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## **Mid-Term Evaluation of ETF Entrepreneurship Learning Project**

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# Mid-Term Evaluation of ETF Entrepreneurship Learning Project and Enterprise Charter Support Intervention

## Final Report

### Team of Experts:

Ruddi Vaes  
Tahar El Mili  
Andreja Tonc  
Annegret von Rabenau  
Melanie Wachtler

Frankfurt, Germany  
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## List of Abbreviations

AES	Adult Education Survey
AIDCO	Directorate General Development Co-operation
ALB	Albania
ATFP	Agence tunisienne de la formation professionnelle
ANETI	Agence nationale de l'emploi et du travail indépendant
BICRO	Business Innovation Centre of Croatia
BIH	Bosnia and Herzegovina
CARDS	Former EC technical cooperation programme with the CARDS countries (Albania, Bosnia and Herzegovina, Croatia, Serbia and Montenegro)
CCE	Croatian Chamber of Economy
CEDEFOP	European Centre for the Development of Vocational Training
CEFE	Création d'Entreprises, Formation d'Entrepreneurs
CENAFFE	Centre national pour la formation de formateurs en éducation - Tunisia
CENAFFIF	Centre national de formation de formateurs et d'ingénierie de formation - Tunisia
CEPES	European Centre for Higher Education (UN organisation based in Bucharest)
CHE	Centre for Higher Education Development
CPI	Composite Performance Index
CRELL	Centre for Research on Lifelong Learning
CVET	Continuing Vocational Education and Training
DAC	Development Assistance Committee (of the OECD)
DG	Directorate General
DG EAC	EC Directorate General for Education and Culture
DG EMPL	EC Directorate General for Employment, Social Affairs and Equal Opportunities
DG ENTR	EC Directorate General for Enterprise and Industry
DG ELARG	EC Directorate General for Enlargement
E4E	Education for Entrepreneurship
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECSE	European Charter for Small Enterprise (Pre-Accession Region)
EG	Egypt
EEA	European Economic Area
EIB	European Investment Bank
EIT	European Institute of Technology
EL	Entrepreneurship Learning
ELP	Entrepreneurship Learning Project
EMEC	Euro-Mediterranean Enterprise Charter (Southern Neighbourhood Region)
ENPI	European Neighbourhood and Partnership Instrument
ET	Evaluation Team
ETF	European Training Foundation
EU	European Union
EQ	Evaluation Questions
EQF	European Qualifications Framework
E4E	Education for Entrepreneurship
FORTI	Formation au Travail Indépendant (EL Project in Tunisia)
FTE	Full-time equivalent
FWC	Framework contract
FYROM	Former Yugoslavia Republic of Macedonia

GDP	Gross Domestic Product
HCD	Human Capital Development
HEI	Higher Education Institute
HIH	Bosnia and Herzegovina
HIPTOP	Croatian Portal for Education in Entrepreneurship
HRD	Human Resources Development
HRM	Human Resources Management
HRV	Croatia
IB	Institution Building
ILO	International Labour Organisation
IPA	Instrument for Pre-accession Assistance
IS	Israel
ISCED	International Standard Classification of Education
ISCO	International Standard Classification of Occupations
JO	Jordan
KPI	Key Performance Indicator
KS	Kosovo
LE	Lebanon
LL-EL	Lifelong Entrepreneurial Learning
LFS	Labour Force Survey
LLL	Lifelong Learning
LM	Labour Market
MEDA	The Mediterranean Region Assistance Programme of the EC – Euro-Mediterranean Partnership
MEDSTAT	Regional co-operation programme between the European Union and 10 Mediterranean Countries
MELE	Ministry of Economy, Labour and Entrepreneurship
MK	The Former Yugoslav Republic of Macedonia
MNE	Montenegro
MS	Member States
MSES	Ministry of Science, Education and Sports
NCC	National Charter Coordinator
NQF	National Qualifications Framework
NRC	National Registration Centre
NUTS	Nomenclature of Territorial Units for Statistics
OECD	Organisation for Economic Cooperation and Development
OPS	Operations Department – ETF
PA	Palestinian Authority
PCP	Project Cycle / Pre-Commercial Procurement
PIP	Project Implementation Plan
PHARE	One of the three Pre-accession instruments financed by the EC
PMEU	Planning, Monitoring and Evaluation Unit - ETF
Q1	Quarter (first)
RCC	Regional Cooperation Council
RCI	Regional Competitiveness Initiative
RDA	Regional Development Agency (Croatia)
SBA	Small Business Act
SEE	South-East Europe
SEECCEL	South East Europe Centre for Entrepreneurial Learning
SME	Small and Medium Size Enterprise
SRB	Serbia
SWAp	Sector Wide Approach

SY	Syria
SWOT	Strengths, Weaknesses, Opportunities and Treats (analysis)
TACIS	(EC) Technical Aid to the Commonwealth of Independent States
TEMPUS	EC programme supporting the modernisation of higher education in the EU Neighbourhood Countries
TNA	Training Needs Assessment
ToR	Terms of Reference
TU	Tunisia
TWAp	Thematic Area Wide Approach
UK	Ukraine
UNSCR	United Nations Security Council Regulation
VET	Vocational Education Training
WP	Work Plan
XK	Kosovo (under UNSCR 1244/99)

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## Executive Summary

*Introduction:* This is the final report on the mid-term evaluation of the European Training Foundation (ETF) Entrepreneurship Learning (EL) Project and contribution to the EU Enterprise Charters covering the period 2005 – mid 2009. The expected results of the evaluation as per the Terms of Reference<sup>1</sup> are: (i) Increased awareness of the relevance, efficiency, effectiveness, impact, sustainability and added value of the ETF Entrepreneurship Learning Project and Enterprise Charter support function, and; (ii) Useful recommendations for the future planning and implementation of activities to support the European Commission with the European Small Business Act (which replaces the Charters from 2009 onwards).

*The Evaluation Process and Reporting:* The evaluation was carried out in the period from July 2009 to March 2010 by a team of freelance consultants contracted by Integration GmbH consisting of two international experts and two local experts for the country case studies. The evaluation process consisted of four main phases each resulting in a report: (i) Desk phase, with narrative report; (ii) Inception phase including consultations at ETF headquarters, with inception report; (iii) Field visits to the two case study countries, Croatia and Tunisia and visit to EC Headquarters services concerned in Brussels, as further inputs for the preparation of the draft final report, and; (iv) Feedback consultations at ETF headquarters in preparation of the final report.

*The Draft Final Report and the Final Report:* The first draft final report was a quite comprehensive document consisting of a total of 186 pages plus a compilation of 27 report annexes, bundled in a separate volume. The present final report in fact is an abridged version of the original comprehensive version in line with the ETF suggestions concerned.

*The Evaluation Methodology:* This Mid-Term Evaluation assessment is based on the five standard key OECD-DAC evaluation criteria of (i) relevance, (ii) efficiency, (iii) effectiveness, (iv) impact, and (v) sustainability. A sixth criterion of (vi) added-value, taking into consideration the specific mandate and role of the ETF, has been especially added for this evaluation. A set of fifteen evaluation questions has been developed by the Team to guide and focus the evaluation. For each of these questions, two judgment criteria have been defined (hence 30 in total). In turn, for each of these criteria three indicators are developed (thus 90 in total) to facilitate an objective assessment of project progress and results, with balanced attention for both quantitative and qualitative aspects of accomplishments and still outstanding challenges. These evaluation questions, judgment criteria and indicators are summarily presented in a matrix<sup>2</sup>, which served as basis for both the evaluation assessment and the presentation of evaluation findings, conclusions and recommendations.

*The Special Nature of the ETF-EL Project:* The ETF Entrepreneurial Learning project is part and parcel of the overall ETF programme of activities, which is prepared on an annual basis and for which annual budgets are foreseen. The ETF-EL project as such is not a project in the conventional way projects are defined as aid delivery method. This specific nature of the ETF EL project as a regular ETF programme obviously had important repercussions for the evaluation methodology based on the classical evaluation criteria prescribed by the ToR, as explained in the report's methodological chapter 3.

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<sup>1</sup> The Terms of Reference of the evaluation are included under Annex 1 to this report.

<sup>2</sup> An excerpt of the matrix is presented on page 34 as illustration. The full matrix is included under report Annex 3.

*The Presentation of the Main Evaluation Findings:* The main evaluation findings are presented in relation to the following eight thematic clusters of evaluation questions which were identified as a result the evaluation desk and inception phases: (i) The quality of the alignment of the ETF Entrepreneurial Learning (EL) project design and strategy with the broader, multi-dimensional EU policy framework on Entrepreneurial Learning; (ii) The holistic EL concept in the context of Lifelong Learning and its repercussions for necessary target group specific EL sub-strategies and programmes; (iii) The consistency of the overall EL project strategy (long-term and medium-term) and the annual work plans and work programmes, and the highlights of the work plans in relation to the strategic priorities; (iv) The focus so far on EL policy support services and the challenges beyond regarding EL programme results delivery on the ground at the level of the ultimate target groups and beneficiaries (programme outcomes and impact); (v) The assessment of the SME Policy Index as instrument for measuring Charters / Act implementation performance and EL programme performance in particular; (vi) The extent and quality of EL programme institutionalisation in the Partner Countries with special attention for inter-agency coordination and inter-sectoral networking and platforms; (vii) The intensity and quality of vertical and horizontal EL programme coordination and networking, with special attention for programme networking between ETF-HQ and the Partner Countries, the EL multimedia communication and information networking strategy, cross-regional coordination and cooperation, and the coordination and interactions with EC Headquarters in Brussels and Delegations in the Partner Countries; (viii) The importance of regional structures as intermediary programme level with special focus on the recently created South East Europe Centre for Entrepreneurial Learning as independent structure; (ix) The quality of the EL project management tools, systems, processes and procedures, with special assessments of EL programme strategic and operational planning, of programme monitoring information flows and reporting, and of further EL programme mainstreaming within ETF as a regular programme; (x) The adequacy of and the quality of the organisation of project resources, including both a budgetary and financial analysis and an analysis of the present and desired human resources allocation, and; (xi) The perception of ETF added value and comparative advantages in the field of Lifelong Entrepreneurial Learning (LL-EL) by both the EC Headquarters services concerned and the Partner Countries stakeholders from both the public and private sectors.

*The Broader EC Policy and Strategy Framework:* A detailed analysis has been made of the broader European Commission policy and strategic framework of the ETF EL programme<sup>1</sup>. What is commonly known as “the Lisbon Strategy” set in motion as a result of the March 2000 European Council meeting entailed new strategic directions for Europe’s education and training systems needing to adapt to the demands of the knowledge society. Three main interlinked and mutually reinforcing sub-strategies / strategic pillars can be distinguished: (i) The Education and Training Frameworks 2010 and 2020 – also referred to as the Oslo Agenda; (ii) Enterprise Development - the early Enterprise Charters having led to the Small Business Act, and; (iii) Vocational Education and Training – the Copenhagen / Bruges / Torino Process). The contents of these three sub-strategies have evolved over time ever since the Lisbon 2000 Council Meeting up to this day in the direction of a gradually more encompassing and holistic Lifelong Entrepreneurial Learning strategy. This EC LL-EL policy framework invites for a holistic (i.e. covering all subsequent ISCED levels of the formal education system, but also informal, adult education and training, with special focus on LL Vocational Education and Training ) and multi-tiered (i.e. covering student/trainee and teacher/trainer, EL institutions, and broader society) Lifelong Entrepreneurial Learning (LL-EL) programme. Special attention is required for LL-EL

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<sup>1</sup> This policy and strategy analysis is presented in a special Chapter 2 of the report (pp 8-23), with the main strategy components captured in summary figure 4 on page 23.

training of trainers/teachers and for an all pervading entrepreneurial pedagogy. The ETF-EL programme has tended to lean disproportionately towards the Enterprise Development pillar of the holistic policy and strategy framework, to the disadvantage of the Oslo Agenda component and, especially, the Copenhagen/Bruges/Torino Process component of the encompassing Lisbon Strategy.

*Conceptual Clarification: Entrepreneurial Learning and Entrepreneurship Learning:* In view of this comprehensive, holistic, multi-tiered conceptual framework of Lifelong EL, it may be preferred to use the term “entrepreneurial learning” instead of “entrepreneurship learning”, with the former having this holistic connotation, and the latter being more restricted to human capacity strengthening for starting and/or sustainably running a business. “Entrepreneurship Learning” thus as a special type of “Entrepreneurial Learning”.

*High Impact Prioritisation and Selectivity:* Within such broad policy framework on the one hand and the limited programme resources available (both financial and human) on the other, priorities need to be set, choices have to be made. In the ETF EL project the option in principle aimed for is for high visibility, high policy and strategic impact initiatives with strong spin-off potentials. However, the actual ETF EL project options and activities as for example evidenced in the budgetary allocations are not always obvious in this perspective.

*Organic Growth and Innovation:* ETF’s work on Entrepreneurial Learning has organically grown over time. This work has been innovative in different respects, including: (i) The concept of national partnerships for Lifelong Entrepreneurship Learning; (ii) The development and actual use of policy performance indicators in the field of Entrepreneurial Learning in a lifelong learning context; (iii) The generic character of the EL indicators transcending the national or regional levels, and; (iv) The strategic partnership in a multi-agency framework including the European Commission’s DG Enterprise, OECD and EBRD, for example in relation to the monitoring of the SME Policy Index in Charters’ Partner Countries. In the initial years, the EL project was highly centred around specific issues. The 2005 work programme for example concentrated on capacity building for the monitoring of the implementation of the SME Charters, whereas the 2006 work programme was centred around enhancing key competencies for lifelong learning (LLL). As part of the “Innovation and Learning” activities of ETFs overall work plan, the EL project aimed at supporting and facilitating the ongoing development of VET expertise in EU priority policy areas within ETF and its stakeholders. From 2007 onwards, the EL project became more programmatic with different interrelated and mutually reinforcing key result areas planned for on a multi-annual basis (2007-2010). Concomitantly, as documented, there is more systematic and enhanced use over time of planning and monitoring instruments, but generally the project has been characterized by quite incremental, au-jour-le jour programme management.

*Project Results on the Ground:* While EL policy support services are the core business, the very heart of the ETF EL programme in accordance with the ETF mandate, these services obviously are not an end in themselves. Policies are mere vehicles to ensure effective service delivery and results on the ground at the level of the ultimate target groups (clients, beneficiaries) in a lifelong learning cycle. These strategies necessarily need to give due consideration to the efficiency and economy dimensions of EL programme delivery. As has been attested to by different parties consulted during the Evaluation field visits, policies without actual (provisions for) implementation not only are useless, but even more negatively, they are counterproductive since leading to frustration and adverse reactions: “What we need is not words, but results on the ground”. It therefore is wise for ETF-EL programme to not only concentrate on policy support and coordination / networking services but also on high impact pilots directly targeting specific target groups, or even more importantly to exchange and duly disseminate concrete, practical best practices inspiring

other EL projects and activities on the ground. Of particular importance in this respect is to have in place strong sub-national (regional and local) institutional structures to effectively bring the LL-EL services to the target groups / beneficiaries in their “natural” environment and in order to lower as much as possible services access thresholds.

*SME Policy Index Monitoring at EL Target Groups Level:* The SME Policy Index to assess the Small Enterprises Charters implementation basically focuses on performance at the SME macro policy level. This is also evident from the respective individual indicators constituting the Index, even if these indicators pertain to the different successive phases of lifelong learning and the institutions associated with it (e.g. the education institutes at the different ISCED levels). The Index contains quite a number of intangible (and thus more difficult to “measure” or even “assess”) dimensions, sub-dimensions and indicators at meta level (e.g. policy framework for entrepreneurial learning, policy partnership, policy support resources, policy elaboration, and the like) which have no direct relevance to ultimate EL programme impact at the level of the target groups, but obviously are not less important for effective EL programme impact generation (enabling environment, and also multiplier effects, etc.). However, not taking in policy results at the level of the target groups creates frustration with the different parties concerned as was witnessed during the country field visits. The index thus remains a “far from my bed show”, if not a paper tiger. The strongest arguments for a new programme as Entrepreneurial Learning, is demonstrating effects, impact on the ground, thus requiring outcome and impact measures on the ground, at the level of the target groups. There is no sequencing between policy monitoring and results monitoring as one cannot go without the other: policy monitoring and their results monitoring (three levels: impact, outcome and outputs in LogFrame parlance) need to go hand in hand, they are as the two sides of the same coin. The SME Policy Index scores for the EL monitoring and evaluation indicator generally are the lowest of all index indicators. This is a clear indication of the challenges to be met still in all Partner Countries with regard to EL monitoring and evaluation and thus also for the SME Policy index itself. It is an invitation to go beyond the policy level with the index and to develop (sub-)indices for the different target groups. This would transform the SME policy index into an effective management tool, useful for EL programme and projects performance planning, management, measurement, monitoring and evaluation, in addition to its functionality as an external reporting and international comparison tool.

*The Broader Enabling Environment of Holistic LL-EL Programmes:* The evaluation found the necessarily conducive overall enabling environment for effective results based Lifelong Entrepreneurial Learning programme delivery in an Entrepreneurial Society to necessarily consist of the following four main interrelated and mutually reinforcing main components: (i) A conducive LL-EL policy framework; (ii) An integrated LL-EL programme strategy; (iii) Customized LL-EL methodology and tools, and; (iv) A conducive institutional framework to bring the LL-EL policies, strategies and programmes effectively to the level of the targeted clientele, stakeholders and ultimate beneficiaries. As is amply evidenced by the Croatia and Tunisia case studies, it is particularly this fourth dimension of the enabling environment which has been overlooked so far in the LL-EL programmes, which already has entailed (very) substantive negative consequences for programme ownership, sustainability and lasting impact. It should be noted that the SME Policy Index does not include indicators for assessment of the quality of the LL-EL institutional framework in any of the two index dimensions directly related to Entrepreneurial Learning: (i) Education and training for entrepreneurship, and (ii) Availability of / improved skills

*The Triumvirate of Executing Agencies:* Since Lifelong Entrepreneurial Learning covers both the formal education system (all ISCED levels) and informal learning (SME skills related), two Ministries stand out with major responsibilities as executing agencies for EL

programmes: The Ministry of Industry / Economy on the one hand, and the Ministry of Education on the other. Since entrepreneurial learning is a mindset, a key competence for all persons, wage workers are an important programme target group. Moreover, LL Entrepreneurial Learning puts training of teachers / trainers at the heart of the programme and thus teachers and their organisations are key partners in EL programme implementation. This brings in the Ministry of Employment / Labour as third main executing agency. Such tripartite set up is also very much in line with the three pillars of the EU Lisbon strategy at the basis of holistic Lifelong Entrepreneurial Learning. This triumvirate is at the helm of a broad based institutional network for LL-EL comprising both the public and private sectors and as such also ensuring a tripartite programme set-up.

*The ETF Support to the Sub-National EL Programme Levels:* The ETF EL programme has not effectively reached out yet to the sub-national regional and local levels beyond the national policy level. There is also no evidence that in the policy support services to the national authorities in charge of EL, this crucial institutional framework concern for the regional and sub-regional / local levels of services delivery on the ground has been given any special attention so far: A true challenge for the future, in order to ensure programme ownership, partnership, efficiency, effectiveness, sustainability and lasting impact.

*Programme Management, Coordination and Networking Challenges:* The complexity of the ETF EL programme poses serious challenges to programme management, requiring strong management tools and processes which leave little or no room for incremental, au-jour-le-jour approaches. As cross-cutting programme, EL cuts across all ETF regional departments and country desks. The Country Managers / Country Contact Persons are in charge of country programming, monitoring and all coordination issues with the respective country(ies) in their country portfolio. This implies that also the EL programme provisions relevant for a particular country need to pass / to be integrated in the ETF country documents concerned, while still trying to keep intact the EL programme coherence and consistency. To this needs to be added that ETF in accordance with its mandate, in first instance is a service provider and support agency for the Partner Countries and thus needs to provide services on request from the Partner Countries.

*Partner Country Assessments of ETF-EL Services and Products:* From the evaluation country visits it was learned that, with a few exceptions, the different EL stakeholders are generally satisfied with the ETF services and products. But when asked which services and/or products were most appreciated in particular and which not, on different occasions no precise answer was / could be given and to this needs to be added the relative ignorance with quite a number of interviewed parties about the ETF and/or its services / programmes. This also is an indirect indication of / a proxy for the perceived added value of the ETF in the EL field. This observation provides also a clear challenge to further enhance the visibility of the ETF-EL programme services and products.

*EL Information Networking as Felt Need and Niche Area:* During the evaluation country field visits the prime role and responsibility of ETF as knowledge centre, as clearinghouse and network hub for all EL related information was unanimously stressed upon by all interviewed parties. One of the major added values of the ETF in the field of LL-EL precisely was identified in relation to EL information sharing and networking. ETF therefore may want to further explore this niche area in a strategic perspective. Major needs, and opportunities for ETF accordingly, were identified with regard to: (i) more systematic sharing of good/best practices on EL between the different partner countries and this for both the general EL policy and strategic framework and for operational practices and experiences (with an emphasis on the latter), and particularly to (ii) more systematic sharing of EL achievements from EU Member Countries. There appears a common, strong need for practical “how to do”

examples in all Partner Countries. With regard to the ETF-EL communication strategy, communication is now a mandatory integral part of the business plans / PIPs of all ETF projects and regions, but important challenges still remain with regard to the design and implementation of a state-of-the-art multimedia communication strategy on LL-EL.

*Challenges of Strengthened Coordination with the EC Delegations:* Only 2 of the reported 28 ETF EL services to the European Commission in the period 2002 – 2009 are related to requests from EC Delegations in the Partner Countries. This is a clear indication of challenges still ahead with regard to ETF – EC Delegations coordination on LL-EL. A relative ignorance of ETF's programmes and activities in the EC Delegations of the visited Partner Countries was noted. But at the same time the Delegations extended strong invitations for a strengthened coordination with the ETF with the aim of further integrating LL-EL initiatives and processes in the Partner Countries national strategies and programmes (CSPs and NIPs), ranging from specific projects to encompassing LL-EL Sector Wide Approaches (SWAPs) possibly supported by EC sector budget support and wider Development Partners resources pooling.

*From Creative Initiatives to Rational Programme Management:* With the Entrepreneurial Learning tools and methodologies now gradually getting “settled”, the activities and projects in the different Partner Countries and Regions getting more complex, and the demands for ETF support and assistance evolving accordingly, a more rational programme management style will need to be pursued. This also pertains to ETF-EL programme networking and visibility, gradually expanding from a small group of likeminded, innovative and entrepreneurial spirits to an encompassing institutional network of government and private entities reaching out to the different LLL-EL target groups in accordance with rationally developed and officially sanctioned policies and strategies, involving all main stakeholder parties.

*Actual Under-Exploitation of ETF's Comparative Advantage and Added Value as LL-EL Centre of Excellence:* In accordance with its overall mandate and with its EL programme objectives in a holistic (both multi-tiered and Lifelong Learning) perspective in particular, ETF is expected to build capacity for developing Lifelong Entrepreneurial Learning covering the entire education system (all ISCED levels, and both formal and informal) as well as the creation/upgrading of enterprise skills in all Partner Countries from both the IPA pre-accession and ENPI (Southern and Eastern) neighbourhood regions: A huge, if not enormous task. In reality however, the ETF-EL project in the process to a large extent got downsized in the other extreme of disproportionally focusing on one programme segment, namely Higher Education solely, and within this segment merely only on the issue of HEI indicators development. The EL programme is severely understaffed especially if compared to the huge tasks and challenges confronted with, as well as with the strong interests and broad expectations from the different key stakeholders concerned, both in the Partner Countries and at EC Headquarters in Brussels. Due to the limited capacity in terms of human resources and the constraints in budgetary resources, the ETF EL Team does not seem to be in a position at present to cover the whole entrepreneurial education and training sector needs, hence missing out on project effectiveness, as well as on opportunities in general, not being able to fully exploit its (recognized) added value in the field of Lifelong Entrepreneurial Learning. As such, ETF so far does not seem to have exploited systematically and fully the wide opportunities and its comparative advance as Centre of Excellence in the still expanding niche area of Lifelong Entrepreneurial Learning.

*Evaluation Recommendations:* The recommendations emanating from this mid-term review of the ETF Entrepreneurship Learning Project are summarily presented in relation to the following eight clusters of recommendations: (i) Alignment of LL-EL project design with the

EC policy framework; (ii) The holistic EL concept and target group specific strategies and programmes; (iii) Conducive policy and institutional frameworks in the Partner Countries; (iv) ETF-EL project strategizing and results management; (v) The SME Policy Index and EL project monitoring and evaluation; (vi) Vertical and horizontal project coordination and networking; (vii) Resources allocation and management, and (vi) ETF-EL added value and niche areas. These recommendations, as well as the main findings and conclusions, have been discussed with the main stakeholders at ETF headquarters in Turin during the 9-10 March 2010 two day evaluation feedback and consultation event. As a result of this process, the multitude of individual recommendations under each of these eight clusters have been collapsed into a limited number of key recommendations as suggested basis for ETF strategic agenda setting in the coming years for its Lifelong Entrepreneurial Learning programme, as follows:

1. Further mainstream Lifelong Entrepreneurial Learning (LL-EL) as a regular flagship programme of the ETF with special emphasis on professionally oriented education and training, including Vocational Education and Training (VET);
2. Further strengthen the strategic design and results oriented performance management of the LL-EL programme, including the LL-EL in the ETF country programmes;
3. Continue to strengthen the alignment of ETF Lifelong Entrepreneurial Learning programme design, strategy and activities with the three main EC policy framework clusters on LL-EL under the Lisbon Strategy: (i) Education and Training Framework – Oslo Agenda, (ii) Enterprise Development – Small Business Act, and; (iii) Vocational Education and Training – Copenhagen/Bruges/Torino Process;
4. Ensure EL services delivery and ultimate impact on the ground to be the overarching concern and strategic long-term objective of the LL-EL programme, and to that effect complement the EL policy support services to Partner Countries at national, macro level with tools and support services for managing target-groups specific action programmes to deliver LL-EL services on the ground as further concretisation of these macro policies;
5. Further strengthen ETF as a clearinghouse and centre of excellence for LL-EL knowledge management (in time, in action), with special focus on (accredited / pre-reviewed) best practices and lessons learned of targeted programmes experiences, and with maximum use of upgraded state-of-the art multimedia technology;
6. Further pursue strategic networking, partnership building and facilitation on LL-EL, particularly with the aim of building bridges between the education and industry sectors and the creation / strengthening of overall steering and coordination partnerships of tripartite policy and decision makers (Government, Employers and Workers) at national and regional levels to ensure holistic LL-EL programme institutionalization, ownership and sustainability;
7. Strengthen provision of advisory services to partner countries regarding monitoring systems and tools of LL-EL policy implementation outcomes and impact at the level of the different target groups based on the use of key performance indicators and composite indices, and link these tools and systems to the SME Policy Index and the monitoring measurements and assessments based on the latter;
8. Strengthen the coordination with and the advisory services to the EC Delegations in the ETF Partner Countries regarding the design and implementation of EC



supported holistic programmes, and where applicable, Sector / Thematic Wide Approaches (SWAPs / TWAPs) on Lifelong Entrepreneurial Learning;

9. Consider the observations made in this report regarding strengths and weaknesses of the SME Policy Index to assess Charters (ECSE and EMCE) implementation progress in order to further strengthen Index functionality for performance assessment of lifelong entrepreneurial learning policies, strategies and programmes in general and of the ETF LL-EL programme in particular;
10. Ensure full coverage of the whole cycle of Lifelong Entrepreneurial Learning by the SME Policy Index (now basically ISCED levels 2 and 3 only), with special focus on the tertiary, university level, and also the pre-primary and primary levels, and ensure particular coverage of Entrepreneurial Learning in professionally oriented education (including VET) set against the Lifelong Learning perspective of the Small Business Act;
11. Ensure gender sensitivity of all LL-EL policies, strategies and programmes, with particular attention for the gender sensitivity of LL-EL key performance indicators
12. Ensure broadened and enhanced functionality of the SME Policy Index not only as an external monitoring (and accountability) and benchmarking tool, but in first instance as an internal policy, strategy and programme management tool (for both strategic and operational management), and as such ensuring its ownership and sustained effective use within the Partner Countries themselves, both by the public and private sector stakeholders concerned;
13. Further strengthen vertical and horizontal LL-EL programme coordination and networking especially in relation to ETF's knowledge centre of excellence and clearing house functions regarding LL-EL, with special attention for LL-EL virtual networking, extensive use of video- and conferencing, programme visibility, tripartite programme set-ups, support to SEECEL and possibly similar (sub-)regional set-ups in the Southern and Eastern Neighbourhood;
14. Given the crucial importance of LL-EL in the present day society and globalised economy and its relevance for all facets of life (professional, private and societal) and given the still untapped programme potentials and appreciated mid-term perspective, and furthermore given the programme appreciation by both stakeholders in the Partner Countries and a EC Headquarters, explore the possibility of expanding scope of operations and give due consideration to the requirements this entails in terms of both budgetary and human resources allocation to the LL-EL programme;
15. Ensure strengthened rational LL-EL programme management in all its facets (incl. performance and results planning with target setting on key indicators, programme performance management, monitoring and reporting along these indicators, etc.) with special attention for the appropriate institutional anchoring of the LL-EL programme in the ETF organisational chart, LL-EL tasks and responsibilities reflected in organisational units' function descriptions and staff job descriptions, programme budgeting in relation to planning, mainstreaming of LL-EL in ETF regional and country programmes, rationalisation of LL-EL staff missions, etc.;
16. Further pursue Centre of Excellence ambitions regarding Lifelong Entrepreneurial Learning (LL-EL) in the broad, holistic sense of the term for the entire Pre-Accession and (Southern and Eastern) Neighbourhood regions particularly in niche areas

where ETF has a demonstrated added value, including: (i) Strategic networking and support services on holistic lifelong entrepreneurial learning policies and strategies; (ii) Multi-media knowledge centre and clearinghouse on all LL-EL matters and particularly regarding best practices and lessons learned compilation and dissemination; (iii) Support services to Partner Countries regarding LL-EL outcomes and impact monitoring system at the level of the different LL-EL target groups; (iv) Innovative high impact LL-EL programmes; (iv) Support to EC Delegations on all LL-EL matters, incl. possible EL-LL Sector Wide Approaches supported by sector budget support programmes where feasible and appropriate, amongst others.

## **Acknowledgements**

The evaluation team would like to thank all parties and persons who have contributed in one way or another, either directly or indirectly, to this evaluation. Naming everybody individually would lead too far and moreover runs the risk of overlooking crucial contributors. Special words of thank however go in first instance to the ETF Director and to the ETF Planning, Monitoring and Evaluation Unit (PMEU) for the overall guidance, coordination and organisation of the exercise, to the ETF Entrepreneurship Learning (EL) Project Team for the invaluable exchange of ideas and in-depth discussions, and by extension to the different stakeholders involved of the Operations Department and Administrative Department.

The same gratitude is expressed to the different stakeholders interviewed from both the public and private sectors in the two case study Partner Countries Croatia and Tunisia, and for the overall coordination and facilitation of the country visits by the respective National Charter Coordinators. The Director of SEECEL should also be mentioned in this context. Of special importance, interest and relevance were the evaluation discussions at the European Commission Headquarters in Brussels, more particularly at the Directorate General for Education and Culture, the Directorate General for Enterprise and Industry and at the Directorate General for Enlargement.

As team leader I would like to add my sincerest appreciation to my colleagues in the evaluation team for their expertise, professionalism, commitment and team spirit, and also to the colleagues in Integration for the overall coordination and support throughout.

Without the invaluable contributions of all the above this evaluation report simply could not have been produced.

Ruddi Vaes  
Team Leader

April 2010

## INTRODUCTION TO THE ETF ENTREPRENEURSHIP<sup>1</sup> LEARNING PROJECT

### 1.1. Scope, Objectives and Key Result Areas

*Definition of Entrepreneurship Learning:* Entrepreneurship learning can be defined as all forms of education and training, both formal and non-formal, including work-based learning which contributes to entrepreneurship spirit and activity with or without a commercial objective. The emphasis given within this definition borrows on the provisions for entrepreneurship education and training within the European Charter for Small Enterprises which gives particular prominence to the role of primary, secondary and tertiary education (including the research and development) environment where high-level skills and knowledge are translated into business opportunities) and non-formal learning in developing the entrepreneurship mindset and skills as well as the contribution of work-based learning.

#### Box 1: What is Entrepreneurship Learning?

Surprising as the question may appear, despite the increasing political attention being given to entrepreneurship through the education systems and wider learning environment within developed economies, a hard and fast definition remains elusive... A review of the literature highlights two clear trends in the entrepreneurship learning environment:

The first considers entrepreneurship learning as primarily the resolve of the business world, prospective entrepreneurs and the SME advisory community and where universities (usually through specialist courses e.g. MBA) and private training organisations are the key providers, and where specialist knowledge and skills required for business start-up and development are the key objectives.

A second, and more recent development, is the notion of entrepreneurship learning as key to nurturing a broader set of traits which provide an essential foundation for an entrepreneurial character or personality. The introduction of entrepreneurship education, particularly in early schooling, is considered critical here, where young minds are most open to influence and ideas, and when the seeds of the entrepreneurial mindset can be sown.

It is this second notion of entrepreneurship learning which is now taking prominence in the European Union.

Source: Gribben, Anthony A.; "Entrepreneurship Learning: Challenges and Opportunities", ETF, April 2006

*Main Thrust of the EL Project:* In line with this overall conceptual and strategic framework, the ETF Entrepreneurship Learning project is designed:

- (i) To develop policy knowledge and monitoring across the various parts of the education system following the incremental ISCED levels of education, and;
- (ii) To ensure that policy learning from a previous ISCED level design will directly contribute to next-phase developments.

A further key feature of the project is the transfer of knowledge and experience on policy performance management on entrepreneurship learning between the South East European region and their partners from the Mediterranean region through methodologies appropriate

<sup>1</sup> The official name of the project is "Entrepreneurship Learning Project". As such, this title is retained throughout this report. One of the recommendations of this Mid-Term Evaluation however is to use "Entrepreneurial Learning" instead of "Entrepreneurship Learning", since the former is much broader than the latter and corresponds better with the holistic concept of lifelong learning.

for the realities of the region. The main planned project outputs per region are discussed in the next chapter 1.2.

There is no strategic Logical Framework available covering the project period under review or any multi-annual part of it. There only is a number of annual project LogFrames covering the years 2005, 2006, 2007, 2008 and 2009. The provided LogFrame for the year 2008 is the same as for year 2007.

