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MID-TERM EVALUATION OF ETF MID-TERM PERSPECTIVE

FINAL REPORT

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1. INTRODUCTION

The European Training Foundation (ETF) is a specialised agency of the European Union based in Turin, Italy. The recast regulation adopted in December 2008 specifies that the ETF is to contribute, in the context of EU external relations policies, to human capital development, defined as work that contributes to the lifelong development of individuals' skills and competences through the improvement of vocational education and training systems. ETF partner countries are those eligible for assistance under the Instrument for Pre-Accession Assistance (IPA), the European Neighbourhood and Partnership Instrument, the Development Co-operation Instrument (DCI) as well as other countries designated by decision of the Governing Board.

The objective of this evaluation is the overall assessment of the extent to which ETF has progressed towards achieving the vision, strategic objectives and specific objectives as set out in its Mid-Term Perspective 2010 – 2013 (MTP). In addition to assess the extent to which ETF core themes, functions and principles of action remain valid and if/how they should be adjusted in the current perspective. The evaluation also provides a series of practical recommendations in order to improve the modalities which ETF uses in its strategic and planning documents in general and in the MTP in particular.

This evaluation exercise started on March 16th with the first visit to ETF premises and was carried out by the following team of experts selected and coordinated by AGORA' 2000:

- Yannis Sofianopoulos – Team Leader
- Riccardo Tatasciore – HCD and evaluation expert
- Mary Elizabeth Hall – Evaluation Expert
- Giuliano Rosciglione – Evaluation Expert and AGORA' 2000 senior partner

2. APPROACH

2.1. Constructing the MTP Intervention Logic

The intervention logic of any plan/programme/ can be defined as the causal relationships between the different elements in the hierarchy of the objectives. Terminology may vary but in a bottom up approach it is from the lowest level of operations to the highest level – the overall goal/objective/vision. In all complex, broad programmes, this relationship is neither simple, nor necessarily as sequential as a diagram may indicate.

Given the absence of a structured logical framework within the Mid Term Perspective (MTP) together with the lack of any explicit casual relationship between this strategic document and the actions promoted through the annual national and regional Implementation Plans, we have deemed it necessary to construct a comprehensive intervention logic for the MTP. The intervention logic we selected is that used by the European Commission for all its co-operation activities. Thus as described in the Inception Report of this evaluation exercise, the hierarchy of objectives of the MTP 2010-2013 can be defined as follows:

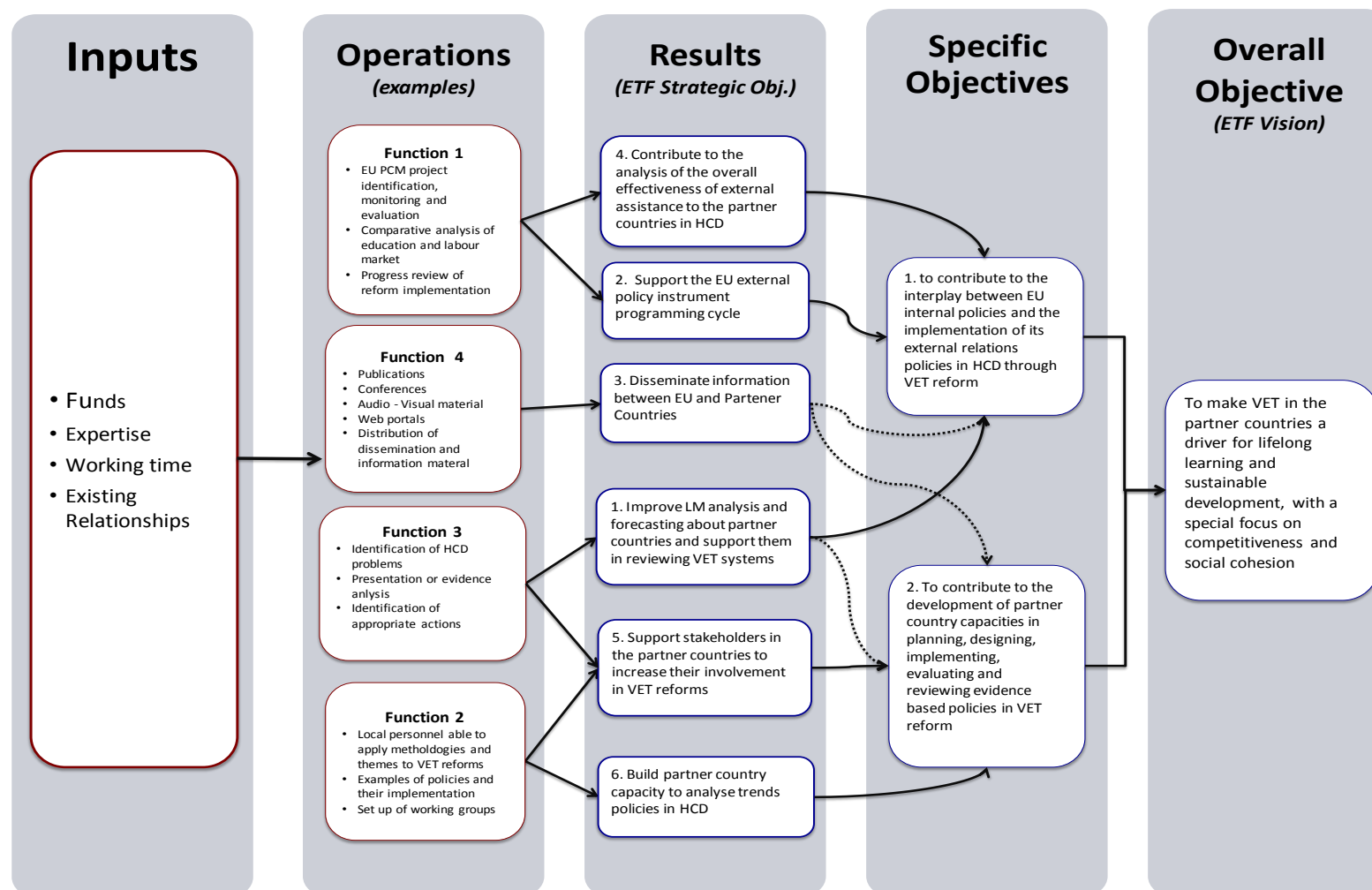
- The **Overall Objective** is represented by the MTP Vision for 2013: To make vocational education and training in the partner countries a driver for lifelong learning and sustainable development, with a special focus on competitiveness and social cohesion.
- The **Specific Objectives** are represented by the MTP Strategic Objectives:
 - I. To contribute to the interplay between EU internal policies and the implementation of its external relations policies in human capital development through vocational education and training reform,
 - II. To contribute to the development of partner country intelligence and capacities in planning, designing, implementing, evaluating and reviewing evidence based policies in vocational education and training reform.
- The **Expected Results** are represented by the 6 MTP Specific Objectives:
 - I. Improve labour market analysis and forecasting about the partner countries and support them in reviewing vocational education and training systems in this light (New skills for new jobs);
 - II. Support the EU external policy instrument programming cycle;
 - III. Disseminate relevant information and encourage exchange of experience and good practice between the EU and the partner countries and among the partner countries in human capital development;
 - IV. Contribute to the analysis of the overall effectiveness of external assistance to the partner countries in the field of human capital development;
 - V. Support relevant stakeholders, particularly the social partners, in the partner countries to increase their involvement in vocational training reforms and develop their capacity for becoming key actors in those reforms;
 - VI. Build partner country capacity to analyse and interpret trends and challenges and design, implement, evaluate and review evidence based policies in human capital development.

The MTP also provides a multi-dimensional organization of ETF actions through the categorization of its interventions under 3 core themes and 4 functions:

Core Themes	Functions
A. Vocational education and training system development and provision in a lifelong learning perspective	1. Input in to Commission sector programming and project cycle
B. Labour market needs and employability	2. Support to partner country capacity building
C. Enterprise and human capital development: education and business partnerships	3. Policy analysis
	4. Dissemination and networking

The diagram on the following page provides an overview of the existing links between the different levels of objectives presented in the MTP together with their relation to ETF's 4 functions

ETF MTP 2010-2013 - Conceptual Interlinking of the Logical Framework Elements



2.2. Evaluation Criteria

Following the indications of the Terms of Reference and of the first inception visit to ETF premises, we decided to base this evaluation exercise on the information gathered during the inception phase as well as the direct experience from the project missions using the following key evaluation criteria:

- **Coherence** which is divided into 3 main categories: i) Internal, to assess the coherence between the actual actions carried out by ETF in partner countries and the objectives and orientation of the MTP 2010-2013; ii) External - EU policies, to assess the ability of ETF actions to complement and support EU strategies in the partner countries, iii) External - national policies and priorities to assess the ability of ETF interventions to support national strategies as identified by relevant counterparts.
- **Relevance and quality of the Design.** This section is focused on assessing the relevance of ETF interventions, as perceived by national counterparts and EU Delegations. Under this criterion we thus take into consideration the involvement of all stakeholders in the design and planning processes and their assessment on the quality of project design.
- **Added value of ETF.** Following the indications provided during the inception visit of the Evaluation Team to ETF, we have dedicated a high degree of importance to the assessment of ETF's Added Value and to the possibility of similar services being provided by other organisations and/or institutions.
- **Efficiency.** Under this section we have assessed the capacity of ETF to implement the planned interventions in the given time frame together with the reasons for possible delays and the effects those delays have on the overall process.
- **Effectiveness.** This criterion has been assessed at two levels: on one hand we assessed the capacity of ETF actions to achieve their planned objectives and to provide real benefits to the selected beneficiaries; at the same time we have assessed the contribution of the interventions towards the achievement of the six Specific Objectives of the MTP 2010-2013.
- **Impact.** Again in this case, two key elements were assessed: i) the capacity of ETF interventions to produce long term effects and in particular to actually modify policies and VET strategies in partner countries; ii) the capacity of the entire set of ETF actions to contribute to the achievement of the long term vision within the MTP.
- **Sustainability.** In this section we have taken into consideration the level of ownership of national counterparts of different ETF actions as well as the possibility that they will have concrete follow up either thanks to national funds or through the support of other external donors.

2.3. Evaluation Questions and related Sources

Following the structure of the evaluation criteria we have catalogued the evaluation questions presented in the ToR and we have then identified the best sources to collect all relevant and necessary information. The results of this process are comprehensively described in the following table, where each evaluation question is presented, including those that were added after the ToRs and the inception phase and for each of them the sources used for their collection is

provided and graded. The template of the questionnaire used for the survey is annexed to this report.

