC based on relevance and trust (which proved to be well-founded).

4.1.2 Coherence, complementarity and added value

The judgement criteria of coherence, complementarity and added value of this evaluation confirms that the ETF is generally considered as strong with the stakeholders in the Partner Countries, the EC and EUDs, Member States, and international organisations. During this evaluation, it became evident that discussants recognise the ETF's role in ensuring complementarity not just of its own activities and objectives, but also those of other stakeholders.

A high degree of coherence between the national set of labour market and VET policies and programmes and the ETF's work in employment, employability and skills development and the

flagship Torino Process was felt, by all discussants. The ETF addresses the needs of Partner Countries with specialist expertise over the longer term, and supports the EC and EUDs. It also supports EU Member States and their aid agencies and other international and multinational organisations.

The risk of losing coherence with the policies and measures adopted in Partner Countries is more related to the national coordination mechanism rather than to the internal coordination of ETF initiatives, which were seen as well-defined and clearly identified in a complementary way.

The acknowledgement by national authorities and stakeholders, EUDs and EC services of the ETF's role of support in ensuring coordination of other external organisations confirms the positive assessment of this evaluation. However, the intermittent presence of the ETF in the Partner Countries, mainly due to limited human and financial resources, is a potential weakness in ensuring coherence and coordination of employment, employability and skills development policies and programmes given the sometimes fluid and often unstable situations that characterise some Partner Countries. In such contexts, the high level of complementarity achieved by the ETF with national stakeholders, EUDs, EC services, other EU agencies like CEDEFOP, international organisations and bilateral development partners, is a particularly notable achievement in terms of coherence, coordination and added value.

4.1.3 Effectiveness and impact

The work of the ETF in providing knowledge about the Partner Countries (such as in the Employability Fiches but also through personal contacts) was seen as an effective input for the EC in particular. There was also praise from all quarters on the high-quality ETF staff who were not just knowledgeable in their subject matter, but also in the countries and their contexts which enable them to empathise with their national counterparts, all contributing to greater effectiveness in what they were doing.

The profile of the Skills and Employment field as part of the ETF's portfolio of expertise had been raised in the case study countries, although, perhaps, it did not realise its full potential due to insufficient attention being paid to the need for methodological tools (such as the labour market analysis guides) to be available in local languages and supported with training in their use (issues which have recently been addressed by the ETF and will form a key activity for the ETF in 2017).

Assessing any real impact from ETF activities was more difficult, partly because they were generally small-scale activities one (or more) stage removed from the beneficiaries (for example it would be difficult to attribute a fall in youth unemployment in Morocco directly to the activities of the ETF). The impact was therefore more subtle and likely to be found in such effects as capacity-building in national stakeholders, the availability of labour market analysis tools, and the sharing of information and good practice.

It is acknowledged that the limited resources available to the ETF (particularly in the Skills and Employment field) means that the sustainability of its actions must be largely down to others (such as the EU or bilateral development agencies). The ETF demonstrated a commitment to embedding good practice wherever possible, though there were indications that insufficient attention was paid to sustainability during the implementation stage or in the case of methodological tools where making a report available (in English) does not necessarily guarantee that it will be used as intended. However, those exogenous factors such as political and personnel change cannot be foreseen or controlled by the ETF and such factors have been behind some of the sustainability issues in the Partner Countries.

4.1.4 Efficiency and cost effectiveness

The Skills and Employment field is clearly not as strongly recognised as a core activity of the ETF by stakeholders in Partner Countries (the external evaluation of the ETF referred to it as '*more heterogeneous*' than other strategic areas). Nevertheless, satisfaction levels among the various

groups consulted was high, though few Partner Countries saw it a main driver of policy. The email enquiry also pointed to some concerns over the variation in coverage of the Partner Countries, though this is likely to reflect the logistical difficulties of dealing even-handedly with 30 countries.

The ETF work in the provision of labour market analyses (such as on employability) appeared to offer an activity that would otherwise not take place (or not to the same extent) and so suggested potentially low levels of deadweight. However, this was not necessarily the case in the provision of the methodological tools which, while done in collaboration with CEDEFOP and the ILO, were adding to an existing array of how-to-do-it reports from various agencies such as the World Bank and, of course the ILO. The added value from these tools is more in their use and here the ETF plans to address this issue in 2017.

4.2 Recommendations

The analysis in this report allows some recommendations to be set out for consideration by the ETF in its future work planning, as follows:

1. In considering how to balance the competing demands for its resources from the Partner Countries, the EC DGs and EUDs, the ETF should review the value of some of its activities. For example, countries claim that they most value sharing experience with those with similar economic, social and labour market contexts (e.g. Western Balkans, African Mediterranean) which may call into question the value of groupings such as the UfM who may share a seaboard, but little else (e.g. Montenegro and Morocco).
2. The evolving work of the ETF in the Skills and Employment field can tend to be lost among the mainstream ETF TVET activities in Partner Countries and so more efforts should be made to raise its profile if it is to be an important part of the future work programme. This should ensure that the activities in this field are close to the core strengths of ETF and not duplicating what other agencies are already doing or planning (e.g. World Bank and ILO) and it should be complementary to the activities of the EU in Partner Countries.
3. The ETF appears to have acquitted itself well in the FRAME and GEMM projects. This gave the ETF more resources to penetrate deeper into the Skills and Employment field and to devote more resources to building up relationships between stakeholders in the countries concerned. It has enhanced the capacity of the ETF and this success should be used as a platform for more of this sort of delivery where resources for medium-term projects are increased. But sustainability needs to be given proper attention during the implementation process.
4. The technical capability and the organisational capacity of ETF in implementing larger endeavours such as the GEMM or FRAME projects, were appreciated by the beneficiaries and partners as of high quality. To increase the effectiveness and impact of the Strategic Programme on Skills and Employment, more implementation opportunities should be sought with the EC and the EUDs both in ensuring some continuity for those two projects and in strengthening the capacity of national agencies in piloting and applying high quality models and tools such as those developed with the matching guides.
5. The evaluation has shown that it is not enough to produce good quality methodological material and make it available on the ETF website. To maximise the value (and impact) of this substantial investment requires it to be used and the ETF should ensure that this happens by making the tools accessible. This requires information to made available in local languages, supported by training in its use. The options for this (including, for example, on-line tuition) should be fully exploited by the ETF.
6. The presence of the ETF in Partner Countries is generally seen as consistent and reliable. However, the ETF should pay more attention to address the sustainability of its activities,

particularly where project work is concerned (such as in GEMM and FRAME). This is likely to be achieved working closely with development partners who can support projects after the initial stage of projects.

7. The Skills and Employment field appears to absorb a relatively small part of the total ETF budget. However, from the financial information supplied it is difficult to see the actual expenditure per project and while there is every evidence to indicate value for money, greater transparency would help confirm this and provide a basis for justifying further funding of this field.

Annex A. References

Anticipation of skills, transition studies

- ETF (2011) Long-term unemployment Montenegro.
- ETF (2012) Activation policies Western Balkans & Turkey.
- ETF (2012) INFORM 8 Activation policies.
- ETF (2012) Labour markets & employability.
- ETF (2012) Skills matching synthesis report.
- ETF (2012) Skills matching systems.

Country Fiches

- ETF (Oct2015) Algeria employability fiche
- ETF (Oct2015) Armenia employability fiche
- ETF (Oct2015) Belarus employability fiche
- ETF (Oct2015) Egypt employability fiche
- ETF (Oct2015) Israel employability fiche
- ETF (Oct2015) Jordan employability fiche
- ETF (Oct2015) Lebanon employability fiche
- ETF (Oct2015) Moldova employability fiche
- ETF (Oct2015) Ukraine employability fiche
- ETF (Oct2015) Palestine employability fiche
- ETF (Oct2015) Morocco employability fiche
- ETF (Oct2015) Azerbaijan employability fiche
- ETF (Nov2015) Georgia Country fiche
- ETF (Oct2015) Tunisia employability fiche

Short term high quality studies to support activities under the Eastern Partnership - HiQSTEP

- HiQSTEP (2014), Report on current practices in anticipation and matching of skills in Armenia
- HiQSTEP (2014), Report on current practices in anticipation and matching of skills in Azerbaijan
- HiQSTEP (2014), Report on current practices in anticipation and matching of skills in Belarus
- HiQSTEP (2014), Report on current practices in anticipation and matching of skills in Georgia
- HiQSTEP (2014), Report on current practices in anticipation and matching of skills in Moldova
- HiQSTEP (2014), Report on current practices in anticipation and matching of skills in Ukraine
- Lizzi Feiler, HiQSTEP: Skills Needs Identification and Anticipation Policies and Practices in the Eastern Partnership Region -Cross-country Report, KANTOR-DG DEVCO, 2014

ETF Employment Policies

ETF (2012) Education to work transition Mediterranean
ETF (2013) Youth employment Arab Mediterranean Countries
ETF (2014) Active Labour Market Policies Focus Youth
ETF (2014) Employment policies Algeria
ETF (2014) Employment policies Jordan
ETF (2014) Employment policies Libya
ETF (2014) Employment policies Palestine
ETF (2014) Employment policies Tunisia
ETF (2015) Employment policies Egypt
ETF (2015) Employment policies Israel
ETF (2015) Employment policies Lebanon
ETF (2015) Employment policies Morocco
ETF (2015) NEET, overview partner countries

ETF Employability papers

ETF (2012) The Challenge Of Youth Employment In The Mediterranean regional employability review
ETF (2014) Employability in the Mediterranean Region
ETF (2015) The Challenge Of Youth Employability In Arab Mediterranean Countries. The Role Of Active Labour Market Programmes

Other documents

ETF (2012) Value Chain Analysis In The Montenegrin Dairy Sector
ETF (2015) Regional Analysis On Skill Needs' Identification And Matching In The South East European Countries Draft Version November 2015