**EL Project Objectives:** The updated overall objectives of the ETF EL project for FY 2009 are: (i) to have improved the capacity of partner countries in meeting benchmarks on human capital dimensions of the enterprise Charters, and (ii) to have enhanced the profile of ETF as expertise organisation on entrepreneurial learning. The project's updated specific objectives for 2009 are fourfold: (i) For ETF to have conceptualized different Policy models for life-long entrepreneurial learning; (ii) To have raised the profile of enterprises in LLL policy; (iii) To have ascertained the feasibility of indicators for entrepreneurship in higher education, and (iv) To have provided policy support and expertise inputs to Commission's work on entrepreneurship education.

**Box 2 : Chronological Overview of Highlights of ETF Activities  
in the Area of Entrepreneurial Learning (period 2001-2009)**

- 2001-2003	- Entrepreneurship education & training
- 2003	- NW Russia & Ukraine, 8 pilot schools
- 2004	- Evaluation
	- ETF Charter assessment of 7 WB countries (2005 report)
- 2005	- Partnerships (ETF + Italian funds)
	- ETF assessment of Western Balkan Charter progress (2006 report)
- 2006	- ILP Project - key competence (entrepreneurship)
	- From questionnaire to indicators (2007 report): ETF Chapters
	- University Enterprise Cooperation Study (TEMPUS)
- 2007	- WB: Revision of indicators, development of second generation learning outcomes etc ;
	- Euro-Med indicator development (Berlin initiative, 9 countries)
- 2008	- South Med Charter assessment (9 countries)
- 2008-2010	- Project Implementation Plan: Four main components (partnership building for entrepreneurship learning in LLL perspective, TNA for skills upgrading, higher education indicators, and support services to the EC regarding charter implementation on human capital development

*Source: ETF programme presentation on the occasion of the Mid-Term Evaluation Inception Visit to ETF-HQ in Turin, 16-17 September 2009.*

**Project Components and Key Result Areas:** For the South East European region, the EL project comprises four main components: (i) Development of EL indicators; (ii) EL policy performance assessment; (iii) Definition of learning outcomes for ISCED levels 1 & 2, and; (iv) Intra-regional cooperation. For the Mediterranean region, the EL project Key Result Areas are related to: (i) The adaptation of the existing EL indicator methodology as regards appropriate indicators for the MEDA region; (ii) The presentation and transfer of the ETF indicator methodology to the MEDA Charter national coordinators, (iii) General support to the Charter coordinators on issues related to entrepreneurship learning, (iv) Participation in the meetings of the Charter working group, and; (v) Support to the European Commission on training needs of the textile and clothing sector.

*From Issue Based to Structured Programming:* In the initial years, the EL project was highly centred around specific issues. The 2005 work programme for example concentrated on capacity building for the monitoring of the implementation of SME charts, whereas the 2006 work programme was centred around enhancing key competencies for lifelong learning (LLL). As part of the “Innovation and Learning” activities of ETFs overall work plan, the EL project aimed at supporting and facilitating the ongoing development of VET expertise in EU priority policy areas within ETF and its stakeholders. From 2007 onwards, the EL project became more programmatic with different interrelated and mutually reinforcing key result areas planned for on a multi-annual basis (2007-2010). This gradual emergence of multi-annual planning for the EL project is illustrated by the two summary tables 3 and 4 under the next chapter. In view of the basically ad hoc priority setting and planning of ETF-EL activities in the largest part of the period under review, it even is hard to speak about a project, let alone a programme in the classical meaning of a and EU aid delivery method.

*Countries’ Ownership:* In accordance with ETF’s thrust and mandate and the broader framework formed by the EU’s Lisbon Strategy, the EL project is conceived on the basis of partner countries’ needs to establish competitive economies and where education will increasingly be a primary factor in the competitiveness agenda. Particularly for the countries of South Eastern Europe, this translates into each country having to continuously monitor, measure and amend its learning system and with performance indicators and clearly articulated learning outcomes key to all project key result areas.

*Innovative ETF Work:* ETF’s work on entrepreneurship learning has been innovative in different respects including: (i) The concept of national partnerships for lifelong entrepreneurship learning, (ii) The development and actual use of policy performance indicators in the field of Entrepreneurship Learning in lifelong Learning context, (iii) The generic character of the EL indicators transcending the national or regional levels, and; (iv) The strategic partnership in a multi-agency framework including the European Commission DG Enterprise, OECD and EBRD, for example in relation to the monitoring of the SME Policy Index in Charters Partner Countries.

*Target Groups Customized and Targeted EL Programme - Preliminary Analysis:* For each of the main target groups of the ETF-EL Project, a further analysis has been made on the occasion of this mid-term evaluation in close consultation with the different stakeholders concerned / involved in the evaluation process with regard to EL project targeted interventions. For each of the above EL project target groups has been worked out:

- a) Brief description of EL main objectives, approaches and strategies (general literature, overall)
- b) Brief description of EL concrete activities, methodologies (general literature, overall)
- c) Brief description of ETF EL project objectives, approaches, strategies and activities
- d) Brief assessment of main strengths and weakness/challenges of the ETF EL project (now already: preliminary assessment based on desk review and interviews)
- e) Description of main recommendations

The analysis is worked out for each of the identified target groups used a standard template. Both general observations and more theoretical methodological notes and more practical

illustrations from the two case study countries and other good / best practices are reflected. The outcome of this exercise is reflected under **Annex 18** to this report.

## **1.2. Main EL Project Activities and Results in the Two Regions**

Main Policy Thrusts and Objectives: ETF is promoting entrepreneurship learning in the Western Balkan partner countries (South East European pre-accession region) since 2004. Overall objective is to develop awareness and understanding amongst policy makers about entrepreneurship learning for enhancing business, competitiveness and employment. In addition, the ETF supports the EC in the development of training services to support self-employment and micro-enterprise development for youngsters in the Southern Neighbourhood region as a component of the regional Education and Training for Employment project.

The Charters as Umbrella Programme Tools: Main policy tools are the European Charter for Small Enterprises in SEE and the Euro-Mediterranean Enterprise Charter for the Southern Neighbourhood region. The partner countries involved have committed to bring forward life-long entrepreneurial learning in the context of a broad policy reference framework for enterprise-driven human capital development.

The Key Result Areas for the two charter regions in accordance with the latest updated EL project Logical Framework (2009 version)<sup>1</sup> are the following: (i) Training Needs Assessment (TNA) policy model; (ii) Cross-stakeholder partnerships for EL education and training in an LLL context; (iii) Entrepreneurship in higher education (HEI indicators for SME policy index, and cross-campus EL activities), and support to the European Commission especially in connection with charter implementation (and including for the first time policy support to DG Education and Culture – DG EAC).

Specific Entrepreneurial Learning Activities<sup>2</sup> in the framework of the above Key Result Areas prioritized for 2009:

### *1) IPA - South Eastern Europe:*

- Performance assessment of Western Balkans in the human capital dimensions of the European Charter for Small Enterprises;
- Support to four countries to promote more systematic enterprise-driven training needs analysis;
- Facilitation of dialogue with group of expanding businesses with clearly defined human resources development interests in order to ascertain how both public and privately-supported training provisions could be better adapted to growing businesses.

### *2) ENPI Southern Mediterranean Region:*

- Continued support to DG Enterprise in the implementation of the Euro-Mediterranean Charter, more particularly the follow-up of the conclusions and recommendations of the November 2008 Euro-Mediterranean Industry Ministerial Conference, as well as exploring links with the Mediterranean Business Development Initiative.

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<sup>1</sup> The compilation of EL project and sub-projects LogFrames is presented under Annex 2

<sup>2</sup> Source: ETF Work Programme 2009

- In the context of the regional Mediterranean Entrepreneurial Learning project the following four strands:
  1. Support partner countries in developing a national strategy for lifelong entrepreneurial learning, including partnership building in four countries: Egypt, Jordan, Lebanon and Syria, with good practice inputs from Tunisia;
  2. Pilot testing of indicators for entrepreneurship in higher education in a selected group of countries (1<sup>st</sup> phase testing in Tunisia – University of Sfax)
  3. A pilot enterprise-driven training needs analysis exercise in Syria to assist it in improving its performance in this area in the Euro Mediterranean Charter.

*Euro-Med Industrial Cooperation Work Programme:* The broader strategic framework for the ETF-EL activities in the Southern Neighbourhood, as highlighted by ETF, is the Euro-Mediterranean Industrial Cooperation work programme (latest version: 2009-2010 work programme) with the following main activities: (i) Implementation of the Euro-Mediterranean Charter for Enterprise; (ii) Promoting investment; (iii) Trade facilitation for industrial products; (iv) Innovation and technology transfer; (v) Dialogue on the future of the textile and clothing industry, and; (vi) Sustainable industrial development and energy efficiency. The rationale of ETF's Entrepreneurship in Higher Education Project for example is rooted in this Work Programme and as explained to the Evaluation Team during the Inception mission to ETF Turin also explains why the ETF concentrates so intensively on higher education in the current year 2009 and beyond.

### **1.3. ETF-EL Organisational and Institutional Partners Networking**

*EL Project Components and Institutional Partners:* The core of ETF's work in entrepreneurial learning is policy support to partner countries. For that purpose, close cooperation has been established with the European Commission, OECD, EIB, and EBRD, particularly in relation to the monitoring of the progress of the enterprise charters / Small Business Act via the SME Policy Index. The ETF responds to specific requests from partner governments with custom-made policy support, forging better synergy between education and enterprise policies.

*New Policy on Institutional Partnerships:* In 2008, the ETF Management Team adopted a new policy on the development and management of institutional partnerships with multilateral and bilateral organisations. The policy will guide the consolidation of existing relationships with the OECD, the World Bank, Asian Development Bank, and Unesco, among others. At the same time, the policy will reinforce relationships with Member States, including aid organisations and specialised research agencies involved in human capital development. Currently, the only formal partnership in operation is with the Italian Ministry of Foreign Affairs. This agreement covers the operation of the Italian Trust Fund with the ETF and is valid until July 2009. Funding under the Trust Fund expired in December 2008.

*Services to Partner Countries:* The Entrepreneurship Learning (EL) Team works with partner country governments, universities and enterprises in building sustainable entrepreneurial learning systems. Particular emphasis is given to policy analysis and customised policy solutions.

*Partnership Development and Networking:* A second main programme area is partnership development, building networking relations between a wide range of stakeholders (both public and private) at country level and ensuring that all parts of society are engaged in determining policy options, action planning and monitoring & follow-up.

ETF and the EC Family: It should be stressed however that ETF is an EU Agency, and thus not a donor agency in its own right or so. ETF basically acts on the specific request of the EC Directorate General for Enterprise and Industry (DG ENTR) and in that capacity also coordinates with other international organisations. In the ETF 2008 annual report is mentioned that with regard to Entrepreneurship Learning institutional coordination with Directorate General for Education and Culture (DG EAC) has commenced and is expanding. In fact, at present an ETF Liaison Officer is physically based in DG EAC. For the segment of vocational training and employment matters, office coordination with the Directorate General for Employment, Social Affairs and Equal Opportunities (DG EMPL) is being pursued. Pre-accession matters are the prime responsibility of the Directorate General for Enlargement. Moreover, the ETF traditionally advises the European Commission and EU Member States active in promoting entrepreneurial learning on specific enterprise and education reform initiatives.

Particularities of ETF EL Team Support: The ETF stands apart from other organisations in its support to entrepreneurial learning in partner countries. Its pioneering policy work involves indicators designed to promote and monitor lifelong entrepreneurial learning. The indicators provide a policy assessment tool for partner countries to track progress and at the same time provide the basis for policy recommendations, which governments and private sector can use to determine objectives and set targets. In this way, the ETF's Enterprise Team provides a global 'policy watch' on all developments in enterprise skills and entrepreneurial learning, incorporating the most recent theoretical developments in the field. Research is fundamental to the policy support function of the team

SEECEL: Following a request of the European Commission (DG Enlargement), from 2009 onwards ETF is expected to support the South East Europe Centre for Entrepreneurial Learning (SEECEL)<sup>1</sup> to be funded by the IPA Regional Competitiveness Programme. ETF's support activities are scheduled to include the following: (i) representing the Commission on the SEECEL Steering Committee; (ii) provide feedback and suggest improvements on the Centre's strategy and work programme; (iii) and on terms of reference for projects to be supported by the regionally supported IPA initiative; (iv) advise on and provide key policy messages to the Centre's activities (training events, meetings, conferences; (v) advise the Centre on possible synergies and cooperation with EU member countries and the Union for the Mediterranean, and; (vi) organisation of an ETF/SEECEL joint meeting of education and economy ministries on creativity and innovation in school curricula with particular reference to entrepreneurial learning. The intensity of ETF-EL project support to SEECEL is already evidenced by the more than 20% of the total planned mission days which are reserved for support to the regional EL Centre.

SEECEL is a regional body. It is a regionally based ETF partner organisation with an independent status. It has its own funding, strategy and activities. The ETF EL Team provided the expert team with the rationale for SEECEL establishment, with particular reference to transferring ownership and accountability for EL developments back to the pre-accession region as policy capacity and regional cooperation developed.

EU Delegations: The ETF supports the EU Delegations with dialogue and programming discussions for actions in the areas of entrepreneurial learning and enterprise skills (incl. drafting of terms of reference). It transpired from the Evaluation Team debriefing meetings with the EU Delegations on the occasion of the country evaluation visits that the Delegations very much appreciate being kept in the picture about the ETF activities at country level, and would welcome more structured and systematic coordination and

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<sup>1</sup> A brief presentation of SEECEL is provided under Annex 16 to this report.



interactions, particularly since the Delegations have prime responsibilities for the Country Strategy Papers and the National Indicative Programme and the due integration of all forms of EC assistance under these umbrella framework in order to guarantee consistency of all initiatives, activities and projects with the strategic directions and frameworks.

*DG Education Family of Agencies:* ETF explores with DG Education and Culture (EAC) the potential for a more developed discussions and concerted initiatives within DG Education (youth programmes, Erasmus, life-long learning, etc.) and with its family of agencies (ETF, CEDEFOP, EIT, EACSA) with the objective to maximize policy knowledge and potential for more development entrepreneurial learning initiatives, involving cooperation across the institutional network.

*The ETF Recast Regulation of 2008:* The coordination with the other relevant Community bodies is explicitly foreseen in the ETF Recast Regulation of 16 December 2008. Under Article 3 for example is stipulated: "The Foundation shall cooperate in particular with the European Centre for the Development of Vocational Training (Cedefop) in the framework of a joint annual work programme annexed to the annual work programme of each of the two agencies with the objective of promoting synergy and complementarity between their activities."

*The EC Requests for ETF Services:* A summary overview table of EC Headquarters networking initiatives and requests for services addressed to the ETF regarding the Entrepreneurship Learning Project and Enterprise Charter activities had been prepared as basis for the summary analysis presented in this final report. For each of the requests has been identified: (i) Date of request, (ii) Expected end date of requested service; (iii) The EC requesting party; (iv) The covered regions concerned ; (v) The targeted country(ies); (vi) The type or category of service requested; (vii) The products effectively delivered, and; (viii) The actual end / completion date of the service. A total of 28 such service requests over the period 2002 to 2009 are documented in the preparatory summary table.

## 2.

### THE BROADER POLICY AND STRATEGIC FRAMEWORK OF THE ENTREPRENEURSHIP LEARNING PROJECT

*The Lisbon Strategy:* The March 2000 Lisbon European Council meeting entailed new strategic directions for Europe's education and training systems needing to adapt to the demands of the knowledge society and to the need for an improved level and quality of employment. It called for the establishment of a European framework defining "the new basic skills" to be provided through lifelong learning. The Barcelona European Council of February 2002 adopted a detailed work programme for achieving these common goals and objectives by 2010. In the framework of the implementation of the "*Education and Training 2010*" work programme, the working group B on "Key Competences" came up with a European Reference Framework on "Key Competences for Lifelong Learning" in November 2004. For each of the competences a basic set of knowledge, skills and attitudes is identified. The Reference Framework includes Entrepreneurship as the seventh key competence for Lifelong Learning in a list of eight key competences.

#### 2.1 The Oslo Agenda

*The Oslo Agenda:* The broader EC policy and strategic framework for Entrepreneurial Learning is laid down in the Community Lisbon Programme and its implementation strategy

entitled “Implementing the Community Lisbon Programme: Fostering entrepreneurial mindsets through education and learning”<sup>1</sup>. Entrepreneurship is defined as a mindset, a key competence essential for growth, employment and personal fulfilment (see Box 3 hereunder). The Communication aims to support Member States in developing a more systematic and integrated strategy for entrepreneurship education.

### **Box 3 : EC Definition of Entrepreneurship**

Entrepreneurship is a key competence for growth, employment and personal fulfilment. Entrepreneurship refers to an individual's ability to turn ideas into action. It includes creativity, innovation and risk taking, as well as the ability to plan and manage projects in order to achieve objectives. This supports everyone in day-to-day life at home and in society, makes employees more aware of the context of their work and better able to seize opportunities, and provides a foundation for entrepreneurs establishing a social or commercial activity.

*Source : Communication of the European Commission COM(2006)33 final – Implementing the Community Lisbon Programme: Fostering Entrepreneurial Mindsets Through Education and Learning; Brussels; 13 February 2006.*

The holistic, comprehensive and integrated EL strategy, referred to as the Oslo Agenda, covers all levels of the education system and covers both cross-cutting pedagogical entrepreneurial teaching and learning aspects (focus on mindsets and attitudes) as well as more specific entrepreneurship skills (specific subjects, adapted curricula, specific business skills, etc.).

EL as Lifelong Learning Key Competence: In the above-cited EC definition entrepreneurship is identified as a key competence, a mindset, which is broader than entrepreneurship skills related to the running of a business *stricto sensu*. This is explicitly confirmed in the Recommendation of the European Parliament and of the Council of 28 December 2006<sup>2</sup> on Key Competences for Lifelong Learning defining entrepreneurship as supporting individuals in every aspect of their lives and in second instance “... forming the foundation for more specific skills and knowledge needed by those establishing or contributing to social or commercial activity.” The Parliament furthermore states: “...This should include awareness of ethical values and promote good governance”.

The Monitoring of the ET 2020 Work Programme: The council in May 2007 identified a framework of 16 core indicators for monitoring progress towards the Lisbon objectives. Although Entrepreneurship Learning is not one of these 16 core indicators, some of the sixteen have direct or at least indirect reference to EL, as for example: Learning to learn skills; participation of adults in lifelong learning; professional development of teachers and trainers, etc.

The Challenges Ahead: The draft 2010 joint progress report<sup>3</sup> of the Council and the Commission on the implementation of the “Education & Training 2010 Work Programme” in this regard unambiguously states: “The implementation and further development of lifelong learning strategies remains Strategies are coherent and comprehensive only in a number of cases and some still focus on specific sectors or target groups rather than the full life-cycle. To be effective, strategies need to cover sufficiently long time periods, provide opportunities

<sup>1</sup> Commission of the European Communities (2006); Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – Implementing the Community Lisbon Programme: Fostering Entrepreneurial Mindsets through Education and Learning; COM(2006) 33 final; Brussels; 13 February 2006

<sup>2</sup> Official Journal of the European Union; L393/10 of 30 December 2006; Document (2006/962/EC).

<sup>3</sup> Communication of the European Commission COM(2009)640 final on key competences for a changing world; Brussels, 25 November 2009.

at all age levels and be subject to revision and further development. To enhance their relevance and impact, and to motivate individuals to participate in learning, a greater involvement of stakeholders and better cooperation with policy sectors beyond education and training is needed.”

## **2.2. The Small Enterprise Charters and the Small Business Act**

The European Charter for Small Enterprises<sup>1</sup> was approved by the EU Leaders at the Feira European Council on 19-20 June 2000. The candidate countries joined the charter in 2002 and the countries of the Western Balkans in 2003. The Charter calls upon Member States and the Commission to take action to support and encourage small enterprises in ten key areas. Of particular relevance to the ETF and to the ETF Entrepreneurial Learning (EL) project is the first policy dimension of “Education and Training for Entrepreneurship”, and also dimension 4. Availability of (Entrepreneurial) Skills. Informal guidelines for supporting Charter implementation at regional level have been issued by the European Commission<sup>2</sup>, putting up informal criteria which aim at helping regions that consider making a stronger commitment to the principles of the Charter.

The Euro-Mediterranean Enterprise Charter<sup>3</sup> was signed by Ministers and representatives of Governments present at the Fifth Conference of Euro-Mediterranean Ministers for Industry of 4 October 2004. Action 2 “Education and training for entrepreneurship” is worked out in this Charter dating back to 2004 in the spirit of Lifelong Learning (LLL). The Charter partners aim at nurturing entrepreneurial spirit from an earlier age. The teaching and development of general knowledge about business, entrepreneurial attitudes and entrepreneurship skills at all school levels is centre stage in this whole process. Key emphasis is on skills development to assess business opportunities and on the capacity to put together credible business plans. Also, where needed, the promotion of reading and writing skills among all classes of workers is prioritized, since they are all considered “potential entrepreneurs”.

The Small Business Act: The “Small Business Act” aims to improve the overall policy approach to entrepreneurship, to irreversibly anchor the “Think Small First” principle in policy-making from regulation to public service. The SBA builds on the Commission’s and Member States’ policy achievements, creates a new policy framework which integrates the existing enterprise policy instruments, and builds in particular on the European Charter for Small Enterprises and the Modern SME policy. Entrepreneurship learning is implicit present under principle 1 on the creation of a conducive enabling environment for entrepreneurship learning. The Act foresees a series of new policy measures which implement these 10 principles according to the needs of the SMEs. Regarding the first principle of an enabling environment, the Act urges to “...care for future entrepreneurs better, in particular by fostering entrepreneurial interest and talent, particularly among young people and women, and by simplifying the conditions for business transfers.” The Act furthermore asserts that the education system, and in particular the school curricula, do not focus enough on entrepreneurship and do not provide the basic skills which entrepreneurs need. Children can learn to appreciate entrepreneurship from the beginning of their education. Therefore, entrepreneurship potential needs to be better exploited. The continuing gender gap in terms of entrepreneurship, which translates into fewer women entrepreneurs, adds to an unexploited potential for entrepreneurship among immigrants.

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<sup>1</sup> Web: [http://ec.europa.eu/enterprise/enterprise\\_policy/charter/docs/charter\\_en.pdf](http://ec.europa.eu/enterprise/enterprise_policy/charter/docs/charter_en.pdf)

<sup>2</sup> [http://ec.europa.eu/enterprise/enterprise\\_policy/charter/charter\\_guidelines\\_for\\_regions\\_en.pdf](http://ec.europa.eu/enterprise/enterprise_policy/charter/charter_guidelines_for_regions_en.pdf)

<sup>3</sup> [http://ec.europa.eu/enterprise/policies/international/files/euromedcharterf1949\\_en.pdf](http://ec.europa.eu/enterprise/policies/international/files/euromedcharterf1949_en.pdf)

*Enabling Environment Courses of Action:* To translate this principle on a necessary enabling environment for entrepreneurship into practice, the Act foresees/suggests two courses of action, the first one at the level of the Commission, the second with the Member States:

- *For the Commission:* (i) Promotion of entrepreneurial culture and facilitation of exchanges of best practice in enterprise education; (ii) Launching of a “European SME Week”, an umbrella for many campaign-type events that will take place throughout Europe; (iii) Launching the “Erasmus for Young Entrepreneurs” initiative in 2008, which aims to promote exchanges of experience and training by giving nascent entrepreneurs the possibility to learn from experienced host entrepreneurs and improve their language skills, and; (iv) Establishing an EU network of female entrepreneur ambassadors, promote mentoring schemes to inspire women to set up their own businesses and promote entrepreneurship among women graduates.
- *For the Member States:* (i) Stimulation of innovative and entrepreneurial mindsets among young people by introducing entrepreneurship as a key competence in school curricula, particularly in general secondary education, and ensuring that it is correctly reflected in teaching material; (ii) Ensuring that the importance of entrepreneurship is correctly reflected in teacher training, and; (iii) Stepping up cooperation with the business community in order to develop systematic strategies for entrepreneurship education at all levels.

### **2.3. The Copenhagen / Bruges / Torino Process**

*The Education and Training 2020 Work Programme:* On 12 May 2009, the European Council<sup>1</sup> issued its conclusions on a strategic framework for European cooperation in education and training for the next ten year cycle 2010 - 2020 (“ET 2020”). The Council decided that European cooperation in education and training for the period up to 2020 should be established in the context of a strategic framework spanning education and training systems as a whole in a lifelong learning perspective, with lifelong learning a fundamental principle underpinning the entire framework. This framework is designed to cover learning in all contexts – whether formal, non-formal or informal – and at all levels: from early childhood education and schools through to higher education, vocational education and training and adult learning. Entrepreneurship learning is explicitly included as the fourth of the four strategic objectives of the ET 2020 strategy.

#### **Box 4 : Education and Training Framework 2020 and ETF’s EL Mandate**

The Education and Training Framework 2020 provides a very strong justification, if not a mandate, for ETF, as special European agency with a mandate of human capital development in neighbouring partner countries, to continue concentrating on Lifelong Entrepreneurial Learning as a key strategy and programme of the highest priority.

*The VET Copenhagen Process:* Cooperation in vocational education and training (VET) takes place within the “Copenhagen Process” named after the Copenhagen Declaration endorsed in November 2002 by the Education Ministers of 31 countries<sup>2</sup>. At its last review in November 2008 in Bordeaux, the Ministers in charge of VET agreed to include a new

<sup>1</sup> Council of the European Union; “A strategic framework for European cooperation in education and training (“ET 2020”)” – Council Conclusions of 12 May 2009; Official Journal of the European Union , C 119/2; 28 May 2009.

<sup>2</sup> The process is also referred to as the Bruges Process or the Torino Process in view of key moments in the European Commission’s VET policy and strategy development related to events held in those two European cities.

priority in the cooperation process related to the improvement of the links between VET and the labour market.

*The European Qualifications Framework:* The 2008 Recommendation of the European Parliament<sup>1</sup> on the establishment of a European Qualifications Framework (EQF) for Lifelong Learning invited countries to relate their national qualifications systems or frameworks to the EQF by 2010 and to develop national qualifications frameworks, where appropriate.

*Lifelong Learning Through VET 2 and Flexible, Individualized Pathways:* As part of the Lisbon strategy, the Helsinki communiqué (2006) underlines the key factors that support creation of lifelong learning area and culture. It requires countries to create “open VET systems which offer access to flexible, individualized pathways and create better conditions for transition to working life, progression to further education and training, including higher education, all of which support the skills development of adults in the labour market”.

*New Skills for New Jobs:* The Commission Communication COM(2008) 868 Final of 16 December 2008, better known as the “New Skills for New Jobs” communication has a subtitle “Anticipating and Matching Labour Market and Skills Needs”. The Communication is based on the analysis that skills upgrading is critically important for Europe’s future, and so is a better match between skills and labour market needs.

*Flexicurity Policies:* The New Skills for New Jobs initiative stresses the need for more effective education and training policies and modernisation of labour markets through flexicurity policies. It proposes a concerted effort towards a comprehensive assessment of future skills and labour market needs, in partnership with Member States, companies and other stakeholders.

## **2.4. Towards an Integrated Policy Framework for the ETF-EL Project**

*Summary EL Policy Framework:* On the next page is a summary figure showing the main European Union policy and strategy documents of particular importance and relevance to the ETF Entrepreneurial Learning programme. They are grouped in three clusters (policy pillars):

1. Education and Training Frameworks (The Oslo Agenda)
2. Enterprise Development (The Small Business Act)
3. Vocational Education and Training (Copenhagen / Bruges / Torino Process)

*A Necessarily Integrated Policy Framework:* At the helm is the Lisbon Strategy approved by the European Council in March 2000 which set new strategic directions for Europe’s education and training systems to adapt to the demands of the knowledge society and to the need for an improved level and quality of entrepreneurship and employment. The policy framework for enterprise development in addition also integrates the special policy and strategic initiatives with the neighbouring countries, both Western Balkans (pre-accession) and Mediterranean (Southern Neighbourhood). It is this comprehensive, multi-dimensional policy framework which provides the strategic directions for ETFs entrepreneurial learning activities, projects and programme. This policy framework necessarily is an integrated framework, integrating the three policy and strategic components / pillars in a complement-

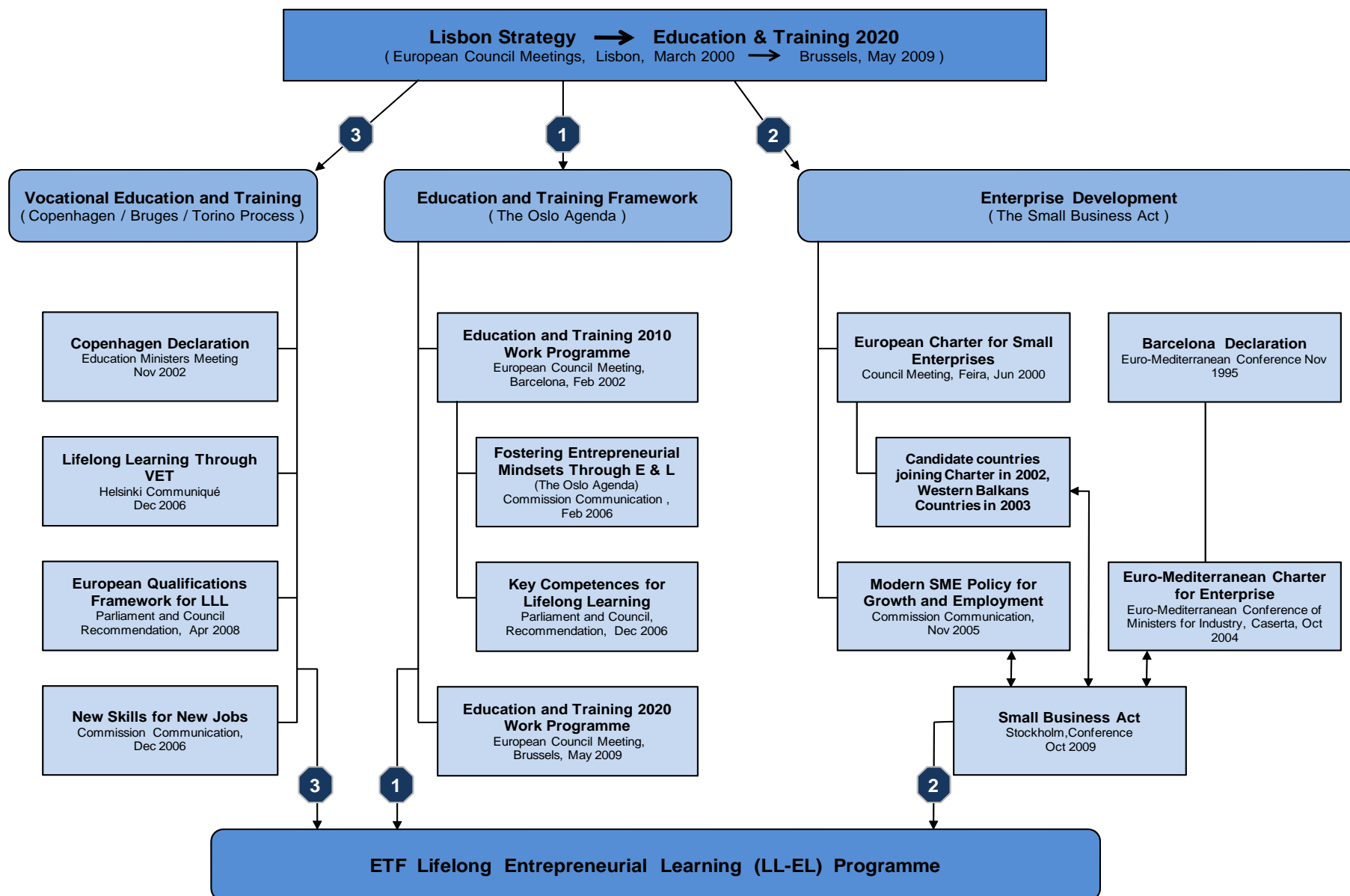
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<sup>1</sup> European Parliament and European Council; Recommendation on the Establishment of a European Qualifications Framework for Lifelong Learning; 23 April 2008; OJ C 111/1 of 06.05.08

<sup>2</sup> European Centre for the Development of Vocational Training; Continuity, Consolidation and Change – Towards a European Era of Vocational Education and Training; 2009

**Figure 1 : European Union Policy Framework for Lifelong Entrepreneurial Learning - Main Pillars**

V.3 - 12 Mar 2010



ary and mutually reinforcing manner, in accordance with the holistic concept of Lifelong Entrepreneurial Learning at the basis of the policy.

### 3.

## EVALUATION METHODOLOGY AND PROCESS

### 3.1 Objectives, Scope and Specificity of the Evaluation

Terms of Reference: The Terms of Reference of this ETF Entrepreneurial Learning Programme mid-term evaluation, including its objectives, expected results and outputs, are attached under **Annex 1** to this report.

The Specificity of the EL Project: The ETF Entrepreneurship Learning (EL) project is not a project in the conventional way projects are defined as aid delivery method by the European Commission's EuropeAid. It has not been the subject of a clearly defined and delineated project preparation process consisting of an identification, formulation, appraisal and approval phase and does not have a predetermined duration limited in time, with clear objectives and results, and with targets and indicators (both final and interim) formulated for each. It does not have a clear multi-annual budget aligned with the project design and with strategic objectives with key result areas. It consequently is not / cannot be managed (and evaluated) along the principles of Project Cycle Management (PCM) which govern conventional projects.

Facing the Constraints: In view of the above particularities and constraints, the Evaluation Team has preferred to present its main evaluation findings in relation to thematic clusters of evaluation questions. These evaluation questions and the judgement criteria based on them are each related to the evaluation criteria, so that the analysis is bound to stay focused. The main conclusions then are summarily presented in relation to the six evaluation criteria in bullet style for clarity purposes.

### 3.2. The Phased Evaluation Process and Its Organisation

Evaluation Process Phases: Broadly speaking, three phases can be differentiated in the evaluation process.

- (i) The *first phase* consists of desk work study of the documentation and data on the project and the preparation of a narrative report as additional basis for the meetings and interviews with ETF project staff. The narrative report and the outcomes of these interviews in turn form the basis of the inception report, closing the first phase.
- (ii) Most important events of the *second phase* are the two field visits (respectively to Croatia for the IPA region and to Tunisia for the ENPI region) with interviews with the main EL project stakeholders from both the public and private sectors, the visit to Brussels for interviews at the European Commission with DG Enterprise and Industry and DG Education and Culture, and the second visit to ETF for feedback and consultations, and for cross-checking of information and eventual clarifications needed.
- (iii) The *third and final phase* consists of the draft final reporting, which will be the input into a feedback seminar at ETF on the evaluation findings and recommendations.