Coherence					
Evaluation Questions	Incep.	Desk Review	Field missions	Survey Benef.	Survey EU Del.
To what extent the overall and specific objectives of each project are in line with the annual WP and the 2010-2013 MTP specific objectives?	Yes	✓✓✓	---	---	---
To what extent have ETF activities been consistent with EC priorities and policies in the respective countries/ regions	Yes	✓✓	✓	---	✓
To what extent do the ETF's objectives and activities in the first half of the midterm perspective complement those of other public and private actors, relevant services of the Commission, other EU institutions, Member States, and any other national, international or private organizations or bodies active in the field of Human Capital development in partner countries of the EU?	Yes	✓	✓✓	---	---

Relevance and Quality of the Design					
Evaluation Questions	Incep.	Desk Review	Field missions	Survey Benef.	Survey EU Del.
To what extent are ETF projects designed and planned in accordance with national counterparts?	No	---	✓✓✓	✓✓	---
To what extent are the objectives of the Midterm Perspective still relevant and in line with the ETFs partners needs and the socio-economic problems meant to be addressed?	Yes	✓	✓✓	✓✓✓	---
To what extent are the ETF's current activities, derived from the 4 main Functions, the most appropriate for achieving the objectives?	Yes	✓	✓✓	---	---
To what extent have the 4 Function areas and the thematic approach contributed to achieving the ETF's objectives	Yes	✓	✓✓	---	---

Added Value					
Evaluation Questions	Incep.	Desk Review	Field missions	Survey Benef.	Survey EU Del.
To what extent do the EC and partner country stakeholders perceive an added-value of ETF (within the MTP strategy)?	Yes	---	✓✓✓	✓✓✓	---
What are the consequences of implementation of the ETF /MTP strategy (compared to private sector experts or Commission services)?	Yes	---	✓✓	---	✓✓✓
To what extent does ETF provide a better quality service if compared to other similar organisations?	No	---	✓✓✓	---	---
How is the role of ETF perceived by national counterparts	No	---	✓✓✓	---	---

Efficiency					
Evaluation Questions	Incep.	Desk Review	Field missions	Survey Benef.	Survey EU Del.
Have there been any difficulties in the implementation of the annual work programmes in the partner countries which will negatively impact on ETF's ability to meet the objectives set?	Yes	---	✓✓✓	✓✓✓	---
To what extent are the ETF financial resources utilized efficiently?	Yes	✓	✓	---	---
To what extent is the ETF budget allocation considered adequate for achieving its objectives	No	✓	✓✓	---	---
To what extent does ETF's project management cycle, including monitoring and evaluation, contribute to the efficiency and effectiveness of its operations?	Yes	✓	✓	---	---

Effectiveness					
Evaluation Questions	Incep.	Desk Review	Field missions	Survey Benef.	Survey EU Del.
To what extent the objectives at project level were met?	Yes	✓	✓✓✓	✓	---
To what extent the achievement of the objectives at project level has concretely contributed to the achievement of the MTP Specific Objectives?	No	---	✓✓	---	---
To what extent has ETF effectively disseminated knowledge and information among partner countries?	No	---	✓	✓✓	---

Impact					
Evaluation Questions	Incep.	Desk Review	Field missions	Survey Benef.	Survey EU Del.
Are there any additional outputs/outcomes that have been achieved that were not foreseen in the work programmes?	Yes	---	✓✓	---	---
To what extent have ETF activities achieved the vision and strategic objectives of the Midterm Perspective 2010 – 2013 to date?	Yes	✓	✓✓✓	✓✓✓	✓✓✓
To what extent does the Foundation contribute to the EU education and training and other political and strategic priorities (e.g. Education and Training 2020, Europe 2020)?	Yes	✓	---	---	✓✓

Sustainability					
Evaluation Questions	Incep.	Desk Review	Field missions	Survey Benef.	Survey EU Del.
To what extent the results achieved in terms of policy analysis and capacity building in the partner countries are fully embedded in the national structures and will receive the adequate support by national authorities in the future?	Yes	---	✓✓	✓✓✓	✓✓✓
To what extent other donors have been involved and informed on ETF actions and are likely to follow up on them?	No	---	✓✓	---	---

2.4. Collection of information

In order to be able to respond to the defined evaluation questions the approach adopted to collect all relevant data was based on the use of the following 3 main sources of information:

- **Desk review and analysis** – The team, with the support of the ETF's Planning, Monitoring and Evaluation Department (PMED), has collected a series of relevant documents on the implementation of ETF activities since the approval of the 2010-13 MTP. Apart from the MTP itself, the following key documents were examined: i) Annual WPs 2011 and 2012; ii) Annual Activity Reports 2010 and 2011; iii) Implementation Plans of thematic and regional projects, iv) External evaluation of the ETF covering the period between 2006 – 2010. In addition, during the field missions, the team carried out an in-depth analysis based on ETF project documents as well as external background information.
- **Field Missions** – a sample of 6 ETF partner countries representing all regions were selected for in-depth evaluation missions covering 6 Regional and Thematic projects. The key objective was to understand and assess the contribution of national, thematic and regional interventions to the achievement of the specific and strategic objectives of the ETF's MTP. The output of each mission is a standardised report which provides insights and specific examples of ETF achievements. The countries selected are: Lebanon and Morocco (ENPI-S), Turkey and Serbia (IPA), Ukraine (ENPI- E) and Kyrgyzstan (DCI)
- **Survey** – In order to cover a larger sample of stakeholders and to explore their perception of the different aspects of ETF actions, an on-line survey based on a clear and straightforward questionnaire was launched. A different set of multiple choice questions was prepared for national beneficiaries and for EU delegation staff; the first being focused on the capacity of the Foundation to promote HCD policy reforms and the second dedicated to the key function of support to the EC. The sample of selected contacts included more than 150 people, with representatives from national ministries, social partners, institutions in charge of education, civil society representatives as well as counterparts within EU Delegations and other donors.

2.4.1. Approach for missions in ETF partner countries

5 missions in different ETF partner countries were organised in Serbia, Lebanon, Morocco, Turkey and Kyrgyzstan. Due to the European football championship it was not possible to carry out the mission to Ukraine and therefore the team decided to carry out a series of telephone interviews with relevant counterparts in the country.

In order to efficiently and effectively carry out the field missions the following standardised procedure was used:

- **Collection and in-depth analysis of the ETF available documentation** for each country. Additionally, national reviews and reports on the human resources sector contributed to forming a better understanding of the sector and of the particularities of ETF's task in each country.
- **Collection of a list of relevant contacts** to be interviewed in each country. This was provided by ETF. Key contacts were the EU Delegation partners and representatives of government and social partners who were beneficiaries of recent ETF actions. In some cases the relevant contacts of other donors were also provided.

- On the basis of this preliminary analysis a **telephone interview with the ETF task manager** was set up, with the objective of collecting his/her views on the actions in the countries as well as their description of the existing relationships with the different stakeholders. The list of contacts to be interviewed was discussed and priorities were identified.
- A series of **contact emails were then sent** to key stakeholders in order to introduce the team (an official letter from ETF was also attached), present the evaluation work and set up meetings. In several instances a local logistical partner was very helpful in setting up the necessary meetings.
- The missions **were then carried out with an average duration of 4-5 days**. Whilst in country the experts carried out as many relevant interviews as possible and discussed ETF interventions with the counterparts on the basis of an existing check list that was agreed during the inception phase. In one case only, Kyrgyzstan, the expert has taken advantage of an external translator. Most of the interviews were carried out in the capital cities.
- At the end of each mission a **standardised report of max 5 pages was produced**. The reports provide information on the basis of the 5 key evaluation criteria as well as on the concept of ETF added value. They are presented in Annex 1.

2.4.2. Approach for the Survey

The survey was designed on the basis of the evaluation questions and judgement criteria adopted by the team of experts in order to carry out the on-site visits, which were defined in the Inception Report. The evaluation questions presented above were taken as the basis of the questionnaire and a total of seventeen simple and direct questions were formulated. Each question was associated with one of the five standard evaluation criteria plus the additional concept of ETF added value. All questions had a multiple choice option and in some cases the respondents were asked to grade their judgement against different possibilities. No open questions were included apart from possible final notes or comments. In the formulation of all questions, maximum advantage was taken of the work recently completed by the team in charge of the external evaluation of ETF which had launched a similar on-line assessment in the second half of 2011.

The following methodological steps were followed:

- Two different lists of questions were drafted, one for the beneficiaries of the ETF partner countries and another for EU Delegation officers, representing the two broad categories benefiting from ETF services/work.
- The questions were formulated based on the analysis of the ETF Mid-Term perspective, its objectives and strategy; the evaluation questions included in the ToRs, as well as the preliminary results of the first field missions.
- Respondents were categorised according to their country in order to allow a pre-filtering of questions based on the specific actions actually carried out by ETF in each country.
- In order to determine the type of activities carried out in each country, the 2011 implementation plans were thoroughly analysed. This procedure was adopted for the following 2 questions:
 - Relevance – Question 2: On a scale from 1 (not at all) to 5 (widely) how much do you judge the following ETF actions to be relevant in relation to your country's needs in terms of HCD?

- Effectiveness – Question 13: On a scale from 1 to 5, to what extent has your organisation benefitted from the activities implemented by ETF actions?

The sample was selected based on the activities carried out in each ETF partner country. The Evaluation Team requested ETF to provide a list of 4 or more relevant beneficiaries representative of each ETF partner country, with the exclusion of those in which field missions were going to be carried out (Serbia, Turkey, Kyrgyzstan, Morocco, Lebanon and Ukraine¹). At the same time, at least one relevant contact for each of the EU Delegations was provided and included in the sample. The following tables show the number of stakeholders and officials contacted per country.

Country	Number of EU Del.	Number of ETF Beneficiaries
Albania	1	4
Algeria	2	2
Armenia	1	11
Azerbaijan	1	7
Belarus	2	4
Bosnia Herzegovina	2	6
Croatia	1	10
Egypt	2	12
Macedonia	4	6
Georgia	2	11
Israel	2	7
Jordan	1	4
Kazakhstan	1	6
Kosovo (as under unscr 1244)	2	8
Montenegro	---	16
Occupied Palestinian Territory	1	7
Republic of Moldova	3	15
Russian Federation	1	6
Tajikistan	2	6
Tunisia	3	7
Turkmenistan	--	4
Ukraine	--	4
Uzbekistan	1	5
TOTAL DELEGATES	35	168

An on-line questionnaire was used and respondents received an e-mail informing them about the objectives of the questionnaires and providing them with a simple link that directed them to their specific page, where their name and country are already recorded on the system. If any error occurred, respondents were given the possibility to send an automatic alert and they would then be contacted by the administrator.

The questionnaire could be entered and exited as many time as needed before final submission. After having saved the last question a summary page was presented to allow respondents to review all questions and click on SAVE AND SUBMIT to close the questionnaire. Once submitted, the questionnaire was closed and no other modifications were allowed.

¹ When the survey was launched, the mission to Ukraine was not yet cancelled, this is the reason why in the end no interlocutors from Ukraine were included in the sample.

The first e-mail was sent in June and then after 10 days a reminder was sent. Due to the very low number of replies received, especially from the EU Delegations, it was then decided to contact people directly by phone. Thanks to this additional work it was possible to find out that many emails had never arrived due to the EC's anti-spam system.

A total of 168 e-mails were sent to the beneficiaries and 35 to the EU Delegations' officers. Response rates were, significant although it is worth mentioning a number of shortcomings that have affected the final number of valid responses:

- Some error messages were received from the server, suggesting in some cases e-mail addresses were not valid;
- In other cases, respondents were not available because they did not access their e-mails during the survey's duration... This particularly affected responses from the EU Delegations;
- Specific conditions related to the internal socio-political stability of the countries have certainly influenced the number of replies, as for example in the cases of Egypt there was only 1 respondent out of 12 contacts.
- In the case of 12 beneficiaries and 1 EU Delegation, questionnaires remained incomplete and therefore results from these questionnaires could only be partially used.

At the end of the evaluation period the following are the final respondent figures:

- **Beneficiaries** - 70 questionnaires were completed by partner countries' beneficiaries, while 12 were initiated but not completed. In the end therefore, more than 40% of the beneficiaries contacted have submitted a questionnaire.
- **EC Delegations** – 13 questionnaires were completed giving a response rate of around 35% of the total available sample.

In order to facilitate overall report reading, all findings of the survey are included in the evaluation comments under each criterion. All comprehensive figures on the sample and its geographical coverage are provided in Annex 2 of this report together with all tables and data collected through the questionnaire. The final figures are considered sufficient in order to be used as a secondary source of information in support of the findings gathered through the field missions.

3. EVALUATION CRITERIA

3.1. Coherence

3.1.1. Approach

Coherence has been adopted as a goal by many international institutions. In the case of the European Union, in 1992 the Maastricht Treaty introduced the principles of coherence, coordination and complementarity (the “three Cs”) as the basis for the Treaty’s application. The treaty states that the components of a policy (objectives chain, strategies and actions) carried out under the same or different policy framework, should not overlap, duplicate or be in contrast to each other but, on the contrary, they should be complementary, create synergies and be mutually reinforcing.

Coherence is a multifaceted concept. In particular, promoting coherence is a way of improving the impact of the limited funds available. However, coherence should not be considered a linear condition established once and for all. The complexity of government action could require choices that modify the priorities of the policies and their implementation, their strategies and instruments and thus partially reduce the coherence among partner policies. Therefore, many European Regulations focus an increasingly strong attention to the implementation of mechanisms and procedures aimed to promote, reinforce and manage coherence. Among these mechanisms are the agreements and commitments amongst partners; institutional coordination and constant dialogue between partners and information exchange in order to facilitate consistency between objectives and programmes.

Due to the specific complexity of the ETF’s relations a sophisticated classification of coherence is required. In the analysis the following aspects have been considered:

- Coherence between **the internal objectives, strategies and activities** of the ETF programme as defined by the MTP 2010 -2013
- Coherence between **the ETF’s MTP and the overall EU HCD and VET policies**
- Coherence between **ETF’s MTP and the specific policies on HCD and VET implemented at regional or national level** by Partner countries and supported by EU and other donors.