Matching Guide and Matching position Papers

ETF, CEDEFOP, ILO, Using Labour Market Information, Guide To Anticipating And Matching Skills And Jobs Volume 1
ETF, CEDEFOP, Developing Skills Foresights, Scenarios And Forecasts, Guide To Anticipating And Matching Skills And Jobs Volume 2
ETF, CEDEFOP, Working At Sectoral Level, Guide To Anticipating And Matching Skills And Jobs Volume 3
ETF, CEDEFOP, The Role Of Employment Service Providers, Guide To Anticipating And Matching Skills And Jobs Volume 4
ETF, CEDEFOP, Carrying Out Tracer Studies, Guide To Anticipating And Matching Skills And Jobs Volume 6
ETF (2014), Position Paper On Anticipating And Matching Skills

ETF (2014), Position Paper on Migration And Skills Development Agenda In ETF Partner Countries

ETF (2015), Migrant Support Measures From An Employment And Skills Perspective (MISMES). Global Inventory with a Focus on Countries of Origin

FRAME Project

ETF (2014) FRAME Foresight guide.pdf

ETF (2014) FRAME Institutional Arrangements Guide.pdf

ETF (2014) FRAME Monitoring Guidelines EN.pdf

ETF (2014) FRAME Regional Report.pdf

GEMM Project

ETF (2016) GEMM Governance for Employability in the Mediterranean. Final Report

ETF (2014) Projet FOREG GEMM Annexe du rapport de synthèse secteur logistique

ETF (2014) Projet FOREG GEMM Annexe du rapport de synthèse secteur automobile

ETF (2015) Projet FOREG GEMM Adequation Des Programmes De Formation Professionnelle Aux Besoins Du Marche De L'emploi. Document de Synthèse

ETF (2014) Projet FOREG GEMM Adequation Des Programmes De Formation Professionnelle Aux Besoins Du Marche De L'emploi. Kit d'analyse

ETF (2014) Projet FOREG GEMM Adequation Des Programmes De Formation Professionnelle Aux Besoins Du Marche De L'emploi. Demarche Pour L'analyse De La Relation Formation Emploi

ETF (2014) Projet FOREG GEMM Adequation Des Programmes De Formation Professionnelle Aux Besoins Du Marche De L'emploi. Méthodologie pour l'analyse des besoins en competences des entreprises de la region de Tangier Tétouan en automobile et logistique.

ETF (2014) Projet FOREG GEMM Portrait statistique des secteurs Automobile Et Logistique Dans La Region Tanger Tetouan

ETF (2014) Projet FOREG GEMM Rapport d'analyse de la relation formation emploi et pistes d'action Secteur automobile

ETF (2014) Projet FOREG GEMM Rapport d'analyse de la relation formation emploi et pistes d'action Secteur logistique

ETF (2014) Projet FOREG GEMM Etude D'analyse Des Besoins En Competences Dans La Region Tanger – Tetouan Metiers De La Logistique

ETF (2014) Projet FOREG GEMM Etude D'analyse Des Besoins En Competences Dans La Region Tanger – Tetouan Metiers De l'automobile

ETF(2015) Rapport sur les résultats de la mission complémentaire relative à l'utilisation des conclusions et données des analyses effectuées à Tanger-Tetouan.

Torino Process Report

ETF (2014) Torino Process Report 2014 Montenegro

ETF (2014) Torino Process Report 2014 Serbia

ETF (2014) Torino Process Report Southern and Eastern Mediterranean

Country Fiches

ETF Draft Country Fiches Montenegro 2016

ETF Draft Country Fiches Morocco 2016

ETF Draft Country Fiches Serbia 2016

ETF Implementation Plans on 2011-2012

ETF (2011), Action Plan COP Employment

ETF (2012), COP Employment MPL work plan 2012

ETF (2011), IP - ILP matching WP 2011

ETF (2012), IP - ILP matching WP 2012

ETF (2011) UFM Employability Implementation Plan WP2011

ETF (2012) UFM EMPL IP 2012

ETF Implementation Plans on 2013-2015

ETF (2013) COP Employment 2013

ETF (2013) IP - ILP matching WP 2013

ETF (2014) IP COP Employment WP 2014

ETF (2015) Strategic Project Of Employment, Employability And Mobility Implementation Plan 2015

ETF (2013) UFM Employment IP 2013

ETF (2014) UFM Employment and Employability: Support to Union For The Mediterranean Policy Dialogue Implementation Plan – WP 2014

ETF Programming Documents

ETF (2009) Mid-Term Perspective 2010-13.pdf

ETF (2013) Mid-Term Perspective 2014-17.pdf

ETF (2016) Single Programming Document 2017 - 2020.pdf

Evaluations

EFFECTIV Consortium, External Evaluation of the European Training Foundation (ETF),

Draft Final Report, September 2016

EFFECTIV Consortium, Annexes to the Draft Final Report by the EFFECTIV Consortium, July 2016