The Planning of the Field Visits and Final Reporting: Here below is an overview table of the main phases and events of the evaluation process, with for each an indication of the time

table and milestones as originally foreseen. The planning is the outcome of an internal consultation process within the Evaluation Team and with the PMEUE.

**Table 1 : Planning of the Successive Phases of the ETF-EL Mid-Term Evaluation Process (with Milestones)**

Evaluation Process Phase / Event		Tentative Time Table / Milestones
1	Inception mission to ETF Headquarters, Turin	16-17 September 2009
2	Submission draft inception report	Mid October 2009
3	Approval inception report	Mid November 2009
4	Croatia field visit	16 – 21 November 2009
5	Visit EC Brussels	In week 23 – 27 Nov 2009
7	Tunisia field visit	04 – 09 December 2009
8	ETF Turin feedback consultation	2 <sup>nd</sup> half January 2010
9	Final report: first draft	End January 2010
10	Final report: review, finalisation and presentation at ETF Headquarters, Turin	Mid March 2010

*The Organisation and Programmes of the Country Field Visits:* Two Partner Country field visits are foreseen under the Terms of Reference: Croatia for the IPA Region and Tunisia for the (Southern Neighbourhood) ENPI Region. The programmes of meetings of the Evaluation Country Field Visits to Croatia and Tunisia are included under **Annex 5** to this report. Parties interviewed in both countries included, amongst others: (i) The National Charter Coordinators (of respectively ECSE and EMCE); EL strategy / programme responsible parties of (ii) the Ministry of Education (and Training), (iii) the Ministry of Economy (and Entrepreneurship), (iv) the Ministry of Labour; (v) National (professional / vocational) training centres; (vi) Employers Organisations; (vii) Chambers of Commerce / Economy; (viii) the academe / research centres, (ix) schools, and (x) SEECEL as new, specialized (sub-)regional Entrepreneurial Learning centre. On the request of the Evaluation Team also interviews with the responsible officers of the EC Delegations were included in the programme.

*The Checklists of Main Interview Topics and Questions:* Detailed lists of proposed stakeholder organisations and entities to visit and/or persons to interview had been worked out long ahead of the Field Visits and submitted to the ETF Planning, Monitoring and Evaluation Unit (PMEU) for approval. The approved contacts were supported by an official ETF introduction letter.

*The Visit to the European Commission in Brussels:* The programme of meetings at various offices of the European Commission in Brussels included interviews at DG Education and Culture, DG Enterprise and Industry and DG Enlargement. The original programme consisted of two days of interviews on 25 and 26 November, but on the recommendation of Heads of Unit additional interviews were organised and an additional day of consultations and meetings took place. A copy of the programme of meetings in Brussels is also included under **Annex 5**.



### 3.3. The Set of Evaluation Questions and their Link with the Evaluation Criteria

Evaluation Criteria, Questions and Indicators: This Mid-Term Evaluation assessment is based on the five standard key OECD-DAC evaluation criteria of: (i) relevance, (ii) efficiency, (iii) effectiveness, (iv) impact, and (v) sustainability. A sixth criterion of (vi) added-value taking into consideration the specific mandate and role of the ETF is specifically added for this evaluation. A detailed list of evaluation questions has been defined during the first phase of the evaluation. The matrix list has been included in the inception report for reaction and endorsement by the ETF.

The Approved Cross-Referenced List: This approved list of evaluation questions is attached in matrix format under **Annex 2** to this Final Report. Each evaluation question is cross-referenced to the OECD-DAC - ETF evaluation criterion(a) to which it is related to / most relevant for. A summary overview of the six OECD-DAC - ETF evaluation criteria and the list of evaluation questions related to them is provided in the below Table 2.

**Table 2 : Cross-References between the Six OECD-DAC & ETF Evaluation Criteria and the Evaluation Questions Especially Relevant To Them**

OECD-DAC - ETF Evaluation Criteria of the EI Project	Numbers of the Relevant Evaluation Questions
1. Relevance	1, 5, 7
2. Efficiency	4, 5, 11, 12, 13, 14, 15
3. Effectiveness	4, 5, 6, 7, 11, 12, 13, 14, 15
4. Impact	6, 7, 8, 9, 10
5. Sustainability	6, 8, 9, 11
6. Added value (additional ETF criterion)	2, 3, 11, 12

### 3.4. The Matrix of Evaluation Questions, Judgement Criteria and Indicators

Evaluation Focal Areas and Sub-Areas: A summary overview of evaluation focal areas and sub-areas at the basis of the formulation of the evaluation questions, judgement criteria and indicators was worked out first by the Evaluation team as broader analytical framework. The approved version of this structure of evaluation focal areas and sub-areas formed the basis for the development of the matrix of evaluation questions, judgement criteria and indicators presented under **Annex 2** to this report.

The Set of Questions, Criteria and Indicators: The evaluation questions with code are reflected in the matrix table under columns 4 and 5. The reference evaluation focal area (with code) is reflected under columns 1 and 2. Explicit reference to the pertinent ETF-EL evaluation criterion(a) concerned (of the five standard DAC and one ETF specific) is made under column 3. For each evaluation question, three judgement criteria are formulated, hence a total of 45 evaluation judgement criteria (under matrix columns 7 and 8, with reference to the evaluation sub-area / judgement area concerned under column 6). In turn for each of the judgement criteria, two (key performance) indicators are formulated, hence a total of 90 indicators (KPIs) overall (columns 9 and 10 of the matrix). The ensuing draft matrix is the result of a collaborative effort of the evaluation team, thus combining methodological, technical and field experiences inputs. A balance between quantitative and qualitative indicators and assessment criteria has been strived for.

**Table 3 : Matrix of Evaluation Questions, Judgement Criteria and Indicators - Question Q-1 as Illustration**

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1		2	3	4	5	6	7	8	9	10
Evaluation Question Focal Area <sup>(1)</sup>		DAC / ETF Evaluation Criterion(a)	Evaluation Question		Possible Judgement Areas, Amongst Others <sup>(1)</sup>	Judgement Criteria (Max. 3 per Question)		Indicators (Max. 2 per Criterion)		
Code	Description		Code	Description		Code	Description	Code	Description	
01.	Alignment of strategic directions of ETF-EL programme with policy frameworks (both EC and partner countries)	Relevance	01.	To what extent are the general strategic directions of the ETF-EL programme aligned with the EC policy and strategy frameworks concerned and to what extent are the ETF-EL partner country programmes in line with the national (and possibly regional) policies, priorities and strategies concerned?	<ul style="list-style-type: none"> <li>- Alignment with EC Charters (ESCE and EMEC) and Act</li> <li>- Prioritisation of Action Areas (Education and Training for Entrepreneurship versus Improvement of enterprise skills)</li> <li>- Alignment with Partner country EL policies &amp; strategies</li> </ul>	01.1	Alignment / harmonisation of the ETF-EL programme strategic directions with the ECSE and EMEC Charters, the European Small Business Act (replacing the Charters)	01.1.1	Extent and quality of alignment / harmonisation of ETF-EL strategic documents with the EC policies and strategic documents concerned (Charters, Act, implementation rules and regulations, guidelines etc.)	
								01.1.2	Evolving / improved / strengthened alignment over time of ETF-EL programme strategies with EC policy and strategic frameworks (e.g. references to EL Action Areas and Sub-Areas in programming documents)	
						01.2	Alignment of the ETF-EL regional and country programme strategic directions with the EC priorities and policies in the partner countries and regions	01.2.1	Extent and quality of alignment of ETF-EL programme regional and country strategic documents and plans with the overall EC regional and country partnership strategies, priorities and programmes	
								01.2.2	Evolving / improved / strengthened alignment over time of ETF-EL programme strategies with EC country and regional overall policy and strategic frameworks	
						01.3	Alignment of the ETF-EL regional and country programme strategic directions with the policies, priorities and strategies concerned of the partner countries and regions, effectively addressing the needs of the partner countries	01.3.1	Extent and quality of alignment of ETF-EL programme country strategic documents and plans with national plans and strategies	
								01.3.2	Intensity of references to partner country and region policy and strategic priorities in ETF strategic, planning and programming documents	
02.	ETF added value and comparative advantage	Added Value	02.	To what extent does the European Training Foundation (ETF) have an added value and comparative advantage in the field of Entrepreneurship Learning vis-à-vis (i) the European Commission, (ii) the Partner Countries (and Regions), and (iii) the other EL learning providers recognize ETF's, and what are the major components / areas thereof (of what does this added value / comparative advantage consist)?	Added value, comparative advantage and delineation of task and responsibilities vis-à-vis: <ul style="list-style-type: none"> <li>(1) the European Commission</li> <li>(2) the Partner Countries</li> <li>(3) Other EL learning providers</li> </ul>	02.1	Added value and comparative advantage of the European Training Foundation (ETF) EL Programme vis-à-vis the European Commission (and its programmes and initiatives concerned)	02.1.1	General level of ETF-EL added value vis-à-vis the EC and its policy & programme needs concerned	
								02.1.2	(Number of) Concrete EL programme areas / services / deliverables with proven added value / comparative advantage as evidenced by testimonials from EC key stakeholders and/or in EC documents	
						02.2	Added value and comparative advantage of the European Training Foundation (ETF) EL Programme vis-à-vis the Partner Countries (Regions) and their main EL programme stakeholders	02.2.1	General level of ETF-EL added value vis-à-vis the Partner Countries (Regions) and their main EL programme stakeholders	
								02.2.2	(Number of) Concrete EL programme areas / services / deliverables with proven added value / comparative advantage as evidenced by testimonials from Partner Country (Regional) key stakeholders and/or in documents from Country (Regional) programme stakeholders	

### 3.5. The Presentation of the Main Evaluation Findings, Conclusions and Recommendations

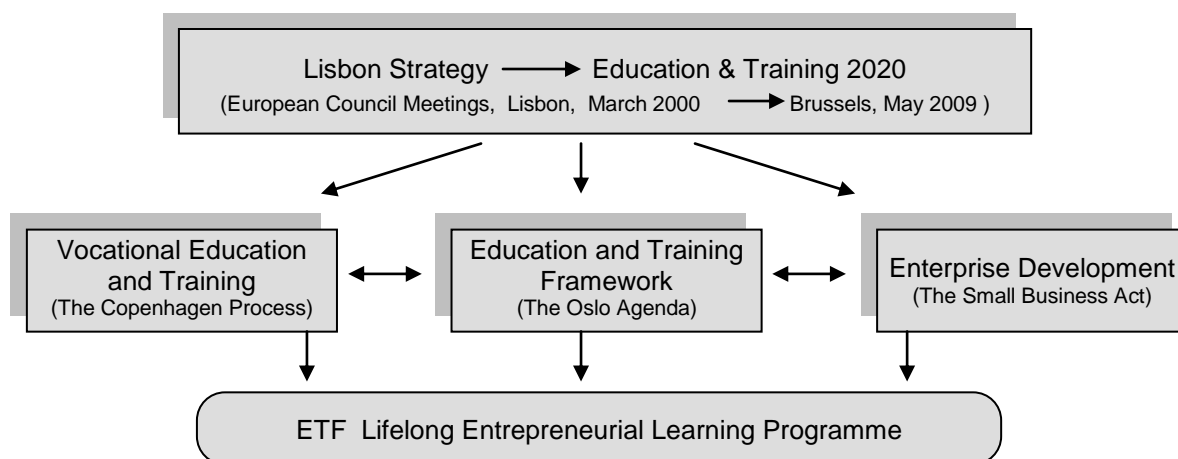
The 15 evaluation questions are linked to the different sections / chapters under the next Chapter 4 on the main evaluation findings by (thematic cluster of) evaluation questions. In turn, the evaluation observations and findings are at the basis of the drawing of the evaluation conclusions. These conclusions are presented in summary bullet style under report Chapter 5. This overall assessment with conclusions is organised along the main evaluation criteria. In a final Chapter 6, the review recommendations are summarily presented, clustered by main thematic evaluation topic of special relevance for the future course of the programme. They are preceded by a succinct list of key recommendations, which have been discussed with the ETF key stakeholders concerned on the occasion of the 9-10 March 2010 feedback and consultations mission to ETF Headquarters in Turin.

## 4.

### MAIN EVALUATION FINDINGS BY THEMATIC CLUSTER OF EVALUATION QUESTIONS

#### 4.1. The Broader Policy Framework and Project Design and Strategy

ETF as EU Special Agency: Through the 2008 European Parliament and Council recast Regulation of 14 December ETF's mandate was recently considerably broadened to contribute, in the context of the EU external relations policies, to improving human capital development in countries designated as partner countries, basically the IPA pre-accession countries and the ENPI neighbourhood countries (Southern and Eastern Neighbourhood). Whereas in the initial regulation ETFs overall objective was limited to the development of the vocational training system in these eligible countries, the new responsibilities for human capital development meant a vast expansion of its thrusts and programmes, particularly also since human capital development is defined in the context of lifelong learning, both formal and informal, covering both education and training. The stipulation that ETF's objectives need to be pursued in the context of the EU external relation policies implies that ETF does not have a completely free hand as European Agency, but that its objectives and programmes necessarily need to be aligned with the broad policy directions of the EU in the field of human capital development, and also with the Union's external relations policies vis-à-vis the neighbouring regions and countries.



*Entrepreneurial Learning in the EU Human Capital Development Policy Context:* What is commonly known as “the Lisbon Strategy” set in motion as a result of the March 2000 European Council meeting entailed new strategic directions for Europe’s education and training systems needing to adapt to the demands of the knowledge society. The three main interlinked and mutually reinforcing sub-strategies / strategic pillars are visualised in summary figure 1 on page 12. The contents of these three sub-strategies have steadily evolved over time ever since the Lisbon 2000 Council meeting up to this day in the direction of a gradually more encompassing and holistic LLL strategy. These three mutually reinforcing Lifelong Entrepreneurial Learning policy and strategy pillars are summarily presented here above on the preceding page.

*Incremental Project Design and Evolving Priorities:* As argued earlier, ETF’s Entrepreneurship Learning programme is not a classical “project” in the sense of a traditional aid delivery method with a fixed set of objectives and targets to be accomplished within a pre-agreed time period for which a specific budget is foreseen. The fact that there is no strategic LogFrame spanning over different years is already symptomatic of the kind of flexibility in project strategic directions. This is gradually changing as evidenced by for example an Entrepreneurship Learning Project Implementation Plan (PIP) / summary strategy plan developed for the three year period 2007-2010.

*High Impact Priorities and Selectivity:* Within such broad policy framework on the one hand and the limited resources available (both financial and human) on the other priorities need to set, choices have to be made. In the ETF EL project the option in principle aimed for is for high visibility, high policy and strategic impact initiatives with strong spin-off potentials. However, the actual options as for example evidenced in the budgetary allocations are not always obvious in this perspective. An example in case is the Pilot Higher Education 2009 activity (basically on SME index indicators development for higher education) which is allocated more than sixty percent (62.48%) of all EL project resources for 2008-2009, while the high impact Policy Partnership 2009 initiative is only allocated 16.74% of the budget.

*Participation, Consultation and Consensus Building:* As evidenced by the actual initiatives undertaken, the ETF-EL programme in general pursues a participatory and consultative process approach geared at building consensus. These processes can be quite elaborate, time and resources consuming. But since having to cater to the needs of very different partner countries there probably is no other way. In a number of instances, formal procedures have been elaborated to guide these processes.

*Compendia of Good Practices and Lessons Learned to Enable Enlightened Choice and Decision Making:* In the preparation processes of EL-LLL policies and strategies, ETF expertise is especially asked for in relation to dissemination of best practices, sharing of lessons learned based on other experiences. It is learned from the interviewed parties that ETF-EL project could further optimize the quality of its services in this respect by further structuring this sharing and by developing stronger tools and evidence basis, for example based on compendia of concrete, down-to-earth, practical examples as inspirational guidance for micro and/or meso issues or successful policy and strategic frameworks that have proven value for macro issues.

*EL Project Sectoral / Thematic Prioritization and Quality of Alignment with EC Policies:* As far as sectoral and thematic alignment is concerned, in a number of cases during the evaluation country field interviews an ETF-EL programme bias towards the above labelled second pillar on Enterprise Development of the Lisbon Strategy with regard to the ETF-EL programme was mentioned. This then to the detriment of the third pillar of the Lisbon Strategy, namely the Copenhagen Process which is more focused on the Vocational

Education and Training (VET) dimension of EL in Lifelong Learning perspective. Also the principle of tripartism is not prominent in any of the ETF-EL project promoted policies, strategies and programmes regarding EL in Lifelong Learning perspective. Nevertheless, forging inter-sectoral coordination both within government (e.g. between the education and industry ministries) and between the public and private sector for EL policy making purposes remains one of the key result areas of the ETF-EL programme.

#### **4.2. Holistic EL Concept and Target Group Specific Strategies and Programmes**

*LLL as a Necessity in an Increasingly Rapidly Changing World:* Lifelong Learning (LLL) has become a necessity for all citizens: people need to develop their skills and competences throughout their lives, not only for personal fulfilment and for the ability to actively engage in the society they live, but also for the ability to be successful in a constantly changing world of work. Entrepreneurial Learning in a Lifelong Learning context is a process which starts from pre-school kindergarten and continues through the life of an individual. Any successful Entrepreneurial Learning project / programme therefore should cover each phase of this process, with customized services to be prepared for each stage and function, and within this broader LLL framework to ensure their coherence and complementarity. This pertains not only to the world of education (formal and informal) but also to the world of enterprise and work (e.g. guidance to youth for self-employment or for productive and creative formal employment, support to starters, guidance after business start-up, skills training etc.). In short LLL, and EL in that context, covers a person's whole life, from cradle to grave. Lifelong Learning moreover requires due attention to be given to the whole enabling environment for such learning. This necessarily pertains in first instance to the teachers and trainers (EL training of trainers concept), school management, families and communities. In short Entrepreneurial Learning in a Lifelong Learning perspective brings with it societal change, a change towards an entrepreneurial society (paradigmatic shift).

*Holistic Entrepreneurial Learning in LLL Perspective in the EU Policies and Strategies:* All three strategic pillars of the European policy framework for Entrepreneurial Learning under the Lisbon Strategy have gradually but steadily moved towards this inclusive holistic framework for lifelong entrepreneurship learning.

*ETF and Holistic Lifelong Entrepreneurial Learning:* As can be gleaned from its different work plans and thematic notes, ETF in line with the EC policies and strategies concerned strongly subscribes to the concept and philosophy of lifelong entrepreneurial learning. It in first instance sees this in the context of the Enterprise Development pillar of the Lisbon Strategy through the two small enterprise charters with the Pre-Accession and Neighbourhood Regions and its successor, the Small Business Act.

*Constraints Encountered and Lessons Learned:* While subscribing to the principles of Lifelong Entrepreneurial Learning, ETF-EL project management also indicates strong constraints encountered and challenges to be met still in promoting Lifelong Entrepreneurial Learning as a concept, policy and strategy, let alone to support effective implementation of action programmes and concrete projects along these holistic lines. In fact, if one goes further down with the analysis to the operational level of concrete activities and the budgetary allocations foreseen for these, it appears that there is a disproportionate concentration of resources in one programme component which is limited to one specific target group only, namely tertiary education and within that segment more specifically the development of EL indicators for university level (62.48% of the total pre-pilot EL budget for 2009 is allocated to Pilot Higher Education 2009).

**Box 5 : Holistic Lifelong Entrepreneurial Learning:  
The Matrix of Nine Entrepreneurial Competences Applied in Tunisia<sup>1</sup>  
FORTI Matrix of Entrepreneurship Competencies - Contents**

<p><b>C1L3 - Environmental competences :</b></p> <ul style="list-style-type: none"> <li>▪ Know the different environmental layers and strata</li> <li>▪ Know the configuration and the role of one's institutional environment</li> <li>▪ Be aware that one needs to reconcile ecology and economy</li> <li>▪ Know the techniques and have the base knowledge of marketing</li> <li>▪ Etc.</li> </ul>	<p><b>C2L3 - Competences on operational processes.</b> Being capable to :</p> <ul style="list-style-type: none"> <li>▪ Apply sales techniques and to make them have results</li> <li>▪ Satisfy clients and make them loyal</li> <li>▪ Establish a network of clients</li> <li>▪ Keep an eye on and analyse the most important environmental factors and forces</li> <li>▪ Know the dimensions of a publicity campaign</li> <li>▪ Etc.</li> </ul>	<p><b>C3L3 - Competences on strategic processes.</b> Being capable to :</p> <ul style="list-style-type: none"> <li>▪ Show the ambition to further develop oneself</li> <li>▪ Develop a process of strategic alertness</li> <li>▪ Initiate and implement different projects at the same time</li> <li>▪ Initiate the project on a quality basis</li> <li>▪ Introduce and manage change</li> <li>▪ Etc.</li> </ul>
<p><b>C1L2 - Collective competences.</b> Being capable to :</p> <ul style="list-style-type: none"> <li>▪ Work together in team spirit and sharing of success</li> <li>▪ Efficiently and effectively communicate verbally, written and by body language</li> <li>▪ Practise active listening</li> <li>▪ Negotiate and convince</li> <li>▪ Put oneself in question and accept differences</li> <li>▪ Accept conflict as positive to resolve problems</li> <li>▪ Efficiently collect, process, categorize, classify, transform and share information</li> <li>▪ Etc.</li> </ul>	<p><b>C2L2 - Competences to create:</b></p> <ul style="list-style-type: none"> <li>▪ <b>Identify opportunities and analyse the market</b></li> <li>▪ <b>Define a vision, a goal and the strategic pillars</b></li> <li>▪ <b>Develop a business plan and its implementation plan / programme</b></li> <li>▪ <b>Have the competence « to sell » the project to obtain the necessary financing</b></li> <li>▪ Etc.</li> </ul>	<p><b>C3L2 - Competences on support processes.</b> Being capable to :</p> <ul style="list-style-type: none"> <li>▪ Well manage resources to avoid waste</li> <li>▪ Operationally manage information systems, human resources and control systems</li> <li>▪ Manage time</li> <li>▪ Identify the major functions of the enterprise</li> <li>▪ Etc.</li> </ul>
<p><b>C1L1 : Personal qualities :</b></p> <ul style="list-style-type: none"> <li>▪ Have confidence in oneself</li> <li>▪ Have sense of initiative and autonomy</li> <li>▪ Have sense of responsibility and realism</li> <li>▪ Have sense of order and method</li> <li>▪ Have sense of risk</li> <li>▪ Have sense of observation</li> <li>▪ Have the competences of creativity and imagination</li> <li>▪ Have the sense of rational relations with resources : money, time, ...</li> <li>▪ Etc.</li> </ul>	<p><b>C2L1 : Competences on methods.</b> Being capable to :</p> <ul style="list-style-type: none"> <li>▪ Take decisions and implement them</li> <li>▪ Master analytical and support techniques for decision making</li> <li>▪ Decompose the phases of a process and manage them</li> <li>▪ Analyse costs and keep records</li> <li>▪ Manage delays</li> <li>▪ Know the methods of creativity</li> <li>▪ Etc.</li> </ul>	<p>▪ <b>C3L1 - Leadership Competences.</b> Being capable to :</p> <ul style="list-style-type: none"> <li>▪ Radiate on one's environment</li> <li>▪ Delegate powers and encourage intrapreneurship behaviour</li> <li>▪ Initiate project and structure the roles of the members of one's team</li> <li>▪ Put in place a culture of creativity and practices accordingly</li> <li>▪ Etc.</li> </ul>

<sup>1</sup> El Mili, Tahar; (2006); "Tous Entrepreneurs! – Compétences Entrepreneuriales et Formation"; Tunis.

**EL Programme Target Groups and Market Segmentation Strategy:** The comprehensive coverage of the ETF EL programme pertains to both EL subject matters (both EL policy advice and more technical support to actual EL programmes and activities through the network of key stakeholders in both the public and private sectors of the Partner Countries) and to the different target groups it is expected to cover in accordance with the wide mandate entrusted to it in accordance with the Charters and with the principles of Life Long Learning (LLL) at the basis of ETF's EL strategy, programmes and activities. This not only requires ETF to necessarily strategize and prioritise its EL services to the different stakeholders concerned but also, and at least equally importantly so, to customize its EL programme services to the specific needs of the different main target groups concerned. This requires a market segmented programme strategy based on an assessment of felt needs by these respective groups. A classification of the EL project / programme target groups at Partner Countries level is presented in the below Box 6.

**Box 6: Classification of ETF-EL Project Target Groups**

1. Formal education - ISCED levels specific (students, teachers, schools and communities)
  - 1.1. Primary level education (possibly / preferably also pre-primary)
  - 1.2. Secondary level education (including vocational education)
  - 1.3. Tertiary level education (including advanced vocational education)

The project coverage of target groups includes for each of the above ISCED formal education levels:

  - (i) Students,
  - (ii) Teachers,
  - (iii) School board and management,
  - (iv) The wider school environment of parents and communities.
2. Adult education / permanent education:
  - 2.1. Private sector, enterprise intermediary organisations (incl. career counselling & development)
  - 2.2. Public sector (incl. employment services, public-private sector partnerships, and coordination with international agencies e.g. ILO and UNIDO)
3. Policy and strategy level:
  - 3.1. Ministry of Industry / Economy
  - 3.2. Ministry of Education (and Training)
  - 3.2 Ministry of Employment (incl. tripartite partners)
  - 3.4 EL multi-sectoral policy making, strategy development, coordination, steering and monitoring & follow-up entity

**The Need for Specific EL Programmes and Tools for Each of The Target Groups<sup>1</sup>:** The underlying concept is that Entrepreneurial Learning is a continuous process that starts from kindergarten and continues throughout the life of an individual. Thus at each step of this process specific EL products are (should be made) available. All these sub-processes and concomitant products should be logically coherent and complementary. In addition to the necessary complementarity of products, it is of great interest to foster and encourage an integrated, holistic learning process. This makes Entrepreneurial Learning into a sort of mission in society, covering (all the) different target groups.

<sup>1</sup> Largely based on EL programme strategies and practical experiences in Tunisia.

Three Tiered Entrepreneurial Competences: The integration of entrepreneurial competences in education and training programmes necessarily needs to be facilitated in a concerted and integrated manner at three levels in order to be effective and to have the desired lasting impact: (i) In education and training as such, (ii) At the institutional level, and (iii) At the level of broader society. A holistic entrepreneurial learning programme therefore necessarily needs to focus on all three levels in a balanced way, so that the three levels become mutually reinforcing. Such integrative programme necessarily needs to concentrate both on the persons and the instruments.

The Direct Appeal and Challenge to ETF's EL Programme: The ETF-EL programme in first instance is geared towards EL policy support and while it obviously is impossible for ETF to cater to the EL needs and requirements of all the actors directly and individually, its EL policy and strategy and support services at macro level to governments and private sector partners in the Partner Countries should be provided in this holistic perspective on the basis of maximum impact interventions and support services. It is this broader enabling environment ultimately determining the success, viability and sustainability of effective entrepreneurial learning and development. A huge, if not enormous task. In reality, the ETF-EL project in the process actually to a large extent got downsized in the other extreme of disproportionally focusing on Higher Education solely, and within this segment on the issue of HEI indicators development. The challenge for ETF, and for ETF-EL project management in particular, therefore appears to optimally balance project attention to the different target groups in the most cost-efficient and most cost-effective manner: lifelong entrepreneurship learning to be addressed at all levels of the education system, including non-formal learning, combined with enterprise skills upgrading with the aim of developing the mind-set, traits and attitudes of, especially young, people conducive to effective entrepreneurial behaviour and practice in a conducive enabling environment for such entrepreneurial learning.

#### **4.3. Consistency of EL Project Strategy, Work Plans and Work Programmes**

The Challenge of Strategic Planning: There is no strategic Logical Framework available covering the project period under review or any multi-annual part of it. There however are marked differences and shifts in the Entrepreneurship Learning project objectives as shown in the summary table 4 on the next page of EL project overall and specific objectives over the period 2005 – 2009.

Partner Countries' Ownership: In accordance with ETF's thrust and mandate and the broader framework formed by the EU's Lisbon Strategy, the EL project is conceived on the basis of partner countries' needs to establish competitive economies and where education will increasingly be a primary factor in the competitiveness agenda. Particularly for the countries of South Eastern Europe, this translates into each country having to continuously monitor, measure and amend its learning system, based on the use of performance indicators and clearly articulated learning outcomes which need to be key to all project key result areas.

Innovative ETF Work: ETF's work on entrepreneurial learning has been innovative in different respects including: (i) The concept of national partnerships for lifelong entrepreneurship learning, (ii) The development and actual use of policy performance indicators in the field of Entrepreneurial Learning in a lifelong learning context, (iii) The generic character of the EL indicators transcending the national or regional levels, and; (iv) The strategic partnership in a multi-agency framework including the European Commission DG Enterprise, OECD and EBRD, for example in relation to the monitoring of the SME Policy Index in Charters Partner Countries.



**Table 4 : Overview of Entrepreneurship Learning Project Annual Logical Frameworks  
(Period 2005 – 2009)**

Year	EL Overall Objective	EL Specific Objectives
2005	Enhance competitiveness of South Eastern Europe and Moldova by way of strategic promotion of entrepreneurship learning as part of wider country efforts to meet the requirements of the European Charter for Small Enterprises.	<ul style="list-style-type: none"> <li>- Cross-stakeholder competence and capacity on assessment and reporting on entrepreneurship learning in 4 countries;</li> <li>- Effective learning services and framework to promote self-employment.</li> </ul>
2006	None	None
2007 <sup>(2)</sup>	None	<ul style="list-style-type: none"> <li>- Enhanced performance monitoring of IPA and MEDA countries with EL provisions of the respective enterprise charters.</li> <li>- Cross-regional Cooperation on entrepreneurship in higher education</li> </ul>
2008 <sup>(2)</sup>	None	<ul style="list-style-type: none"> <li>- Enhanced performance monitoring of IPA and MEDA countries with EL provisions of the respective enterprise charters.</li> <li>- Cross-regional Cooperation on entrepreneurship in higher education</li> </ul>
2009	<ul style="list-style-type: none"> <li>- Improved capacity of partner countries in meeting benchmarks on human capital dimensions of the enterprise Charters</li> <li>- Enhanced profile of ETF as expertise organisation on entrepreneurial learning</li> </ul>	<ul style="list-style-type: none"> <li>- ETF conceptualises different Policy models for life-long entrepreneurial learning</li> <li>- Raising profile of enterprises in LLL policy</li> <li>- Ascertain feasibility of indicators for entrepreneurship in higher education</li> <li>- ETF policy support and expertise inputs to Commission's work on entrepreneurship education</li> </ul>

Note: (1) No LogFrame available for 2006

(2) EL project LogFrames for the years 2007 and 2008 are identical.

**From Issue Based to Structured Programming:** In the initial years, the EL project was highly centred around specific issues. From 2007 onwards, the EL project became more programmatic with different interrelated and mutually reinforcing key result areas planned for on a multi-annual basis (2007-2010). This gradual emergence of multi-annual planning for the EL project is illustrated by the two summary tables 10 and 11 under the next chapter. In view of the basically ad hoc priority setting and planning of ETF-EL activities in the largest part of the period under review, it is hard to speak about a project (let alone a sector or thematic area programme) in the classical meaning of an EU aid delivery method, as argued before.

**A Tendency to More Focused Project Orientation:** As can be gleaned from the EL project multi-annual results planning summary tables on the next page compiled by the evaluation team, there is a tendency of a more focused project orientation. Table 5 on the IPA sub-project covers the four year period 2007-2010. A total of seven main multi-annual EL results are identified with in addition about five year-specific key outputs. A relative continuity on these seven results areas is noted with for most of them a time span of three years covered. The activities and results for the ENPI Southern Mediterranean region (Table 6) are more dispersed with less continuity. It should be noted that the ENPI table only covers a 2 year period, since concerted EL project efforts in the Southern Neighbourhood are of a

more recent date and are yet to result in a common focus: Only three multi-annual project results could be identified as against 7 year specific EL project key outputs.

**Table 5 : Multi-Annual Results Planning of EL Project Key Outputs:  
(I) IPA South Eastern Europe (SEE) Countries, by Year (2007-2010)**

Planned <u>Multi-Annual</u> EL Project Key Outputs	2007	2008	2009	2010
1. Revised/upgraded indicators (resp. 1 <sup>st</sup> , 2 <sup>nd</sup> & 3 <sup>rd</sup> generation)	X	X	X	
2. Drafting and regional agreements on policy indicators	X	X		
3. Learning outcomes articulated for ISCED levels with implementation guidelines	X	X	X	
4. ETF EL virtual community developed and operational	X	X	X	
5. National performance on EL indicators assessed	X	X	X	
6. Regional review on EL policy performance conducted	X	X	X	
7. Active involvement of national EL stakeholders in lifelong entrepreneurship learning established			X	X
Planned <u>Year-Specific</u> EL Project Key Outputs	2007	2008	2009	2010
8. EL stock-taking exercise completed with final regional report	X			
9. Transfer of SEE experiences on EL indicators to MEDA	X			
10. Interim evaluation of EL indicators process		X		
11. International conference on Lifelong Entrepreneurship Learning			X	
12. Analytical paper on life-long entrepreneurship learning developments in-country (7 SEE countries)				X

Source of base info: PIP Entrepreneurship Learning (2007-2010) – IPA 07-04 & ENPI 07-02

**Table 6 : Multi-Annual Results Planning of EL Project Key Outputs:  
(II) ENPI Southern Mediterranean Region Countries, by Year (2007-2008)**

Planned <u>Multi-Annual</u> EL Project Key Outputs	2007	2008
1. National coordinators supported through a virtual platform	X	X
2. Mission to Mediterranean countries organised by DG Enterprise	X	X
3. Promotion of dialogue on HRD, skills needs in the region's textile and clothing sectors	X	X
Planned <u>Year-Specific</u> EL Project Key Outputs	2007	2008
4. ETF updated indicators for the Western Balkan migrated to the Meda region	X	
5. ETF and OECD proposed methodology validated by DG Enterprise	X	
6. Euro-Med Charter national coordinators informed about proposed ETF methodology	X	
7. Report from DG Enterprise Working Group on Entrepreneurship contributed to	X	
8. Euro-Med Charter national coordinators involved in the ETE Annual Forum linked to Component 3	X	
9. Reports on state-of-play regarding Euro-Med Charter Implementation together with DG Enterprise		X
10. Conference on skill development in cooperation with DG Enterprise		X

Source of base info: PIP Entrepreneurship Learning (2007-2010) – IPA 07-04 & ENPI 07-02

***Proxy Assessment of Outcomes and Impact:*** From the ETF documents it is not possible to make a meaningful assessment of project outcomes, let alone impact, at the level of the respective partner countries. The main source of Entrepreneurial Learning progress and

results (outcome and impact) in the respective Partner Countries are the bi-annual assessments of the progress of the implementation of the small enterprise charters in both regions through the comprehensive and structured monitoring exercises of SME Policy Index determination. Of course, the progress reported in the independent monitoring of Charter implementation does not imply any attribution of these results to the ETF EL project activities. The progress reported therein obviously is the outcome of a much broader set of initiatives and enabling environment factors.