The first two aspects are mainly analysed through an extensive desk review of ETF and EU strategic documents, while the coherence with national and regional priorities also takes advantage of the detailed findings arising from the missions as well as from the on-line questionnaire.

The following evaluation questions (as indicated in the Inception Report) are taken into consideration:

- To what extent are the objectives, strategies and activities defined by the MTP 2010 -2013 coherent with those of ETF policy and programme
- To what extent have the ETF’s MTP activities been consistent with EC priorities and policies in the respective countries/ regions?
- To what extent are the ETF's objectives and activities in the first half of the MTP coherent with and complementary to those of other public and private actors, and any other national, international or private organizations or bodies active in the field of Human Capital development in partner countries?

- Do strategic and programming documents refer the plans and interventions of the EC, national and other partners' programmes?
- Do mechanisms and procedures to stabilize the coherence at any level on intervention scale exist?

3.1.2. ETF Internal Coherence

The ETF Work Programmes (WPs) are based on a cascade principle: "[...] As indicated above, the work programme follows a cascading principle from the Regulation, through the multi-annual work programme (mid-term perspective), the annual work programme, the projects described in each work programme (which also identify the region and country level project outputs and indicators. (WP 2011). The table below compares the specific objectives and strategic objectives of the MTP together with the WP 2011 and WP 2012.

MTP STRATEGIC OBJECTIVES	MTP SPECIFIC OBJECTIVES	WP 2011 SPECIFIC OBJECTIVES	WP 2012 SPECIFIC OBJECTIVES
To contribute to the interplay between EU internal policies and the implementation of its external relations policies in human capital development through vocational education	Improve labour market analysis and forecasting about the partner countries and support them in reviewing vocational education and training systems in this light (New skills for new jobs);	Improve labour market analysis and forecasting about the partner countries and support them in reviewing vocational education and training systems in this light (New skills for jobs, EU 2020, EC Communication on vocational education and training).	Improve labour market analysis and forecasting in the partner countries and support them in reviewing vocational education and training systems to make them more relevant and raise quality
	Support the EU external policy instrument programming cycle;	Support the EU external policy instrument programming cycle;	Support the EU external policy instrument programming cycle and when relevant the external dimension of internal policies;
	Disseminate relevant information and encourage exchange of experience and good practice between the EU and the partner countries and among the partner countries in human capital development;	Disseminate relevant information and encourage exchange of experience and good practice between the EU and the partner countries and among the partner countries in human capital development;	Disseminate relevant information and encourage exchanges of experience and good practice between the EU and the partner countries and among the partner countries in human capital development.
	Contribute to the analysis of the overall effectiveness of external assistance to the partner countries in the field of human capital development	Contribute to the analysis of the overall effectiveness of external assistance to the partner countries in the field of human capital development;	
To contribute to the development of partner country intelligence and capacities in planning, designing, implementing, evaluating and reviewing	Support relevant stakeholders, governments and social partners, in the partner countries to increase their involvement in vocational	Support relevant stakeholders, governments and social partners, in the partner countries to increase their involvement in vocational training	Reinforce the holistic, evidence-based analysis of VET reform in partner countries through the Torino Process

evidence based policies in vocational education and training reform	training reforms and develop their capacity for becoming key actors in those reforms	reforms and develop their capacity for becoming key actors in those reforms	
	Build partner country capacity to analyse and interpret trends and challenges and design, Implement, evaluate and review evidence based policies in human capital development	Build partner country institutional capacity to analyse and interpret trends and challenges and design, implement, evaluate and review evidence based policies in human capital development;	Strengthen the capacity of partner countries to develop and apply tools for evidence-based policy making

As one can see, apart from some slight differences, the 2011 and 2012 WPs follow the same scheme as the MTP programme 2010-2013. Thus we can state that WP 2011 and WP 2012 are certainly coherent with the MTP and its structure of objectives.

However the comparison gives rise to a crucial question: how can a static formulation throughout several years guide the evolution of the programme and connect the strategic objectives with the operational ones at regional and partner country level?

In fact, the principle of coherence cannot be interpreted as simple formal correspondence along the chain of objectives. Rather it has to indicate the logical linkages between them, that is to say, to show how each level contributes to achieving the next one up. In other words **an intermediate level of objectives should exist** in order to articulate and translate the broader objectives in progressive operational steps. Otherwise, annual planning would be reduced to a simple administrative activity (resource planning and distribution). In 2012, each ETF department has produced its own plan of objectives which then has been linked to the annual WP. It is suggested that only one chain of objectives and expected results should be developed which should start from the MTP and then be scaled down to the level of the WP and then to regional operations.

Note that the same observation is contained in the Final Report: External Evaluation of European Training Foundation *“While objectives of annual ETF work programmes generally cohered with the broader objectives of the mid-term perspectives, they often did not outline these objectives more specifically than the mid-term perspective, thus making it unclear how these broad strategies would be translated into action. ETF individual country plans more specifically outlined actions in partner countries, and while these were for the most part coherent with the work programmes and the mid-term perspective, the linkage between country objectives and higher level ETF objectives was not explicitly made.”* (pg. 40)

Looking at the general and specific objectives reported in the Logical Frameworks at Country project level it appears that in many cases the formulation is generic and heterogeneous and it is hard to understand how the results can contribute to reaching the broader specific and strategic objectives. The need to define intermediate objectives able to promote and harmonize the coherence at the geographic level or functions is thus confirmed.

A working hypothesis - to be studied carefully - might be to use the **indications coming from the regional meetings of the Torino Process** as intermediate steps in each geographical area, to improve the inter-regional, regional and local projects' objectives and strategy. For instance in WP 2012 for Enlargement the Torino Process priorities are:

- Improving cooperation with enterprises;
- Reinforcing the capacity of the VET system to promote inclusive societies;

- Strengthening governance systems with broader stakeholder participation in VET system planning and implementation;
- Improving evidence-based approaches for informed policy making;
- Enhancing permeability between VET and the general education system, and improving portability of skills and quality, including the alignment of education and training with employment systems and policies.

In conclusion, internal coherence seemed to be ensured by the use of **a generic selection of objectives in the MTP** that allow for most of regional and national interventions to be in line (or at least not in contradiction) with the strategy. Essentially the terminology is so broad that difficult as it is to show direct links at the same time it is also difficult to show that projects and activities are not in line with the different categories of objectives. Tracking actual activities through all these different categorisations is complex and the MTP appears, in some cases, to be detached from real implementation plans and actions at country level. The lack of additional specifications in the WPs does not permit more detailed analysis on the coherence of the contribution of operations to the achievement of higher level objectives.

3.1.3. Coherence with EU policies

The main European political references for the establishment of the human resources, vocational training and labour market are the Lisbon, Copenhagen and Bruges documents. The stated goals and strategies are summarized below:

- The **Lisbon Summit of 2000** sets 'a new strategic goal for the next decade: to become the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion.' (Lisbon European Council, 2000, p. 2 italics in original), and furthermore: "'Europe's education and training systems need to adapt both to the demands of the knowledge society and to the need for an improved level and quality of employment. They will have to offer learning and training opportunities tailored to target groups at different stages of their lives: young people, unemployed adults and those in employment who are at risk of seeing their skills overtaken by rapid change.' (p. 8).
- The **Copenhagen Declaration** (European Ministers of Vocational Education and Training and European Commission, 2002) referred to a 'European education and training area' (p. 2) and aspired to promote 'action similar to the Bologna-process, but adapted to the field of vocational education and training' (p. 2). It called for: more mobility and cooperation, the creation of a single framework for the various documents which aided mobility in the labour market and between education systems as well as pushing forward ideas for increasing 'transparency' of qualifications including the recognition of non-formal and informal learning, and 'common criteria and principles for quality in vocational education and training' (p. 3).
- The **Bruges Communiqué** (The Bruges Communiqué on enhanced European Cooperation in Vocational Education and Training for the period 2011-2020) is one of the main pillars of the short and medium term EU policy strategy on HDR. Initial and continuing VET share the dual objective of contributing to employability and economic growth, and responding to broader societal challenges, in particular promoting social cohesion.

The ETF's short-term deliverables at national level include:

- Organise activities aimed at promoting VET attractiveness and excellence; support the development of VET strategies, support the progress towards establishing national quality assurance frameworks for VET, provide advice on how to create opportunities for enhanced cooperation between VET institutions and both profit and non-profit enterprises, (for example through traineeships for teachers in enterprises) and provide VET institutions with feedback on the employability of VET graduates.
- Pursue work on setting-up monitoring systems to monitor transitions from learning to work.
- Take measures to promote entrepreneurship, e.g. by promoting the acquisition of relevant key competences, enabling practical experiences in enterprises, and involving experts from businesses.
- Establish communication strategies for different stakeholder groups, focused on implementation and the added value of tools (ECVET, ECTS, referencing of NQFs to EQF, quality assurance systems in line with EQAVET);
- Contribute to improving EU level data on I-VET students, including mobility and employability.

Support at EU level includes:

- Policy documents on the role of vocational excellence for smart and sustainable growth;
- Encouragement of skills competitions at European and/or global levels;
- Thematic networking of Quality Assurance projects; Work on best practices and guiding principles with respect to the changing profiles of VET teachers and trainers.
- Implementation of the EQF Recommendation: development of comprehensive NQFs based on the learning outcomes approach. Take appropriate measures to boost mobility in VET.
- Encouragement of local and regional authorities, as well as VET providers, to develop an internationalisation culture and internationalisation strategies, including cross-border mobility;
- Encouragement of partnerships for creativity and innovation (VET providers, higher education institutions, and design, art, research and innovation centers);

The MTP is totally coherent and consistent with these EU policy goals and priorities. Of particular interest are the short term deliverables because they are concrete references to operational activities on the ground. These have largely inspired the programming of activities in the MTP in WP 2011 and WP 2012.

In 2011, the ETF *“continued to collaborate with European Commission services, in particular DG Education and Culture and other DGs (Enlargement, Development and Cooperation, EuropeAid, Employment, Social Affairs and Inclusion, Enterprise and Industry, Home Affairs and Justice, DG for Regional Policy) and the European External Action Service (MTP Report 2012)”*

The same report reported a high number of requests coming from the European Commission *“In addition, to the functions carried out in the context of its work programme, the ETF also responded to direct requests from the European Commission throughout the year. In 2011 reported 100 on-going Commission requests, 44% were addressed to IPA countries and 45% to European Neighborhood Policy Instrument (ENPI) and 10% to DCI. (In 2010, 105 on-going direct requests,*

62% were addressed to IPA countries and 30% to ENPI and 7% to DCI). Interestingly, there has been an important increase in the requests linked to the Implementation phase of the Project Cycle (something found as a weakness in the External Evaluation for the period 2006-2010), which added to Content Monitoring, makes the distribution of phases more balanced. Beyond project cycle and sector programming [.....] A 70% of the requests in 2011 are for activities which contribute as project outputs to the 30 Function 1 corporate outputs (planned in the Work Programme (WP) 2011), while 15% were initiated in 2010 and 15% are not related to any corporate output in 2011 (not planned in the WP)”.

In addition there was cooperation with other EU agencies (such as Cedefop and Eurofound) and institutions from EU Member States active in the area of human capital development in ETF partner countries, through the exchange and sharing of expertise and experiences, planning and organization of events, etc.

In fact, ETF has developed a very extensive and broad range of activities. These can be classified by category of outputs (Content Review, Formulation, Identification, Policy Advice, Comments and Information on EU instruments, Initiatives on Implementation of EU planning, Country Analysis of Human Capital Development (HCD) issues, Thematic Analysis of HCD issues, Identification, Programming, Dissemination, Evaluation, Monitoring, etc. (see *WP report 2012 Annex 5*). There is no doubt that these activities constitute a set of initiatives fully consistent with the mandate of ETF as a specialised agency of the European Union supporting HCD.

However, in this regard a key question arises when considering the overall ETF activities: do they **all contribute equally in determining the coherency of its policies?**

For example, some services required by European DGs are typical ETF activities, obviously always “consistent” with its mandate. Other activities, however, are more complex, with a high -added-value, require strategic decisions, organization and resources planning and specific elaborations, such as the support to VET reform projects or to employment policies. In this case, coherence is not an automatic internal alignment, but the result of a political choice made by ETF.