Annex B. List of contacts

No.	Name	Country	Institutions	Contacts
Serbia				
1	Dragica Ivanović	Serbia	Head of the Division for Active Employment Policy, Department for Employment, Ministry of Labour,	+ 381 11 2642 043
2	Jelena Kilibarda	Serbia	Department for Employment, Ministry of Labour	+ 381 11 2642 043
3	Danioela Stojanović	Serbia	Department for Employment, Ministry of Labour	+ 381 11 2642 043
4	Jelena Vasić	Serbia	Department for Employment, Ministry of Labour	+ 381 11 2642 043
5	Jasminka Markovic,	Serbia	Director, Centre for Education Policy	jmarkovic@cep.edu.rs
6	Ann-Kathrin Hentschel	Serbia	GIZ	Ann-Kathrin Hentschel@GIZ.de
7	Ljiljana Pavlovic	Serbia	Serbian Association of Employers	ljilja.pavlovic@poslodavci.rs
8	Mirjana Bojanic, ,		Special Adviser to the Minister, Ministry of Education, Science and Technological Development	mirjana.bojanic@mpn.gov.rs, mirjana.bojanic@gmail.com, mirjana.bojanic@zuov.gov.r
9	Erceg Rade,	Serbia	Trade Union Confederation, Serbia,	radeerceg@yahoo.com
10	Carole POULLAOUÉC	Serbia	Delegation of the European Union to the Republic of Serbia, Operations Section	Carole.POULLAOUÉC@eeas.europa.eu
11	Jelica Colic	Serbia	Delegation of the European Union to the Republic of Serbia Project Manager	Jelica.colic@eeas.europa.eu
12	Jadranka Kaludjerovic,	Montenegro	Program director, Institute for Strategic Studies and Prognoses	jkaludjerovic@t-com.me
Montenegro				
13	Ana Maraš,	Montenegro	Montenegrin Employers Federation	ana.maras@poslodavci.or
14	Biljana Krstajić,	Montenegro	Senior Advisor, Division for Programming and Implementation of EU funds Ministry of Labour and Social Welfare	biljana.krstajic@mrs.gov.me

15	Krsmanovic Vladimir,	Montenegro	International Department Officer, Confederation of Trade Unions of Montenegro,	vladok2002@t-com.me
16	Romain Boitard		Delegation Of The European Union To Montenegro Cooperation Section	Romain.BOITARD@eeas.europa.eu
Morocco				
17	Mourad BENTAHAR	Morocco	Mourad Director LM Observatory	bentaharmourad2@gmail.com / mbentahar@emploi.gov.ma
18	Brahim El Himri	Morocco	Ministère de l'éducation et de la formation professionnelle	brahim-ugp@dfp.gov.ma
19	Yahya Oukach	Morocco	ANAPEC Chef de Division des Mesures pour l'Emploi	y.oukach@anapec.org
20	Noureddine Benkhalil	Morocco	ANAPEC Directeur Général Adjoint	n.benkhalil@anapec.org
21	Mohamed Slassi Sennou	Morocco	CGEM	m.slassi@sunbiose.com
22	Alaoui Mohammed	Morocco	Secretary General Union Marocaine du Travail	Alaoui47@hotmail.com
23	Youssef Cheikhi	Morocco	OFPPT Director communication	Youssef.cheikhi@ofppt.ma
24	Khalid Alaoui	Morocco	OFPPT Director of Training	Khalid.Alaoui@ofppt.ma
25	Silvia Favret	Morocco	Delegation Of The European Union To Morocco	Silvia.favret@eeas.europa.eu
ETF				
26	Sofia Sakali,	ETF	Monitoring and Evaluation	Sofia.Sakali@etf.europa.eu
27	Xavier Matheu de Cortada	ETF	Head of Thematic Policy Unit	xavier.matheu-de-cortada@etf.europa.eu
28	Daiga Ermsone,	ETF	Head of Strategic Project Employment	Daiga.Ermsone@etf.europa.eu
29	Cristina Mereuta,	ETF	Officer Strategic Project Employment	Cristina.Mereuta@etf.europa.eu
30	Sara Rinaldi	ETF	Officer Strategic Project Employment	Sara.Rinaldi@etf.europa.eu
31	Inna Dirgunova	ETF	Officer Strategic Project Employment	Inna.dirgunova@etf.europa.eu
32	Francesca Rosso	ETF	Officer Strategic Project Employment	Francesca.rosso@etf.europa.eu
33	Siria Taurelli,	ETF	Head Vet Provision Strategic Project	Siria.taurelli@etf.europa.eu
34	Maria Vittoria Garlappi	ETF	Country Desk Tunisia	Mariavittoria.Garlappi@etf.europa.eu
35	Sabina Nari		Country Desk Morocco	Sabina.Nari@etf.europa.eu

Annex C. Email survey questions for European Commission and Delegations' Staff

ETF Skills and Employment Evaluation

Notes

- *These questions are aimed at selected staff in relevant EC DGs (names and contact details provided by ETF) who have a connection with the work of the ETF;*
- *The aim is for a concise list of open questions that will be sent in the form of an email (with attachment) personally addressed to the recipient;*
- *There should be an introductory statement in the email explaining the objectives of the evaluation and the importance of getting feedback from the EC staff*
- *Make it clear that the comments made will be non-attributable in the report either to the individual or DG.;*
- *Explain how they will receive feedback and the results of our study.*

1. Your job title and length of time in post?
2. Explain your connection with the ETF skills and employment activities?
3. Are you involved with determining the activities of the ETF (e.g. agreeing the work programme) – if so, if what capacity?
4. Are you involved with using the outputs from the ETF (e.g. employability country reports) – if so explain which ones?
5. How important is the work of the ETF in what you do either in the EC or in Partner Countries?
6. What are the strengths of the ETF work in the skills and employment field in relation to what you do?
7. What are the weaknesses of the ETF work in the skills and employment field in relation to what you do?
8. Do you feel that the full potential of ETF projects in the skills and employment field are fully realised - if not, what are the main barriers to maximising the potential?
9. How do you feel about the changes in the way of working in the ETF from 2015 and their impact on activities in the skills and employment field?
10. What (if anything) would you like to see the ETF do differently and why?