**Table 6 : Western Balkan Countries Scores on the 2009 SME Policy Index for Entrepreneurship Learning (EL) Related Dimensions <sup>(1)</sup>**

Sub-Dimension		Indicators			Western Balkan Countries Scores (1-5 Scale) <sup>(2) (3)</sup>							
Description	Weight (1, 2 or 3)	Code	Description	Weight (1, 2 or 3)	ALB	HIH	HRV	XK	MK	MNE	SRB	Average (4)
Dimension 1 : Education and Training for Entrepreneurship												
Policy framework for entrepreneurial learning	3	1.1	Policy partnership	1	2.00	2.00	4.00	3.00	2.00	4.00	2.00	2.71
		1.2	Policy support resources	1	2.00	2.00	3.00	3.00	2.50	3.50	2.00	2.57
		1.3	Policy elaboration process	1	2.00	2.00	2.50	3.00	2.00	3.50	1.50	2.36
		1.4	Monitoring and evaluation	1	2.00	1.00	2.00	2.00	2.00	1.50	2.00	1.79
		Policy		3	2.00	1.75	3.00	2.75	2.25	3.25	2.00	2.43
Lower secondary education (ISCED 2)	2	1.5	ISCED 2 Organisation	1	2.00	2.00	2.50	2.00	2.00	3.00	2.00	2.21
		1.6	ISCED 2 Key competence	1	3.00	1.00	3.00	2.50	2.00	2.00	2.00	2.21
		1.7	ISCED 2 Learning environment	1	2.00	2.00	2.50	2.00	2.00	3.00	1.50	2.14
		ISCED 2		2	2.00	1.50	2.75	2.25	2.00	2.75	1.75	2.14
Upper secondary education (ISCED 3)	2	1.8	ISCED 3 Organisation	1	2.00	3.00	3.50	2.50	4.00	2.00	3.00	2.86
		1.9	ISCED 3 Entrepreneurial learning	1	2.00	2.50	3.00	3.00	4.00	2.00	2.50	2.71
		1.10	ISCED 3 Learning environment	1	2.00	2.00	2.00	3.00	2.00	2.00	2.00	2.14
		ISCED 3		2	2.00	2.50	3.25	2.50	3.25	2.00	2.50	2.57
Good practice <sup>(2)</sup>	1	1.11	Good practice	1	2.00	1,5	4.00	4.00	3.00	4.00	3.00	3.33
Non-formal entrepreneurial learning	1	1.12	Non formal learning	1	3.00	1.50	4.50	2.00	1.50	2.00	1.50	2.29
Overall Weigthed Averages for Dimension 1					2.25	1.75	3.25	2.50	2.50	2.75	2.00	2.43
Dimension 4 : Availability of Skills												
None	3	4.1	Training needs analysis policy	3	2.00	1.50	2.50	2.50	1.50	2.50	2.50	2.14
		4.2	Quality assurance	2	2.00	2.00	3.50	2.00	2.50	1.00	3.00	2.29
		4.3	Access to training	1	1.00	2.50	4.00	1.00	3.00	1.00	3.00	2.21
		4.4	Start-ups	1	2.00	1.00	2.50	1.00	2.00	1.50	3.00	1.86
		4.5	Enterprise growth	1	2.00	1.50	3.50	2.00	2.00	1.50	3.00	2.21
Overall Weigthed Averages for Dimension 4					2.00	1.75	3.00	2.00	2.00	1.75	2.75	2.18

(1) Source: OECD & EC & ETF & EBRD; "SME Policy Index 2009 - Progress in the Implementation of the European Charter for Small Enterprises in the Western Balkans"; OECD Paris; 2009

(2) Scores on a 1 - 5 scale, with 1 is lowest / weakest and 5 is highest / strongest (all original scores rounded to nearest 0.25). Base data collection in 2008.

(3) Abbreviations: ALB = Albania, HIH = Bosnia and Herzegovina, HRV = Croatia, XK = Kosovo (under UNSCR 1244/99), MK = the Former Yugoslav Republic of Macedonia, MNE = Montenegro, SRB = Serbia

(4) Own calculation of simple mathematical averages for all countries.

**Proxy Impact/Outcomes Assessment via the SME Policy Index:** The main Enterprise Charters support activities initiated and/or executed by the ETF in the recent years in the field of Entrepreneurial Learning are basically in relation to the two Charters' dimensions

dealing with human capital: (1) Education and Training for Entrepreneurship, and (3) Availability of Skills / Improved Skills. The SME Policy Index as instrument for measuring Charters / Act implementation performance and results (outputs, outcomes and impact) is further discussed under Chapter 4.5 hereafter. Full statistical figures and graphs on SME Policy index assessments in the two charter regions are provided under **Annex 4**. The summary statistical tables per SME Policy Index indicator for each of the Partner Countries in both regions related to Entrepreneurship Learning are included on the preceding page (Table 6 – ECSE covered Western Balkan region) and here below (Table 7 - EMEC covered Southern Mediterranean region).

**Table 7 : EMEC Mediterranean Countries Scores on the 2008 SME Policy Index for Entrepreneurship Learning (EL) Related Dimensions <sup>(1)</sup>**

Indicators			EMEC Mediterranean Countries Scores (1-5 Scale) <sup>(2) (3)</sup>									
Code	Description	Weight (1, 2 or 3)	AL	EG	IS	LE	JO	MO	PA	SY	TU	Average <sup>(4)</sup>
<b>Dimension 2 : Education and Training for Entrepreneurship</b>												
2.1	Policy partnership	3	1.0	1.5	2.0	1.0	1.0	2.0	1.0	2.0	3.0	1.6
2.2	Lower secondary education (ISCED 2)	2	1.0	1.0	2.5	1.0	1.0	1.5	1.0	1.5	3.0	1.5
2.3	Upper secondary education (ISCED 3)	2	1.0	1.5	2.5	1.0	1.5	1.5	1.0	2.0	3.0	1.7
2.4	Good practice	2	1.0	2.5	5.0	1.0	1.5	1.0	1.0	1.0	3.5	1.9
2.5	Non-formal entrepreneurial learning	2	1.0	4.0	5.0	1.0	1.0	1.5	1.0	1.5	2.5	2.1
<b>Overall Weighted Averages for Dimension 2</b>		-	<b>1.0</b>	<b>2.0</b>	<b>3.3</b>	<b>1.0</b>	<b>1.2</b>	<b>1.5</b>	<b>1.0</b>	<b>1.6</b>	<b>3.0</b>	<b>1.7</b>
<b>Dimension 3 : Improved Skills</b>												
4.1	Availability of training	3	1.0	4.0	4.5	2.0	3.0	3.0	2.5	2.5	3.5	2.9
4.2	Start-ups	2	2.0	2.0	4.5	1.5	1.5	1.5	1.5	1.5	2.0	2.0
4.3	Enterprise training	2	1.0	3.0	3.0	1.0	1.0	1.0	1.0	1.0	1.0	1.4
4.4	Enterprise growth	2	1.0	4.0	3.0	1.0	3.0	3.0	1.0	1.0	3.0	2.2
4.5	Access to international markets	3	2.0	4.0	5.0	2.0	3.0	2.0	2.0	2.0	2.5	2.7
<b>Overall Weighted Averages for Dimension 3</b>		-	<b>1.4</b>	<b>3.5</b>	<b>4.1</b>	<b>1.6</b>	<b>2.4</b>	<b>2.2</b>	<b>1.7</b>	<b>1.7</b>	<b>2.5</b>	<b>2.3</b>

(1) Source: OECD & EC & ETF & EBRD; "Report on the Implementation of the Euro-Mediterranean Charter for Enterprise - 2008 Enterprise Policy Assessment"; Luxembourg; 2008

(2) Scores on a 1 - 5 scale, with 1 is lowest / weakest and 5 is highest / strongest (all original scores rounded to nearest 0.25). Base data collection in 2007.

(3) Abbreviations: AL = Algeria; EG = Egypt; IS = Israel; LE = Lebanon; JO = Jordan; MO = Montenegro; PA = Palestinian Authority; SY = Syria; TU = Tunisia

(4) Own calculation of simple mathematical averages for all countries.

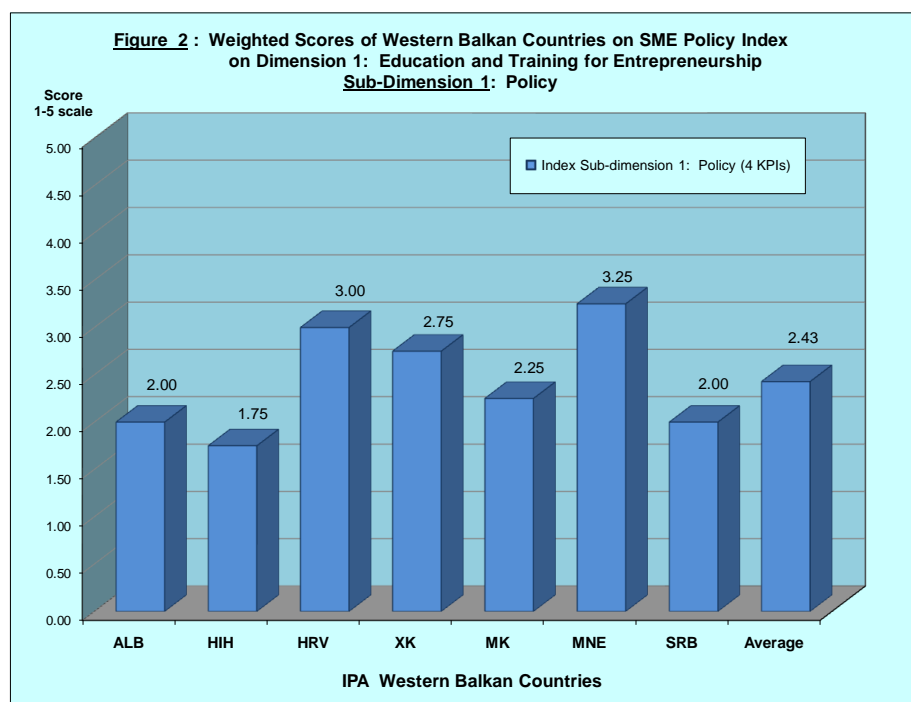
**Summary Observations in relation to the Evaluation Questions and Criteria:** (i) There is more systematic and enhanced use over time of planning instruments as documented ; (ii) Generally quite incremental, au-jour-le jour, ad hoc planning with an annual scope in line with the annuity of ETF regular programme budgeting; (iii) Confirmation EL is not a project (or programme) in the sense of an EC aid delivery method which to a large extent explains planning procedures, practices and tools as they are; (iv) One multi-annual strategic plan only covering the 2007-2010 period; (v) LogFrames contents not necessarily aligned with work plans (Project Implementation Plans – PIPs), in fact LogFrames and work plans are kind of separately provided for; (vi) General compliance with annual progress reporting provisions; (vii) Accomplishments generally not reported in relation to the plan targets; (viii) Actual work plans and activities not necessarily aligned with stated overall objectives; (ix)

Target setting not systematic; (x) Genesis of planning and participation / contributions of different parties concerned not so clear; (xi) Evidence of flexibility of strategy and programme updating in reply to changes in environment (basically constituted by new or updated EC policies and/or strategic priorities); (xii) Work planning for two regions (IPA and ENPI) separately, to a large extent caused by separate budgets for both regions / sub-programmes; (xiii) Indicators are used, but not always systematic, particularly not for progress and results reporting; (xiv) Not clear to which extent monitoring information is retrieved from the Partner Countries themselves, neither to which extent monitoring and evaluation information is fed back to the local and regional levels; (xv) Planning and related PCM efforts need to be understood in the context of the very limited human resources allocation<sup>1</sup> to the EL project so far and thus make all the efforts even more appreciated.

#### 4.4. EL Policy Support Services and Beyond

*EL Project Main Thrust and Policy Framework:* In line with ETF's overall mandate and thrust, policy support services are the very raison d'être, the core business of its Entrepreneurship Learning Project. ETF is not an implementing agency of Technical Assistance (TA) projects and in first instance is a special agency in the larger EC external relations family.

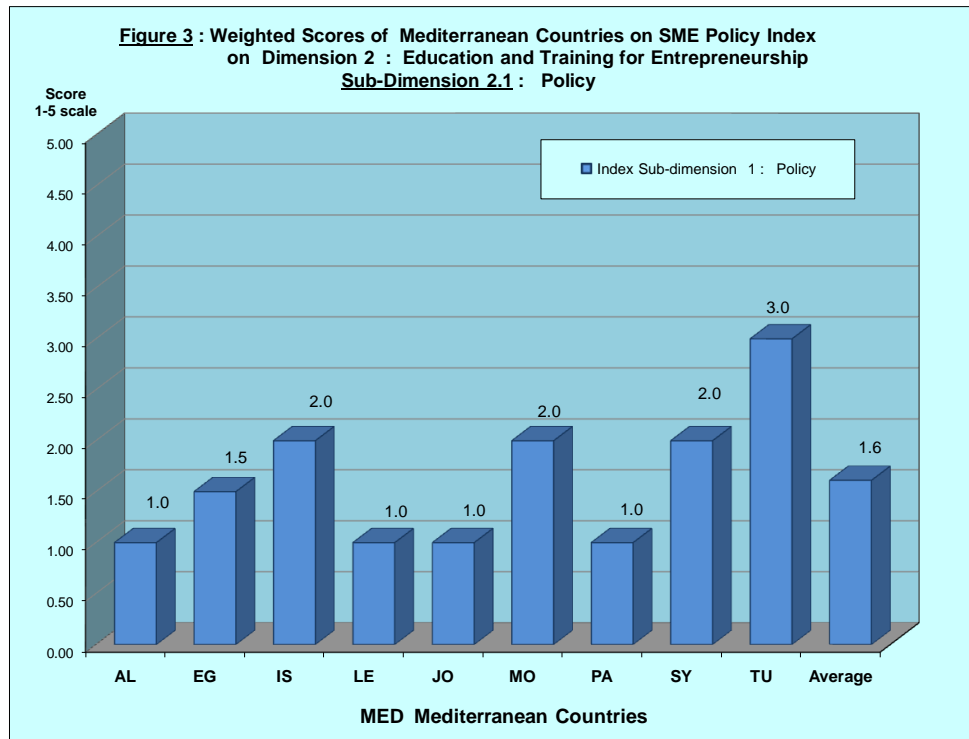
*EL Policy Support Services in the Work Plans and Reports:* The analysis of the EL project annual work programmes (Project Implementation Plans – PIP) and reports shows important initiatives with regard to EL policy support services,



*The 2009 Index Assessment of the Policy Environment in the Western Balkan Countries:* Since Entrepreneurship Learning covers 2 of the 10 dimensions of the SME Policy Index to monitor the Charters' implementation (education and learning for entrepreneurship, and skills availability / improvement), the SME Policy Index scores on the index sub-dimension

<sup>1</sup> Further details under chapter 4.10 "Adequacy and quality of organisation of project resources"

“Policy” to an extent can be used as proxy for EL policy frameworks assessment, the latter being integral part of the overall SME policy environment. The above column chart figure 2 shows the performance scores (1-5 ordinal scale) of the 7 Western Balkan Countries on the policy sub-dimension of the index for education and training for entrepreneurship, which is the weighted score for four indicators (policy partnership, policy support resources, policy elaboration process, and monitoring and evaluation). The Western Balkan countries have an average score of 2.43 on the 1-5 scale, pointing at substantive achievements but at the same time equally substantial challenges to be met still. Also quite outspoken variations in the quality of the enabling policy frameworks for small enterprises are noted amongst the different pre-accession countries.



The 2008 Index Assessment of the Policy Environment in the Mediterranean Neighbourhood Countries: The above figure 3 shows an average score of 1.6 on the policy environment for education and training for entrepreneurship, pointing at considerable challenges to be met still in the Southern Neighbourhood region. On the other hand, wide variations between the different countries are noted with Tunisia by far ranking highest with a 3.0 score, followed by Israel, Morocco and Syria each with a score of 2.0.

Policy Support as “Conditio Sine Qua Non”: Policy support is a “conditio sine qua non”, a necessary precondition for the success of any entrepreneurial learning project. The extent and quality of this support is determined by the extent to which these programmes are integrated in the national development policies and strategies of the country. In the case of Tunisia, the support to start-up and the further nurturing and development of small enterprises with at the same time a stronger emphasis on the development of entrepreneurial skills with entrepreneurs and wage workers alike have constituted and are expected to continue constituting the corner stone of the economy and of the development policy of the country.

Success Factors: The availability of financial resources for investments by the graduates from the CEFE course (enterprise start-up course – training of entrepreneurs) has had

considerable impact on the introduction and operationalisation of such training in other countries. Thanks to the generally conducive policy environment in Tunisia, the holistic FORTI EL project could achieve a high rate of new enterprise start-ups. Moreover, through project ownership building at the levels of both Government and implementing agencies, both public and private, programme sustainability and lasting impact are strived for. Part of the success of the FORTI project is also due to the fact that it benefited from sufficient time to grow and develop, and to adapt its tools, based on good practices and lessons learned in the process. The other success factor is that it strongly concentrated on effectively applying the EL methodologies and tools at the level of the different target groups. These methodologies and tools have been developed and adapted to the concrete needs of these groups, with strong inputs and feedback from the target groups (clients / beneficiaries) themselves. This facilitated easy internalisation of the contents of the entrepreneurial training.

*Institutional and Strategic Frameworks as Challenge:* With this national policy framework for Lifelong Entrepreneurial Learning in place and with moreover customized EL tools and processes developed and pilot tested, there is a strong enabling environment in place for sustainable Entrepreneurial Learning in Tunisia. However, as was learned from the evaluation country field visit to Tunisia, there are two more essential components of such enabling environment which need to be in duly attended to for truly sustainable and impact generating EL-LLL programmes. These are: a strong institutional framework and an integrated strategic implementation framework (see Chapter 4.6 hereafter on “EL programme institutionalisation in the partner countries”).

*EL Services Delivery on the Ground:* While EL policy support services are the core business, the very heart of the ETF EL programme in accordance with the ETF mandate, these services obviously are not end in themselves. Policies are mere vehicles to ensure effective service delivery and results on the ground at the level of the ultimate target groups (clients, beneficiaries) in a lifelong learning cycle. The strategies need to give due consideration to the efficiency and economy dimensions of EL programme delivery

*The Sub-National (Regional and Local) Programme Set-Up:* Of particular importance in this respect, is to have in place strong sub-national (regional and local) institutional structures to bring the services to the target groups / beneficiaries in their “natural” environment and in order to lower as much as possible services access thresholds and fear. In view of its importance, this subject is further discussed in a separate chapter hereafter.<sup>1</sup> Right from the beginning of the Lisbon Process with the European Charter for Small Enterprises of 2000, informal guidelines for supporting the implementation of the Charter at regional level were issued.

*The Entrepreneurial Pedagogy:* One of the key lessons learned from actual EL programme implementation on the ground in Tunisia is that the ultimate success and impact of Entrepreneurship Learning to a large extent remains linked to two unavoidable conditions: an all-pervading entrepreneurial pedagogy and appropriate guidance measures and practical tools.

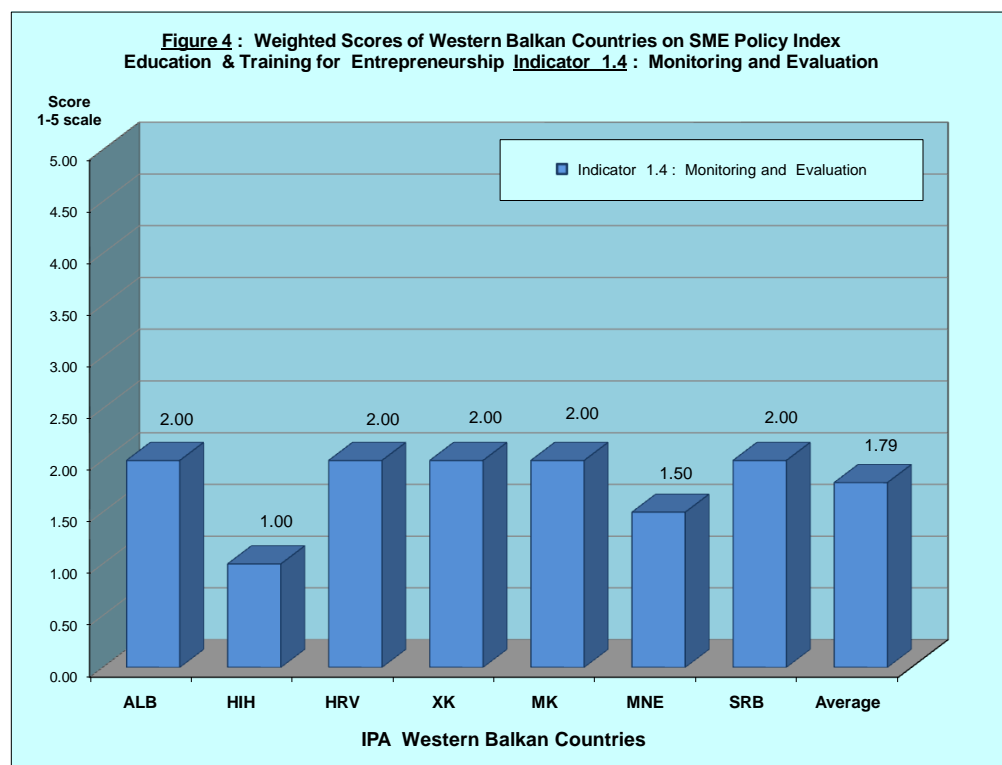
*SME Policy Index Monitoring at EL Target Groups Level:* As already evident from its very title, the SME Policy Index to assess the Small Enterprises Charters implementation basically focuses on performance at the SME macro policy level. This is also evident from the respective individual indicators constituting the index, even if these indicators pertain to the different successive phases of lifelong learning and the institutions associated with it

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<sup>1</sup> Chapter 4.6.D “EL programme institutionalisation in the partner countries: The regional and local set-up”.

(e.g. the education institutes at the different ISCED levels). The index contains quite a number of intangible (and thus more difficult to “measure” or even “assess”) dimensions, sub-dimensions and indicators at meta level (e.g. policy framework for entrepreneurial learning, policy partnership, policy support resources, policy elaboration, and the like) which have no direct relevance, but obviously are not less important for effective EL programme impact generation (enabling environment – see higher: multiplier effects, etc.). However, not taking in policy results at the level of the target groups creates frustration with the different parties concerned as was witnessed during the country field visits. The index thus remains a “far from my bed show”, if not a paper tiger. The strongest arguments for a new programme as Entrepreneurial Education, is demonstrating effects, impact on the ground, thus requiring outcome and impact measures on the ground, at the level of the target groups.

**Policy monitoring and results monitoring:** There is no sequencing in this as one cannot go without the other: policy monitoring and their results monitoring (three levels: impact, outcome and outputs in LogFrame parlance) need to go hand in hand, they are as the two sides of the same coin.



**The Plea for EL Indices and Measurements at the Level of the Target Groups:** As can be noted from Figure 8 on the next page, none of the 7 Western Balkan countries has a score higher than 2 on the 1-5 scale for the indicator of EL monitoring and evaluation. With an average of 1.79 for all countries this is a clear indication of the challenges to be met still in all countries with regard to EL monitoring and evaluation and thus also for the SME Policy index itself. It is an invitation to go beyond the policy level with the index and to develop indices for the different target groups. This would transform the SME policy index into an effective management tool, useful for EL programme and projects performance planning, management, measurement, monitoring and evaluation.



#### 4.5. The SME Index as Instrument for Measuring Charters / Act Implementation Performance, and EL Programme Performance in Particular

*Brief Introduction to the SME Policy Index:* The SME Policy Index is a benchmarking tool in countries in South East Europe (SEE) and Kosovo under UNSCR 1244/99 that monitors and evaluates progress in implementing the main policy framework for small and medium-sized enterprise (SME) development elaborated by the European Union: The European Charter for Small Enterprises (ECSE). A similar tool has been designed for about the same purposes for the countries of Europe's Southern Neighbourhood countries to assess enterprise policy progress in the framework of the Euro-Mediterranean Charter for Enterprise (EMCE). The development of the Index and its bi-annual measurements and reporting thereon are joint efforts of the Organisation for Economic Cooperation and Development with the European Commission, the European Bank for Reconstruction and Development and the European Training Foundation. ETF is particularly responsible for the SME Index dimensions 1 "Entrepreneurship Education and Training" and 4 "Availability of Skills" as far as the ECSE SME Policy Index is concerned and for the SME index dimensions 2 "Education and training for entrepreneurship" and 3 "Improved Skills" as far as the EMCE SME Policy Index is concerned. A summary comparison of the architecture of the two indices is provided in the below Table 8.

**Table 8 : Summary Statistical Comparison of the Architecture of the ECSE and EMEC SME Indices for the Dimensions related to Entrepreneurial Learning**

SME Index	SME Index Dimensions Related to Entrepreneurial Learning		Number of Sub-Dimensions	Number of Indicators
	Code	Name of Dimension		
European Charter fo Small Enterprises (ECSE) SME Index - 2009  (Western Balkans)	1	Entrepreneurship education and training	5	12
	4	Availability of skills	0	5
	<b>Totals</b>		<b>5</b>	<b>17</b>
Euro-Mediterranean Enterprise Charter (EMEC) SME Index - 2008  (Southern Neighbourhood)	2	Education and training for entrepreneurship	5	0
	3	Improved skills	5	0
	<b>Totals</b>		<b>10</b>	<b>0</b>

*ETF's Responsibilities for Index Human Capital Dimensions:* The whole duration of the cycle (from index design, including decision making on the indicators, until the publication of the report) is about one year. In principle, both the policy index design and measurement are truly participatory exercises involving the different countries covered and within these the main public and private sector stakeholders concerned. At national level, the exercise is spearheaded by the National Charter Co-ordinators. Within the OECD-EC-ETF-EBRD consortium which is overall coordinator of both charters SME policy index exercises, ETF has major responsibilities for the human capital dimensions of the index, thus the dimensions of entrepreneurship education and training and of entrepreneurship skills.

*The Participatory Development Process of the Index Higher Education Indicators:* The purpose of the ETF spearheaded exercise of indicators development for higher education is to foster policy benchmarking on entrepreneurship in higher education. This need for a

commonly agreed upon set of indicators became even more pressing in view of the absence of Entrepreneurship Learning indicators for higher education in the SME Policy Index utilized for measuring progress in the implementation of both the European Charter for Small Enterprises (IPA Region) and the Euro-Mediterranean Charter for Enterprise (Southern Neighbourhood Region). The recent high level meeting of 20 November 2009 in Bitola, Former Yugoslav Republic of Macedonia organised by ETF brought together higher education policy makers and entrepreneurship experts from 20 countries spanning the South East Europe and Southern Mediterranean regions with an aim to discuss the piloting of indicators for entrepreneurship in higher education. It is the so far latest event of the structured, phased and participatory development and consensus building process of the final set of entrepreneurial learning key performance indicators for higher education.

*Index Constraints for EL Programme Outcomes and Impact Assessment:* The first SME Policy Index monitoring and reporting for the Western Balkans took place in 2007. Unfortunately the composition of this first index is different from the second index (also with regard to the set of sub-dimensions within each dimension) which makes it rather difficult, if not impossible, to make longitudinal / trend analyses over the period 2007 – 2009 of index changes in the different countries. This is another methodological constraint to measure effectiveness and especially outcomes and impact of charter implementation and, as integral part thereof, also of the human capital strengthening dimensions. Further details on the SME Policy index, on index progress monitoring and longitudinal analysis, and on the index strengths and challenges are provided under **Annex 4**. In summary, further strengthening of the functionality of the SME Policy Index as an internal (both operational and strategic) management tool, in addition to its functionality as an external reporting and international comparison tool, remains an important challenge.

*The Necessity of EL Results Monitoring on the Ground:* In the previous Chapter 4.4 is argued that EL policy assessments at the macro level via the SME Policy Index necessarily should be complemented by performance assessments via indices at the level of the different target groups in order for these policies not to see themselves reduced to paper tigers only. The lack of baseline data and monitoring and evaluation systems even threatens to undermine the very validity and relevance of the SME Policy Index assessments. Moreover from the country field visits it was learned that staying at the policy level only creates frustration if not complemented by action programmes and results evidence on the ground.

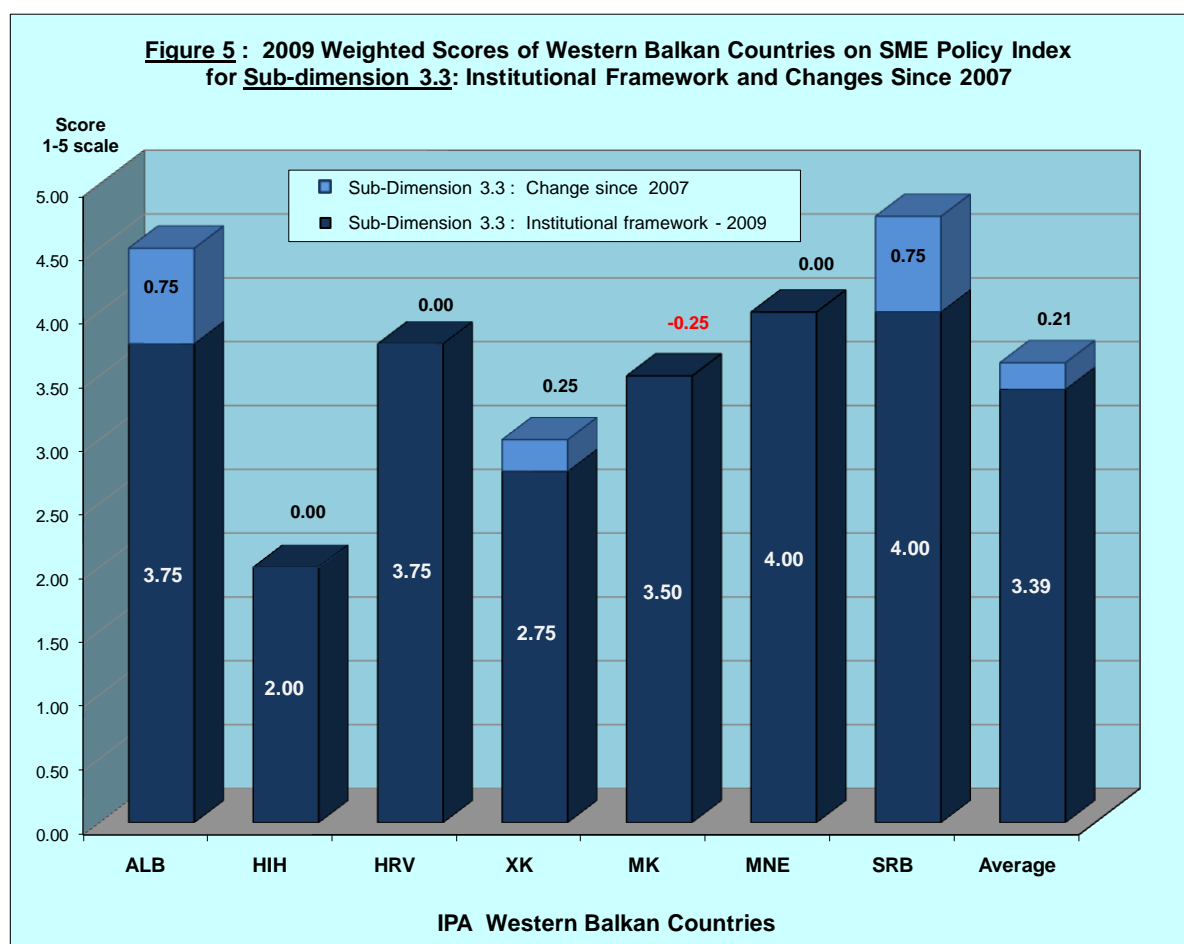
*Evidence from the Charter Reports based on the SME Policy Index:* The above main observations, conclusions and recommendations based on Charters implementation progress assessments via the SME Policy Index give strong additional empirical evidence of this necessity. Monitoring and evaluation is assessed to be the weakest link of the EL policies and strategies in virtually all covered countries (See figure 8).

*Absence of EL Results Monitoring and Evaluation in ETF-EL Plans and Programmes:* It therefore is remarkable that neither the ETF-EL project work programmes nor the 2007-2010 strategic framework include provisions for strengthening monitoring and evaluation methodologies and systems on the ground, at the level of the EL target groups and the direct services providers. If projects and programmes as ETF's EL project are all about ensuring sustainable, lasting impact, then this is one of the main observations, and at the same time conclusions and recommendations of this study.

#### **4.6. EL Programme Institutionalisation in the Partner Countries**

Completing the Evaluation Analysis: The Institutional Framework. In the preceding evaluation findings chapters, the evaluation analysis was focused on the broader policy framework, (chapter 4.1), the holistic EL concept and the necessity of reaching out to the different target groups with special customized LLL-EL tools EL methods (chapter 4.2), the necessity of a consistent strategy (chapter 4.3), delivering results on the ground (chapter 4.4), and on appropriate EL performance measurement, monitoring and evaluation tools and system (chapter 4.5). The other major dimension still lacking in the analysis, highlighted in the Charters assessment reports as equally crucially important success factor is a necessarily conducive institutional framework to bring the policies, strategies and programmes effectively to the level of the targeted clientele, stakeholders and ultimate beneficiaries.

Institutional Framework in the SME Policy Index: Unlike for the policy framework, there is no specific sub-dimension or even a specific indicator in the Entrepreneurship Learning related Index dimensions (neither in the Education and Training for Entrepreneurship dimension, nor in the Skills dimension) of the SME Policy Index to monitor the small enterprise charters on institutional aspects. However, it is a special sub-dimension on SME institutional framework under index dimension 3 “Better Legislation and Regulation” (remarkable – since this dimension in fact logically resorts under policy framework).