What we can assess at this stage is the fact that ETF’s MTP and its related objectives are fully in line with EU policies and strategic documents. However this coherence does not ensure a full collaboration and coordination with EU instruments as was also outlined during the field missions, specifically in Morocco where the need for a tighter collaboration was highlighted.

The survey among EU Delegates presents a very positive scenario, with 70% of respondents perceiving ETF actions as able to complement EU interventions in their country, while only 1 respondent outlined overlaps between the two institutions and another one declared themselves not to be fully aware of ETF actions in their country.

3.1.4. Coherence with national and/or regional policies

The criteria used by ETF to identify relative priorities within a region have been:

- priority of the country for EU external relations and its contractual or bilateral relations with the respective third country;
- priority of human capital development in EU external relations with the country;
- priority given to human capital development in country policies;
- partner country stakeholder commitment to human resources development reform;
- support from other donors in human capital development reform initiatives.

The criteria confirm the complexity of the coherence principle which, at the same time, has to be in line with the EU's general and HCD policies, those of the country partner in the VET reform and those of other donors. These criteria are logically coherent with the EU's general and HCD policies and the general orientations of Aid Effectiveness of the Paris Declaration.

The working modalities of ETF and the capacity of its staff to fully involve key interlocutors from both the public and private sector is highly appreciated by partner countries, implementation plans are in most cases fully discussed and validated with national counterparts who are made fully responsible for the projects. Even if there are many issues that are not covered by ETF actions in each partner country, given the small amount of funds available, **coherence with national strategies appears fully ensured.**

However the need to promote projects that are also comparable at regional level, together with the need to meet some of ETF's internal obligations have led to the support of **some initiatives that are not considered as top country priorities**, such as the entrepreneurial learning project in Lebanon, which was essentially delayed due to an initial lack of ownership and in Serbia where the competent authority was not eager to provide evidence of ownership; or the migration survey in Morocco, which is not perceived as a key element in support of VET policies, nevertheless it is the largest ETF intervention in the country in terms of budget.

The evaluation survey confirms the capacity of ETF to promote actions that are in line with national strategies and priorities. In fact 69% of beneficiaries have considered ETF planning and design widely or significantly adapted to the specific context of their country, with, in contrast, 12% of respondents who assessed the design as only slightly adapted to their national context.

The **EU Delegations interviewed presented a mixed picture**: in most cases they believe that ETF's actions in the countries are coherent with national and EU strategies, however the lack of a structured modality of collaboration with the EU was highlighted. In the end, it is true that if there is a discrepancy between an ETF intervention in a country and the EU Delegation strategy, the Delegation has no power to steer or guide ETF in its actions. Such a case was observed in Morocco, where the EU Delegation was not fully in favour of the ETF's actions in support of regional governance.

With reference to **coherence with the interventions of other international donors**, the ETF WPs state that the Foundation has consolidated collaboration and institutional relations with several organisations working in the HCD area such as UNESCO, ILO, UNCTAD, OECD, World Bank, the Regional Co-operation Council for South Eastern Europe, the Asian Development Bank and the Council of Europe.

As a highly specialized agency in the development of human capital the ETF can support the external dimension of EU internal policies. Furthermore with its permanent connections to and experiences of the Member States and the other European agencies, it can give the international community specific added value in terms of quality and relevance in those sectors and geographic areas in which it traditionally operates.

Furthermore ETF's recognised specialized expertise could make a good contribution to mitigate against some of the rigidity of the policies and plans implemented by international agencies, including the EU Country Strategy Papers and National Indicative Programme.

During our missions it was possible to assess an on-going collaboration with the ILO in the context of the entrepreneurial learning initiative in Lebanon. In this case most of the funds are provided

and managed by ETF plus external sources such as the Italian cooperation in Lebanon, while ILO provides the majority of the technical knowledge.

3.2. Relevance and quality of design

The two key evaluation questions related to relevance and identified in the Inception Report were the following:

- To what extent are ETF projects designed and planned in accordance with national counterparts?
- To what extent are the objectives of the MTP still relevant and in line with the ETFs partners needs and the socio economic problems meant to be addressed?
- To what extent are the current ETF activities the most appropriate for achieving the objectives?
- To what extent have the 4 Function areas and the thematic approach contributed to achieving the ETF's objectives?

The MTP and the WPs provide a series of strategic direction and of possible actions to be promoted and implemented in each area by task managers; however the identification of national and regional actions seems to be carried out without any clear reference to the MTP objectives, themes and functions. The links between actions implemented and the MTP seems to be more of an ex-post exercise and not a real process of interlinking objectives; the use of the **MTP as a guide in project formulation appears thus very limited**. It should also be pointed out that ETF's MTP, its goals and objectives, the structure of themes and functions, as well as the comprehensive projects' logframes **are not shared with stakeholders in partner countries**.

ETF actions are well appreciated at country level where the process of project planning is always **carried out in full partnership with key counterparts**. Evidence of this was clearly shown during field missions and is confirmed by the fact that only 3% of the survey respondents considered the methodology adopted by ETF for project design as unsuitable for their needs.

The regional dimension of many actions as well as the possibility to learn from the experience of other countries is well appreciated and is considered one of the key added values of the ETF. The importance and appreciation of **project regional dimensions** is also confirmed by the Survey where **72%** of the respondents (59 out of 68) judged the regional aspect of ETF interventions positively.

Project design is considered to be highly relevant by most national counterparts even though was also noted that in some cases ETF arrives with **pre-defined actions** that are proposed to be implemented in the country that may not be fully tailored to the country's specific needs. However given the very good ability of the Foundation's staff to interact with national counterparts, project design can then be amended and fully respect needs and expectations of national authorities. The Country Implementation Plans are not always clearly shared with all key counterparts, but in general relevant staff in the Ministry of Education are fully aware of the type of actions promoted.

This finding was confirmed by the on-line survey where almost 50% of the beneficiaries declared that the design of any ETF action comes from a joint analysis of the country's needs and priorities.

The support provided for the definition of NQFs and in the formulation of national VET strategies are considered crucial **top country priorities**. In Turkey and other countries Labour Market related

activities are highly appreciated as bringing the demand side of the equation into VET policy is a relatively new concept and there is little local experience in the field. However Turkey also felt that ETF did not necessarily have a role to play in social inclusion matters; not a view shared by other countries.

In order to verify and better assess those conclusions we included in the survey of the beneficiaries a question related to the relevance for their organisation of each type of ETF action. Beneficiaries were requested to grade the importance of different projects, which were then grouped in the following 11 macro areas of interventions.

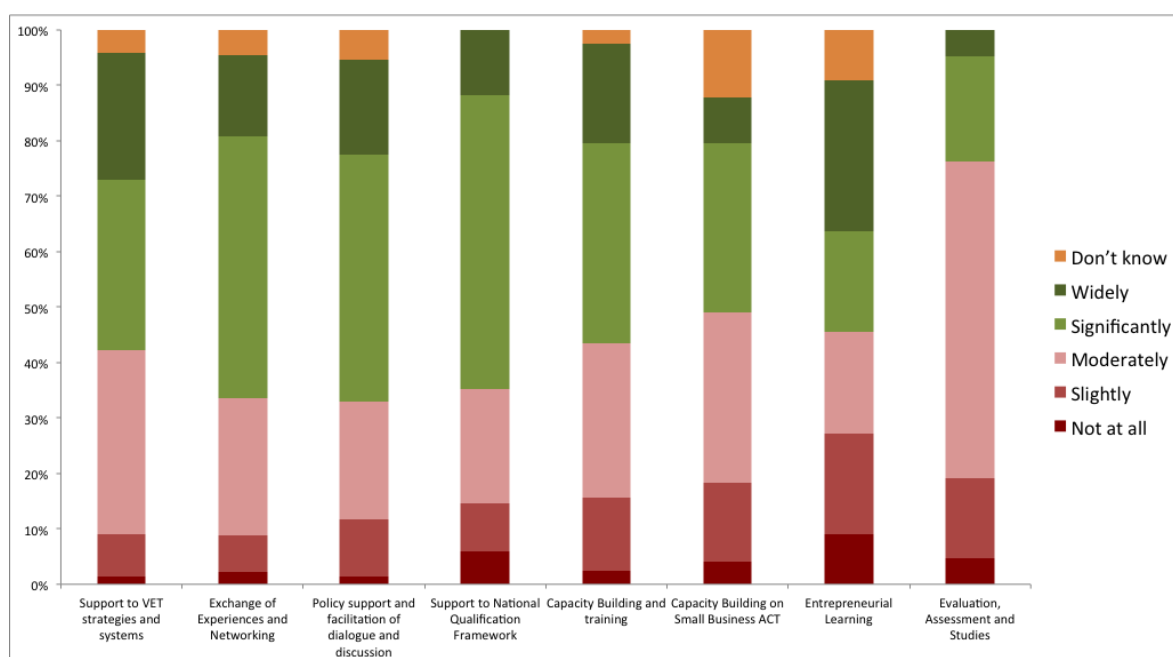
- Support to VET strategies and systems
- Exchange of Experiences and Networking
- Policy support and facilitation of dialogue and discussion
- Support to Qualification Framework
- Capacity Building and training
- Capacity Building on Small Business ACT
- Entrepreneurial Learning
- Evaluation, Assessment and Studies

The following table shows that the majority of ETF actions are graded as widely or significantly relevant, with NQF, Policy Support and Exchange and Networking by more than 60% of respondents. In contrast, actions related to Entrepreneurial Learning are considered slightly or not at all relevant by 27% of respondents.

How much do you judge the following ETF actions to be relevant in relation to your country's needs?

	Not at all	Slightly	Moderately	Significantly	Widely	Don't know
Support to VET strategies and systems	1,4%	7,6%	33,3%	30,6%	22,9%	4,2%
Exchange of Experiences and Networking	2,2%	6,7%	24,7%	47,2%	14,6%	4,5%
Policy support and facilitation of dialogue and discussion	1,3%	10,5%	21,1%	44,7%	17,1%	5,3%
Support to National Qualification Framework	5,9%	8,8%	20,6%	52,9%	11,8%	0,0%
Capacity Building and training	2,4%	13,3%	27,7%	36,1%	18,1%	2,4%
Capacity Building on Small Business ACT	4,1%	14,3%	30,6%	30,6%	8,2%	12,2%
Entrepreneurial Learning	9,1%	18,2%	18,2%	18,2%	27,3%	9,1%
Evaluation, Assessment and Studies	4,8%	14,3%	57,1%	19,0%	4,8%	0,0%

Those data are also presented in the graph at the following page where red columns indicate a lower perceived level of relevance, while green columns indicate a wide or significant level of importance assigned to the specific set of actions. We can observe that the support to **NQF is considered the most relevant action among the ones carried out by ETF**, followed by the support to VET systems and strategies, the capacity building and training, the exchange of experiences and networking and the support to policy facilitation and dialogue. On the other hand, less relative importance was assigned to the capacity building specifically dedicated to the Small Business Act, to the Entrepreneurial Learning initiatives and to the work on evaluation assessment and studies.



Beneficiaries have also pointed out the limited amount of resources (human and financial) made available by ETF compared to other donors results in the limited scope of their actions. A need to increase the level of interaction and collaboration with EU Delegations as well as with other donors was indicated. As a matter of fact when it comes to the real implementation of projects, most of the actions are **perceived as pilots** with little possibility of success if not embedded into a larger strategy and vision.

Several interviewed beneficiaries have defined ETF interventions as “pilot projects” mainly due to the fact they are focused actions within geographical areas, or relate to a selected number of structures or sectors. The following examples can be mentioned:

- Schools development and entrepreneurial learning programmes, where only a limited number of VET schools can participate;
- The NQF process, where the ETF support is only focused on 2-3 selected sectors;
- The entrepreneurial learning projects, where a very limited number of professors/trainers is involved in each country.

In contrast that several interlocutors have pointed out the positive aspect of the ETF interventions as it can build upon the existing national priorities and assign full ownership and responsibility to governments and local actors and therefore, in the end, achieves significant and long lasting results with a relatively small amount of funds.