Annex D. Project costs information

Employment project expenditure (excluding human resources and missions) 2011-2016 (EUR)

Expenditure category	Montenegro	Serbia	Morocco
Expertise to support ETF initiatives for HCD, 2011			6,530
ILP MATCH first expert meeting catering. June 2011		1,221	
ILP Migration event, 6-7 March 2011			8,547
ILP Match 2 nd expert meeting, Turin, 24-25 Oct. 2011	1,098		
National expertise for the project Matching supply and demand for skills in Serbia, 2011		5,000	
Translation of UFM report from English to French*	11,184		11,184
Layout UFM regional employability policy note, 2012			25
ILP Migration Project, Turin, 6-7 March 2012			1,067
International expert in context of ILP Migration and skills conference, 2012			5,710
Translation of UFM Morocco country fiche, 2013			720
Edit Migration and skills comparative report on Armenia Georgia and Morocco, 2013			1,257
Understanding the dynamics b/w HC and migration, layout, 2013			263
Expertise for the collection and analysis of country information on employment policies in Egypt, Lebanon and Morocco			5,401
Translation of SEMED employment 1 country fiche for Morocco French to English, 2014			2,024
Organisation of services for the Event ACVT-DCVT preparatory workshop, Turin 21 May 2014	3,789	3,787	1,230
Policy leaders forum, DGVT, Tirana, 6 Oct. 2014, participants' handling fees	126	135	
Policy leaders forum, DGVT, Tirana, 6 Oct. 2014, accommodation and travel	841	901	
Policy leaders forum, DGVT, Tirana, 6 Oct. 2014, accommodation and travel	31	34	
Policy leaders forum, DGVT, Tirana, 6 Oct. 2014, accommodation and travel	312	334	
Provision of expertise for the Skills anticipation questionnaire (OECD-ETF) in SEET/Montenegro **	1,500		
Provision of expertise for the Skills anticipation questionnaire (OECD-ETF) in SEET/Serbia **		1,500	
Conference on Skills dimensions of migration, perspectives from ETF partner countries, Brussels 15-16 Sept. 2015			33,015
Organisation of the SEET regional meeting on Skills anticipation and matching, Turin 25-26 Nov. 2015***	11,475	11,475	
Organisation of the event Transition to work in Montenegro with focus on IPA intervention to support youth employment and skill development, Budva, Montenegro, Oct. 2016	8,792		
Total	39,148	24,387	76,973

Source: ETF

Annex E. Checklist for interviews with and national authorities stakeholders

Introduction

The Interview aims at studying the effectiveness and impact of ETF interventions in the field of Skills and Employment in the ETF Partner Countries in the period 2011–2015.

The interviews will be held in the 4 ETF Partner Countries selected for the visit to identify what activities and interventions work best given the different country contexts and stage of development in Skills and Employment. The study on the effectiveness and impact of ETF interventions is commissioned by ETF and conducted by ICON-INSTITUTE.

By this interview, **national authorities and other national stakeholders** (such as employer representatives, social partners, representatives of the education sector, advisors, and project participants) are targeted.

The interview consists of the following parts:

Part 1: Background questions

Part 2: Assessment of ETF's work against evaluation criteria

Part 3: Success and fail factors and lessons for the future

Part 1: Background questions

1. Country
2. What kind of stakeholder do you represent?
3. To what extent were you involved in general inSkills and Employment-related policy making and implementation activities in your country?
4. General stage of change of Skills and Employment work in your country. Have policy initiatives actually been translated from words into action?
5. In what type of ETF supported activities related to Skills and Employment were you involved?

Part 2: Assessment of ETF's work against evaluation criteria

■ Relevance

1. TO WHAT EXTENT IS THE ETF'S WORK ON SKILLS AND EMPLOYMENT RELEVANT ACCORDING TO PARTNER COUNTRIES' NEEDS, PRIORITIES AND POLICIES?

- Skills and Employment is considered a key priority in the country
- Work in Skills and Employment is linked to other policy fields as well, such as VET / TVET, Workforce Skills Development, Qualifications Frameworks QFs, Curriculum development (including on-the-job training), Lifelong Learning LLL, Instructor / Trainer / Teacher Training, etc.
- ETF interventions in Skills and Development responded to country specific challenges
- ETF interventions were sufficiently tailored to country-specific needs
- ETF is focussing on the right topics to stimulate Skills and Employment development

- ETF activities stimulate Skills and Employment policy development
- ETF is focussing on the right topics to stimulate Skills and Employment development in my country

- Coherence, complementarity and added value

2. TO WHAT EXTENT IS THERE SYNERGY BETWEEN DIFFERENT ETF INTERVENTIONS IN SKILLS AND EMPLOYMENT (AND SYNERGY WITH OTHER ORGANISATIONS)?