Source: OECD & EC & ETF & EBRD; "SME Policy Index 2009 - Progress in the Implementation of the European Charter for Small Enterprises in the Western Balkans"; OECD Paris; 2009

The Challenges Ahead on Institutional Framework as per the Country Case Studies: Despite the relatively high overall scores for the SME Policy Index sub-dimension

Institutional Framework, actual exposures and results from evaluation interviews point out that considerable challenges still need to be met on this sub-dimension. This is amply illustrated by the Tunisia case study. Tunisia has a very strong conducive policy framework for entrepreneurship learning and has also some concrete LLL-EL tools and methodologies firmly worked out and validated through comprehensive testing. Nevertheless the EL strategy and programme are rather dormant at the moment. One of the main reasons for that is the lack of proper institutionalisation of the EL projects (mostly internationally funded at the time) once donor assistance has faded out and the EL project is not integrated in the regular programmes of the agencies concerned (hence also not budgeted for). It is the Tunisia field experience which strongly underscored the crucial importance of both a strong and multi-annual programme strategy in line with the institutional framework and vice versa.

*The EL Programme SWOT Analysis in Croatia:* The same key observation, conclusion and recommendation vis-à-vis the necessary institutional framework for effective and sustainable EL programme delivery on the ground emanated from the Croatia field experience. A self assessment in the form of a SWOT analysis of the national Education for Entrepreneurship Programme was just recently made by the Croatian National Charter Coordinator. This SWOT analysis included institutional framework aspects as two of the four identified major programme weaknesses. Lack of coordination and involvement of different stakeholders in the development of entrepreneurial programmes on the one hand, and weak networking between education and training providers on the other, are explicitly mentioned as main EL programme weaknesses by the National Charter Coordinator of Croatia in the SWOT matrix.<sup>1</sup> Correspondingly, one of the six recommended actions therefore is “Ensure coordination and involvement of different stakeholders in development of entrepreneurial programmes.”

*Activities of ETF-EL Project on EL Institutional Strengthening:* Institutional framework strengthening for EL for long has not been on the agenda of the ETF-EL project. But since recently it is getting more focused and explicit attention. The 2009 EL Project Implementation Plan (PIP) for example has Cross-Stakeholder Partnerships as one of the four Key Result Areas.

*The Institutional Framework at Partner Country Level:* The components of the ETF-EL programme institutional framework at the level of the respective Partner Countries looked into more closely in this Chapter 4.6 hereafter are the following: (i) The Charter Coordinator and EL Programme Coordinator; (ii) The Government Organisations; (iii) the Non-State-Actors and civil society; (iv) The regional and local set-up, and; (v) Inter-agency coordination and inter-sectoral networking and platforms. In the next Chapters 4.7 and 4.8, the supra national structure / institutional framework of the EL programme is further looked into.

*The Rationale for National EL Programme Coordination:* Intergovernmental co-ordination and public-private sector co-ordination are essential to ensure transparency and harmonisation when EL policies are elaborated. The reports on charters implementation assert that ideally, this type of co-ordination should be led by a single institution with effective mechanisms for policy co-ordination, involving key ministries, agencies and private sector organisations and local administrations when relevant. The Tunisia country case study revealed that in view of the encompassing nature of EL policies and programmes, it maybe is not the best option to have EL programme coordination vested in a Line Ministry. In view of its broad scope touching upon every aspect of life and society, EL programme

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<sup>1</sup> For more details on the Self-Assessment of the EL-LLL project “Education for Entrepreneurship” by the Croatia National Charter Coordinator, see Annex 22, pp. 3-5

steering and coordination was felt to be entrusted best to the Prime Minister or a Committee with representatives from all relevant sectors.

*The Charter National Coordination:* In view of the complexity and multi-dimensional character of the Charters and the many institutional stakeholder parties involved (both public and private), good charter coordination in itself is almost like a full-time job. There is a strong rationale for having the National Charter Coordinator at the same time also as the Entrepreneurship Learning Programme Coordinator at Partner Country level. This ensures due integration of the Entrepreneurial Learning policies, strategies, programmes and activities within the broader framework of the Charters. And also the other way around, the Charters have an integrative, alignment effect on EL strategies. One of the limiting aspects is that national charter coordination is such an intensive task that for the National Charter Coordinator hardly any time is left for lifelong Entrepreneurial Learning matters. This issue will become even more stringent over time, in as much as the EL policy and programme with the Partner Countries may be broadening in scope. The assignment of a full-time EL Programme Co-ordinator directly reporting to the National Charter Coordinator is strongly recommendable. It moreover is proof of the Partner Country's commitment to Entrepreneurial Learning and to the pursuit of the entrepreneurial society in general.

*The Triumvirate of Executing Agencies:* Since Lifelong Entrepreneurial Learning covers both the formal education system (all ISCED levels) and informal learning (SME skills relation), two ministries stand out with major responsibilities as executing agencies for EL programmes: The ministry of industry / economy on the one hand, and the ministry of education on the other. Since entrepreneurial learning is a mindset, a key competence for all persons, wage workers are an important programme target group. Moreover, LL Entrepreneurial Learning puts training of teachers / trainers at the heart of the programme and thus teachers and their organisations are key partners in EL programme implementation. This brings in the Ministry of Employment / Labour as third main executing agency. Such tripartite set up is also very much in line with the three pillars of the EU Lisbon strategy at the basis of holistic Lifelong Entrepreneurial Learning. This triumvirate is at the helm of a broad based institutional network for EL comprising both the public and private sectors and as such also ensuring a tripartite programme set-up.

*The EL Key Role of the Ministry of Economy:* The ministry that covers entrepreneurship in most of the countries is the Ministry of Economy. In countries like Croatia and Serbia the employment service is also under their competence. In general, the Ministries of Economy are the driving forces towards the educational system in creating an entrepreneurship culture in a frame of lifelong learning. In some cases partnerships are established between Ministries of Economy, Ministries of Education, Ministries of Labour and social partners to enhance the cultural, social and educational elements of qualitative entrepreneurship. However, in many cases these partnerships are not (yet) established and it causes constraints in implementing a sound lifelong EL environment. The Small and Medium Entrepreneurship (SME) sphere is considered as one of priority directions and driving forces for development of the economy in each country. In this broader context, the Ministries of Economy are (actively) supporting entrepreneurship and start-ups.

*The Appeal and Challenge for ETF:* The ETF calls for partnerships on EL and puts extra effort in their establishment via its EL team members and country managers. The activities are in the form of consultations, workshops, reports and publications. The main ETF success examples of partnerships are in the SEE region. The SEE countries recognize this need and even established a regional EL platform, the SEECCEL, in 2009.

Ministries of Education (and Science) are in general responsible for the mainstream curricula and also for the quality of teachers. The demand for learning about entrepreneurship is increasing. However, there generally is a shortage of human resources and of funding for this type of education. Action-oriented teaching is labour-intensive and costly, and moreover requires specific training. In 2008 the EC Directorate-General Enterprise and Industry published a report “Entrepreneurship in higher education”<sup>1</sup> where key findings and recommendations were made, which by extension are valid for the entire formal education system.

Ministry of Employment / Labour (incl. Tripartite Partners): The objectives of Ministries of Employment / Labour are generally defined in terms of access to employment, entrepreneurship and equality in working life, and of making training and working life more compatible. The objectives include a more functional labour market, life-long learning, an active education and labour force policy, and the prevention of social exclusion. Their EL related policies are focused on subjects as reducing structural unemployment, ensuring the availability of skilled labour, enhancing work productivity, creating preconditions for active work-based immigration policy, promoting entrepreneurship and self-employment, etc.

Different Modalities of Involving Non-State Actors and the Private Sector in Particular: In terms of EL policy regarding the promotion of involvement of non-state actors, civil society and especially the business community, there may be different ways of moving forward. Support measures adopted by government may take the form of for example: Encouraging partnerships between schools and enterprises; Supporting dedicated organisations delivering concrete programmes; Financing pilot projects in schools, and; Dissemination of good / best practices. Although systematic promotion is still limited, there are various good examples in Europe and its Neighbourhood worth highlighting.

EL as Corporate Responsibility and Long-Term Investment: Private actors (business associations, companies, entrepreneurs, business consultants, etc.) are becoming more involved in entrepreneurial education both by sponsoring specific initiatives and by participating directly in teaching (e.g. as mentors). This involvement should be seen by firms as a long-term investment, and as an important aspect of their corporate social responsibility. Public-private partnerships are crucial to the development of entrepreneurial education and entrepreneurship education in particular. The establishment of school-business-community links is a key element of successful programmes. Numerous non-government organisations are currently disseminating entrepreneurship education across Europe and its neighbouring countries by means of partnerships with the business world, with a certain degree of public support. They promote programmes based on learning in practice, for instance by means of students running mini-companies.

Partnerships as Essential: In comparison with the formal education sector where entrepreneurship is embedded in mainstream curricula, the adult education lacks a more systematic approach. The recommendation of the EU's Oslo Agenda was to implement a set of guidelines and recommendations for strategic development of lifelong entrepreneurial learning. Partnership is central because efforts to promote an entrepreneurial society require inputs from all levels of education and training (both formal and non-formal) acting as a collective. Partnership ensures coherence with relevant national strategies (e.g. on education, SMEs, employment, or research and development).

The ETF International Conference on Education-Business Cooperation: On 3-4 December 2009, the ETF organised an International Conference on Education – Business

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<sup>1</sup> [http://www.emuni.si/Files/knjiznica/78\\_EC-Entrepreneurship-in-Higher-Education-2008.pdf](http://www.emuni.si/Files/knjiznica/78_EC-Entrepreneurship-in-Higher-Education-2008.pdf)

Cooperation in the European Parliament in Brussels. The conference aimed at exploring directions to be considered in the systematic examination of the state of the art of education and business cooperation in the partner countries.

*EL Services Delivery on the Ground:* While EL policy support services are the core business, the very heart of the ETF EL programme in accordance with the ETF mandate, these services obviously are not an end in itself. Policies are mere vehicles to ensure effective service delivery and results on the ground at the level of the ultimate target groups (clients, beneficiaries) in the lifelong learning cycle. The strategies need to take duly care of the efficiency and economy dimensions of EL programme delivery. As has been attested to by different parties consulted during the evaluation field visits, policies without actual (provisions for) implementation not only are useless, but even more negatively, they are counterproductive since leading to frustration and adverse reactions: “What we need is not words, but results on the ground”. It therefore is wise for ETF-EL programme to not only concentrate on policy support and coordination / networking services but also on high impact pilots directly targeting specific target groups, or even more importantly to exchange and duly disseminate concrete, practical best practices inspiring other EL projects and activities on the ground.

*The Regional and Local Programme Set-Up:* Of particular importance in this respect is to have in place a strong regional and local institutional structure to bring the services to the target groups / beneficiaries in their “natural” environment and in order to lower as much as possible access thresholds and fear.

*ENPI-South Country Case Study - Tunisia:* Particularly in Tunisia the institutional framework for EL programme delivery at the sub-national regional and local levels is well thought over as a result of long standing EL programme implementation experiences on the ground. An essential lesson learned from the Tunisia EL experience is that policy and programme coordination should not be restricted to the national policy and strategic levels but needs to cover the operational level as well. Such coordination is two dimensional covering both horizontal and vertical coordination. A special, innovative initiative in the above explained regional set-up of the EL project in Tunisia is the Entrepreneurship Learning Clubs. The best and longest results however are recorded in the sector of vocational training.

*The ETF Support to the Sub-National EL Levels:* The ETF-EL programme has not really reached out yet to the regional and local levels beyond the national policy level. There is also no evidence that in the policy support services to the national authorities in charge of EL, this crucial institutional framework concern for the regional and sub-regional / local levels of services delivery on the ground has been given any special attention so far: A true challenge for the future to ensure programme ownership, partnership, efficiency, effectiveness, sustainability and lasting impact.

*Overall EL Steering at Partner Country Level:* The EL evaluation country field visits provided ample evidence of the necessity of an interagency steering committee, preferably headed by the prime minister or similar supra-ministerial entity to set overall policy and strategic directions, look after the most optimal institutional frameworks and regional networks, and assure the consistency and complementarity of EL programmes, of EL methodologies and of EL tools. The crucial role of the National Charter Coordinator Office for overall EL country programme coordination has been stressed earlier.

*Sector Wide Approach, Sector Budget Support and ETF-EL Added Value:* Such coordinated set up would form the necessary conducive broader framework for a Sector Wide Approach (SWAp) - In fact, in this case probably better to talk of a Thematic Area

Wide Approach (TWA) ). Such SWAP also includes eligibility for EC sector budget support as aid delivery method. It probably is here that lay major EL programme challenges ahead for ETF, providing it at the same time a logical overall reference framework for its actions and activities in the area of Lifelong Entrepreneurial Learning. The overall coordination and monitoring of such SWAP enabling environment services for national EL strategies and programmes in the Partner Countries and Regions would be a strategic niche area for ETF and would ensure a strong and lasting added value for ETF's Entrepreneurial Learning programme perfectly in line with ETF's overall mandate and trust, and as such recognized by all parties concerned.

#### **4.7. Vertical and Horizontal EL Programme Coordination and Networking**

A (Inter-)Regional Programme: The ETF Entrepreneurship Programme is both a cross-cutting thematic programme and a (inter-)regional programme. These two dimensions add to the complexity of the project. Its geographical coverage is constituted by the Partner Countries in Europe's neighbourhood covered by two policy and financing instruments: (i) The Pre-Accession Instrument (IPA) covering the seven Countries of the Western Balkan (Albania, Bosnia and Herzegovina, Croatia, Kosovo under UNSCR 1244/99, the Former Yugoslav Republic of Macedonia, Montenegro and Serbia) and Turkey, and; (ii) The European Neighbourhood Policy Instrument, covering the nine Southern Mediterranean Neighbourhood countries (Albania, Egypt, Israel, Lebanon, Jordan, Montenegro, Palestinian Authority, Syria and Tunisia) as far as the EL project is concerned. The ETF-EL programme geographical coverage thus consists of 16 countries. While not yet comprehensively targeted by the EL programme, to these still need to be added the Countries from the Eastern Neighbourhood, for which an expansion of the EL project scope is forthcoming, and furthermore also part of the countries covered by the Development Co-operation Instrument (DCI).

The Management, Coordination and Networking Challenge: It will come as no surprise that the above outlined complexity of the EL programme poses serious challenges to project management, requiring strong management tools and processes which leave little or no room for incremental, au-jour-le-jour approaches. As cross-cutting programme, EL cuts across all regional departments and country desks. The Country Managers / Country Contact Persons are in charge of country programming, monitoring and all coordination issues with the respective country(ies) in his / her country portfolio. This implies that also the EL project provisions relevant for a particular country need to pass / to be integrated in the country document concerned, while still trying to keep intact the EL programme coherence and consistency. To this needs to be added that ETF in accordance with its mandate, in first instance is a service provider and support agency for the Partner Countries and thus needs to provide services on request from the partner countries. In 2007, the ETF provided 115 such services to the Partner Countries (69 IPA, 30 ENPI and 16 DCI).

The Intra Partner Country Programme Coordination: As for all ETF programmes, also the EL programme is coordinated at country level with and by the National Charter Coordinator (NCC). This however does not refrain the ETF EL project team to also directly get in touch with the different key stakeholders concerned with particular EL sub-programmes or initiatives (for example with specific universities for the development of EL indicators for higher education, etc.). But since ETF EL services in first instance are policy support services, ETF networking beyond the central, national level is rather limited for the time being. And as indicated before, this intra-country partner coordination and concomitant EL programme institutionalisation still remains one of the biggest EL policy and programme challenges ahead.



*Regional Conferences, Workshops and Meetings:* To exchange experience and for consensus building purposes, ETF was able to bring the partner countries together at regional level on a number of special EL issues. A list of main regional ETF Entrepreneurship Learning Events in the 2006-2009 period is presented in Table 9 here below. As will be noted, the regional conferences, workshops and meetings have quite different themes over time, mostly in line with new policy making on the subject concerned by the EC (e.g. key competences for lifelong learning in 2006, enterprise skills TNA in 2008, policy indicators for higher education in 2008-09, etc.).

**Table 9 : List of Main ETF Entrepreneurship Learning Events (2006-2009)**

Year	Title of ETF-EL Event	Place	Dates	Participating Countries and Organisations
2006	Key competences for Lifelong Learning – First Expert Meeting	Turin	30-31 Mar	Macedonia, Serbia, Croatia
	Key competences for Lifelong Learning – Croatia – Second Expert Meeting	Baska/Krk (Croatia)	07-08 Jul	Macedonia, Serbia, Croatia, Albania, Montenegro
	Entrepreneurship Learning Regional Meeting	Turin	19-20 Dec	Albania, Montenegro, Macedonia, Serbia
2007	Charters Co-ordinators Meeting	Tunis	26 Apr	MEDA Countries
	MEDA Workshop on Entrepreneurship Learning	Turin	10-11 Sep	Morocco, Tunisia, Algeria, Lebanon, Syria, Egypt, Jordan, Turkey, Palestine Authority, Israel
2008	Improving Enterprise Skills through Employer-Driven Training Needs Analysis (TNA)	Turin	16-17 Sep	Croatia, Kosovo (UNSCR 1244), Montenegro
	Entrepreneurship in Higher Education – Cross-Regional Experts Meeting	Turin	29-30 Nov	Albania, Algeria, Bosnia, Croatia, Egypt, Israel, Jordan, Kosovo, Lebanon, FYR Macedonia & Montenegro, Morocco, Palestine, Serbia, Tunisia, Jordan, British Council, EC delegation Turkey, DG Enterprise, OECD, Regional Cooperation Council, Academy of Economic Studies, Romania, Ministry of Economy, Labour and Entrepreneurship, UK
2009	Experts Meeting on Policy Indicators for Entrepreneurship in Higher Education	Bitola	20 Dec	20 Countries from IPA Western Balkans and ENPI Southern Neighbourhood regions
	International Conference on Education – Business Cooperation	Brussels	03-04 Dec	Very broad participation (Conference held in European Parliament) <i>Note:</i> third Conference team: Innovation and Creativity in Teaching and Learning

*EL Communication and Information Networking as Prime Responsibility:* The ETF Entrepreneurship Learning programme is designed to develop into a reference multi-media clearing house for all EL related matters. This is in line with its mandate as regional project with a prime responsibility for EL information exchanges between the Partner Countries (horizontal networking) of the European Neighbourhood, and also between the European Commission and the Partner Countries on all EL and EL related policy, strategy and methodological matters (vertical networking). The prime responsibility of the ETF-EL project for EL policy support services to the Partner Countries is directly rooted in this overall communication and networking strategy.

*EL Information Networking as Felt Need and Niche Area:* Also during the evaluation country field visits this prime role and responsibility of ETF as clearinghouse and network hub for all EL related information was unanimously stressed by all interviewed parties. One of the major added values of the ETF in the field of EL exactly was identified in relation to EL information sharing and networking. ETF therefore may want to further explore this niche area in a strategic perspective. Major needs, and opportunities for ETF accordingly, were

identified with regard to: (i) more systematic sharing of good/best practices on EL between the different partner countries and this for both the general EL policy and strategic framework and for operational practices and experiences (with an emphasis on the latter), and particularly to (ii) more systematic sharing of EL achievements from EU Member Countries. There appears a common, strong need for practical “how to do” examples in all partner countries.

*The ETF-EL Communication Strategy:* Communication is now a mandatory integral part of the business plans / PIPs of all projects and regions. The EL Communication Management Plan as part of the ETF-EL management plan 2007-2010 stipulates that key events and achievements through the project will be reported on the ETF website (at least one article per quarter) as well as 2 more developed articles to be published in the ETF Live and Learn (June, December 2007). Regarding the HEI indicators project is mentioned in this context that the Indicators Development Teams will communicate through, have access to and deploy key project materials through a web-based information system.

*The ETF Communications Unit:* The ETF Communication Unit (ECU) is one of the four main organisational entities in the ETF organisational chart directly reporting to the Director. This already in itself is an indication of the importance given to communication and information networking by ETF management and its Board. One of the main challenges for the EL project is to make full use of the multi-media opportunities and particularly WWW facilities provided by the Communications Unit (the classical issue of the optimal balance between media technology on the one hand and subject contents on the other). Contact of the Evaluation Team with both the ECU and EL project management pointed out that there are still considerable opportunities for better collaboration in both directions. One of the initiatives launched by the Communication Unit in this regard is “project shadowing”: A close follow of projects with the aim of distilling useful and interesting content for authorized dissemination to all stakeholders and the wider public, and moreover Planning guaranteeing that communication is inserted in all work plans and programmes.

*Priority Needs and Strategic Directions:* This exchange of information can take different formats. During the Evaluation field visits to the partner countries, overview compilations of good / best practices and lessons learned classified by specific programme target group, were indicated as most wanted. In addition to these compilations, the further development of the ETF-EL web pages into an active and interactive communication and networking instrument, a virtual network, was stressed. This may include for example: (i) a further development and intensifying of the EL discussion fora, (ii) EL chat rooms, (iii) possibility of (authorized) content uploading by accredited partners which can be reached through web links, (iv) further strengthening of hyperlinks to specialized / relevant EC-EL websites, (v) special ETF-EL web pages for each of the different EL main target groups.

*Tele and Video Conferencing:* The need for further strengthening of tele- and especially video-conferencing was raised on different occasions to the EL Evaluation Team. These media not only provide for instant, direct networking between the different parties concerned as issues arise, but is also considered much more cost efficient and cost effective than the multitude of short individual missions of ETF-EL project staff, or even than quite a number of regional meetings and conferences.

*Cross-Regional Coordination and Cooperation:* The EL programme started operations in the IPA Western Balkan region to gradually expand more to the Southern Neighbourhood region as well. As can be gleaned from the budgetary and financial analysis<sup>1</sup>, from the

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<sup>1</sup> Chapter 4.10.A “Budgetary and Financial Analysis”

human resources inputs analysis,<sup>1</sup> as well as from the analysis of the work programmes and progress reports<sup>2</sup>, there at present is about an equal distribution of programme resources and programme activities over both the IPA Western Balkans and the ENPI Southern Mediterranean regions.

*Enhancing Inter-regional Cooperation and Exchanges on EL:* Enhancing the inter-regional cooperation and exchanges between the IPA and ENPI regions is one of the two overall objectives of the EL project as per the EL project 2007-2010 multi-annual work programme: “A further feature of the project is to transfer knowledge and experience on policy performance management on entrepreneurship learning between the South East European region and their partners from the Mediterranean region through methodologies appropriate for the realities of the region.” As such knowledge transfer (both policy learning and practical experiences) from the IPA region to the ENPI region is envisioned, but with duly taken into consideration the specific characteristics and Entrepreneurial Learning requirements of the Southern Mediterranean Region and its Countries.

*The Cross-Fertilization, Appreciation and Possible Expansion:* Through inter-regional conferences and other exchange mechanisms, a more systematic exchange and cross-fertilization of EL ideas, policies and practices between the IPA and ENPI regions is gradually emerging. Whereas at the start, this fertilization was more unidirectional from the Western Balkans region to the Southern Mediterranean region, particularly in relation to the policy indicators, lately more two-directional exchanges and cross-fertilization are materializing, e.g. in relation to tertiary / university indicators and particularly also in relation to holistic EL approaches and actual programme implementation experiences on the ground. The latter may be expected to further enrich the inter-regional EL exchanges in the future. The inter-regional exchanges in general are very positively appreciated by the parties interviewed during the evaluation country visits, with the suggestion to ETF to further structure, systematize and, if possible, institutionalize these exchanges and collaboration in general. Regarding a possible further expansion of ETF-EL programme coverage to other geographical areas no conclusive opinions were brought forward by the interviewed parties. The general mood was one of first improving further the own house before moving on. An interesting feedback from the consultations at EC Headquarters was the exploration of the possibility of ETF sharing its EL experiences in the pre-accession and neighbourhood countries also with the EU Member Countries, especially also in view of the kind of regional approaches being pursued by the Commission’s DG EAC regarding Entrepreneurship Development within the European Union (with for example four such regional cluster consultations / dialogues already having taken place and a fifth planned).

*Institutional Coordination with EC Headquarters:* As reconfirmed in its 16 December 2008 Recast Regulation, the European Training Foundation is a special EU Agency which in the context of EU external relations contributes to improving human capital development in eligible neighbouring countries. ETF as such is not a donor agency in its own right but basically acts on the specific request of the EC Directorates General, particularly: (i) Education and Culture – DG EAC, (ii) Enterprise and Industry - DG ENTR, (iii) Employment, Social Affairs and Equal Opportunities – DG EMPL, and (iv) Enlargement – DG ELARG. In this capacity ETF also coordinates with other international organisations (EBRD, EIB, OECD, ILO, etc.). In the ETF 2008 annual report is mentioned that with regard to Entrepreneurship Learning institutional coordination with the Directorate General for Education and Culture (DG EAC) has commenced and is expanding. In fact, at present an ETF Liaison Officer is physically based in DG EAC. For the segment of Vocational

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<sup>1</sup> Paragraphs on “Human Resources Inputs” under Chapter 4.10

<sup>2</sup> Chapter 4.3 “Consistency of EL project strategy, work plans and work programmes”

Education and Training (VET) matters, in principle coordination with the Directorate General for Employment, Social Affairs and Equal Opportunities (DG EMPL) is being pursued. Pre-accession matters are the prime responsibility of the Directorate General for Enlargement (DG ELARG). Moreover, the ETF traditionally advises the European Commission and EU Member States active in promoting lifelong entrepreneurial learning on specific enterprise and education reform initiatives.

*The ETF Recast Regulation of 2008 and Coordination with Cedefop:* The coordination with the other relevant Community bodies is explicitly foreseen in the ETF Recast Regulation of 16 December 2008. Under Article 3 for example is stipulated: “The Foundation shall cooperate in particular with the European Centre for the Development of Vocational Training (Cedefop) in the framework of a joint annual work programme annexed to the annual work programme of each of the two agencies with the objective of promoting synergy and complementarity between their activities.”

*Brief Analysis of EC Requests for ETF Services:* Of the 28 requests for ETF services from the European Commission in the period 2002 to 2009 in relation to the Entrepreneurship Learning Project and Enterprise Charter activities, 21 (or three quarters of the total) originated from DG Enterprise and Industry, as against 3 from DG Enlargement (11%), 2 from the Delegations in Partner Countries, 1 from DG AidCo and 1 from DG Education and Culture. Subject wise, more than half (16 out of 28 or 57%) of the requests for support services are related to PCP in one way or another (covering the entire integrated project cycle from programming, identification and formulation, implementation and monitoring to reviews), followed by policy advice with 6 or 21% of the total number of HQ requests. This implies that ETFs services to EC headquarters are not so much related to policy advice on Entrepreneurship Learning, but in first instance related to integrated cycle management of interventions in execution of EL policies and strategies. It also confirms ETF as “recipient” of EC policies and “conduit” of these policies to the Partner Regions and Countries. With regard to these Partner Regions, 19 or more than two thirds (67.9%) of the total number of requests for services were related to accession or pre-accession countries as against 9 (or about one third) for the Mediterranean Neighbourhood countries. From the base data provided by ETF could be derived that all requested services have been completed on or before the expected end date.

*Appreciation of EL Related Services by EC Headquarters in Brussels:* Based on the feedback received during the different evaluation consultation meetings at EC Headquarters<sup>1</sup>, the ETF services in the field of Entrepreneurial Learning are generally well to very well appreciated. The parties with responsibilities for vocational education and training, including EL skills upgrading, pointed at a possible bias in services to the disadvantage of the Copenhagen/Bruges/Torino Process dimension of the overall EL policy framework. There is also an emerging trend of strengthened coordination and cooperation between DG Enterprise and DG Education on entrepreneurial learning matters in a holistic, lifelong learning context. It appears that ETF has played a kind of pioneering, if not indirect brokerage role for this (for example, amongst others, through the 3-4 December 2009 International Conference on Education – Business Cooperation, organised by ETF in the European Parliament) .

*The Strengthened Roles and Responsibilities of the EC Delegations:* The EC Delegations are kind of Embassies of the European Commission / European Union in the different non-EU countries, including the Partner Countries of the ETF-EL Programme. With the decentralisation of European Commission services, the importance and weight of the

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<sup>1</sup> List of contact persons provided by ETF. The programme of meetings is included under Annex 5 to this report.

Delegations in relation to cooperation activities further increased, not only with regard to project cycle management of international cooperation programmes and projects, but also with regard to country strategy formulation and programming (e.g. through the tools of Country Strategy Papers – CSPs, and National Indicative Programmes – NIPs).

*The ETF-EL Support Services to the EC Delegations:* The ETF supports the EU Delegations with dialogue and programming discussions for actions in the areas of entrepreneurial learning and enterprise skills (incl. drafting of terms of reference). It transpired from the Evaluation Team debriefing meetings with the EC Delegations on the occasion of the country evaluation visits that the Delegations very much appreciate being kept in the picture about the ETF activities at country level, and would welcome more structured and systematic coordination and interactions, particularly since the Delegations have prime responsibilities for the Country Strategy Papers and the National Indicative Programmes, and also for the due integration of all forms of EC assistance under these umbrella frameworks, in order to guarantee consistency of all initiatives, activities and projects with the overall strategic directions and frameworks.

*The Challenges of Strengthened Coordination with the Delegations:* Of the reported 28 ETF services to the European Commission in the period 2002 – 2009, only 2 are related to Delegations requests. This is a clear indication of challenges still ahead with regard to ETF – EC Delegations coordination. This finding was confirmed during the Evaluation country visits.

#### **4.8. Regional Structures as Intermediary Programme Level**

*The Intermediate Regional Level:* The regional coverage of the ETF Entrepreneurship Learning services and activities at present includes all 8 IPA Pre-Accession Countries (Western Balkans plus Turkey) and the 9 EMCE countries of the Southern Neighbourhood Region, thus a total of 17 countries. To these need to be added the countries of the Eastern Neighbourhood, with whom ETF envisions to further strengthen its partnerships in the field of Lifelong Entrepreneurial Learning in the years to come. Also because of the different financing and support structures (IPA-ECSE, ENPI and DCI), there are three easily recognizable regional clusters of countries serviced by ETF. In view of firstly the ETF-EL programme limited manpower, secondly the huge tasks and responsibilities for the three EL policy and strategy pillars under the Lisbon policy framework, and thirdly such vast number of Partner Countries to be serviced, on different occasions during the evaluation process the question has been raised about the desirability and/or feasibility of similar intermediate (sub-) regional programme structures as for example now already established for the IPA Region in the name of SEECEL (South East European Centre for Entrepreneurial Learning), but then also for the Southern Neighbourhood and Eastern Neighbourhood (and possibly DCI Central Asia in a later phase).

*The EL Programme Scope and the Intermediate (Sub-)Regional Implementation Level:* The rationale for such structure already emanates from the above observations regarding the EL tasks and responsibilities ETF is entrusted with in relation to its limited resources and moreover stems from the distance from ETF headquarters to the respective Partner Countries, of which each cluster with specific characteristics. The rationale for such (sub-) regional programme level is even stronger in case the Entrepreneurial Learning Programme is opted for to grow further into a programme not only limited to policy support services at macro level, but also with advisory services for effective programme implementation on the ground (for example in relation to the design of performance measurement, monitoring and follow-up systems and tools). In case such regional programme set up is strategically opted for, the rationale for three (sub-)regional institutional structures is only but evident: One in

the IPA region for which SEECEL is already established, one for the Southern Mediterranean Neighbourhood Region<sup>1</sup> and one for the Eastern Neighbourhood Region. This would confirm ETF in its mandated role of policy support agency on human capital development and more particularly in this case Lifelong Entrepreneurial Learning matters (including overall EL policy, strategy, methodology, coordination and meta monitoring and evaluation support functions and responsibilities), with more operational coordination responsibilities decentralised to the regional level as intermediate structure vis-à-vis the country level.

*SEECEL as Recently Established Regional Structure:* The South East European Centre for Entrepreneurial Learning (SEECEL) is an example in case, although it is an independent structure. Since only recently established it is still much too early to make any performance assessments or even subjective impressions on accomplishments so far.

*Brief History:* In 2007 the Ministry of Economy, Labour and Entrepreneurship of the Republic of Croatia led the initiative to establish structured co-operation amongst the countries of South Eastern Europe on lifelong entrepreneurial learning. At a meeting on 15 October 2008, governments of the region, with Turkey, agreed on the establishment the South East European Centre for Entrepreneurial Learning (SEECEL), with the Republic of Croatia as the host country. With specialized technical advisory support from ETF, organisational support of the Croatian Chamber of Economy and with initial finance from the Croat government, SEECEL launched its activities in January 2009. As of July 2009, SEECEL functions as an independent body under the national legislation of the host country (Public Institution Act of the Republic of Croatia). It is envisioned that over a period of three years SEECEL will gradually become self-sufficient based on the contributions of the eight south-east European countries it services: Albania, Bosnia and Herzegovina, Croatia, Kosovo (under UNSCR 1244 / 99), the Former Yugoslav Republic of Macedonia, Montenegro, Serbia and Turkey.

*Strategic Directions:* SEECEL's activities centre on a number of common areas identified through the 2008 assessment of each country's performance on the human capital areas of the European Charter for Small Enterprise. These four clusters are: (i) Development of the entrepreneurship key competence - ISCED 2 level; (ii) Promotion of entrepreneurship at the third level education (ISCED 5/6 level) within non-business disciplines; (iii) Enterprise-driven training needs analysis, and; (iv) Dissemination and promotion of good policy and good practice.

*Institutional Cooperation with ETF:* At the moment of editing this final evaluation report (March 2010), a Memorandum of Understanding (MoU) was under preparation to establish a framework for co-operation in the field of lifelong entrepreneurial learning between the ETF and SEECEL. Overall goal is to strengthen / optimize the mutually beneficial institutional complementarity between the two institutions for further improved EL services delivery to the partner countries and the different stakeholder groups therein.

*Feedback from Evaluation Interviews:* As indicated, since only recently established, the interviewed parties would not have any assessment of SEECEL. The main issues raised were those related to: (i) The actual complementarity of functions and delineation of tasks vis-à-vis the European Training Foundation; (ii) The sustainability of the initiative as the Centre is expected to be self-reliable, sustainable after a three year period based on funding from the member countries and possibly from other external sources, and; (iii) Its

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<sup>1</sup> During different discussions, the desirability and/or feasibility of two sub-regional centres for the Southern Neighbourhood was raised (East and West, or also Anglophone and Francophone)

status once Croatia has successfully accomplished its access process and has become a full EU member, and (iv) The quality and transparency of the consultative process having led to its creation, abstraction made of the commitment, enthusiasm and expertise at the Centre widely if not unanimously recognized.

#### **4.9. EL Project Management Tools, Systems, Processes and Procedures**

Strategic and Operational Planning: Summary factual information and findings on the strategic and operational planning cycles, practices and tools are provided under the earlier chapter 4.3 “Consistency of EL project strategy, work plans and work programmes”<sup>1</sup>.