The **EU Delegations seem to be well aware of the activities carried out by ETF** and, in most cases, the working relationships appear to be positive. In terms of project design, however it should be pointed out that interventions in the country are only discussed generally with the EU without a structured and defined collaboration strategy. Implementation plans (IP) are not made available and in some cases the two organisations seem to work in parallel and not in partnership. If not the whole IP, then maybe an annual summary or abstract could be shared with the EU Delegations at appropriate times in order to provide a written and formal document outlining ETF's actions.

The quality of the IPs, their standardisation and their ability to provide an overview of the actions to be implemented in each country has certainly improved in recent years. In addition, the idea of producing one single IP per country facilitates formulation, management, and coordination. However not all plans provide a clear list of the specific actions that are planned in each individual country, and in this sense an additional effort of standardisation appears necessary.

The survey among EU Delegations presents a mixed picture in terms of ETF's capacity to promote actions considered relevant with EU interventions in the country. The question on the capacity of ETF to support EU programming cycle has received 3 negative replies (not adequate) coming from Moldova, Azerbaijan and Montenegro, 1 neutral (fairly adequate) and 5 positive (adequate to the needs).

3.3. Added Value

The reviews essentially addressed the following 4 questions:

- To what extent do the EC and partner country stakeholders perceive an added-value of ETF (within the MTP strategy)?
- What are the consequences of implementation of the ETF (/MTP strategy) (compared to private sector experts or Commission services)?
- To what extent does ETF provide a better quality service if compared to other similar organisations?
- How is the role of ETF perceived by national counterparts

In summary the work of the ETF **is considered to add real value to the partner countries** work in VET and HCD. ETF's real status is not clearly understood nor consistently described, hence our brackets in both questions, but that does not seem to matter. What is consistent is the view that the quality of information and expertise provided is excellent. ETF is a "unique" source of all such experience and data. Its general flexibility and responsiveness are appreciated and whilst permanent in-country ETF presence would be ideal the on-going relationship with the Country Manager provides a good compromise. There isn't conclusive evidence that the ETF is always preferred to private sector experts or the Commission services nevertheless/but in all countries they play a significant part in project identification and on-going project implementation. The following are the main categories under which comments on ETF's value added fell: i) status of ETF, ii) quality of ETF's work and operations, iii) role of ETF, iv) limitations of ETF.

3.3.1. Status of ETF

The status of the ETF does not seem to be totally clear, not just between countries but also between different stakeholders within one country. However this in general is not seen as detrimental. Whatever the perception of its actual status it appears to be fairly influential in all countries, especially in bringing stakeholders together to discuss and share their views on VET reform.

In the **Mediterranean** region the ETF is seen as **working under the EU's "umbrella"** In Lebanon this has given it an ability to carry out promotional activities at the level of the Ministry of Education which local institutions or NGOs could not have done. It also gives it more authority when liaising with other donors and agencies (e.g. ILO). In Morocco this "umbrella" status meant the ETF was recognised as the only facilitator able to bring together public and private stakeholders in the definition of the VET strategy as well as in the NQF process. In **Serbia** ETF is effectively seen as the **"EC's HRD expertise arm"** and as such it has been able to be rather

influential in the reform process. In Turkey, the promotion of VET reform activities would not have been done effectively by any of the national organisations but could only be promoted thanks to ETF support. In **Ukraine** the ETF was generally considered to be a **centre of excellence in VET issues** “somehow” linked to the EU. In **Kyrgyzstan** ETF’s added value comes from the perception that it is a “**quasi-academic institution.**” Quite often the word “think-tank” was applied to the ETF which made the case for it not being in large implementation programmes but to position itself very much in the policy area. Only in Serbia did a couple of interviewees see the ETF as a quasi-donor organisation.

3.3.2. Quality of ETF’s work and operations

All countries commented on the access to **high quality data and information** the ETF has in Turin. The ability of its experts was also acknowledged by all. For most people the fact that this knowledge and information had an EU orientation did not matter. In fact this was often deemed to be the most useful source for the specifics of neighbouring countries and Central Asian Countries. Several also mentioned that non EU information was also available in many instances. The availability of documents online is appreciated particularly by the EUD in Ukraine.

The quality and range of ETF’s work and experience mean that it can provide pre-accession countries useful information about both the EU experience and that of other countries in the same position.

In the Central Asian region there were specific comments that the presentations and materials produced by ETF for training, seminars and workshops were well liked, as they were both practical and detailed. In particular delivering most work through Russian was highly appreciated.

In Serbia it was commented that through the quality of its work it appears that ETF can be quite persuasive in bringing people on board the VET reform process. It does not rush the process too much but goes step by step leaving time for discussion, absorption and adoption on the part of the stakeholder’s. ETF’s participatory procedure to promote policies is particularly appreciated.

The **different methodologies ETF uses**; the participatory process, consensus-based stakeholders’ consultation approach, peer group reviews, clear step by step planning documentation are **considered to be of very good quality.**

3.3.3. Role of ETF

The **continuing relationship between the ETF and key stakeholders** is a unique role that ETF provides.

In Morocco the extensive knowledge of the country and of the different actors involved in VET is considered a great added value of ETF experts, In Ukraine and Kyrgyzstan the on-going contact with the Country Manager meant that there was consistency in relationships. They can get to know the national key players and the VET system very well but also know what the ETF can and cannot deliver in response to emerging needs. In contrast project team leaders may also be very skilful but they are often only around for the duration of the project and spend most of that time getting up to speed with the key individuals involved and the realities of the VET system in place.

At times the ETF has the role of initiator. In Lebanon and in Morocco ETF was able to propose and actually start relevant activities with the right interlocutors on the NQF process. The Torino Process is a strong example of ETF acting as an initiator through in the first instance undertaking

the exercise itself and then handing the process over to stakeholders so that they can not only identify their HCD needs but also begin the process of monitoring for results. In Turkey key stakeholders can now address core topics related to VET reform and to NQF establishment by themselves; while few years ago ETF had been indispensable for promoting any reform

Communication is a key role played by ETF both internally across stakeholders but also regionally and internationally so that knowledge and experiences can be exchanged and networking established. In Kyrgyzstan ETF was praised as an organisation that is very well informed, experienced and knowledgeable about VET policy in Western Europe which it can transmit very well to Kyrgyz stakeholders.

Dissemination of knowledge is important and ETF's support in areas where it is not actively working is appreciated. For example the private sector in Ukraine would like assistance with setting up sectoral councils. Although ETF does not have the funds for this at least they can provide the data and information they have in-house.

The ETF's ability to facilitate the different reform processes is a significant aspect of its added value. In Morocco and Lebanon the combination of its recognised technical expertise of the country and sector plus the idea that it is acting under the "EU umbrella" has meant ETF can mobilise all key national interlocutors in the reform process.

The regional aspect of ETF's work, plus the opportunities to attend broader events in Brussels was seen as very useful. In Serbia such visits enabled "good practices" to be seen.

As a source of expertise ETF staff and experts are very valuable to the EUDs. In Morocco the EU Delegation addresses ETF whenever a need for information on the labour market or VET arises. In Lebanon the EUD clearly declared a preference for ETF experts rather than framework contractors for HCD and VET matters. The key reasons being: experience and professionalism, the possibility to deal with the same people over a reasonably long period of time together with the feeling of working with colleagues that are sharing the same institutional environment.

The survey **confirmed the appreciation** of the beneficiaries for the unique type of support provided by ETF. In fact, 50% of respondents declared that ETF's work could not be done by any other organisation, 25% replied it could be possible and 25% did not take any specific position. In contrast the EU Delegations did not provide a clear direction on this issue, with 60% of respondents that did not express their opinion.

Beneficiaries declared the following aspects to be added values provided by ETF:

- Support from long-term experts, who can ensure continuity in the actions and profound knowledge of the fields (57% of respondents have scored this option to be a wide or significant added value);
- The possibility to work under the EC umbrella facilitates the access to relevant national counterparts (58,5% consider this option a wide or significant added value)
- The possibility to work under the EC umbrella facilitates access to other relevant donors (60,9% consider this option a wide or significant added value)

The support provided by ETF's permanent expert is considered a key added value by almost 70% of EU Delegation survey respondents (9 out of 13). This confirms the feedback from the field missions where the advantage of dealing with a "long term expert" if compared to short term framework contractors was outlined in several cases. At the same time, the possibility to enhance

contacts and coordination with national counterparts is considered a crucial element by the EU Delegations and this is in line with what was observed on the ground, that ETF staff being close is highly appreciated by most countries' stakeholders.

3.3.4. Limitations of ETF

In several countries ETF's budget limitations were mentioned as this results in too few/small actions that in the end were mainly perceived as pilots and it also limits the amount of assistance the country can get to a few key areas.

In Morocco it was suggested that the lack of a flagship "permanent initiative" carried out by ETF might hamper its visibility and that so far, the foundation has not fully taken advantage of the sectoral knowledge acquired and has not built a long term strategy upon it. It is true that ETF promotes the TORINO process in all countries and this is recognised as an important initiative, however the possibility to produce something that has a larger visibility and a better analytical and scientific background was also pointed out by some beneficiaries.

This lack of budget and possible lack of visibility is also a consequence of the lack of a permanent office or representative in-country; this was particularly regretted by Ukraine and Serbia. Conversely in Morocco it was suggested that close long-term contact with national counterparts could be a risk if objectivity were lost. Sometimes the lack of clarity over the status and role of the ETF can give rise to confusion and reticence to deal with the Foundation, as in the case of interviews in Serbia.

Although in general the EU Delegations spoke well of ETF and appreciated its assistance in fact external experts are still extensively used in programme planning for identification and formulation as past experiences were hinted at not always being so positive. It may also be that there is some resistance from Brussels to the EU Del. relying too much on the ETF.

3.4. Efficiency

The following four evaluation questions were identified as key elements for the assessment of efficiency:

- Have there been any difficulties in the implementation of the annual work programmes in the partner countries which will negatively impact on ETF's ability to meet the objectives set?
- To what extent are the ETF financial resources utilized efficiently in the implementation of the objectives?
- To what extent is the ETF budget allocation considered adequate for achieving its objectives
- To what extent does ETF's project management cycle, including monitoring and evaluation contribute to the efficiency and effectiveness of its operations?

The approach of ETF to project management and related implementation is very different from any other donor organisation. In most cases, the full project ownership and responsibility is assigned to local counterparts that are, therefore, to be considered responsible for any possible delay in the course of the actions. It must be pointed out that, in terms of project timeliness, this seems much less of a constraint on ETF than on other EU contracts. Often items are rescheduled for logistical or budgetary purposes; nevertheless there is very little complaint about the speed of activity on the part of ETF. This could be linked to the fact that stakeholders are not party to the annual plan with its timeline etc. It could also be because the on-going relationship with the country manager keeps everything on a slightly less formal basis and some "delays" are signs of

flexibility and responsiveness." In practical terms, in most of the countries visited a significant number of actions were considerably delayed or even in some cases cancelled. However the reasons for these delays were often out of the control of ETF and in the end had limited effects on the overall capacity to achieve long term results.

When international or national experts need to be mobilised ETF applies its own procedures (very similar to standard EU ones) and its budgets are in line with EU standardised priced for experts. The quality of external expertise provided, especially in case of international experts, is often considered above standard. However, probably due to the very specific type of requests together with the little knowledge of ETF among many operators, some delays due to unsuccessful tenders are recorded.

Around 18% of survey respondents have observed an unforeseen delay in ETF project implementation, partially this was due to the Arab spring, but also reasons such as difficulties in taking internal decisions due to fragmented local institutions or scarce cooperation between ministries and social partners were outlined as key causes. The delays in these cases have significantly affected project implementation, however around 60% of respondents did not record any delay in ETF interventions. This confirms the findings of the field missions mainly in the sense that national counterparts are often not fully aware of the initial timetable of ETF actions and therefore do not perceive the possible delays as a key aspect. It should also be noted that ETF managers appear to assign a much greater importance to quality and ownership of each intervention rather than to their timely implementation.

ETF actions always involve a large number of stakeholders in each country and are often able to promote the implementation of crucial national actions with a limited amount of funds. However, national stakeholders have the perception that the limited nature of ETF's budget can negatively affect the real possibility of achieving long-term results. In Turkey the belief is the amount is too low with insufficient funds available for the effective monitoring of activities. In contrast, in Morocco it was pointed out that the limited amount of funds might work as an incentive for local counterparts in order to force the selection of national key priorities.