- ETF country activities work towards a single purpose and work on the same topic
- ETF approach and conceptualisation is consistent over the years
- There is synergy between ETF regional activities and national activities
- ETF cooperates with the EU in reaching its objectives
- ETF cooperates with other international, bilateral/national organisations (incl. donors) in reaching its objectives
- In relation to complementarities, ETF is focussing on issues that others do not
- ETF focuses issues that overlap
- ETF focuses issues on which exclusively ETF is working
- Is ETF best positioned to take up the following roles, or are other organizations better positioned in the field of Skills and Employment?
 - Knowledge developer (conceptualising, researching, evaluating and monitoring VET/TVET) and
 - Knowledge management (gathering, transferring, disseminating and sharing available information, knowledge and best practices)
 - Policy advice and support
 - National agenda setting on Skills and Employment
 - Advocacy organization for Skills and Employment
 - Capacity building (Institution-building and VET / TVET stakeholders)
 - Provider of a platform for networking (connecting organizations in the field of VET / TVET)
 - Donor organization
 - Coordinator of donors/other organizations working in VET/TVET
- What do you consider the main added value of ETF in the field of Skills and Employment?
 - an important player in the field of Skills and Employment
 - sets the agenda on Skills and Employment
 - an authority in the field of Skills and Employment
 - a reliable cooperation partner
 - ETF has the resources and human capacities to have an impact (e.g. embedding LMI activities and anticipating skills needs)
 - provider of information on developments in Skills and Employment

- Effectiveness and impact

3. TO WHICH EXTENT HAS ETF ENHANCED THE CAPACITY OF PARTNER COUNTRY INSTITUTIONS AND OTHER STAKEHOLDERS IN DEVELOPING, IMPLEMENTING, MONITORING AND REVIEWING POLICIES IN THE AREAS OF SKILLS AND EMPLOYMENT

- ETF interventions brought together and engaged groups of stakeholders and improved the policy dialogue
- ETF interventions have put Skills and Employment on the national agenda and established firm commitment to work on the topic
- They led to adequate embedding of NVQs, Curriculum & on the job training Programmes
- They led to better knowledge exchange between different operational levels (policy making/development and implementation)
- They led to an improved institutional framework for developing and implementing the Skills and Employment activities
- ETF interventions contributed to increased capacities in Skills and Employment policy making
- They contributed to increased capacities in Skills and Employment policy implementation
- They contributed to increased capacities in Skills and Employment policy review, monitoring & evaluation M&E

-
- Efficiency

4. WERE ETF INTERVENTIONS CONDUCTED EFFICIENTLY?

- Planning of the intervention/activity
- Provision of information prior to the intervention/activity
- Clarity of roles of those involved in the intervention
- Provision of information during the intervention/activity
- The level of knowledge and understanding in the field of Skills and Employment within the organisations involved
- The planning and work plan of the intervention/activity (was the intervention carried out according to plan?)
- Provision of information after the intervention/activity (feedback)

Part 3: Success and fail factors and lessons for the future

5. ETF'S FUTURE WORK SHOULD:

- do more at operational level (developing capacity to use the tools of LMI analysis)
- concentrate mainly on developing basic LMI systems
- do more on regional comparisons and benchmarking with the aim of mutual learning
- be more visible in the country
- cooperate more with other international organisations
- are the following factors for success of ETF activities?

- Clear objectives and strategy
- Coherence among activities
- Cooperation with other donor organisations
- Cooperation among countries
- Cooperation with diverse groups of stakeholders
- Human resources involved from ETF
- information and knowledge transfer
- are the following aspects factors that hamper success of ETF activities?
 - Lack of a clear objectives and strategy
 - Lack of coherence among activities
 - Lack of cooperation with other donor organisations
 - Lack of cooperation among countries
 - Lack of cooperation with diverse groups of stakeholders
 - Lack of human resources involved from ETF
 - Lack of information and knowledge transfer
- WHAT RECOMMENDATION WOULD YOU GIVE ETF TO INCREASE THE EFFECTIVENESS AND IMPACT OF THEIR SKILLS AND EMPLOYMENT ACTIVITIES IN YOUR COUNTRY?