From Creative Initiatives to Rational Programme Management: With the Entrepreneurship Learning tools and methodologies now gradually getting “settled” and the activities and projects in the different partner countries and regions getting more complex and the demands for ETF support and assistance evolving accordingly, a more rational programme management style will need to be pursued. This also pertains to ETF-EL programme networking and visibility, gradually expanding from a small group of likeminded, innovative and entrepreneurial spirits to an encompassing institutional network of government and private entities reaching out to the different LLL-EL target groups in accordance with rationally developed and officially sanctioned policies and strategies, involving all main stakeholder parties.

Monitoring, Information Flows and Reporting: Mutatis mutandis the same summary observations and findings made in relation to the EL programme strategic and operational planning also pertain to the programme monitoring tools, information flows and reporting practices. Some specific additional elements: (i) General compliance with ETF internal progress and other reporting provisions has been shared with the Evaluation Team by the ETF parties concerned; (ii) Generally, reporting on Entrepreneurship Education and Training is integrated in the ETF Annual Activity Reports under the section on multi-country projects for both the IPA and ENPI regions; (iii) Mainstreaming of EL progress and results reporting within the different country reports remains a challenge to be met still in most cases; (iv) Accomplishments generally are not reported in relation to the plan targets, making it rather difficult to assess performance as against the original, or possibly in the process revised, targets; (v) Indicators are used for progress and annual reporting, but not systematically if not exceptionally; (vi) It is not clear to which extent monitoring information is retrieved from the Partner Countries themselves, neither to which extent monitoring and evaluation information is fed back to the local and regional levels; (vii) There is an apparent lack of monitoring and evaluation systems (including indicators) in the partner countries to assess / measure EL results on the ground, so beyond the strict policy level;<sup>2</sup> (viii) The pioneering and coordination role of ETF in the design and actual assessment of the SME Policy Index indicators of both the ECSE and EMCE charters for the two Entrepreneurship Learning .related charter dimensions (entrepreneurship education and training, and skills availability / improvement) is appreciated / highly appreciated by all interviewed parties concerned, and (ix) EL programme monitoring, reporting and related PCM efforts need to be understood against the background of the very limited human resources allocation to the EL programme up to this moment.<sup>3</sup>

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<sup>1</sup> Chapter 4.3 on pages 64 to 75.

<sup>2</sup> See under Chapter 4.4. the paragraphs on “The Challenge Beyond: Results on the Ground”

<sup>3</sup> More details under chapter 4.10.

*Not a Project or Programme in the Classical PCM Meaning of the Word:* As reported earlier<sup>1</sup> both EL project planning and monitoring / reporting are hampered by the fact that the EL project is not a project in the classical PCM understanding of the word as an aid delivery method with clear objectives to be achieved in a clearly defined period of time and with a fixed amount of resources.

*Annuity and Compartmentalization of Budgeting:* The EL programme is part and parcel of the EL overall programme characterized by an annual budget (annuity of regular budgeting), which also clarifies why the EL planning horizon (as evidenced for example by the successive LogFrames) basically covers a one year time span. This situation is further compounded by the programme having to cover about 17 countries, each with their own specificities, level of development and priorities, spread over two different programmes with different funding sources (IPA pre-accession and ENPI neighbourhood), abstraction made still from the Eastern Neighbourhood planned to be covered additionally in the future.

*Mainstreaming / Integration in ETF Regular Programme and Budget:* The Entrepreneurship Learning (EL) project and budget is integrated in the European Training Foundation's regular annual programme and budget. The ETF's activities follow the three main pillars of action established by the Mid-Term Perspective Plan. Entrepreneurial learning is incorporated under pillar 1 "Support to education and training reform in 2009" – Activity 1 "Contributing to the EU enlargement process by supporting human capital development" as far as the Western Balkan countries are concerned (in relation to the human capital dimensions of the European Charter for Small Enterprises) and Activity 2 "Contributing to the Neighbourhood process through cooperation and partnership in human capital policy development and implementation" as far as the ENPI region is concerned (in the context of support to DG Enterprise in the implementation of the Euro-Mediterranean Enterprise Charter).

*Some Mainstreaming Concerns of Special Importance:* EL project programming, planning, monitoring and reporting complexities and inadequacies to a large extent are the results of the EL project being a thematic, transversal project, cutting across the different ETF geographical departments and country desks. This requires clearly established programming, planning, management, monitoring and follow-up procedures based on streamlined information and reporting flows which cannot always be taken for granted in the present situation. The complexity of the programme (as argued here above in the preceding chapter) requires rational management practice of all phases of the integrated project/programme cycle based on standard / standardized tools. It also requires EL programme/project tasks and responsibilities clearly incorporated in the function descriptions of the different ETF organisational units concerned and in the job descriptions of the key project staff members but also of those with only limited responsibilities covering only a minor segment of their professional time allocation. These appear to be challenges still to be met. Deserving particular attention is the adequate reflection of EL as thematic, transversal project/programme in the respective geographical plans, programmes and reports, both at regional and partner country levels, as well as ensuring their consistency, or at least their convergence towards the core principles of Lifelong Entrepreneurial Learning.

#### **4.10. Adequacy and Quality of Organisation of Project Resources**

##### ***Budgetary and Financial Analysis***

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<sup>1</sup> E.g. in chapters 3.2 and 4,3



Integration of EL Project in ETF Regular Programme and Budget: The Entrepreneurship Learning (EL) project and budget is integrated in the European Training Foundation's regular annual programme and budget. The ETF's activities follow the three main pillars of action established by the Mid-Term Perspective Plan. Entrepreneurial learning is incorporated under pillar 1 "Support to education and training reform in 2009" – Activity 1 "Contributing to the EU enlargement process by supporting human capital development" as far as the Western Balkan countries are concerned (in relation to the human capital dimensions of the European Charter for Small Enterprises) and Activity 2 "Contributing to the Neighbourhood process through cooperation and partnership in human capital policy development and implementation" as far as the ENPI region is concerned (in the context of support to DG Enterprise and Industry in the implementation of the Euro-Mediterranean Enterprise Charter).

**Table 10 : EL Project Summary Budget and Expenses, Period 2005 -2009**

<b>Entrepreneurial Learning Project Summary Financial Table: Commitments and Payments by Year <sup>(1)</sup></b>								
<b>Year</b>	<b>Project Workplan Codes</b>	<b>Total Available Budget</b>	<b>Committed Amount (in Euro)</b>	<b>In % of Total Available Budget</b>	<b>Payment Amount (in Euro)</b>	<b>In % of Total Amount Paid</b>	<b>In % of Total Available Budget</b>	<b>In % of Committed Amount</b>
<b>2005</b>	WP05-21-05 (3100) R0-4300	193,815	193,815	100.00%	193,815	31.00%	100.00%	100.00%
<b>2006</b>	WP06-53-01 (3120) R0-4300	187,965	182,465	97.07%	180,286	28.83%	95.91%	98.81%
<b>2007</b>	IPA07-12-11 (3160) ENP07-22-02 (3150)	133,000	129,520	97.38%	101,593	16.25%	76.39%	78.44%
<b>2008</b>	IPA WP08-10-04 (3160) ENP WP08-20-10 (3150)	149,189	149,188	100.00%	106,356	17.01%	71.29%	71.29%
<b>2009</b>	IPA WP09-10-04 (3160) ENP WP09-20-10 (3150)	219,196	200,921	91.66%	43,221	6.91%	19.72%	21.51%
<b>05 - 09</b>	<b>All EL Project Work Plans Combined</b>	<b>883,164</b>	<b>855,908</b>	<b>96.91%</b>	<b>625,270</b>	<b>100.00%</b>	<b>70.80%</b>	<b>73.05%</b>

<sup>(1)</sup> Source: ETF EL Project, 23 Sep 09 (Inception Mission)

Trends in Overall Commitments: As shown by the above EL project summary budget and expenses Table 21, over the five year period 2005-2009 a total of 883,164 Euro of ETF budgetary resources have been committed to the EL project, which is an average of about 176,500 Euro annually. With 133.000 Euro, the year 2007 saw the lowest commitment to the project (15.06% of the total five year period), and the current year 2009 the highest with 219,196 Euro (24.82% of the total five year period). Over the years, the budgetary commitments to the EL project seem to follow a U-curve, highest in the beginning and at the end of the period, lowest in the middle. From this, one cannot conclude to a steadily increasing importance given to the EL project within the overall ETF programming, at least in budgetary terms. An effective recognition of the enhanced importance of the project (e.g. following EC policy making regarding EL in LLL context, or with the broadened ETF mandate for human capital development enshrined in the Recast regulation) would have been / is expected to be reflected in budgetary terms as well.

**Trends in Overall Expenditures:** Total payments / expenditures over the five year period amount to 625,270 Euro which represents 96.91% of the commitments (as far as the four year period 2005-2008 is concerned, thus abstraction made of the still ongoing year 2009), which equals to a full exhaustion of the available budgetary recourse. The highest absorptive capacity is registered in the early project years 2005 and 2008 (with a full 100.0 % in 2005 and 98.81% in 2006) going further down over the years to the lowest in the just preceding year with 71.29% (or less than three quarters). This downward trend is also observed in absolute figures, with the highest amount spent in the first year and then going down over the years with a slight upswing in the previous year 2008.

**Breakdown by Main Budget Line:** Broken down by main activity type / main budget line, expertise represents by far the largest EL project budget line with a total of 466,496 Euro or more than two-thirds of the total budgetary resources (67.94%) for the period 2005-2008<sup>1</sup>. Event organisation accounts for 29.30% of the resources over this period. Missions take 1.34% of the resources, but this pertains only to the year 2005, since after that year missions costs do not figure anymore on a separate budget line. Publications are reflected as a separate budget line in 2008 only.

**Breakdown by Main Project Component:** The budgetary breakdown by main project component (pre-pilot 2008 – see below table 11) show the pilot higher education project component being allocated 62.48% or almost two-thirds of the EL resources, followed by the policy partnership project component with 16.74%, the Training Needs Assessment (TNA) with 11.57% and the Entrepreneur Career Guidance with 9.70% of the resources. It does appear that a target group specific EL sub-programme targeting higher education only is getting substantive more resources than the EL programme core business which is policy support and coordination. The TNA exercise and the entrepreneur career guidance sub-programmes, which both are related to the other EL key competence under the SME policy index which is availability of improved skills, together are allocated about 20% or 1/5 of the resources. The EL IPA budget is entirely allocated to the higher education and policy partnerships project components (both related to SME policy index dimension 1 “Education and Training for Entrepreneurship Skills”).

**Table 11 : EL Project Summary Budget 2008-2009, Breakdown by Main Project Component**

ETF Entrepreneurship Learning (EL) Project Budget 2008 - 2009, by Main Project Component									
Main Project Component (Pre-Pilot 2008)	Total ETF-EL Budget		IPA (Instrument for Pre-accession Assistance - SEE)			ENPI (European Neighbourhood and Partnership Instrument)			European Funds for the Balkan
	Euro	% of total EL budget	Euro	% of total EL- IPA budget	% of EL comp- onent budget	Euro	% of total EL- ENPI budget	% of EL comp- onent budget	
Pilot Higher Education 2009	134,948.40	62.48%	71,798.40	59.83%	53.20%	63,150.00	65.78%	46.80%	0.00
Policy Partnership 2009	36,150.00	16.74%	36,150.00	30.13%	100.00%	0.00	0.00%	0.00%	
TNA 2009	25,000.00	11.57%	0.00	0.00%	0.00%	25,000.00	26.04%	100.00%	
Entrepreneur Career Guidance	20,950.00	9.70%	0.00	0.00%	0.00%	20,950.00	21.82%	100.00%	
<b>Total Budget</b>	<b>217,048.40</b>	<b>100.49%</b>	<b>107,948.40</b>	<b>89.96%</b>	<b>49.73%</b>	<b>109,100.00</b>	<b>113.65%</b>	<b>50.27%</b>	<b>0.00</b>
Reserve/Publication	-1,048.40	-0.49%	12,051.60	10.04%	-	-13,100.00	-13.65%	-	
<b>Total Available Budget</b>	<b>216,000.00</b>	<b>100.00%</b>	<b>120,000.00</b>	<b>100.00%</b>	<b>55.56%</b>	<b>96,000.00</b>	<b>100.00%</b>	<b>44.44%</b>	<b>0.00</b>

Source: ETF EL Project, July 2009 (MTE - Narrative Report)

<sup>1</sup> Abstraction is made of the current year 2009 since virtually all resources are reflected in the financial tables still as unallocated. Figures are based on data provided during the desk study phase.

**Breakdown by Region:** The budgetary breakdown by region (below Table 12) shows both regions being allocated about the same amount of resources, with the IPA (Instrument for Pre-accession Assistance) region allocated 49.73% of the EL resources and the ENPI (European Neighbourhood and Partnership Instrument) region 50.27%. The total reserve amount (publications) reportedly is -1,048 Euro with a positive balance of 12,052 Euro for IPA Region and a negative balance of -13,100 Euro for the ENPI Region<sup>1</sup> (desk study figures).

**Table 12 : EL Project Summary Budget 2008-2009 Broken Down by Funding Instrument (IPA and ENPI)**

ETF Entrepreneurship Learning (EL) Project Budget 2008 - 2009, by Main Project Component									
Main Project Component (Pre-Pilot 2008)	Total ETF-EL Budget		IPA (Instrument for Pre-accession Assistance - SEE)			ENPI (European Neighbourhood and Partnership Instrument)			European Funds for the Balkan
	Euro	% of total EL budget	Euro	% of total EL- IPA budget	% of EL comp- onent budget	Euro	% of total EL- ENPI budget	% of EL comp- onent budget	
Pilot Higher Education 2009	134,948.40	62.48%	71,798.40	59.83%	53.20%	63,150.00	65.78%	46.80%	0.00
Policy Partnership 2009	36,150.00	16.74%	36,150.00	30.13%	100.00%	0.00	0.00%	0.00%	
TNA 2009	25,000.00	11.57%	0.00	0.00%	0.00%	25,000.00	26.04%	100.00%	
Entrepreneur Career Guidance	20,950.00	9.70%	0.00	0.00%	0.00%	20,950.00	21.82%	100.00%	
<b>Total Budget</b>	<b>217,048.40</b>	<b>100.49%</b>	<b>107,948.40</b>	<b>89.96%</b>	<b>49.73%</b>	<b>109,100.00</b>	<b>113.65%</b>	<b>50.27%</b>	<b>0.00</b>
Reserve/Publication	-1,048.40	-0.49%	12,051.60	10.04%	-	-13,100.00	-13.65%	-	
<b>Total Available Budget</b>	<b>216,000.00</b>	<b>100.00%</b>	<b>120,000.00</b>	<b>100.00%</b>	<b>55.56%</b>	<b>96,000.00</b>	<b>100.00%</b>	<b>44.44%</b>	<b>0.00</b>

Source: ETF EL Project, July 2009 (MTE - Narrative Report)

**Budgetary Constraints:** In view of the huge EL programme challenges, both content wise (holistic EL concept in an encompassing lifelong learning framework) and in terms of geographical coverage (all countries in both the IPA and ENPI regions, with internally therein both public and private sector stakeholders), the resources allocated to the EL programme appear rather limited. This challenges ETF management and particularly EL project management to prioritize high visibility and high impact activities, and therefore to make selections. On the other hand, it is noted that the absorptive capacity of the EL project (expenditures in relation to commitments) has gone down over time, pointing at managerial issues. Another constraining factor is the allocation of resources to the EL project taking place at the ETF overall programmatic level for both the IPA and ENPI instruments (envelope style) and not as in a typical "project – PCM" context in relation to LogFrame related work planning. There is no evidence of any Partner Country funding of ETF activities, the virtually sole source of ETF funding being the European Commission through DG ELARG, basically by means of the IPA and ENPI instruments. Obviously, Partner Country counterpart funding plays substantially at the level of the EL programme implementation at country and regional levels with regard to concrete EL activities and initiatives.

### **Human Resources Inputs**

**ETF HQ Professional Staff Allocation:** A total of four professionals of ETF Headquarters in Turin are assigned to the Entrepreneurship Learning project, covering both the IPA and

<sup>1</sup> Narrative Report desk study figures based on information provided by ETF Administration Department

ENPI regions (see below table 13). These (regular statutory) professionals spent in 2008 on average about 30 percent of their ETF professional time to the project. This adds up to a full-time staffing equivalent for the EL project of 1.25. Converted in professional working days per year allocated to the EL project calculated on the basis of 220 working days per year, this is equivalent to 275 working/days on a year basis for the whole EL project, covering all components and all regions and countries. In 2009 this situation has changed and five professionals are now assigned to the project with on average almost 50% of their time allocated, corresponding to 2.35 FTE or 517 working days.

**Table 13 : ETF Headquarters Professional Staff Assigned to the EL Project (2008)**

ETF Headquarters Professional Staff Allocation to Entrepreneurship Learning (EL) Project in Project Year 2008 <sup>(3)</sup>					
EL Project Staffing Indicator	Full Time Staffing Equivalent by ETF HQ Staff Member				Total for All Staff
	AAG	EHE	AJA	IFO	
Full-Time staffing equivalent for the EL project (IPA-08-04 and ENP-08-10) <sup>(1)</sup>	0.30	0.35	0.30	0.30	1.25
Approximate number of working days per year <sup>(2)</sup>	66	77	66	66	275

<sup>(1)</sup> With 1.00 = one full-time staff

<sup>(2)</sup> Calculated on the basis of 220 working days per year.

<sup>(3)</sup> In early 2009, this situation has changed. Five professionals are now assigned to the project with on average almost 50% of their time allocated to the project, corresponding to 2.35 FTE or 517 working days on a year basis.

**Project Manager / Team Leader:** Based on the figures of the above Table 13, the Project Manager / Team Leader spent a total of 66 working days (0.30 FTE) on this complex, multidimensional project with major challenges of multiple components coordination and moreover covering a minimum of 17 countries in the two covered (IPA and ENPI) regions.

**Other Project Staff at Headquarters:** Table 14 on the next page gives a detailed overview of the other than regular statutory staff at ETF Turin Headquarters assigned to the project in 2008 on a part-time basis classified per staff contract type. A total of 8 staff are involved in the project in this way, but only on a restricted part-time basis only. Their project involvement adds up to a total of 0.89 FTE only, thus less than one full-time staff. Moreover, while originally 1.40 FTE was planned, only 0.89 FTE (or 63.6%) were actually spent on the project. The largest FTE portion (more than half) is taken by the Assistants (0.47 FTE). The actual total costs of this allocation of other staff categories to the project is about two thirds (68.6%) of what was originally planned. The other staff categories (by contract type) involved in the project: Expert National Détaché (END), Administrator (AD), and Contract Agent (CA).

**Limited Personnel Allocation to the EL Project:** The personnel tables in this report are without the regional and country staff in the Operations Department, and as such these figures are an underestimation of the total staff allocation to the Project. Nevertheless, the restricted allocation of manpower to the project as transpiring from the above two tables remains quite remarkable, especially when compared with the tremendous EL project tasks to be executed.

**Table 14 : ETF Headquarters Other than Regular Statutory Professional Staff Allocation<sup>(1)</sup> to EL Project in Project Year 2008, by Staff Contract Type**

**Allocation of ETF Headquarters Other than Regular Statutory Professional Staff to the Entrepreneurship Learning (EL) Project in Project Year 2008, by Staff Contract Type <sup>(1)</sup>**

Type of Contract / Level <sup>(2)</sup>		Actual Person/ Days	Full-Time Equivalent Person / Days <sup>(2)</sup>			Unit Cost / Day (in Euro)	Costs		
Type	Level		Actual	Planned	Actual in % of Planned		Actual (In Euro)	Planned (In Euro)	Actual in % of Planned
END - Expert National Détaché	END 1	39.60	0.18	0.30	60.0%	0.00	0.00	0.00	-
	END 2	13.20	0.06	0.40	15.0%	0.00	0.00	0.00	-
<b>Sub-totals END</b>		<b>52.80</b>	<b>0.24</b>	<b>0.70</b>	<b>34.3%</b>	<b>-</b>	<b>0.00</b>	<b>0.00</b>	<b>-</b>
AD - Administrator	AD 1	19.80	0.09	0.40	22.5%	672.62	13,317.88	59,190.56	22.5%
	AD 2	4.40	0.02	0.00	-	562.96	2,477.02	0.00	-
<b>Sub-totals AD</b>		<b>24.20</b>	<b>0.11</b>	<b>0.40</b>	<b>27.5%</b>	<b>-</b>	<b>15,794.90</b>	<b>59,190.56</b>	<b>26.7%</b>
CA - Contract Agent	CA	15.40	0.07	0.00	-	211.45	3,256.33	0.00	-
<b>Sub-totals CA</b>		<b>15.40</b>	<b>0.07</b>	<b>0.00</b>	<b>-</b>	<b>-</b>	<b>3,256.33</b>	<b>0.00</b>	<b>-</b>
AST - Assistant	AST 1	50.60	0.23	0.30	76.7%	386.79	19,571.57	25,528.14	76.7%
	AST 2	2.20	0.01	0.00	-	375.13	825.29	0.00	-
	AST 3	50.60	0.23	0.00	-	368.79	18,660.77	0.00	-
<b>Sub-totals AST</b>		<b>103.40</b>	<b>0.47</b>	<b>0.30</b>	<b>156.7%</b>	<b>-</b>	<b>39,057.63</b>	<b>25,528.14</b>	<b>153.0%</b>
<b>Totals ETF-EL Project</b>		<b>195.80</b>	<b>0.89</b>	<b>1.40</b>	<b>63.6%</b>	<b>-</b>	<b>58,108.86</b>	<b>84,718.70</b>	<b>68.6%</b>

(1) Based on data provided by ETF on 13 November 2009 as a follow-up to the Evaluation Team Inception Visit

(2) Breakdown for four contract types: END (Expert National Détaché), AD (Administrator), CA (Contract Agent) and AST (Assistant)

(3) One Full-Time Equivalent = 220 person days / year

**EL Mission Travel:** Missions to the Partner Countries and regions, and to other destinations (e.g. to EC Headquarters in Brussels, to EU Member States or to International Organisations) for technical advisory, coordination and other EL project related purposes constitute an important component of the work of EL Project staff. This for example is evidenced by the impressive list of 57 missions abroad over the period 2004 – early 2009.

**Planning of Missions:** For the year 2009, a total of 40 regional and country staff member missions had been planned <sup>1</sup> (see summary Table 15 on the next page), equally distributed over the IPA pre-accession countries (21 or 52.5%) and the ENPI Southern Neighbourhood – Mediterranean countries (19 or 47.5%). Distributed over the 7 personnel of ETF Headquarters concerned, this amounts to an average of about 5.7 missions per year. For the two core EL professionals alone, the total number of planned missions adds up to 25 (about 62.5% of all EL missions), or an average of 12.5 missions/year per professional.

**Duration of Missions:** A total of 102 EL project mission days had been planned<sup>2</sup> for the year 2009. When related to the total of 40 planned missions, this amounts to an average individual mission duration of about 2.5 days. Quite brief indeed taking into consideration that most of the time is spent on travel. This invites for creative thinking about more cost-efficient and cost-effective networking and TA provision alternatives as for example via video-conferencing, tele-conferencing, web based discussion fora, and the like.

<sup>1</sup> Latest updated figures. Base planning data for 2009 provided by ETF ex-post to the EL Evaluation Team at the end of the evaluation process (on the occasion of the draft final report consultation visit - 09-10 March 2010).

<sup>2</sup> Updated figures (March 2010)..

**Table 15 : ETF-EL Project Planning of Missions 2009, by Region (IPA and ENPI)**

**ETF-EL Project Planning of Missions 2009, by Region (IPA and ENP)  
(number of missions - ETF base data of March 2010)**

EL Project Component / Activity		Number of Missions by Staff Member							Total Number of Missions	
		AAG	AJA	FPA	MAL	OBE	RVM	SRI	Number	In % of Total
Instrument for Pre-Accession Assistance (IPA) Region - South East Europe (SEE) Region -		9	3	1	1	0	4	3	21	52.5%
European Neighbourhood and Partnership Instrument (ENPI) Region		3	10	0	2	3	0	1	19	47.5%
Totals EL Project (Both Regions)	#	12	13	1	3	3	4	4	40	100.0%
	%	30.0%	32.5%	2.5%	7.5%	7.5%	10.0%	10.0%	100.0%	-

Source: Base planning data for 2009 provided by ETF ex-post to the EL Evaluation Team at the end of the evaluation process (during draft final report consultation visit - 09-10 March 2010)

**Mission Subjects and Reporting:** When related to the specific EL project components, the highest number of mission days are reserved for the higher education programme (33 or 32.4%), relatively closely followed by missions in relation to the IPA and ENP Charters assessment and SBA policy development (26 or 25.5%). A distant third is the Enterprise TNA (9 or 8.8%), followed by Policy Partnership, and the Capacity Building Workshop in Tunisia, both 6 mission days or 5.9% of the total of 102 EL related staff mission days. It should be clarified that these figures are only related to the missions and mission days charged against the ETF-EL project budget<sup>1</sup>. For most missions a mission report is produced. An analysis of these reports has been made by the Evaluation Team, both with regard to the content of the missions and the format of the reports.

#### **4.11. Perception of ETF Added Value and Comparative Advantage in the Field of Entrepreneurial Learning**

Evaluation questions 2 and 3 are closely related. Both have to do with ETF's actual and perceived value added regarding Entrepreneurial Learning and the main comparative advantages ETF has as dimensions, components of this added value. For this reason, both questions are covered together under this final observations and findings chapter of the mid-term review of ETF's Entrepreneurship Learning programme. Are first presented the added value of ETF as perceived by the EC Services and then by the Partner Countries and the main EL programme stakeholders in these. A summary appreciation is presented followed by a shortlist of main comparative advantages elaborated as a sort of common denominator for these two main institutional stakeholder clusters.

##### ***By the EC Services***

**General Perception and Appreciation of ETF Added Value:** Most of the EC services and parties met<sup>2</sup> at the European Commission in Brussels were positive to very positive about ETF's overall added value in relation to the EC's policies, strategies and programmes on the topic with the partner Regions and Countries. Whereas DG Enterprise and Industry was

<sup>1</sup> Except for one mission, funded under CP Serbia.

<sup>2</sup> Programme of meetings at EC Brussels under Annex 5.

generally very appreciative about ETF's role and actual functioning in this field, the picture in general was somewhat more moderate, if not mixed in the DG Education and Culture. More explicit reservations were fed back by the EAC parties who have main responsibilities for vocational education and training, and for related issues. The latter parties concluded to a mild to relatively strong bias of ETF in its EL policies, strategies and activities towards the Charters and SBA enterprise development pillar under the Lisbon strategy.<sup>1</sup> Also DG Enlargement's appreciation proved rather mixed, pointing at the establishment of SEECEL to complement ETF's efforts on EL in the IPA Western Balkans region.

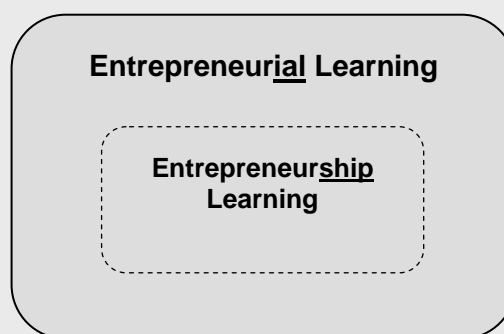
**The Institutional Appreciation and Expectations "Bias":** Not unexpectedly the different contacted persons especially highlighted the added value of ETF regarding the EL programme and particularly the priorities and expectations for the future particularly in relation to the EL policy and strategy pillars under the Lisbon Strategy for which they themselves are responsible at EC Headquarters. This constitutes another challenge for ETF, and at the same time is another plea for a genuine holistic EL concept and strategy.

**Box 7 : EL Terminology: Entrepreneurial Learning and Entrepreneurship Learning**

There still appears widespread conceptual confusion about Entrepreneurship Learning (EL), which is evident already from the terminology used, even in official policy and strategy documents. In accordance with the emerging consensus about (i) a necessarily holistic lifelong learning EL concept from cradle to grave, (ii) as key competence , as mindset encompassing every person's knowledge, skills and attitudes, regardless employment status, self-employed or wage/salary employment, (iii) with moreover dimensions of a necessary enabling environment at education and learning institutional level but also at broader society level ("the entrepreneurial society"),

it may be preferred

to use the term "entrepreneurial learning" instead of "entrepreneurship learning", with the former having this holistic connotation, and the latter being more restricted to human capacity strengthening for starting and/or sustainably running a business. "Entrepreneurship Learning" thus as a special type of "Entrepreneurial Learning".



**Main Comparative Advantages:** The comparative advantages with concomitant roles plus responsibilities of ETF in the field of Entrepreneurial Learning mentioned / stressed most often by the EC stakeholders met include the following<sup>2</sup>:

<sup>1</sup> See figure 1 on page 12 of this report for an overview chart of the European and European Neighbourhood Policy Framework for Entrepreneurship Learning (policy decomposition with evolutions over time).

<sup>2</sup> The listing does not have an implication of any ranking of priority setting, in view of the substantive differences in ranking, priority setting by the different parties met.

- Recognized centre of excellence regarding Entrepreneurial Learning (EL) in the broad, holistic sense of the word (including entrepreneurship learning), even if there are important challenges still to be met in further excelling;
- Guardian of holistic entrepreneurship learning policies and strategies ensuring balance of the three strategic pillars under the Lisbon Strategy framework: (i) the Oslo Agenda on the Education and Training Framework (E&T2010 and E&T2020), (ii) Enterprise Development under the Charters and SBA, and (iii) the Copenhagen Process related to vocational education and training;
- Knowledge transfer centre and general liaison bridging centre between the European Union and the Pre-Accession and Neighbourhood countries in the field of entrepreneurial learning, and entrepreneurship learning in particular;
- Policy support entity to the Partner Countries and Regions regarding Entrepreneurial Learning
- Laboratory for innovative policies, approaches, methodologies, initiatives in the field of entrepreneurial learning;
- Clearinghouse of all EL related information, with special responsibilities for EL information dissemination, exchanges and networking amongst the Partner Countries and Regions, and between the EC and the Partner Countries and Regions;
- Inter-regional cross-fertilization regarding EL policies, strategies, programmes, tools between the pre-accession region, the southern neighbourhood region and the eastern neighbourhood region;
- Both pro-active and ad hoc on request advisory services to the European Commission on all EL and EL related matters which have a special relevance for the EC, other institutions of the EU or EU Member States, particularly in relation to the Partner Countries and Regions;
- Recognized partner of other international agencies / institutions as OECD, EBRD, etc. in the field of EL policy performance assessments and tools development for that purpose (e.g. update of SME Policy Index in relation to new generation of indicators, added dimensions or sub-dimensions as for example higher education, etc.);
- In addition for EC Delegations in Partner Countries 1: General policy and more specific (sub-)sectoral / thematic advisory services on EL and EL related matters in the Partner Countries;
- In addition for EC Delegations in Partner Countries 2: Advisory services for the due integration of EL and EL related matters in the country strategy papers and the national indicative programmes whenever prioritized, especially in relation to sector budget support / thematic area budget support matters when appropriate, prioritized and/or feasible.

### ***By the Partner Countries' Stakeholders***

*General Perception and Appreciation of ETF Added Value:* ETF added value was integral part of the list of questions / topics transmitted in advance to the key stakeholders, preselected by ETF for the country field visit interviews. Generally, the EL services offered by ETF and their added value were considered beyond reproach by the interviewed parties. It must be added however that quite a number of interviews with key stakeholders,



particularly in the Tunisia country case study, were characterized by a relative ignorance of ETF and/or its programmes, including the EL programme. Also when asked about which particular types of services were appreciated most or would be expected as priority for the future, a considerable number of interviewed parties were not able to provide further details or concrete suggestions. This made the Evaluation Team to conclude in a number of cases to such feedback as mere courtesy remarks rather than steadfast, actual assessments of the services themselves. Based on suggestions and endorsements from ETF, the list of country contacts was rather selective. Moreover, the Team was not able to include the ultimate programme target groups / beneficiary groups themselves in its questioning programme, hence failing to assess programme ownership, effectiveness, impact and sustainability on the ground.

*Main Comparative Advantages:* The comparative advantages with concomitant roles plus responsibilities of ETF in the field of Entrepreneurship Learning mentioned most often and/or stressed most by the EL stakeholders met include the following<sup>1</sup>:

- Prime role and responsibility of ETF as clearinghouse and network hub for all EL related information unanimously stressed by all interviewed parties. One of the major added values of the ETF in the field of EL exactly identified in relation to EL information sharing and networking, in particular with regard to:
  - Compilation, regular updating and dissemination of good / best EL practices from EU Member States, organised by main EL beneficiary / stakeholder group;
  - Compilation, regular updating and dissemination of good / best EL practices from IPA and ENPI Partner Countries, organised by main EL beneficiary / stakeholder group;
  - Practical handbook and guidelines on holistic lifelong Entrepreneurial Learning (EL) national policies, strategies and programmes (macro level) with due attention for societal, institutional, strategic and operational aspects to effectively bring the EL programmes to the different stakeholder / target / beneficiary groups;
  - Practical handbook and guidelines on holistic lifelong Entrepreneurial Learning (EL) programme implementation with specific sections for each subsequent phase of lifelong entrepreneurial learning, both formal and informal, with special provisions for entrepreneurship learning, and for each section special attention for organisational and institutional aspects, teachers and trainers training, broader society environment elements, etc. ;
- Policy and strategy advisory services to the national authority(ies) mandated with the proactive coordination, steering, monitoring and follow-up of integrated, holistic and societal entrepreneurial learning as a transversal, cross-sectoral policy and strategy issues, thus with special attention on how bringing the different programme components and their responsible institutional partners together (fostering policy dialogue, ensuring complementarity, etc.);
- Advisory services for the design and effective operationalisation of comprehensive, coherent and integrated EL strategies at regional and local levels derived from these national holistic EL policies and strategies with due attention for the design and operationalisation of appropriate EL tools and processes for each EL target /

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<sup>1</sup> Also this listing does not have an implication of any ranking of priority setting, in view of the substantive differences in ranking, priority setting by the different parties met.

beneficiary / stakeholders, for EL training of trainers and teachers, for EL institutional capacity strengthening of schools, service providers, etc.;

- Support to the design, development and operationalisation of EL monitoring and evaluation tools and systems at the level of the different target groups and beneficiaries, not only to measure EL programme outcomes and impact (as accountability tool) but in first instance as programme management tool to effectively deliver results on the ground. This includes the participatory development of appropriate, agreed upon indicators as basis for performance planning, management, measurement and monitoring (integrated programme cycle management based on indicators);
- The development of practical auto-evaluation tools for the different programme components, which can be readily used by the main institutional proponents of these programme components for, in first instance, internal purposes;
- Practical advisory services to specific innovative, high impact and/or high visibility entrepreneurship learning initiatives;
- Advisory services and support to multi-media campaigns to promote entrepreneurial and therein entrepreneurship learning, education and training;
- Organisation and maintenance of networks within the regions and amongst the regions to exchange good / best practices and lessons learned through different means (conferences, workshops, video- and tele-conferencing, e-conferencing, e - community of practice, e-discussion fora, ETF-EL website/webpage hyperlinks to partner countries EL websites / web pages.