It is also important to highlight that any discussion with beneficiaries on the amount of ETF budget allocated per country is always only based on **Title III budget** (external funds mainly available for the recruitment of experts and for the organisation of Workshops and seminars) and does not take into account the overall expenses that include Title I (ETF staff salaries) and mission expenses. Even if the comprehensive figures are internal and do not need to be shared with beneficiaries, it is of interest to note that in each country the funds allocated for Title I and missions are in line with or even larger than the amount allocated for Title III. Furthermore regional interventions, which include missions and the exchange of experiences among stakeholders, often have a budget which is not clearly taken into account by national beneficiaries. In absolute terms, the real ETF total allocation of funds goes far beyond the perceived figure of national counterparts. As examples we can mention:

- The **Turkey** country project for 2011 had Euros 55,000 for Title III and almost 130,000 for Title I and missions;
- The **Morocco** country project for 2011 had an allocation of around 60,000 for Title III and 63,000 for Title I and missions.
- The project on **Regional Dimension of Qualifications in the Mediterranean** has an overall budget (including Title I and missions) of around Euros 222,500

ETF support is mostly perceived by EUDs as less expensive if compared to framework contractors, however this appears also linked to the fact that ETF budget and real expenditures are not covered by the Delegation. In reality, the real average cost of a full time equivalent unit of ETF operational support is around 150,000, in line or slightly lower than the average cost of framework contract experts that for Lot 9 (Culture, Education, Employment and Social) is equal to 165,000 per year².

So far, the use of internal M&E systems appears limited, the ETF has only recently adopted a more result-oriented approach to its activities and this is not yet fully reflected. However, in some cases (e.g. Morocco) the internal monitoring fiche provided some useful hints for the evaluation mission and allowed for a good overview of key strengths and weaknesses in the country plan.

3.5. Effectiveness

The evaluation on Effectiveness is focused on the following three key questions:

- To what extent the objectives at project level were met?
- To what extent the achievement of the objectives at project level has concretely contributed to the achievement of the MTP Specific Objectives?
- To what extent has ETF effectively disseminated knowledge and information among partner countries?

The assumption is that the objectives are those of the MTP rather than the project within the countries and regionally as the latter are derived from a different process. In fact the interviews showed that the final workplans, logframes etc. are not fully shared with the stakeholders and so we understand they may have no written statement as to the “objectives at project level” of their current project. This of course does not mean that they have no clear understanding of what ETF’s activities are supposed to achieve, as they have agreed the activities together. As there are no clear indicators in the MTP it means that all assessments of effectiveness are subjective. However this doesn’t mean that effectiveness isn’t of interest to the stakeholders. In fact overall the ETF is assessed as being very, even sometimes surprisingly effective in what it does.

According to all interlocutors in Morocco the quality of ETF internal and external experts is considered well above standard. Furthermore in Morocco, Kyrgyzstan and Ukraine the possibility to deal on a long term basis with the ETF country manager was highly appreciated. Both factors considerably enhance effectiveness. Comments in Ukraine took a different approach. They also believe that ETF expertise is above standard and this is proved by the fact that the country has become a more sophisticated partner with donors. If ETF was not delivering useful activities the Ukrainian partners would not be taking part in them and asking for further involvement.

A **positive outlook** on the ability of ETF to provide information, analysis and policy advice is also confirmed by the survey as 67% of respondents have assessed the Foundation as effective, 22% as slightly effective and only 1 beneficiary has judged it as not effective.

In addition, a specific question to assess to **what extent national organisations had benefitted from the activities implemented by ETF projects** was included in the survey. Following the approach adopted under relevance, we have grouped ETF actions under 8 macro areas and

² The average cost of OPS staff in ETF is calculated taking the Human Resource Cost per country and dividing it for the total of Full Time Equivalent provided per each country. The current costs of EU beneficiaries FWCs can be found at http://ec.europa.eu/europeaid/work/framework-contract/beneficiaries-2009/index_en.htm. The annual cost of 165,000 is calculated on the basis of a 50% distribution between senior and junior experts and a total number of working days equal to 220.

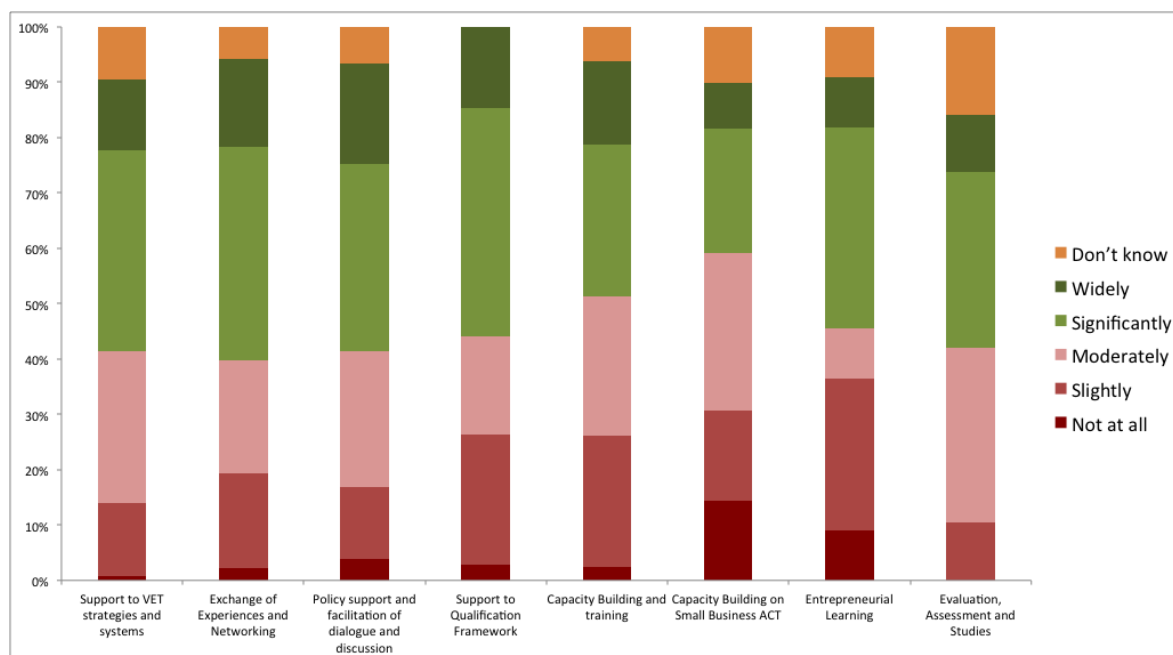
respondents were requested to assign a score to each type of intervention. The following table summarises the results of this exercise.

To what extent has your organisation benefitted from the activities implemented by the project?

	Not at all	Slightly	Moderately	Significantly	Widely	Don't know
Support to VET strategies and systems	0,7 %	13,4%	27,5%	36,2%	13,0%	9,42%
Exchange of Experiences and Networking	2,3%	17,0%	20,4%	38,6%	15,9%	5,7%
Policy support and facilitation of dialogue and discussion	3,9%	12,9%	24,7%	33,8%	18,2%	6,5%
Support to Qualification Framework	2,9%	23,5%	17,6%	41,2%	14,7%	0,0%
Capacity Building and training	2,5%	23,7%	25,0%	27,5%	15,0%	6,25%
Capacity Building on Small Business ACT	14,3%	16,3%	28,6%	22,4%	8,2%	10,2%
Entrepreneurial Learning	9,1%	27,3%	9,1%	36,4%	9,1%	9,1%
Evaluation, Assessment and Studies	0,0%	10,5%	31,6%	31,6%	10,5%	15,8%

The effectiveness of the actions promoted can be fairly positively assessed taking into consideration that all interventions with the exceptions of those related to the capacity building on Small Business Act are considered **significantly or widely effective by more than 45% of respondents**. The actions perceived as best performers are the ones linked to **NQF and to the exchange of experiences and networking, with around 55% of respondents** grading them as widely or significantly capable to provide real benefits for the organisations.

These trends are also presented in the following graph, where red columns indicate a lower ability of the implemented actions to provide a concrete benefit for the organisations, while green columns indicate a positive (widely or significantly) assessment. One finding of particular interest is that in terms of capacity building and training only 42,5% of respondents perceived benefits to their organisations. This is in contrast to the 54% who thought such activities were significantly or widely relevant thus indicating that possibly expectations were not met.



Further comments can be made in respect of each of the MTP's Specific Objectives (SpO). For each SpO the comments of each country were usually positive and a few examples have been selected. Where there were any caveats or comments that an SpO was not being achieved, that is noted.

SpO-1: “Improve LM analysis and forecasting about the partner countries and support them in reviewing VET systems in this light (new skills for new jobs)”

In Serbia ETF was seen as providing important support to the review and reform of the VET system. From the perspective of the stakeholders In Kyrgyzstan the Tornio process and related work addressing labour market analysis is seen as key to VET reform and progress is being made in the area. Similarly the Schools Development programme is providing training so some of the VET centres can develop their own strategies for developing their schools to fit the needs of their social partners, undertake adult education and education for vulnerable groups and play a confident role in VET reform.

A positive picture is provided by the survey; 34% of respondents considered ETF slightly or moderately able to contribute to reviewing VET policy whereas 66% considered the Foundation as widely or significantly capable to support the process of VET reforms.

SpO-2: “Support the EU external policy instrument programming cycle”

In all countries the ETF works with the EUD on different elements of the programming cycle, identification, formulation and the provision of expertise to on-going projects. In Lebanon the EUD commented favourably on the ETF expertise provided for the formulation of a Palestinian refugee project. In Serbia the ETF has contributed effectively in the capacity building for the programming process. Furthermore the EUD will take advantage of the Foundation’s support during an upcoming project identification mission to be carried out jointly with GIZ.

As mentioned in other areas of this report the extent to which the EUD’s use the ETF varies. ETF is almost always involved at some stages but EU funded projects are not obliged or always willing to call upon ETFs experience. Nevertheless 66,7% of EU respondents consider that ETF’s work has significantly supported the EU external policy, with one single negative case recorded in Macedonia.

SpO-3: “Disseminate relevant information and encourage exchange of experience and good practice between the EU and the partner countries and among the partner countries in HCD”.

In Serbia the ETF had organised, funded and monitored many similar activities with success. The view in Kyrgyzstan was that the opportunity to meet with counterparts from neighbouring countries and share experiences is very valuable as stakeholders do not have the budget to visit the countries otherwise.

The possibility to exchange experience with the region and with the EU is highly appreciated in Lebanon. However the selection of public functionaries to be sent on study visits is often a delicate political decision that exceeds ETF’s role, consequently sometimes inappropriate selections are made which can negatively influence the event.

In Turkey the feeling was that dissemination could be extended through the use of mass-media, and more extended use of study visits to ETF premises for public administrators.

	<p>The survey demonstrates a positive perception by beneficiaries of ETF's capacity to promote the exchange of experiences with other countries and the dissemination of information. 75% of respondents considered ETF support in this field to be widely or significantly positive.</p>
<p>SpO-4: "Contribute to the analysis of the overall effectiveness of external assistance to the partner countries in the field of HCD"</p>	<p>In Kyrgyzstan no one mentioned ETF's role in the analysis of overall effectiveness of external assistance. It was felt that this should be the role of the Kyrgyz government; of the new National Council for Skills development in particular.</p> <p>In Morocco ETF provides support and exchanges expertise with the national institution in charge of the evaluation of VET and HCD interventions. The small support provided was focused on the presentation of different VET systems in the EU and was well appreciated; however the possible range of interventions in this field could be much wider and could lead to more structured and visible collaborations.</p>
<p>SpO-5: "Support relevant stakeholders, particularly the social partners, in the partner countries to increase their involvement in VET reforms and develop their capacity for becoming key actors in those reforms".</p>	<p>For some it is the Torino process which has widened the range of stakeholders. In Lebanon support provided through the Torino Process and the NQF have certainly helped the national counterparts in their efforts to update the national VET strategy.</p> <p>In most countries ETF does make sure social partners are included. In Kyrgyzstan ETF works with a wide range of stakeholders including VET's social partners e.g. the Chamber of Commerce, large companies e.g. Kyrgyztelecom and the Federation of Trade Unions. In Ukraine the Confederation of Employers feels that ETF has helped its voice be heard in all debates.</p> <p>In Morocco the capacity of ETF to mobilise the employers association, the unions together with the governmental counterpart was seen as a unique concrete result that would have been difficult to be achieved by any other national or international organisation.</p> <p>However in some cases the situation is less positive. In Serbia ETF's contribution to the mobilisation of social partners involvement in the social partnership for HCD had not been proactive. The state stakeholders only indirectly involve the social partners and ETF cannot go over their authority.</p> <p>The survey presents a marginally optimistic picture with around 60% of respondents perceiving ETF's capacity to promote an improved and increased involvement of social partners in VET reforms as widely and significantly effective.</p>
<p>SpO-6: "Build partner country capacity to analyse and interpret</p>	<p>Again it is the Torino Process that is beginning to lead the country in its HCD capacity building activities by identifying key needs as in Serbia.</p> <p>This SpO is very wide in its scope and at any point in time a country may</p>

trends and challenges and design, implement, evaluate and review evidence based policies in HCD”.

only be building capacity in one element. Certainly for some countries, e.g. Kyrgyzstan implementing, evaluating and reviewing evidence is still a way off

3.6. Impact

Precise definitions vary but impact is generally considered to be the extent to which Strategic Objectives (StrO) and Vision is being reached. Is always a complex issue to assess particularly in the absence of any indicator as is the case of the MTP. The questions taken into consideration for the analysis are:

- To what extent have ETF activities achieved the vision and strategic objectives of the Midterm Perspective 2010 – 2013 to date?
- Are there any additional (outputs/outcomes that have been achieved that were not foreseen in the work programmes?
- To what extent does the Foundation contribute to the EU education and training and other political and strategic priorities (e.g. Education and Training 2020, Europe 2020)?