Annex F. Evaluation matrix

Evaluation matrix

DAC/ETF evaluation criterion	Evaluation questions and sub-questions	Judgement criteria	Indicators	Data collection methods
1. How relevant were ETF actions in respect to the needs of partner countries in designing national employment and skills development policies?				
RELEVANCE	1.1. Do PCs clearly define their needs related to the design of national employment and skills development policies?	JC1.1. National needs related to the design of employment and skills development policies are clearly defined in official governmental documents	I1.1.1. The proportion of PCs using needs findings from the ETF evaluation 2016 I1.1.2. Degree to which PC governments recognized national employment and skills development policies as priorities	<ul style="list-style-type: none">▪ Interviews with ETF▪ Desk research▪ Field visits▪ Survey
	1.2. To what degree ETF interventions in PCs are based on the needs defined in national governmental documents/strategies?	JC1.2. ETF support is aligned with the needs defined by PCs (demand-driven interventions)	I1.2. Extent in PCs where ETF support to the design of employment and skills development policies is based on national needs.	
	1.3. To what extent are the ETF actions over the period 2011-15 relevant to specific employment and skills development needs and conditions PC level?	JC1.3. ETF actions address actual needs and priorities at PC level, reflecting actual institutional setup and changing context	I1.3 Extent to which ETF activities in the PCs reflect structures and respond to changes in those countries	
2. To what extent different ETF actions met the objectives in the Annual Plans 2011 - 2015?				
EFFECTIVENESS	2.1. To what extent have the different ETF actions achieved their intended outputs?	JC2.1. Evidence-based achievement of the intended outputs	I2.1. List of outputs as per ETF's Impact Value Chain	<ul style="list-style-type: none">▪ Desk research▪ Interviews with ETF▪ Field visits▪ Survey
	2.2. To what extent have the different ETF actions achieved their intended results?	JC2.2. Evidence-based achievement of the intended results	I2.2. List of results as per ETF's Impact Value Chain	

DAC/ETF evaluation criterion	Evaluation questions and sub-questions	Judgement criteria	Indicators	Data collection methods
	2.3. To what extent have the different ETF actions contributed to their intended impacts?	JC2.3. Evidence-based contribution to the intended impacts	I2.3. List of medium term impacts as per ETF's Impact Value Chain	
	2.4. To what extent actions at the national, regional and corporate level met ETF objectives as defined by the Annual Work Plans 2011-2015?	JC2.4. Evidence on contribution of actions at the national, regional and corporate level to ETF objectives defined by the Annual Plans 2011-2015 has been identified	I2.4. Compliance rate based on ETF 2016 evaluation	
	2.5. Are there any specific factors that have prevented or fostered the achievement of objectives defined in the Annual Plans 2011 - 2015?	JC2.5. Factors limiting/fostering the achievement of objectives defined in the Annual Plans 2011 - 2015	I2.5. List of negative/positive factors verified by PCs	
	2.6. Are there any unintended effects of ETF actions in the employment and skills field?	JC2.6. Unintended effects of ETF actions in the employment and skills field have been identified	I2.6.1. List of evidence based unintended positive effects I2.6.2. List of evidence based unintended negative effects	
3. How impactful were the ETF actions in partner countries in the employment and skills field?				
IMPACT	3.1. Which partner countries' governments improved the use of data to formulate better national policies on skills development and employment?	JC3.1. Evidence of improvements in formulation of national policies has been identified	I3.1.1. Degree to which of partner countries introduced improvements in formulation of national policies have been identified I3.1.2. Judgement of ETF contribution by partner institutions	<ul style="list-style-type: none">▪ Desk research▪ Interviews with ETF▪ Field visits▪ Survey

DAC/ETF evaluation criterion	Evaluation questions and sub-questions	Judgement criteria	Indicators	Data collection methods
	3.2. Which PCs improved the implementation of national policies on skills development and employment as direct effect of ETF action?	JC3.2. Evidence of improvements in implementation of national policies has been identified	I3.2.1. Degree to which improvements in implementation of national policies have been identified I3.2.2. Judgement of ETF contribution by partner institutions	
	3.3. Which PCs achieved progress in intended long term impacts?	JC3.3. Evidence of progress in intended long term impacts (e.g. reduced skills gap, higher employment) has been identified	I3.3.1. Share of countries where progress has been achieved I3.3.2. Judgement of ETF contribution by partner institutions	
4. How effective were ETF actions in developing the capacities of stakeholders and institutions in partner countries in the field of employment and skills development?				
EFFECTIVENESS	4.1. Which tools have been applied by ETF to build the capacities of stakeholders and institutions in PCs in the field of employment and skills development?	JC4.1. Tools used by ETF to build capacities in the field of employment and skills development in PCs have been identified	I4.1. Number and type of currently used capacity building tools	<ul style="list-style-type: none"> ▪ Desk research ▪ Interviews with ETF ▪ Field visits ▪ Survey
	4.2. To what extent have the capacities of stakeholders and institutions in partner countries in the field of employment and skills development been increased?	JC4.2. Evidence on increased capacities in partner countries has been identified	I4.2. Share of partner countries with increased capacities in the field of employment and skills development	
	4.3. What are the enablers/success factors in capacity building actions?	JC4.3. Enablers/success factors in capacity building actions have been identified	I4.3. List of enablers/ success factors identified	
	4.4. What are the bottlenecks/ constraints in capacity building actions?	JC4.4. Bottlenecks/constraints in capacity building actions have been identified	I4.4. List of bottlenecks/ constraints identified	