## 5.

### OVERALL ASSESSMENT AND MAIN CONCLUSIONS BY MAIN EVALUATION CRITERION

The mid-term review overall assessment and main conclusions of the ETF Entrepreneurship Learning (EL) Project are summarily presented below in relation to the six evaluation criteria (5 OECD-DAC generic + 1 ETF specific):

1. Relevance
2. Efficiency
3. Effectiveness
4. Impact
5. Sustainability
6. Added Value

The presentation per main evaluation criterion starts with a brief account of the most salient points of the assessment, highlighting issues and dimensions of special importance or significance. The main observations of the relevant chapters in the preceding main evaluation part on evaluation findings, together with these summary assessments form the basis of the formulation of the main conclusions, which for each criterion are presented as succinct bulleted lists of main strengths and challenges/weaknesses.

#### 5.1. Relevance

Not a Project as Such: The ETF Entrepreneurship Learning (EL) project is not a project in the conventional way projects are defined as aid delivery method by the European

Commission's EuropeAid. It has not been the subject of a clearly defined and delineated project preparation process consisting of an identification, formulation, appraisal and approval phase and does not have a predetermined duration limited in time, with clear objectives and results with targets and indicators (both final and interim) formulated for each, which need to be achieved within a certain period of time. On the contrary, the ETF EL project is part and parcel of the regular overall ETF programme of activities, which are prepared on an annual basis and for which annual budgets are prepared. ETF technically reports to the DG Education and Training (EAC), from which its budget is derived from. The (recast) Regulation defining the objectives of the Foundation in the context of the EU external relations policies with the Pre-Accession and the European Neighbourhood Partner Countries in one way or another makes ETF part of the EC external relations institutional cluster. Moreover this funding is channelled through the two neighbourhood funding instruments (IPA and ENPI) and particularly in relation to the two enterprise charters (now integrated under the Small Business Act covering these two regions). This broader framework of the EL project also implies that its relevance needs to be assessed within this broader context.

*Multi-tiered, Holistic and Lifelong EL:* The project has grown incrementally with its strategic orientation shifting from year to year in line with new developments in the conceptual framework of Entrepreneurship Learning towards a more holistic, lifelong process covering all subsequent phases of the learning life, from cradle to grave, covering both formal and informal learning, and moreover recognized as one of the key competences covering knowledge, skills and attitudes dimension and this to be seen in a broader enabling environment of the entrepreneurial society with special attention for EL training of teachers and trainers, of the EL learning institutions and other societal actors.

*The ETF-EL Project and the Broader Policy Environment:* The project tried to follow these trends towards more holistic EL, and in certain respects was also a proactive player in the further elaboration of certain aspects of the broadening holistic framework. However, strong limitation in budgetary and human resources prevented the project from capturing all aspects in an integrated way and from providing integrated EL policy support services to the Partner Countries accordingly. On the contrary, the project went on concentrating disproportionally, even despite its limited resources, on small parts of the total EL picture (e.g. on EL indicators development for higher education, absorbing to up to more than 60% of the entire EL project in pre-pilot 2009). Part of the problem lies in this lack of strategic project objectives and if any the consequent pursuit over time. Another constraining factor is the lack (still) of conceptual clarity, uniformity and consistency about Entrepreneurial Learning with the different stakeholders concerned and the compartmentalized policy framework. Hence the attempt to come in this review report to (i) an integrated EC policy framework for EL derived from Lisbon Strategy and consisting of three closely interlinked main pillars namely, the Oslo Agenda on Education and Training Framework, Enterprise Development related the two small enterprise charters and the SBA, and the Copenhagen / Bruges / Torino Process related to Vocational Education and Training – see chapter 2 and to (ii) a conceptual clarification of Entrepreneurship Learning in relation to the more holistic Entrepreneurial Learning in line with the Lisbon Strategy – see chapters 1.3, 2 and also 4.11 amongst other. In this holistic framework also the importance of an encompassing entrepreneurial pedagogy cannot be underscored enough, since touching upon the micro (individuals), meso (institutions) and macro (entrepreneurial society) levels alike.

*The EL Relevance Beyond Reproach:* On the other hand the creativity of the project in adapting to these evolving EL policy frameworks and even partially proactively contributing to them needs to be particularly mentioned, especially also in view of the limited resources allocated to the project. Overall, as policy and strategic subject, the relevance of

entrepreneurial and entrepreneurship learning in today's society faced by a severe economic and financial crisis in a globalised economy stays beyond any doubt. This has been recognized by all parties met in the course of the evaluation, both in the visited partner countries and at the European Commission. Also the EL project relevance in the broader context of small enterprises charters assessments, of EU foreign affairs relations with the pre-accession and neighbourhood regions countries, of EL policy support to both the Partner Countries and Regions and the Commission stands beyond any doubt. The relevance of ETF EL practical project experiences, good/best practices and lessons learned is recognized for intra-EU purposes a swell. In view of the above, there exists a strong rationale and even an urgent need for a broadening of EL programme operations, the modalities of which needing to be further looked into.

### *Strengths*

- Lifelong entrepreneurial learning with entrepreneurship learning integral part of that is recognized as of highest importance and relevance in today's society, characterized by a severe financial and economic crisis in a globalized economy with ever increasing fierce competition;
- The relevance of entrepreneurial learning for all facets of life, both business, individual and social and throughout the life cycle and thus major possible multiplier effects and impact creation;
- The relevance of the EL project in contributing to the functions of the European Training Foundation (ETF Recast Regulation 16 Dec 2008), five of the eight of which are directly focused on human capital development and the EL project contributing directly or indirectly to all of these.
- The relevance of the EL project as part and parcel of ETFs main mandate regarding human capital development in the context of the EU's external relation policies, and particularly in relation to the IPA and ENPI instruments;
- The special relevance of the EL project in relation to ETFs trust and tasks with regard to policy advice on human capital development matters to partner countries, exchanges of experiences, support to the delivery of community assistance to partner countries, dissemination of information and encouragement of networking, assessment of the overall effectiveness of training assistance to partner countries (e.g. through SME Policy Index assessments);
- The creativity in promoting and networking on lifelong entrepreneurial learning with key stakeholders in the partner countries;

### *Weaknesses / Challenges*

- The persistent conceptual ambiguities about entrepreneurship learning and entrepreneurial learning, causing confusion if not negative reactions;
- The confinement of EL support services in most partner countries to merely macro, national policy support only, without going beyond and bringing with it the danger of creating frustration for as long as not accompanied by action programmes to deliver EL services on the ground;
- The au-jour-le-jour, incremental project/programme planning without strategic directions, seeing the project evolving in different directions with lack of consistency and thus ultimately limited outcomes and impact;

- The discrepancy between the theoretical holistic concept of EL and the actual operations in the field concentrating on small segments of the framework only (danger of scratching the surface);
- The limited visibility of the EL project in the Partner Countries and its confinement to a rather limited nucleus of priority network contacts;
- The lack of resources to implement EL concepts and approaches or the limited exploration of such funding sources through the existing EC channels (e.g. through the Delegations, CSPs, NIPs, Sector / Thematic Wide Approaches and sector / thematic budget support, etc.
- A perceived bias of the EL project towards the enterprise development – entrepreneurship learning *stricto sensu* (cfr. the Enterprise Development policy pillar under the Lisbon strategy – figure 1).

## 5.2. Efficiency

*Broadened Mandate and Necessity of Results Based Performance Management:* The adoption in 2008 of ETF's Recast Regulation signified a further broadening of ETF's thematic mandate to encompass human resources development in a lifelong learning context and related labour market issues with a focus on policy support, and significantly added to the complexity of the work in the field of Entrepreneurial Learning. It urged even more to allocate resources in such way as to have the greatest results, effects and impact.

*Issue Based Programming, Selectivity and Volatility:* In the initial years, the EL project was highly centred around specific issues. In view of the basically ad hoc priority setting and planning of ETF-EL activities in the largest part of the evaluation period under review, it is hard to speak about a project, let alone a programme in the classical meaning of a and EU aid delivery method. From 2007 onwards, the EL project became more programmatic with different interrelated and mutually reinforcing key result areas planned for on a multi-annual basis (2007-2010). However, there is no strategic Logical Framework available covering the project period under review or any multi-annual part of it. Against the background of the very broad lifelong EL policy framework and limited resources available (both financial and human) priorities have to be set, choices have to be made. For the EL project this would mean a priority for high visibility, high policy and strategic impact initiatives with strong spin-off potentials. However, the actual options as for example evidenced in the budgetary allocations are not always obvious in this perspective. One clarification for the relatively high volatility in priorities over the year may be the changing human resources expertise in the house and/or re-allocation of specialised staff, urging for incremental, au-jour-le-jour planning and priority setting. While flexibility and smoothly adapting to changes in policy environments may be an organisational asset it also brings with it the potential danger of staying scratching the surface without effective and sustainable impact creation. Moreover, actual project activities (and budget allocations) are not always in line with the strategic priority for holistic lifelong EL policy and strategic advice, but there is a tendency for allocations to very specific subjects within the overall framework (e.g. TNA, KPIs for HEIs, amongst others). The cross-stakeholder partnerships promotion on the other hand is a very positive results area, very much in line with holistic, multi-tiered and encompassing LLL-EL.

*Innovative ETF-EL Work:* ETF's work on Entrepreneurship Learning has been innovative in different respects including: (i) The concept of national partnerships for lifelong entrepreneurship learning, (ii) The development and actual use of policy performance indicators in the field of entrepreneurial learning in a lifelong learning context, (iii) The generic character of the EL indicators transcending the national or regional levels, and; (iv)

The strategic partnership in a multi-agency framework including the European Commission DG Enterprise, OECD and EBRD, for example in relation to the monitoring of the SME Policy Index in Charters Partner Countries.

*Complexity of Operational Structures and Reporting Lines:* An important factor in ETF's institutional environment affecting efficiency of operations is the complex nature of its operations networks and reporting lines. As regards the Commission, the ETF's parent DG is DG EAC. The ETF needs to accommodate the various priorities of DG RELEX, DG ELARG, AIDCO and the EC Delegations (all under the Foreign Affairs family), and their needs for support. Furthermore, other DGs, principally EMPL, but increasingly JLS, ENTR and DEV have an impact on the ETF, particularly in the evolution from vocational education and training to human resources development. For the Entrepreneurship Learning project, this requires clear priority setting in close coordination with the main EC institutional parties concerned, in order to avoid spreading the scarce resources even more thinly over the different fields of special interest of these different institutional parties.

*Resources Allocation and Absorptive Capacity:* Over the years, the budgetary commitments to the EL project seem to follow a U-curve, highest in the beginning and at the end of the period, lowest in the middle. From this, one cannot conclude to a steadily increasing importance given to the EL project within the overall ETF programming, at least in budgetary terms. The highest absorptive capacity is registered in the early project years 2005 and 2008 (with a full 100.0 % in 2005 and 98.81% in 2006) going further down over the years to the lowest in the just preceding year with 71.29% (or less than three quarters). This downward trend is also observed in absolute figures, with the highest amount spent in the first year and then going down over the years with a slight upswing in the previous year 2008.

*Efficiency of EL Services Delivery to the Commission:* Of these 28 requests for ETF services from the Commission, 21 (or three quarters of the total) originated from DG Enterprise and Industry, as against 3 from DG Enlargement (11%), 2 from the Delegations in Partner Countries, 1 from DG AidCo and 1 from DG Education and Culture. Subject wise, more than half (16 out of 28 or 57%) of the requests for support services are related to PCP in one way or another (covering the entire integrated project cycle from programming, identification and formulation, implementation and monitoring to reviews), followed by policy advice with 6 or 21% of the total number of HQ requests. This implies that ETFs services to EC headquarters are not so much related to policy advice on Entrepreneurship Learning, but in first instance related to integrated cycle management of interventions in execution of EL policies and strategies. It also confirms ETF as "recipient" of EC policies and "conduit" of these policies to the Partner Regions and Countries. With regard to these Partner Regions, 19 or more than two thirds (67.9%) of the total number of requests for services were related to accession or pre-accession countries as against 9 (or about one third) for the Mediterranean Neighbourhood countries. From the base data included in the overview table under Annex 9 can be derived that all requested services have been completed on or before the expected end date. No data are available regarding EL Services Delivery to the Partner Countries or Regions.

*EL Project Management Tools and Practices:* A summary overview of the main observations and findings includes the following: (i) More systematic and enhanced use over time of planning instruments as documented; (ii) Generally quite incremental, au-jour-le jour, ad hoc planning with an annual scope in line with the annuity of ETF regular programme budgeting; (iii) Confirmation EL is no project (or programme) in the sense of an EC aid delivery method which to a large extent explains planning procedures, practices and tools as they are; (iv) One multi-annual strategic plan covering the 2007-2010 period; (v)

LogFrames contents not necessarily aligned with work plans (Project Implementation Plans – PIPs), in fact LogFrames and work plans are kind of separately provided for; (vi) Compliance with annual progress reporting provisions; (vii) Accomplishments generally not reported in relation to the plan targets; (viii) Actual work plans and activities not necessarily aligned with stated overall objectives; (ix) Target setting not systematic; (x) Genesis of planning and participation / contributions of different parties concerned not so clear; (xi) Evidence of flexibility of strategy and programme updating in reply to changes in environment (basically constituted by new or updated EC policies and/or strategic priorities); (xii) Work planning for two regions (IPA and ENPI) kind of separately, to a large extent caused by separate budgets for both regions / sub-programmes; (xiii) Use of indicators, but not always systematic, particularly not for progress and results reporting; (xiv) Not clear to which extent monitoring information is retrieved from the Partner Countries themselves, neither to which extent monitoring and evaluation information is fed back to the local and regional levels;

### *Strengths*

- Creativity and innovation in EL initiatives;
- Extent and quality of networking;
- Despite limited resources, quite some EL initiatives and activities planned and/or executed;
- Gradual introduction and more systematic actual use of management tools and practices;
- Flexibly in coping with complexity in e.g. policy frameworks, partnerships;
- Limited or no use of monitoring and evaluation, and no results monitoring system in place and operational.

### *Weaknesses / Challenges*

- No consequent programme or project logic;
- No strategic planning, but basically incremental, au-jour-le-jour planning and programming;
- Issue based programming, characterized by high selectivity and volatility;
- Strategic ETF thrusts, priorities and policy lines not necessarily reflected in actual initiative, activities and projects;
- No consequent concentration on core services related to holistic, encompassing lifelong EL policy and strategy advice, but tendency to focus on specific periphery activities;
- Limited resources allocation to the project, both in budgetary terms and in terms of human resources, and moreover not in progressive line over time;
- Limited absorptive capacity even in spite of rather limited budget allocations;
- Need for further strengthening of rational project/programme management with effective use of management tools and streamlined processes.

### 5.3. Effectiveness

*EL Policy Support Services in the Work Plans and Reports:* The analysis of the EL project annual work programmes (Project Implementation Plans – PIP) shows important initiatives regarding EL policy support services to Partner Countries, for example: the EL policy know-how transfer facilitation from the Pre-Accession region to the Mediterranean regional partners; the meetings of and workshops with policy makers regarding the development of the EL indicators and charter implementation monitoring based on these indicators; the guidelines for inclusion of LLL key competences, amongst which EL, in ETF partner country policies and projects; the different EL dissemination events and the virtual network coverage; EL policy partnership training on EU policy frameworks, etc. The crucial role of the National Charter Coordinators as pro-active partners and conduits for these policy support services need to be particularly highlighted in this context, but is not systematically strengthened.

*EL Programme Target Groups and Market Segmentation Strategy:* The comprehensive coverage of the ETF EL programme relates both to the EL subject matters: Both EL policy advice and more technical support to actual EL programmes and activities management through the network of key stakeholders in both the public and private sectors of the Partner Countries, and also to the target groups. ETF is expected to cover these in accordance with the wide mandate entrusted to it in relation to the Small Enterprise Charters and along the principles of holistic Lifelong Learning (LLL) at the basis of its EL strategy, programmes and activities. This not only requires ETF to necessarily strategize and prioritise its EL services to the different stakeholders concerned but also, and at least equally importantly so, to customize its EL programme services for the main target groups concerned. This requires a market segmented programme strategy based on an assessment of felt needs by these respective groups. Such encompassing target groups customized EL strategy would need to cover the following main EL target groups: (i) Children in kindergarten; (ii) Primary school pupils; (iii) High school students; (iv) Vocational education and training learners; (v) Masters students; (vi) Creative potential among the experienced; (vii) Teachers and trainers; (viii) Decision makers and other key actors; (ix) Young entrepreneurs – starters; (x) Established entrepreneurs needing further coaching and other support services.

*Three-Tiered Entrepreneurial Competences:* The integration of entrepreneurial competences in education and training programmes necessarily needs to be facilitated in a concerted and integrated manner at the following three levels in order to be effective and having the desired lasting impact: (i) In education and training as such, (ii) At the institutional level, and (iii) At the level of broader society.

*The Direct Appeal and Challenge to ETF's EL Programme:* From the above it is clear that a holistic Entrepreneurship Learning strategy and programme necessary needs to cover the three indicated levels of entrepreneurial competencies. This particularly pertains to the society level and therefore is of special importance for ETF-EL programme strategizing. The ETF-EL programme in principle in first instance is geared towards EL policy support. While it obviously is impossible for ETF to cater to the EL needs and requirements of all the actors / stakeholders directly and individually, it is its EL policy and strategy and support services at macro level to governments and private sector partners in the Partner Countries which need to be provided in this holistic perspective. It is this broader enabling environment ultimately determining the success, viability and sustainability of effective entrepreneurship learning and development ETF should concentrate on as a matter of strategic priority. However, there are major challenges to be met still for the ETF-EL project



in this context, requiring a more systematic and comprehensive programme and strategy concentrating on high and broad impact interventions, if the programme is to graduate from scratching the EL surface, regardless how valuable and important each of its individual initiatives may be in their own right.

*The Actual Under-exploitation of ETF's Comparative Advantage as EI Centre of Excellence:*

In accordance with its mandate and the EL project objectives in a holistic (both multi-tiered and LLL) perspective in particular, ETF is expected to build capacity for developing lifelong entrepreneurial learning covering the entire education system (all ISCED levels, and both formal and informal) as well as the creation/upgrading of enterprise skills in all partner countries from the IPA and ENPI regions: a huge, if not enormous task. In reality however, the ETF-EL project in the process to a large extent got downsized in the other extreme of disproportionally focusing on Higher Education solely, and within this segment merely only on the issue of HEI indicators development. Obviously, the EL programme is severely understaffed especially if compared to the huge tasks and challenges confronted with. Due to the limited capacity in terms of HR and the constraints in budgetary resources, the ETF EL team does not seem to be in a position at present to cover the whole entrepreneurial educational and training sector needs, hence missing out on project effectiveness, as well as on opportunities in general. As such, ETF so far does not seem to have exploited systematically its comparative advance as centre of excellence in the niche area of lifelong entrepreneurial learning.

*Proxy Assessment of Effectiveness: Outcomes Level:* From the ETF documents it is not possible to make a meaningful assessment of project outcomes, let alone impact, at the level of the respective Partner Countries. The main source of Entrepreneurial Learning results (outcome and impact) information in the respective Partner Countries is the bi-annual assessments of the progress of the implementation of the small enterprise charters in both regions through the comprehensive and structured monitoring exercises of SME Policy Index determination. Of course, the progress reported in these independent monitoring reports of Charter implementation does not imply any attribution of these results to the ETF EL project activities. The progress reported therein obviously is the outcome of a much broader set of initiatives and enabling environment factors. But still, they are a useful proxy for EL project results measurement / assessment.

*The Activities in Relation to the Two EL Related Charters' Dimensions:* The main Enterprise Charters support activities initiated and/or executed by the ETF in the recent years are presented in relation to the two Charters' dimensions dealing with entrepreneurship learning (entrepreneurship education and training, and skills improvement / availability) and are based on the two comprehensive monitoring assessments concluded so far. The main summary conclusions and recommendations with regard to the Charter support activities are presented separately for both the Western Balkans region (covered by the European Charter for Small Enterprise - ECSE) and the Mediterranean region (covered by the European-Mediterranean Enterprise Charter - EMEC). They are listed in detail per SME Policy Index key indicator separately under Annex 4 to this report. Below are some summary strengths and weaknesses.

### *Strengths*

- Gradually over time more interest in and actual commitment to strategic objectives and to strategic project / programme management (e.g. use of LogFrame) and thus in / to project effectiveness;

- The strengthened ETF overall management, monitoring and evaluation systems have important spill over effects to the ETF-EL project;
- ETF-EL collaboration with OECD, EC and EBRD for assessment of small enterprise charters implementation progress via the SME Policy index has enhanced internal capacities for results monitoring and evaluation based on indicators;
- Growing interest in EL policy impact measurement at the level of the different target groups of a holistic, multi-tiered lifelong EL programme;
- The launch of TNAs for inventorizing SME EL and related needs has increased the interest in EL policy support to the partner countries beyond the boundaries of macro EL policies and strategies.

### *Weaknesses / Challenges*

- No monitoring, follow-up and evaluation systems for assessing project / programme effectiveness are in place;
- No target setting on programme key performance indicators as comparative basis for assessing actual achievements in relation to the preset targets;
- Project objectives and key result areas, if formulated and/or in place at all, are limited to process and direct results (outputs) only;
- There are no strategies in place for delivering results on the ground;
- Actual pursuit of lifelong EL services delivery on the ground still leaves much to be desired, for example through the application of an entrepreneurial pedagogy covering all phases of life and with a main focus on EL training of trainers / teachers;
- In such context, project activities are basically implemented as an end in themselves without any significant connotation of effectiveness at the level of the ultimate target groups and/or beneficiaries;
- Institutional strengthening for EL programmes delivery is not an area of systematic concern in the ETF-EL project, neither are strategic frameworks for effective programme delivery;
- The rationale and effectiveness of staff missions is not always clear;
- The ETF-EL website is not yet developed into an interactive information sharing and networking place, let alone into a virtual EL network;
- Visibility of the ETF-EL project/programme and the services offered in the Partner Countries leaves room for considerable improvement.

### **5.4. Intended and Unintended Impact and Prospective Impact**

*Ensuring EL Services Delivery Impact on the Ground:* While EL policy support services are the core business, the very heart of the ETF EL programme in accordance with the ETF mandate, these services obviously are not an end in themselves. Policies are mere vehicles to ensure effective service delivery and results on the ground at the level of the ultimate target groups (clients, beneficiaries) in the lifelong learning cycle. The strategies need to take duly care of the efficiency and economy dimensions of EL programme delivery. As attested to by different parties consulted during the evaluation field visits, policies without actual (provisions for) implementation not only are useless, but even more negatively, they are counterproductive since leading to frustration and adverse reactions: “What we need is

not words, but results on the ground". It therefore is wise for ETF-EL programme to not only concentrate on policy support and coordination / networking services but also on high impact pilots directly targeting specific target groups, or even more importantly to exchange and duly disseminate concrete, practical best practices inspiring other EL projects and activities on the ground.

*The Enabling Environment of EL on the Ground:* Of particular importance in this respect, is to have in place a strong regional and local institutional structure to bring the services to the target groups / beneficiaries in their "natural" environment and in order to lower as much as possible access thresholds and fear. In addition, one of the key lessons learned from actual EL programme implementation on the ground in Tunisia is that the ultimate success and impact of Entrepreneurial Learning to a large extent remains linked to two unavoidable conditions: an entrepreneurial pedagogy and appropriate guidance measures and actions.

*The Challenge of SME Policy Index Monitoring at EL Target Groups Level:* The SME Policy Index to assess the Small Enterprises Charters' implementation basically focuses at performance at the SME macro policy level. This is also evident from the respective individual indicators constituting the index, even if these indicators pertain to the different successive phases of lifelong learning and the institutions associated with it (e.g. the education institutes at the different ISCED levels). The index contains quite a number of intangible (and thus more difficult to "measure" or even "assess") dimensions, sub-dimensions and indicators at meta level (e.g. policy framework for entrepreneurial learning, policy partnership, policy support resources, policy elaboration, and the like) which have no direct relevance to ultimate EL programme impact at the level of the target groups. But obviously these are not less important for effective EL programme impact generation, on the contrary (enabling environment, multiplier effects, etc.). However, not taking in policy results at the level of the target groups creates frustration with the different parties concerned as was witnessed during the country field visits. The index thus remains a "far from my bed show", if not a paper tiger. The strongest arguments for the acceptance of a new programme as Entrepreneurial Education, is demonstrating effects, impact on the ground, thus requiring outcome and impact measures on the ground, at the level of the target groups.

*Policy Monitoring and Results Monitoring:* There is no sequencing between these two systems, as one cannot go without the other: policy monitoring and their results monitoring (three levels: impact, outcome and outputs in LogFrame parlance) need to go hand in hand, they are as the two sides of the same coin.

*Proxy Assessment of Impact:* From the ETF documents it is not possible to make a meaningful assessment of project outcomes, let alone impact, at the level of the respective partner countries. The main source of Entrepreneurial Learning progress (outcome and impact) in the respective Partner Countries is the bi-annual assessments of the progress of the implementation of the small enterprise charters in both regions through the comprehensive and structured monitoring exercises of SME Policy Index determination. Of course, the progress reported in the independent monitoring of Charter implementation does not imply any attribution of these results to the ETF EL project activities. The progress reported therein obviously is the outcome of a much broader set of initiatives and enabling environment factors.

*The Plea for EL Indices and Measurements at the Level of the Target Groups:* None of the seven Western Balkan countries has a score higher than 2 on the SME Policy Index 1-5 scale for the indicator of EL monitoring and evaluation. With an average of 1.79 for all countries this is a clear indication of the challenges to be met still in all countries with regard

to EL monitoring and evaluation and thus also for the SME Policy index itself. It is an invitation to go beyond the policy level with the index and to develop indices for the different target groups. This would transform the SME policy index into an effective management tool, useful for EL programme and projects performance planning, management, measurement, monitoring and evaluation. EL policy assessments at the macro level via the SME Policy Index necessarily should be complemented by performance assessments via indices at the level of the different target groups in order for these policies not to see themselves reduced to paper tigers. The lack of baseline data and monitoring and evaluation systems even threatens to undermine the very validity and relevance of the SME Policy Index assessments. Moreover from the country field visits it was learned that staying at the policy level only creates frustration, if not complemented by action programmes and results evidence on the ground.

*Index Constraints for EL Programme Outcomes and Impact Assessment:* The first SME Policy Index monitoring and reporting for the Western Balkans took place in 2007. Unfortunately the composition of this first index is different from the second index (also with regard to the set of sub-dimensions within each dimension) which makes it rather difficult, if not impossible, to make longitudinal / trend analyses over the period 2007 – 2009 of index changes in the different countries. This is another methodological constraint to measure effectiveness and especially outcomes and impact of charter implementation and, as integral part thereof, also of the human capital strengthening dimensions. Another constraint is that the 2007 and 2009 SME policy index reports use different indicators and thus making it impossible to make an objective longitudinal assessment of impact over these years. This report includes a more detailed analysis of SME Policy Index strengths and challenges under **Annex 4**.

*Evidence from the Charter Reports based on the SME Policy Index:* The above main observations, conclusions and recommendations based on Charters implementation progress assessments via the SME Policy Index give strong additional empirical evidence of this necessity of M&E systems beyond the strict macro policy support level. Monitoring and evaluation is assessed to be the weakest link of the EL policies and strategies in virtually all covered countries.

*Absence of EL Results Monitoring and Evaluation in ETF-EL Plans and Programmes:* It therefore is even more remarkable that neither the ETF-EL project work programmes nor the 2007-2010 strategic framework include any provisions for strengthening monitoring and evaluation methodologies and systems on the ground, at the level of the EL target groups and the direct services providers. If project and programmes as ETF's EL project are all about ensuring sustainable, lasting impact, then this is one of the main observations, and at the same time conclusions and recommendations of this study.

### *Strengths*

- Consensus is building that EL policy support services at the macro level without being complemented with support services for actual programme delivery on the ground does not make sense and in fact even may be counterproductive as leading to frustration with the main stakeholders concerned.
- Conceptual clarity and consensus about multi-tiered, holistic lifelong entrepreneurial learning (and entrepreneurship learning as one component thereof) is rising.
- The need for customized, target groups specific EL strategies, tools and programmes (which necessarily are strongly interrelated and complementary in one

big continuum) is getting commonly recognized and concrete initiatives are being worked out.

- Entrepreneurial learning is seen within the broader context of an entrepreneurial society (necessary enabling environment).
- Good / best practices on the ground and lessons learned are being documented and compiled for dissemination.
- ETF-EL specific programme on linking – aligning of institutional stakeholders (particularly the ministries of Economy and of Education) for holistic LLL EL policies, strategies and programmes

### *Weaknesses / Challenges*

- No monitoring and evaluation systems in place to meaningfully assess any impact (or even outcome) of the ETF-EL project in combination with other initiatives and projects in this field;
- The SME Policy Index includes only indicators at the policy level, without outcome and impact indicators at the level of the respective target groups, and quite some policy index measurements cannot be done because of lack of base information. For EL this particularly pertains to skills availability (improvement) policy and charter action plan dimensions;
- No organisational and institutional aspects are included in the SME Policy Index under the two EL related dimensions (Entrepreneurship Education and Training, and Skills Availability / Improvement);
- There are no systematic services provided under the EL programme for EL programme strategic and operational frameworks nor for institutional frameworks;
- Sector Wide Approaches / Thematic Area Wide Approaches for Entrepreneurial Learning have not yet been piloted in accordance with the above-mentioned holistic concept of entrepreneurial learning in an entrepreneurial society, nor has EL sector / thematic area budget support mainstreamed within the national CSPs / NIPs of the Partner Countries been piloted yet.

## **5.5. Sustainability and Prospective Sustainability**

*Participation, Consultation and Consensus Building:* As evidenced by the actual processes and initiatives undertaken, the ETF-EL programme in general pursues a participatory and consultative process approach geared at building consensus. These processes can be quite elaborate, time and resources consuming, but having to cater to the needs of very different partner countries, there probably is no other way. In quite some instances, formal procedures have been elaborated to guide these processes. This for example is the case for: (i) the development and ultimate selection process of SME Index indicators for higher education, (ii) the Training Needs Analysis (TNA) being conducted in connection with the Charters' dimension on availability of / improved skills, and (iii) maybe most evidently in the case of the monitoring of the progress of Charters' implementation (in consortium with OECD, EC and EBRD) via the SME Policy Index. But on the other hand the Evaluation Team got informed about lack of openness, transparency and effective consultation in the preparation processes for the development of national EL policies and strategies. Of particular importance in this connection was the mentioning of the lack of / the insufficiency

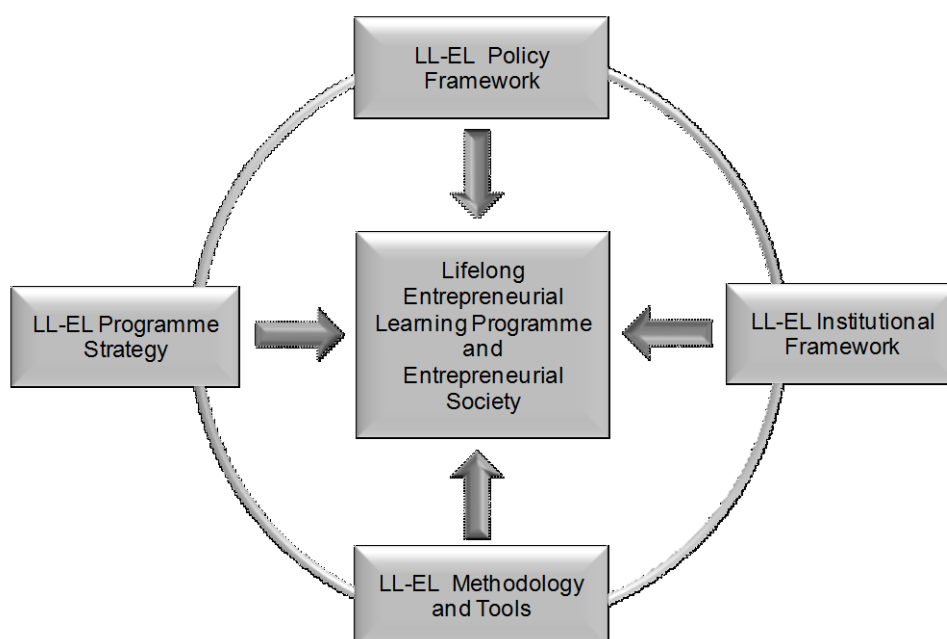
of institutional fora and mechanisms for formally discussing policies and strategies with due involvement and consultation of all main stakeholders concerned.

*Policy Support as “Conditio Sine Qua Non”*: Policy support is a “conditio sine qua non”, a necessary precondition for the success of any entrepreneurial learning project. The extent and quality of this support is determined by the extent to which these programmes are integrated in the national development policies and strategies of the country. In the case of Tunisia, the support to start-up and the further nurturing and development of small enterprises with at the same time a stronger emphasis on the development of entrepreneurial skills with entrepreneurs and wage workers alike have constituted and will constitute the corner stone of the economy and of the development policy of the country. It is in such enabling policy environment that an integrated lifelong entrepreneurial learning project as FORTI in Tunisia could develop harmoniously with the support of government in close collaboration with the public and private entities directly or indirectly involved in its implementation.

*Success Factors*: The availability of financial resources for investments by the graduates from the CEFE course (enterprise start-up course – training of entrepreneurs) in Tunisia has had considerable impact on the introduction and operationalisation of such training in other countries. Thanks to the conducive policy environment in Tunisia, the holistic EL project could achieve a high rate of new enterprise start-ups. Moreover, through programme ownership building of the programme at the levels of both Government and implementing agencies, both public and private, programme sustainability and lasting impact are strived for. Part of the success of the FORTI project is also due to the fact that it benefited from sufficient time to grow and develop and to adapt its tools over time, based on good practices and lessons learned in the process. The other success factor is that it strongly concentrated on effectively applying the EL methodologies and tools at the level of the different target groups after these methodologies and tools have been developed and adapted to their concrete needs with strong inputs and feedback from the target groups (clients / beneficiaries) themselves. This facilitated easy internalisation of the contents of the entrepreneurial / entrepreneurship training.