The interviews in all the countries concluded that the Strategic Objectives (StrO) and Vision were being addressed. The extent to which this was being achieved was very subjective. The Ukraine report pointed out the dilemma “the definitions of the MTP’s strategic objectives are so broad that it would be almost impossible to say that ETF’s work in the Ukraine was not addressing them.” However the positive point made was that by implication, as ETF is the only donor working at policy level to any significant extent in the country “contributions” to the StrO and Vision must be due to its work with the national stakeholders. To differing degrees this is the case in all other countries visited as ETF is generally the main partner at policy level. Several beneficiaries have noted that ETF support can concretely modify and improve the approach that public institutions take with regard to some specific themes of Human Capital Development such as VET strategies and NQF. In Morocco the very positive relationship between the small amount of funds allocated by ETF and its capacity to achieve long lasting results at policy level was outlined.

The survey **also confirms this positive assessment towards ETF’s ability to achieve long term impact**, with 51% of beneficiaries declaring that ETF actions have contributed to policy changes in their country. To the same questions, 18% of replies are negative, while 31% did not have a definitive opinion. Similar conclusions can be drawn from the EU Delegations survey, with more than 60% of respondents considering ETF actions as significantly or widely capable of contributing to wider EU Education and Training policies and priorities.

StrO-1: “To contribute to the interplay between EU internal policies and the implementation of its external relations policies in HCD through VET reform

For many the Torino Process is now seen as the main vehicle through which to articulate this objective. ETF promotes EU internal policies in the Serbian context by involving the stakeholders, mainly the state ones in the Torino Process. Lebanon also values the Torino process highly. However other countries have yet to take full ownership of the Torino Process such as Ukraine and Kyrgyzstan where it is still seen as something the ETF wants the country to do for “whose benefit”? This is not meant as negatively as it might sound – rather the benefits of the

Torino Process are not yet visible for the stakeholders.

From the perspective of Kyrgyz stakeholders the ETF is addressing StrO 1 in that it articulates EU internal policies and adapts them along with the Kyrgyz stakeholders for use in their VET system. For example they are focussing inter alia on lifelong learning as per the Copenhagen Process. They are fulfilling their obligation under the Barcelona Council "to transfer innovation and policy development in the field of policy learning to third countries." In respect of the Development and Co-operation Instrument they are providing a differentiated approach towards Kyrgyzstan. They are bringing to stakeholders' attention the concepts of life-long learning and social partnerships whilst also providing a framework for qualification recognition and improving the possibilities for migrant workers to find work.

Budget constraints clearly hamper the degree of progress towards a StrO. In Morocco the contribution to the implementation of EU policies is positive and concrete if compared to the overall amount of resources made available. However possibly delivery was rather too generic as there was a request to have more "tailor-made" services with more direction being provided by the EUD.

StrO-2: "To contribute to the development of partner country intelligence and capacities in planning, designing, implementing, evaluating and reviewing evidence based policies in VET reform".

All countries could show progress towards this objective. In Serbia ETF had designed and implemented a diversified capacity building programme based on a correct analysis of the stakeholder's needs to address VET reform. All stakeholders, except the social partners were very pleased with the capacity training. In Kyrgyzstan the delivery of capacity building in Russian was greatly appreciated by the Schools Development Programme.

Many feel that workshops and conferences with other neighbouring countries build their intelligence and that they can gain a lot of useful information from the experience of others in VET reform. Some of the contacts made at such meetings are maintained through informal internet contact. Though, in Turkey it was pointed out that joining meetings with regional countries is not always productive, due to specificities of Turkey's socioeconomic characteristics; while it is wished to join countries that are having similar political accession status.

ETF greatly assisted the EUD in Ukraine in drafting the various fiches for a 1.5m twinning programme to help with the implementation of the NQF which has been adopted by government.

The work of ETF is yet to be seen in the development of VET policy in Lebanon, which has yet to be implemented. In Ukraine a new NQF is in place, which incorporates many elements gained through work with the ETF. In Serbia the VET reform process is definitely moving forward.

In Morocco it was said that even though many of ETF's interventions are small, just one seminar or one training session, they are appropriate

enough that they can become fully embedded by national social and institutional counterparts. This may be because the interlocutors in the country are more advanced than those in other countries. Nevertheless it is very positive if a small intervention, well addressed to the right partners, can produce a significant impact. A suggestion for improved achievement of StrO 2 came from Morocco. If the EU and the ETF joined forces together they could work at the political level to further the progress towards this StrO.

In Turkey the different Social Partners' growing awareness of their key roles within the VET reform process is the result of the EU / ETF concept of social partnership in dealing with HCD. However, so far this awareness has grown more at national level than at the isolated regional level where necessary SP capacity lags behind

Progress towards the **MTP vision** "to make VET in the partner countries a driver for LLL and sustainable development, with a special focus on competitiveness and social cohesion" appears to be being made. Essentially the perspective of the countries is maybe not so long term at the moment. The focus is at the stage of reform of VET itself, which is still on-going in all of the countries – just starting in some. Therefore those interviewed were fully aware of all the different concepts, LLL etc. and could appreciate their importance but they were not so actively working on them yet other than to the extent ETF incorporates LLL or social cohesion in its work and the materials it uses.

As was said in Serbia the concepts are becoming more seriously embraced by the key stakeholders / key decision-makers. However, for the fulfilment of the vision there are still a lot of steps ahead. This is an indisputable factor that strongly influences the vision fulfilment. For Kyrgyzstan this vision is 10-20 years in the future. The concept of lifelong learning is quite well established amongst all stakeholders but in its very early stages of rudimentary application in a few places. Sustainable development or continuous development is desired but there is neither enough policy and strategy nor equipment and technology within the VET system to make this much more than an aspiration at the moment. Social cohesion is understood in the sense of social partnerships but the idea of competitiveness is not understood vis a vis VET.

These findings strongly imply that the Vision in the MTP is ETF's own. As it is quite broad, and more forward looking in range it is not necessarily fully shared by their partner countries whose current focus is much more specifically on VET reform. However this does not mean that partner countries are asking the ETF to change its Vision or make it an amalgamation of all their goals.

Several **additional types of impact** were mentioned, some of which are also points made under Added Value.

- Ukraine appreciates the fact that ETF's areas of focus do not change annually but are continued over several years so real progress can be made.
- Several countries mentioned the fact that ETF is willing to deliver the information and documentation it has to address ad hoc questions which means progress can be made even if a topic is not a current area of ETF focus.
- Occasionally ETF work leads to larger scale donor funded programmes. In Lebanon the outcomes of the work done through the Torino Process and the NQF project are to be incorporated in a recently formulated WB project

The main **constraint** cited was resources. Limited national resources in terms of manpower were cited by Ukraine and Lebanon. Limited absorption capacity due to cuts in government staffing levels and or constant changes in staff was mentioned by several countries. Limited ETF budgets by everyone. Limited availability of ETF support was noted by Lebanon. Limited participation by social partners was cited in Serbia. It is a truism to say that budgets limit the amount of work that can be done. The key question is whether the limited budgets can be used to generate more impact. Most countries accept that ETF's financial limitations are a given and thus work in the areas they can and maximising impact is not an active consideration.

In Morocco the view was expressed that ETF interventions in the country seem to lack an independent steering and a long term strategy, the identification and formulation phase are carried out through extensive consultation with relevant stakeholders, however clear vision, direction and objectives are not provided by ETF. Actions are thus sometimes scattered and directly linked to the requests of the government. Given the overall small amount of resources available each year, the optimisation of their use should be a key factor in the development of the implementation plans and in the identification of long term objectives. This suggests that country plans are not developed in full co-operation with the partner country and that the WP, logframes etc. are not fully shared

3.7. Sustainability

The key evaluation questions in terms of sustainability of ETF interventions were formulated as follows:

- To what extent the results achieved in terms of policy analysis and capacity building in the partner countries are fully embedded in the national structures and will receive the adequate support by national authorities in the future.
- To what extent other donors have been involved and informed on ETF actions and are likely to follow up on them?

In general terms, given the type of support provided by ETF, **sustainability is largely the task of the national counterparts**: ETF provides tools, approaches, methodologies and opportunities to exchange information and experience but it is the responsibility of the partner country to take full advantage of the resources provided. The great majority of ETF interventions analysed are fully embedded in national priorities and structures and they are often considered key elements for future development.

In Morocco the actions which support the definition of a VET strategy and of an NQF are highly embedded into national organisations and are likely to continue without further direct or external support. It is, in fact, recognised by all parties that the set-up of a collaborative environment between employers, unions, and the VET department would produce long lasting effects. In Turkey several elements from ETF-related outputs (provision of information, analysis and policy advice) are used by the Ministries as a basis for further elaborations, thus ensuring added value and sustainability of project results. Similarly in Ukraine an example given was the recently elaborated National NQF Strategy which incorporated much of the work done with the ETF. In addition the ETF has greatly assisted the EUD in drafting the various fiche's for a 1.5m twinning programme to help with the implementation of the NQF which has been adopted by government. In Lebanon activities related to the NQF as well as to the implementation of the VET strategy have recently been included in a WB project that is expected to be starting shortly.

Nevertheless lack of funding and capacity was cited as a reason why progress is often slower than ideal and further assistance is always welcome. It should also be pointed out that ETF does not play any key role in the promotion of future or follow up activities with either the national governments or other international donors; a tighter and more structured collaboration aimed at supporting the future funding of ETF small operations to be implemented at a larger scale would also be welcomed.

4. CONCLUSIONS AND RECOMMENDATIONS

Overall the evaluation of ETF's performance against its MTP has been positive. On the basis of the analysis carried out it would appear that all objectives of the MTP are relevant. They are broad enough to cover the comprehensive reform of VET that is necessary. In practice they underpin the dialogue between the ETF and their stakeholders. Therefore there is no basis on which to suggest major changes to them. However, the impression is that the MTP and its strategic indications are not concretely used during project planning and identification by ETF experts and at the same time are not fully known or shared with beneficiaries in partner countries. This means that the MTP loses parts of its usefulness as a document for strategic planning.