DAC/ETF evaluation criterion	Evaluation questions and sub-questions	Judgement criteria	Indicators	Data collection methods
	4.5. Which additional capacity building tools could be applied by ETF?	JC4.5. New tools to build capacities in partner countries in the field of employment and skills development have been identified	I4.5. Number of applicable new tools identified	
5. To what extent ETF actions in the employment and skills development field were coordinated with and complemented EC actions in partner countries?				
COHERENCE/ COMPLEMENTARITY/ COORDINATION	5.1. Which actions in other thematic areas have been implemented by ETF in visited partner countries?	JC5.1. Other ETF-funded actions implemented in partner countries have been identified	I5.1. Number and type of other ETF-funded actions in visited partner countries identified	<ul style="list-style-type: none"> ▪ Desk research ▪ Interviews with ETF ▪ Field visits ▪ Survey
	5.2. What steps have been taken by ETF to increase the synergy and coordination with actions in other thematic areas in visited partner countries?	JC5.2. Evidence on ETF efforts to increase the synergy and coordination with actions in other thematic areas has been identified	I5.2. Level of ETF efforts to increase the synergy and coordination with actions in other thematic areas (in partner countries)	
	5.3. What synergies between the actions in the employment and skills development field and actions in other thematic areas have been identified in visited partner countries?	JC5.3. Synergies between the actions in the employment and skills development field and actions in other thematic areas have been identified	I5.3. Number of countries where ETF actions are closely coordinated across various thematic areas	
	5.4. Are there any overlaps between ETF actions in the employment and skills development field and actions in other thematic areas in visited partner countries?	JC5.4. Overlaps between ETF actions in the employment and skills development field and actions in other thematic areas have been identified	I5.4. Number of countries with overlaps between different ETF actions	<ul style="list-style-type: none"> ▪ Desk research ▪ Field visits ▪ Survey
	5.5 To what extent ETF actions in the skills development field were coordinated with and complemented other EU actions in visited partner countries?	JCS. 5 ETF actions in selected PCs coordinated with and complementary to EU actions	I5.5 The degree to whichF actions not coordinated with and complementary to EU actions in selected PCs	<ul style="list-style-type: none"> ▪ Interview with EC services and EU delegations i
6. What should ETF future actions in the partner countries be in order to meet the objectives of the employment, employability and mobility project as laid out in the SPD 2017 – 2020?				

DAC/ETF evaluation criterion	Evaluation questions and sub-questions	Judgement criteria	Indicators	Data collection methods
RELEVANCE/ EFFECTIVENESS	6.1. Which forward looking lessons and recommendations can be drawn from the implementation of ETF actions in the 2011 – 2015 period?	JC6.1. Forward looking lessons and recommendations have been identified	I6.1. List of forward looking lessons and recommendations	<ul style="list-style-type: none">▪ Interviews with ETF▪ Desk research▪ Field visits▪ Survey
	6.2. Which international trends and best practices in employment, employability and mobility could be considered and eventually adopted by ETF?	JC6.2. New international trends and best practices in employment, employability and mobility have been identified	I6.2. List of international trends	
	6.3. Which additional types of support could be applied to meet the objectives of the employment, employability and mobility project?	JC6.3. New types of support have been identified	I6.3. List of additional applicable types of support identified	
7. Community added value: What has been the ETF added value to the EU employment and skills development agenda?				
RELEVANCE	7.1. Which of the visited PC governments confirmed the ETF added value in their skills development policies?	JC7.1. Partner country government (customer) satisfied with ETF ‘s support added value on Skills development policies	I7.1 Rate of partner countries government that confirmed ETF added value	<ul style="list-style-type: none">▪ Interviews with ETF▪ Desk research▪ Field visits▪ Survey
	7.2. Was the ETF added value indicated to the visited PCs in advance?	JC7.2. The ETF indicated an appropriate added value of own action in advance to the visited PC	I7.2. Number of ETF documents the visited partner country containing added value formulation	
	7.3. To what extent are the ETF actions still relevant to specific skills development needs at visited PCs level?	JC7.3. ETF actions continue to address actual needs and priorities in visited PCs,	I7.3. Degree of relevance of indicated added to actual to needs and conditions in visited country	
8. Efficiency: To what extent are the human and financial resources of the ETF adequate in achieving the objectives in the field of employment and skills development?				

DAC/ETF evaluation criterion	Evaluation questions and sub-questions	Judgement criteria	Indicators	Data collection methods
EFFICIENCY	8.1 To what extent were the human resource inputs of the ETF adequate in achieving the objectives and outputs in the field of employment and skills development?	JC.1 ETF human resources for employment and skills development activities are adequate to achieve set objectives and expected outputs	I1.1 Resources (number and type) assigned to the project over planned/actual implementation	<ul style="list-style-type: none"> Aggregate staffing plans and reports of SD & Employment projects 2011-2015
	8.2 To what extent were the financial resources of the ETF adequate in achieving the objectives in the field of employment and skills development	JC.2 ETF financial resources for employment and skills development activities are adequate to achieve set objectives and expected outputs	I1.2 Amount of funds allocated to the project over the planned/actual implementation time	<ul style="list-style-type: none"> Aggregated financial reports of SD & Employment projects 2011-2015
	8.3 What is the relationship between the utilisation of internal and external competences (external collaborators) in implementation of provided projects in visited countries?	JC 8.3 The ETF utilises a relevant relationship between the required and available internal expertise.	I8.3 Congruence between internal/external competences used in implementation of employment and skills projects	<ul style="list-style-type: none"> Interviews with ETF Field visits