*Institutional and Strategic Frameworks as Challenge*: With a national policy framework for Lifelong Entrepreneurial Learning in place and with moreover customized EL tools and processes developed and pilot tested, there in principle is a strong enabling environment in place for sustainable Entrepreneurial Learning. However, as was learned from the evaluation country field visits, there are two more essential components of such enabling environment which need to be duly attended to for truly sustainable and impact generating LL-EL programmes. These are: (i) a strong institutional framework, and (ii) an integrated strategic implementation framework. Earlier in this report, the evaluation analysis was focused on the broader policy framework, (chapter 4.1), the holistic EL concept and the necessity of reaching out to the different target groups with special customized LL-EL tools and EL methods (chapter 4.2), the necessity of a consistent strategy (chapter 4.3) delivering results on the ground (chapter 4.4) and of appropriate EL performance measurement, monitoring and evaluation tools and system (chapter 4.5). The major dimension still lacking in the analysis, highlighted in the Charters Assessments as equally crucially important success factor is the necessity of a conducive institutional framework to bring the policies, strategies and programmes effectively to the level of the targeted clientele, stakeholders and ultimate beneficiaries on the ground.

**Figure 6 : The Main Components of an Integrated Framework for Results Based Lifelong Entrepreneurial Learning Programme Delivery<sup>1</sup>**



*The Integrated Framework for an LLL Entrepreneurship Programme in an Entrepreneurial Society:* The above Figure 6 shows these four main components of an integrated framework for a results based lifelong Entrepreneurship Learning programme in an entrepreneurial society.

*Institutional Framework in the SME Policy Index:* Unlike for the policy framework, there is no specific sub-dimension or even a specific indicator in the Entrepreneurship Learning related Index dimensions (neither in the Education and Training for Entrepreneurship dimension, nor in the Skills dimension) of the SME Policy Index to monitor the necessary enabling institutional framework and environment. However, this is a special sub-dimension under index dimension 3 “Better Legislation and Regulation” (remarkable – since this dimension in fact logically resorts under policy framework).

*Overall EL Steering:* The EL evaluation country field visits also provided ample evidence of the necessity of an interagency steering committee, preferably headed by the Prime Minister or similar supra-ministerial entity to set overall policy directions and decide on strategic frameworks, look after the most optimal institutional frameworks and regional networks, and assure the consistency and complementarity of EL programmes, of EL methodologies and of EL tools.

### *Strengths*

- Entrepreneurship Learning is a regular programme of the European Training Foundation in as much as it is mainstreamed in its overall business processes (work planning, budgeting, monitoring, reporting, etc.);

<sup>1</sup> Taken from and further discussed under Chapter 4.6 “The crucial importance of LL programme institutionalisation”.

- There is ever growing political and policy support for entrepreneurial / entrepreneurship learning as a key transversal, thematic policy, strategy and programme pervading all segments of society (the entrepreneurial society) key to sustainable and inclusive national development, both at the side of the EC and in the Partner Countries;
- A growing recognition that EL policy support necessarily needs to be complemented with EL programme services delivery on the ground at the level of the different target groups (necessary programme customization for different target groups and outcome/impact concerns);
- EL policies, strategies, processes and tools development spearheaded by ETF-EL is generally done in a participatory manner involving all main parties / stakeholders concerned, thus ensuring ownership and (potential) sustainability;
- ETF is supporting EL development processes spearheaded by the local stakeholders in the Partner Countries, and thus is not substituting them in EL programme delivery;
- All EL processes supported by ETF are mainstreamed and duly owned by the responsible government agency(ies) and/or private sector agencies concerned. No parallel processes are designed, neither are special ad hoc projects with questionable sustainability created;
- Emerging intensified / priority attention for institutional aspects of EL policy support and programme delivery, especially also at regional and local levels for mainstreamed and sustainable EL policy and programme delivery on the ground;
- The operations of the South East Europe Centre for Entrepreneurial Learning are expected to be sustainable within three years based on the contributions from the SEECEL member states;
- Regional and national partnerships and networks have been encouraged, created and are effectively operational. Regional plus inter-agency coordination has been strengthened, facilitating learning from each other with regard to good / best practices and lessons learned.

### *Weaknesses / Challenges*

- Adequate resource basis (both financial and human) for ETF EL programme activities with a multi-annual time horizon enabling PCM based programme performance and results management;
- EL programme counterpart budgets from Partner Countries, possibly pooled in a regional programme set – up;
- Ownership and related sustainability issues at the level of the Partner Countries of the SME Policy Index and the charters / SBA implementation progress assessments. This are basically related to the lack of / to weaknesses in monitoring and evaluation systems which need to generate and process the necessary index information at the level of the different stakeholder / target groups (EL outcomes and impact);
- Non-existing or weak linkages / integration of ETF EL policy support services to Partner Countries with / in the overall EC cooperation policies, strategies and programmes with these partner countries (e.g. in the CSPs and NIPs);



- Insufficient exploration in the Partner Countries of the desirability and feasibility of comprehensive Sector Wide Approaches / Thematic Area Wide Approaches (SWAp / TWAp) for multi-tiered, holistic lifelong Entrepreneurial Learning in an entrepreneurial society, and their facilitation through sector / thematic areas budget support mechanisms.

## 5.6. Added Value

The perception of ETF added value and its comparative advantages in the field of Entrepreneurial / Entrepreneurship Learning by both the European Commission and the Partner Countries is discussed in the last chapter on the main evaluation findings here before in this report.

The general perception and appreciation of ETF added value is presented first in a summarily way. This then is followed by a listing of the main comparative advantages with concomitant roles plus responsibilities of the ETF in the EL field which were mentioned most often and/or stressed most by respectively the main EC and the main partner countries' stakeholders. In order to avoid duplication, the reader is referred to this report Chapter 4.11 for more details.

## 6.

### RECOMMENDATIONS

The Clusters of Individual Recommendations: The recommendations emanating from this mid-term review of the ETF Entrepreneurship Learning Project are primarily based on (i) the main evaluation findings by cluster of evaluation questions as reflected earlier under Chapter 4 of this report, and on (ii) the overall review assessment and main conclusions by main evaluation criterion incorporated under Chapter 5 thereafter. These individual recommendations are summarily listed in bullet style hereafter in the following eight clusters of recommendations:

1. Alignment of LL-EL project design with policy frameworks
2. The holistic EL concept and target group specific strategies and programmes
3. Conducive policy and institutional frameworks in the Partner Countries
4. ETF-EL project strategizing and results management
5. The SME Policy Index and EL project monitoring and evaluation
6. Vertical and horizontal project coordination and networking
7. Resources allocation and management
8. ETF-EL added value and niche areas

The Set of Key Recommendations: These recommendations, as well as the main findings and conclusions, have been discussed with the main stakeholders of ETF headquarters in Turin during the 9-10 March 2010 two day evaluation feedback and consultation event. As a result of this process, the multitude of individual recommendations under each of these eight clusters have been collapsed into a limited number of key recommendations as suggested basis for ETF strategic agenda setting in the coming years for its Lifelong Entrepreneurial Learning programme.

### 6.1 ETF-EL Mid-Term Evaluation Key Recommendations

1. Further mainstream Lifelong Entrepreneurial Learning (LL-EL) as a regular flagship programme of the ETF with special emphasis on professionally oriented education and training, including Vocational Education and Training (VET);
2. Further strengthen the strategic design and results oriented performance management of the LL-EL programme, including the LL-EL in the ETF country programmes;
3. Continue to strengthen the alignment of ETF Lifelong Entrepreneurial Learning programme design, strategy and activities with the three main EC policy framework clusters on LL-EL under the Lisbon Strategy: (i) Education and Training Framework – Oslo Agenda, (ii) Enterprise Development – Small Business Act, and; (iii) Vocational Education and Training – Copenhagen/Bruges/Torino Process;
4. Ensure EL services delivery and ultimate impact on the ground to be the overarching concern and strategic long-term objective of the LL-EL programme, and to that effect complement the EL policy support services to Partner Countries at national, macro level with tools and support services for managing target-groups specific action programmes to deliver LL-EL services on the ground as further concretisation of these macro policies;
5. Further strengthen ETF as a clearinghouse and centre of excellence for LL-EL knowledge management (in time, in action), with special focus on (accredited / pre-reviewed) best practices and lessons learned of targeted programmes experiences, and with maximum use of upgraded state-of-the art multimedia technology;
6. Further pursue strategic networking, partnership building and facilitation on LL-EL, particularly with the aim of building bridges between the education and industry sectors and the creation / strengthening of overall steering and coordination partnerships of tripartite policy and decision makers (Government, Employers and Workers) at national and regional levels to ensure holistic LL-EL programme institutionalization, ownership and sustainability;
7. Strengthen provision of advisory services to partner countries regarding monitoring systems and tools of LL-EL policy implementation outcomes and impact at the level of the different target groups based on the use of key performance indicators and composite indices, and link these tools and systems to the SME Policy Index and the monitoring measurements and assessments based on the latter;
8. Strengthen the coordination with and the advisory services to the EC Delegations in the ETF Partner Countries regarding the design and implementation of EC supported holistic programmes, and where applicable, Sector / Thematic Wide Approaches (SWAPs / TWAPs) on Lifelong Entrepreneurial Learning;
9. Consider the observations made in this report regarding strengths and weaknesses of the SME Policy Index to assess Charters (ECSE and EMCE) implementation progress in order to further strengthen Index functionality for performance assessment of lifelong entrepreneurial learning policies, strategies and programmes in general and of the ETF LL-EL programme in particular;
10. Ensure full coverage of the whole cycle of Lifelong Entrepreneurial Learning by the SME Policy Index (now basically ISCED levels 2 and 3 only), with special focus on the tertiary, university level, and also the pre-primary and primary levels, and ensure

particular coverage of Entrepreneurial Learning in professionally oriented education (including VET) set against the Lifelong Learning perspective of the Small Business Act;

11. Ensure gender sensitivity of all LL-EL policies, strategies and programmes, with particular attention for the gender sensitivity of LL-EL key performance indicators
12. Ensure broadened and enhanced functionality of the SME Policy Index not only as an external monitoring (and accountability) and benchmarking tool, but in first instance as an internal policy, strategy and programme management tool (for both strategic and operational management), and as such ensuring its ownership and sustained effective use within the Partner Countries themselves, both by the public and private sector stakeholders concerned;
13. Further strengthen vertical and horizontal LL-EL programme coordination and networking especially in relation to ETF's knowledge centre of excellence and clearing house functions regarding LL-EL, with special attention for LL-EL virtual networking, extensive use of video- and teleconferencing, programme visibility, tripartite programme set-ups, support to SEECCEL and possibly similar (sub-)regional set-ups in the Southern and Eastern Neighbourhood;
14. Given the crucial importance of LL-EL in the present day society and globalised economy and its relevance for all facets of life (professional, private and societal) and given the still untapped programme potentials and appreciated mid-term perspective, and furthermore given the programme appreciation by both stakeholders in the Partner Countries and a EC Headquarters, explore the possibility of expanding scope of operations and give due consideration to the requirements this entails in terms of both budgetary and human resources allocation to the LL-EL programme;
15. Ensure strengthened rational LL-EL programme management in all its facets (incl. performance and results planning with target setting on key indicators, programme performance management, monitoring and reporting along these indicators, etc.) with special attention for the appropriate institutional anchoring of the LL-EL programme in the ETF organisational chart, LL-EL tasks and responsibilities reflected in organisational units' function descriptions and staff job descriptions, programme budgeting in relation to planning, mainstreaming of LL-EL in ETF regional and country programmes, rationalisation of LL-EL staff missions, etc.;
16. Further pursue Centre of Excellence ambitions regarding Lifelong Entrepreneurial Learning (LL-EL) in the broad, holistic sense of the term for the entire Pre-Accession and (Southern and Eastern) Neighbourhood regions particularly in niche areas where ETF has a demonstrated added value, including: (i) Strategic networking and support services on holistic lifelong entrepreneurial learning policies and strategies; (ii) Multi-media knowledge centre and clearinghouse on all LL-EL matters and particularly regarding best practices and lessons learned compilation and dissemination; (iii) Support services to Partner Countries regarding LL-EL outcomes and impact monitoring system at the level of the different LL-EL target groups; (iv) Innovative high impact LL-EL programmes; (iv) Support to EC Delegations on all LL-EL matters, incl. possible EL-LL Sector Wide Approaches supported by sector budget support programmes where feasible and appropriate, amongst others.

## **6.2. Clustered Individual Recommendations**

### **A. *Alignment of LL-EL Project Design with Policy Frameworks***

- A.1. Ensure conceptual clarity about Entrepreneurial Learning and Entrepreneurship Learning, including, clear definitions of both and clearly differentiating one from the other;
- A.2. Critically assess and validate the decomposition of the summary European policy framework for Lifelong Entrepreneurial Learning (LL-EL) derived from the Lisbon Strategy and consisting of three main interrelated and complementary pillars<sup>1</sup>:
  - (i) Education and Training Frameworks – the Oslo Agenda;
  - (ii) Enterprise Development – the Small Business Act;
  - (iii) Vocational Education and Training – the Copenhagen/Bruges/Torino Process
- A.3. Ensure this comprehensive EC policy framework pervades all ETF EL policy and related support work with the Partner Countries in a balanced way with regard to the three components, and with in addition due attention for Innovation and Creativity policy and strategy dimensions;
- A.4. Correct / counterforce any (possibly) perceived biases of the EL project towards any of the three EL policy pillars under the Lisbon Strategy and pursue tripartite approaches where appropriate (Government, Employers, Workers)
- A.5. In view of this holistic entrepreneurial learning EC Policy Framework, consider broadening the project's / programme's title to Lifelong Entrepreneurial Learning (LL-EL) Project / Programme;
- A.6. Consider reorganising the project / programme's design in line with this overall EC policy framework, e.g. with the LogFrame incorporating these three policy pillars as LL-EL Key Result Areas (KRAs, with for each specific activities thereunder;
- A.7. Ensure multi-annual planning and programming along these three policy and strategy lines and ensure maximum coherence and mutually strengthening effects amongst these three dimensions;
- A.8. Coordinate and support the Partner Countries with the design and operationalisation of policy, strategic, institutional and programming frameworks along these lines;
- A.9. Strengthen institutional coordination with the main EC institutional entities (Directorates General - DGs) at EC Headquarters in charge of these policies and strategies, in particular (i) the DG for Education and Culture (EAC), (ii) the DG for Enterprise and Industry (ENTR), and; (iii) the DG for Employment, Social Affairs and Equal Opportunities (EMPL), amongst others;

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<sup>1</sup> See figure 4 on page 23

- A.10. Ensure gender sensitivity of all LL-EL policies, strategies and programmes, with particular attention for the gender sensitivity of LL-EL key performance indicators.

***B. The Holistic EL Concept and Target Group Specific Strategies and Programmes***

- B.1. Ensure ETF actual LL-EL policy support to partner countries is in line with the overall EC policy framework and the conceptual framework of multi-tiered, holistic, lifelong entrepreneurial learning covering the three main policy components / pillars in a balanced way;
- B.2. Maximally customize and adapt this LL-EL conceptual and policy framework to the specific circumstances, needs and policy priorities of the respective Partner Countries as a result of policy dialogue involving all main stakeholder parties concerned;
- B.3. Ensure EL services delivery and ultimate impact on the ground to be the overarching concern and strategic long-term objective of the LL-EL project / programme;
- B.4. To that effect, complement the EL policy support services to Partner Countries at national, macro level with tools and support services for managing action programmes to deliver LL-EL services on the ground as further concretisation of these macro policies, with special attention for outcome and impact measurement and monitoring tools and systems;
- B.5. Agree on a classification of main LL-EL target groups and design target groups specific strategies and programmes with concrete high impact and high visibility action programmes for each, while guaranteeing their consistency and smooth progression between the successive ISCED levels (from cradle to grave, from ISCED 0 pre-school to ISCED 4 tertiary), as well as covering the whole guidance cycle of vocational and enterprise development related entrepreneurship learning and skills upgrading guidance and coaching, both formal and informal (preparation, start, continued sustainable operations, etc.)
- B.6. Avoid disproportionate concentration of actual EL programme operations on small, peripheral segments only of the overall EL policy, strategic and programming framework, but concentrate on high impact support interventions (e.g. design of sectoral and/or sub-sectoral policy and strategy frameworks, development of target group specific EL toolboxes, design of training of trainers programmes, EL integration in curricula, EL in SME starters kits, etc) and ensure that specific tools and interventions are aligned with the holistic LL-EL conceptual and policy framework;
- B.7. Introduce entrepreneurial pedagogy in all Lifelong EL programme components;
- B.8. Concentrate especially on EL training of teachers / trainers / coaches on a priority basis in order to ensure EL multiplier effects and guarantee LL-EL programme sustainability;

- B.9. Ensure that the integration of entrepreneurial competences in education and training programmes is facilitated through concerted and integrated competencies strengthening action at three tiers:
- (i) in education and training as such (both student/trainee and teacher);
  - (ii) at the institutional level (particularly school management and public and private sector EL service providers to SMEs), and;
  - (iii) at the level of broader society (families, communities, business community, etc.)
- B.10. Propagate and pursue lifelong entrepreneurial learning within the broad framework of an “entrepreneurial society”.

**C. *Conducive Policy and Institutional Frameworks in the Partner Countries***

- C.1. Facilitate finalisation and early approval of holistic, encompassing EL policies and strategies in the Partner Countries;
- C.2. Ensure more prominent and systematic attention for institutional and organisational strengthening in EL policies and strategies, in order to ensure effective EL programme delivery on the ground at the level of the different target groups;
- C.3. Cover all main institutional stakeholder parties concerned in the EL institutional frameworks and pay special attention to the coordination between these parties for integrated, holistic EL programme delivery;
- C.4. Ensure coordination and due involvement of the different stakeholders from both public and private sectors in the identification, design, development, execution, monitoring and evaluation of entrepreneurial learning policies, strategies and concrete programmes;
- C.5. Whenever possible and feasible, pursue tripartite set-ups for EL policy making, strategizing, planning, programming and actual implementation (government, employers and labour);
- C.6. Develop / improve cooperation amongst and exchanges between education / training institutes and the local community (involve successful entrepreneurs in the teaching, promote students' visits to enterprises, cooperate with the NGO sector, etc.) in the broader framework of an entrepreneurial society;
- C.7. Include / strengthen organisational and institutional aspects in the SME Policy Index under the 2 LL-EL related dimensions (Entrepreneurship Education and Training, and Skills Availability / Improvement) through special sub-dimensions and/or indicators;
- C.8. If suitable and feasible, pursue Sector Wide Approaches / Thematic Wide Approaches (SWAp / TWAp) for holistic Lifelong Entrepreneurial Learning in an Entrepreneurial Society in the Partner Countries and provide special support services to the Partner Countries and the EC Delegations to that effect (e.g. Sector Budget Support modalities within the CSPs – NIPs);

- C.9. Concentrate EL supports services on the necessary enabling environment for such LL-EL SWAp's / TWAp's (policies; strategies; institutional frameworks; planning, budgeting, procurement and financial management, performance management and monitoring & evaluation systems, etc.);
- C.10. Look into ways to further support / strengthen the office of the National Charter Coordinators for EL matters and consider proposing a special, full time LL-EL Coordinator position within the NCC office;
- C.11. Support the establishment of an overall, multi-sectoral EL policy, steering, coordination and monitoring body at supra-ministerial level and with due representation of the private sector and civil society (e.g. in the Office of the Prime Minister, Cabinet, Office of the President) to give credibility to the pursuit of the Entrepreneurial Society as overall framework for multi-tiered, lifelong entrepreneurial learning cutting across all relevant sectors and sub-sectors of society.

#### ***D. ETF-EL Project Strategizing and Results Management***

- D.1. Consider re-organising the present EL programme as a special, multi-annual programme within the regular programme of ETF in accordance with the PCM logic and managed accordingly;
- D.2. Ensure more prominent LL-EL strategic planning with clear long term objectives, with specific objectives and key result areas logically linked to the former;
- D.3. Ensure internal programme consistency over time, while at the same time guaranteeing flexibility to adequately respond to changed circumstances or to proactively take action in case of anticipated changes in demands for LL-EL services;
- D.4. Prepare a multi-annual strategic project LogFrame, periodically (at least annually) update it, and actively use it for both strategic and operational project management;
- D.5. Enhance consistency between strategic plans and operational plans, and of progress and results reporting based on / related to these plans;
- D.6. Strengthen EL project monitoring and evaluation systems, not only for inputs and activities monitoring but especially also for results monitoring and evaluation (outputs, outcomes and impact) based on key performance indicators;
- D.7. Strengthen project strategic focus on policy, strategy, programming and monitoring support services of actual LL-EL services delivery on the ground through the application of target group specific / customized entrepreneurial pedagogy covering all phases of life and with a main focus on EL training of trainers, teachers and coaches;
- D.8. Further strengthen and streamline the general information and particularly the project / programme planning and reporting information flows between the LL-EL project / programme as ETF transversal, thematic project/programme and the different ETF geographical departments and country desks it cuts across

- D.9. Ensure stronger proactive involvement of regional and country managers in LL-EL programme promotion, management and monitoring in the covered Partner Regions and Countries;
- D.10. Strengthen project monitoring and evaluation information retrieval from the Partner Countries as well as the dissemination of feedback information (preferably web-based);
- D.11. Consider the summary observations and findings included in this report regarding EL project/programme strategic and operational planning<sup>1</sup> and regarding project monitoring, information flows and reporting<sup>2</sup> for action taken.

## ***E. The SME Policy Index and EL Project Monitoring and Evaluation***

- E.1. Concentrate as a matter of urgency and high importance on the design, development and actual operationalisation of integrated EL programme results monitoring and evaluation systems to assess and possibly measure EL programme results (outputs, outcomes and impact) on the ground at the level of the different EL programme target groups, and provide customized support services to the Partner Countries to that effect;
- E.2. For that purpose, provide support services to the Partner Regions and Countries for the definition of EL programme key performance indicators at the level of the different EL target groups, determine weights and set targets as basis for programme performance measurement and monitoring, possibly via target group specific sub-indices;
- E.3. Ensure that macro policy monitoring on the one hand and results monitoring on the ground on the other go hand in hand;
- E.4. Consider the observations made in this report<sup>3</sup> regarding strengths and weaknesses of the SME Policy Index to assess Charters (ECSE and EMCE) implementation progress in order to further strengthen Index functionality for performance assessment of entrepreneurial learning policies, strategies and programmes in general and of the ETF Entrepreneurship Learning programme in particular;
- E.5. Ensure full coverage of the whole cycle of lifelong learning by the Index (now basically ISCED levels 2 and 3 only), with special focus on the tertiary, university level, and also the pre-primary and primary levels;
- E.6. Update the index architecture in line with the new requirements of the Small Business Act (SBA) and take advantage of this opportunity to double check the Index composition on its alignment with the overall EC policy framework of multi-tiered, lifelong entrepreneurial learning consisting of three complementary and mutually strengthening policy pillars under the Lisbon Strategy;
- E.7. Give special attention to monitoring and evaluation system requirements to capture, report, process and analyse the base information necessary for the index dimension

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<sup>1</sup> Chapter 4.9

<sup>2</sup> Chapter 4.9

<sup>3</sup> Chapter 4.5



on skills availability / improvement, particularly in relation to Vocational Education and Training (VET) Entrepreneurial Learning as at present hardly any assessment on this dimension could be made because of lack of baseline data;

- E.8. Ensure harmonization of the two regional indices (for EAC and ENPI regions) under the SBA;
- E.9. Ensure stability of the index over a considerable period of time, so that longitudinal analyses can be made, including outcomes and impact analyses;
- E.10. Ensure broadened and enhanced functionality of the index not only as an external monitoring (and accountability) and benchmarking tool, but in first instance as an internal policy, strategy and programme management tool (for both strategic and operational management), and as such ensuring its ownership and sustained effective use within the Partner Countries themselves, both by the public and private sectors;
- E.11. Ensure due involvement of all main parties / stakeholders concerned in index measurements through official, transparent and structured participatory and consultative processes, and include procedural provisions for transparency, quality assurance and validation;
- E.12. Consider the summary observations and findings included in this report regarding EL project/programme strategic and operational planning<sup>1</sup> and regarding project monitoring, information flows and reporting<sup>2</sup> for action taken.

#### ***F. Vertical and Horizontal Project Coordination and Networking***

- F.1. Further strengthen ETF-EL as a Centre of Excellence on all LL-EL related matters for the EC in its relations with the IPA - Pre-Accession and ENPI - Neighbourhood Partner Countries;
- F.2. Further develop ETF as the centre of excellence, clearing house, knowledge centre and the central information network hub for sharing LL-EL information, documents and experiences, particularly in relation to (i) best/good practices, (ii) lessons learned, (iii) methodological tools, (iv) performance / results monitoring systems, and (v) guidelines and processes;
- F.3. Further broaden the network of key partners in the Partner Countries, in both the public and private sectors, and expand contact databases and mailing lists;
- F.4. Promote where appropriate tripartite settings for LL-EL policy making, strategy development and programme implementation in the Partner Countries and Regions;
- F.5. Further enhance the visibility of the ETF LL-EL programme in the Partner Countries;

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<sup>1</sup> Chapter 4.9

<sup>2</sup> Chapter 4.9

- F.6. Further develop the LL-EL virtual network and enhance its maintenance (e.g. uploading and updating frequency) and interactivity (e.g. discussion fora, chat rooms);
- F.7. Further strengthen the coordination with the ETF Communications Unit for all EL content matters and for multimedia campaigns as well as virtual community matters;
- F.8. Make more extensive use of video- and teleconferences, in part also as more cost-efficient alternative for actual conferences and intensive mission travel;
- F.9. Strengthen institutional coordination and collaboration with Cedefop on LL-EL dimensions of Vocational Education and Training and comply with the Recast provisions for joint planning by both Institutions regarding VET related matters;
- F.10. Broaden and enhance inter-regional cooperation, exchanges and cross-fertilization between the IPA Pre-Accession and the ENPI Neighbourhood Regions (Southern and Eastern);
- F.11. Further support the South East European Centre for Entrepreneurial Learning (SEECCEL) in its take-off phase and thereafter based on the concluded Memorandum of Understanding determining each Institution's roles, responsibilities, duties and complementarities vis-à-vis each other;
- F.12. Explore the desirability and feasibility of a similar regional set-up for the Southern Neighbourhood and for the Eastern Neighbourhood with both the Partner Countries and the services concerned in EC Headquarters, and explore their potentials as intermediary, regional structures and coordination centres for LL-EL programme delivery in the Partner Countries, with ETF-EL in Turin concentrating on policy and strategic matters, EL methodologies and tools, EL networking and information dissemination, etc.
- F.13. Further strengthen the coordination with the EC Delegations or similar EC representation structures in the Partner Countries, particularly in relation to:
  - (i) LL-EL mainstreaming in the Partner Countries' Country Strategy Papers (CSPs) and National Indicative Programmes (NIPs);
  - (ii) Exploration of desirability and feasibility of Sector / Thematic Area Wide Approaches (SWAp – TWAp) on Lifelong Entrepreneurial Learning;
  - (iii) LL-EL programme eligibility for Sector / Thematic Budget Support;
  - (iv) Design and preparation of LL-EL programmes, projects and interventions;
  - (v) PCM of LL-EL programmes, projects and interventions;
  - (vi) Any other type of LL-EL support to the Delegations, either pro-actively or on request.

## **G. *Resources Allocation and Management***

- G.1. Explore the possibility of substantially increasing resources for the ETF LL-EL programme, both financially and in terms of human resources<sup>1</sup> in view of: (i) the crucial importance of Lifelong entrepreneurial learning in the present day society and globalised economy, of its relevance for all facets of life (professional, private and societal), (ii) the LL-EL programme's crucial relevance for ETFs human capital development trust, (iii) and for the EC's external relations policies vis-à-vis the Partner Countries, particularly in relation to the IPA and ENPI instruments and to the implementation of the ECSE and EMCE charters, now replaced by the SBA, (iv) as attested to by the key parties met in both the EC and (v) the Partner Countries;
- G.2. Consider the creation and institutionalisation of a special Lifelong Entrepreneurial Learning (LL-EL) Team or Organisational Entity directly under / reporting to the Head of Operations Department, and headed by a full-time LL-EL programme manager;
- G.3. Ensure rational LL-EL programme management in all its facets (incl. performance and results planning with target setting on key indicators, programme management, monitoring and reporting along these indicators, etc.)
- G.4. Ensure LL-EL programme budget allocation in accordance / commensurate with the programme's strategic and operational planning priorities;
- G.5. Ensure LL-EL programme tasks and responsibilities are duly incorporated in the function descriptions of all Regional Departments and Country Desks, and in the job descriptions of all staff concerned;
- G.6. Ensure development of individual work plans by staff assigned to the LL-EL programme (full-time and part-time) with time allocation to the LL-EL programme explicitly included therein, and encourage staff individual reporting as against these work plans and time allocation;
- G.7. Rationalize the system of staff missions to further enhance their relevance and effectiveness;
- G.8. Explore the desirability and feasibility of a special, multi-annual regional project on Entrepreneurial Learning for the pre-accession and neighbourhood countries supervised by ETF-EL with appropriate implementation management structure(s, possibly at (sub-)regional level, and mainstreamed in the Partner Countries (e.g. via LL-EL Sector / Thematic Wide Approaches or CSP-NIP TA projects);
- G.9. Collaborate with the EC Delegations to more systematically explore (additional) funding sources for the implementation of LL-EL concepts, approaches, strategies, programmes, projects and ad hoc events through the existing EC channels and aid delivery methods, e.g. in case applicable within the framework of Country Strategy Papers and National Indicative Programmes for specific (project type) interventions or for comprehensive Sector / Thematic Wide Approaches facilitated through sector / thematic budget support if appropriate;
- G.10. Explore the desirability and/or feasibility of national LL EL Sector-Wide Approaches / Thematic Wide Approaches (SWAp's / TWAp's) at the level of the individual Partner

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<sup>1</sup> For a detailed analysis, see Chapter 4.10 "Adequacy and quality of organisation of project resources".

Countries duly integrated in the CSPs and NIPs through sectoral / thematic budget support, possibly with pooling of resources from other Development Partners (DPs).

#### **H. *ETF-EL Added Value and Niche Areas***

- H.1. Further pursue Centre of Excellence ambitions regarding Lifelong Entrepreneurial Learning (LL-EL) in the broad, holistic sense of the term for the entire pre-accession and (southern and eastern) neighbourhood regions;
- H.2. Aspire for guardianship of holistic Lifelong Entrepreneurial Learning policies and strategies characterized by a balance between the three strategic pillars under the Lisbon strategic framework;
- H.3. Further establish ETF as a knowledge transfer centre and general liaison bridging centre between the European Commission / Union and the Pre-Accession and Neighbourhood countries in the field of Lifelong Entrepreneurial Learning;
- H.4. Further develop as strategic networking and policy support centre for the Partner Countries and Regions regarding all aspects of Lifelong Entrepreneurial Learning;
- H.5. Better communicate Lifelong Entrepreneurial Learning (with entrepreneurship learning integral part of that) as of special importance and relevance in today's society in a globalized economy with ever increasingly fierce competition (e.g. through web and media campaigns);
- H.6. Stress the importance of the relevance of entrepreneurial learning for all facets of life, professional, individual-private and societal, and throughout the life cycle and as such illustrate the major possible multiplier effects and impact creation of LL-EL programmes (media campaign);
- H.7. Further strengthen as laboratory and incubator of innovative policies, approaches, methodologies, initiatives in the field of Lifelong Entrepreneurial Learning;
- H.8. Establish as clearinghouse / knowledge centre of excellence for all LL-EL related information, with special responsibilities for LL-EL information dissemination, exchanges and networking amongst the Partner Countries and Regions, and between the EC and the Partner Countries and Regions;
- H.9. Concentrate on the compilation and dissemination of practical good/best practices and of lessons learned on LL-EL;
- H.10. Concentrate on the development of practical guidelines / handbooks for LL-EL for each of the identified target groups;
- H.11. Concentrate on monitoring and evaluation systems design, development and operationalisation regarding LL-EL policies and results delivery on the ground for the different EL target groups in the Partner Countries, link these up with the SME Policy Index, as updated, and provide support services accordingly to the Partner Countries, both pro-actively and on special request.
- H.12. Further explore and develop the main comparative advantages with concomitant roles and responsibilities of ETF in the field of Lifelong Entrepreneurial Learning as

identified by and based on feedback from (i) the EC Services<sup>1</sup> and (ii) the Partner Countries stakeholders<sup>2</sup> contacted in the course of the evaluation.

**Post-Scriptum: The Intrinsic LL-EL Programme Complexities  
and the Option for a Regional Thematic Wide Approach (TWAp):**

*LL-EL programme management, and with it LL-EL programme planning and monitoring / reporting, are hampered by the fact that the EL programme / project at present is not a programme/project in the classical PCM understanding of the word as an EC aid delivery method with clear objectives to be achieved in a clearly defined period of time and with a pre-determined amount of resources. The LL-EL programme is part and parcel of the ETF overall programme characterized by an annual budget (annuity of regular budgeting), which to a certain extent also clarifies why the EL planning horizon (as evidenced for example by the successive LogFrames) basically covers a one year time span only.*

*This situation is further compounded by the LL-EL programme having to cover about 17 countries, each with their own specificities, level of development and priorities, spread over two different programmes with different funding sources (IPA pre-accession and ENPI neighbourhood), abstraction made still from the Eastern Neighbourhood planned to be covered additionally in the near future.*

*Also subject wise, LL-EL is a complex given as is it concerns multi-tiered holistic Lifelong Entrepreneurial Learning covering all subsequent phases of the education and training system, both formal and non formal, and its wider enabling environment (institutional and societal).*

*Moreover the concept of LL-EL itself is not uniformly understood, with different parties giving different meanings to it (e.g. entrepreneurship learning versus holistic lifelong entrepreneurial learning). The broader EC policy framework of EL being the Lisbon Strategy consists of three main pillars (The Oslo Process pillar regarding the Education and Training Framework, the Charters and SBA Enterprise Development pillar, and the Copenhagen/Bruges/Torino Process pillar regarding vocational education and training) with for each a particular Directorate-General of the European Commission carrying major responsibilities.*

*Such complexity makes planning and programme execution not an easy task, for sure not when confronted with strongly limited available resources, both financial and in terms of human resources. In view of the above complexities, result based management of the ETF EL project/programme can only be meaningfully accomplished with success in the context of a Sector Wide Approach (SWAp), or in view of the intrinsic holistic characteristics of LL-EL as a transversal thematic cutting across different sectors, in the context of a Thematic Wide Approach (TWAp) as regional programme, requiring stringent rational management in all respects, supplemented by EL entrepreneurial creativity and technical know-how*

*(based on excerpts from Report Chapter 4.9, amongst others)*

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<sup>1</sup> Chapter 4.11

<sup>2</sup> Chapter 4.11