The following lists of recommendations fall into 2 categories. The first is to keep the system as it is and fine tune it based on the majority of the evaluation's findings. The second is to take a more radical approach to streamline and simplify the entire objectives matrix, to make it less ETF internally focussed and easier to share with all partners. This suggestion is in order to address the key finding that the overall structure of the MTP and its linkages to the WPs appears to be difficult to be interpreted and thus disseminated among non ETF staff

4.1. Recommendations for MTP fine tuning

- A. The definition of the ETF intervention logic starting from the MTP, the WP and then the project IP was neither easy nor linear, the **relationship between different level of intervention is not clear**. In addition the WP seems to be an extraction of the MTP with no intermediate level of objectives while **in the IP there is practically no mention of the ETF MTP**. In order to reinforce internal coherence and improve the overall design, the following recommendations are proposed.
 - The MTP should have its own logframe and the links with the Implementation Plans should be made more explicit.
 - Indicators should be provided for all objectives within the MTP and reflected within the individual projects and/or activities.
 - There is a need to define intermediate objectives able to promote and harmonize the coherence at the geographic level or functions. This could be done by using the indications coming from the regional meetings of the Torino Process as intermediate steps in each geographical area, as reference to improve the inter-regional, regional and local projects' objectives and strategy.
- B. It was observed that even if the great majority of ETF actions were considered highly relevant both by national counterparts as well as by EU Delegations, the foundation's **overall strategy and the rationale** behind those actions was not always explained or made explicit. In addition, a certain degree of confusion on the role of ETF, its means and its working relationship with EU Delegations was outlined. In order to improve communication and to better inform different stakeholders on ETF's role the following actions are recommended:
 - Further promotion and dissemination of ETF's MTP.ETF should share information and inform country stakeholders about its specific and strategic objectives.
 - The annual plan should be always shared with key stakeholders that should be further involved in developing them, allowing for joint monitoring of actions.

- Clearly describe in the implementation plan the list of actions that will be implemented in the country, possibly from a list of pre-defined available actions presented under each function.
 - Within the confines of budgetary limitations there should be joint monitoring of the project/activity logframes and then the stakeholders could see where their responsibilities lie in terms of delivering activities and responding to them. This could be done as an element of developing the workplan for each year.
 - The role of the foundation needs to be clarified viz a viz the partner country so that their expectations of what ETF can deliver are realistic.
- C. Many of ETF actions **are perceived by stakeholders as pilots**, which are deeply tested but would then need additional support to be implemented at a larger scale. ETF does inform key donors of its actions and fully involves national institutions, but even when processes and related results are fully embedded in national strategies, the capacity to successively build upon project outcomes is often strongly linked to donor support. A **lack of concrete coordination and collaboration** with other actors involved in VET and HCD was sometimes recorded. In order to maximise the impact and the success of ETF actions, the following recommendations are provided:
- Move from the concept of coordination as mere actions of information sharing and promote a more systematic and continuous processes of collaboration with all donors active in the field of HCD in particular with the EU Delegation, and ensure a structured modality of partnership is defined.
 - Increase promotion and dissemination of the success of ETF actions among key relevant stakeholders.
- D. A series of **concrete suggestions** aimed at increasing the overall success of ETF interventions was proposed and described by interviewed stakeholders which are:
- Increase and continue all work, workshops, conferences and exchange of experiences carried out at the regional level. Many local beneficiaries have commented on their lack of international vision and knowledge.
 - Continue with regional projects such as School Development and NQF as there is a high demand from stakeholders for these particular policy developments in each region.
 - The set-up of a possible permanent action to be implemented at regional level would increase visibility and credibility of the organisation. Given the amount of information and knowledge in some of the countries (Morocco) ETF would be expected to take the lead in, for instance, an annual survey on skill needs that could be seen as a flagship and visible initiative.

4.2. Recommendations for radical changes

The following recommendations would need a structural change in the approach to planning and to the related modality of drafting the MTP and then implementing its actions.

- Make the “internal kitchen” of the ETF more transparent to partners
- Shorten and simplify all documentation, eliminate extensive cut and paste from one year to the next. Clarify difference between project, programme, activity etc.
- Save time on internal documentation production.

- Eliminate core themes and functions and refer instead to the objectives of the MTP.
- Create one cascading logframe system from MTP through to each country or regional programme. There would be the main MTP with its vision, strategic and specific objectives derived from its ETF's regulation. The each country's WP would be summarised in a logframe which clearly indicated to which element of the MTP it relates.
- From MTP downwards make the desired results of ETF's work clearer.
- During the preparation of WPs scheduling and the division for responsibilities between ETF and partner institutions should be established.

ANNEX 1 – COUNTRY REPORTS

MISSION REPORT SERBIA

EVALUATION OF THE ETF MTP 2010-2013

MISSION REPORT SERBIA

BACKGROUND

In brief, the Serbian labour market related picture according to data from the LFS (April 2011) shows low employment (45,5%) and activity rates (58,9%) for the population age group 15-64, consequently high informal employment rate standing at 17.7%, high unemployment levels (22,9%) and very high, (73,3%), of long-term unemployment (with average duration 3,8 years)¹. This inevitably leads to increased threats of social exclusion for the most vulnerable socioeconomic groups and to deterioration of the absolute (9.2% of the population) and of relative poverty (14.5%) levels.

Formal adult education and training is carried out within the school system. Non-formal and informal adult learning are delivered outside the formal education systems by various organisations operating under the state, the central / regional / local authorities, the business initiatives and the civil society organisations. The latter do not provide certificates, which is a disincentive to enrolment. Education funding is very low (3,7% of GDP in 2007; but 3,3% in 2009 and forecast for 3,1% in 2013 due to global crisis)² and the particular funding of VET and Adult education systems is not monitored separately.

In 2003 the first EU-funded project for the restructuring of national VET system was launched. This was followed by seven further EU supported projects for the whole educational system, all with a central focus on VET. Labour market mechanisms had similarly received support. Other multilateral donors (e.g. WB) and numerous bilateral donors also contributed significantly in HRD sectors.

ETF has been active since 2001 in a diverse range of interventions. In particular this concerns the elaboration of Serbia's first VET sector report (2003) and labour market review (2006), which in turn until 2009 were followed by a series of regional thematic reports and by a number of country's working papers. Based on the priorities according to its respective Mid-term Perspective 2010-2013, the ETF continues to tackle thematic issues related to linking education and business, inclusive education and the career guidance. During the same period (2010) the Serbian review of human capital was prepared. This document presents an integrated and objective assessment of the perspectives for human resources development in Serbia, with the aim to providing clear understanding on the sectors' weaknesses, in view of country's preparation for the elaboration of its medium-term (2012-2013) and related to IPA Component IV first OP HRD.

Throughout the same period and in line with ETF objectives, several additional actions for support were also defined, like the organisation of visits for peer review and mutual learning and the design of workshops for certain HCD key issues. These ETF topics were actually in complementarity with IPA Component I funded technical assistance interventions (quality assurance, inclusive education and LLL), providing guidance for these projects effective implementation. Simultaneously, in the context of ETF regional projects, additional ETF contribution was made available in peer reviews (in particular on the occasion of elaborating 1st Serbia's OP HRD), in career guidance, in upgrading and networking of VET teacher's skills, in entrepreneurial learning and in social inclusion.

¹ Respective data as summarized from the OP HRD 2012-2013, September 2011.

² As presented in Serbia's 2012-2013 IPA Component IV, OP HRD

The main ETF partner in Serbia is the Ministry of Education, the single actor in the sector for several years although now there are other players also; mainly the newly established (March 2010) National Council for VET & Adult Education (hosted by the Ministry of Youth and Sports) and the Serbian VET Centre, the National Employment Service³ and the Social Inclusion & Poverty Reduction Unit (SIPRU)⁴. All are participants in the Torino Process. Social partners are involved in TP meetings and consultations indirectly, in fact through their participation in the tripartite National Council for VET & AE⁵.

The current ETF project involvement for 2010-2012 focuses on HCD such as the reform of education and training systems, the development of education strategy 2012-2020, the promotion of the NQF and of recognition of prior learning and the capacity building of key VET and AE institutions. While for employment, the ALMPs, as foreseen within the National Employment Strategy for 2011-2020, need to be better targeted to help more effectively the most vulnerable of the unemployed.

Regional level activities (mainly in Western Balkans and Turkey) focus on social inclusion, social partnership, teachers' training and networking and policy formulation in entrepreneurial learning and the need for its adoption by the key ministries that deal with, mainly through the mutual learning process.

The evaluation mission in Serbia was carried out in late April 2012 and was focused on all the above ETF interventions. Therefore, the evaluation criteria are viewed from a rather wide range of ETF policy interventions in the country. This assessment was enhanced by the fact that evaluator's presence in the country coincided with a Torino Process event.

RELEVANCE

ETF has been working in Serbia's HC sector reform and development through a variety of activities and projects since the EU's first VET Reform project in 2003, for which ETF had provided important preparation. Supporting the EUD has taken place throughout in terms of consultation and / or terms of reference preparation / amendments.

The same applies also for current period, the one of ETF MTP, both before the launching of Torino Process (2010) and after this. The Foundation is preparing all the working papers, information notes and reports on sector (HCD) and sub-sectors (each of these sub-sector forming the overall sector understanding) basis. These are having a thematic and / or regional and comparative (same topic examined in many partner-countries) character; and all are providing guidance on the particular topic they tackle.

For the present period ETF's work in Serbia derive from two of ETF's main functions (i. input to EC sector programming and project cycle; and ii. Support to partner country capacity building). At the same time, these two objectives are relevant to the Serbian needs as they are focusing on the requirements to:

- Providing assistance to Serbian stakeholders, in order to strengthen their role in the IPA programming cycle in general and through this also improving the IPA programming for OP HRD, as this had also been requested by the Commission. On this basis, the related consultation with

³ Under Ministry of Economy, Regional development and Labour.

⁴ Under the Office of the Deputy Prime Minister for European Integration.

⁵ However, the Serbian Chamber of Commerce was represented in the Torino Process meeting of April 2012.

Serbian authorities and other partners (including the social partners) in this process was intensified.

- To support governance in the HCD area by facilitating dialogue among stakeholders and by assisting to build their capacities. On this basis, the MoE and associated stakeholders improve their capacities in steering the reform processes and in strengthening the partnerships established among the stakeholders. This has positive impact on the system reforms, on the development of the 2012-2020 education strategy, on the promotion of the NQF, on the recognition of prior learning and on the capacity building of the associated VET and AE institutions.

The ETF's role in the country's HC sectors had been characterised very positively, especially in the period from 2006 and onwards. From the EU enlargement policy point of view, the ETF specific objectives are in fact identical with the ones of IPA Component IV and of the Multi-annual Indicative Planning Document (MIPD). The interviewed stakeholders had characterised the ETF as important for the sector development and relevant to country's development priorities.

In addition the annual ETF Work Programme is discussed with MoE analytically with regard to its relevance and suitability (discussion made by end of each year and concerns the coming one); and then, its final structure is decided jointly between the two sides. In addition ETF's availability and flexibility to respond to additional requests (or requests outside the yearly work plan), according to supplementary needs that may emerge from Serbian stakeholders indicates ETF's responsiveness and flexibility viz a viz Serbia's requirements.

ADDED VALUE

ETF is perceived by key stakeholders as adding value to the HCD policies promoted in the country. ETF's participatory approach to promote policies is particularly appreciated. Key organisations and the EU Delegation stated clearly that the Foundation's interventions had been very instrumental in putting forward policies and processes. Furthermore, they pointed out that the reform process would have been pretty much delayed if the "EC's HRD expertise arm", the ETF, had not been so influential to the decision-makers throughout recent years.

It could be said that the Torino Process, is a strong example through which significant value-added and complementarity are created at the level of national HCD and of other socioeconomic stakeholders. This is why VET and accompanying policies that are put into the TP for consultation and consensus are eventually incorporated into the national context.

The peer review that was organised by the EC DG Employment and the TAIEX, in cooperation with the Serbian programming authority and with the active involvement of the ETF expertise enabled the stakeholders to increase ownership of Serbia's important HRD programming document.

However, some representatives from few of the stakeholder organisations (mostly from the social partners that relate with HCD) pointed out their confusion on what ETF exactly does if compared to EU Delegation or even the EC from Brussels. To some extent, this might be explained by the fact that for the interviews some people were transferring the interviewer to other people considered more competent to talk about ETF. This can also be linked to the fact that ETF does not have a permanent presence in Serbia and that ETF is often considered as a quasi-donor organisation.

EFFICIENCY

The overall volume of annual budget earmarked for Serbia country project varies from Euro 60.000 (in 2010) to 80.000 (in 2011), approximately. Full-time equivalent for country manager appears being equal to 0,66 for 2011; and 0,33 for the project assistant. The FTE rate in other countries seems being similar, more or less.

Through replies to interviews and related comments received, it comes up the beneficiaries' wish to having a more responsive to their needs budget allocation yearly that would allow ETF being more often on missions. However, with given (a) the rather limited ETF budget available; and (b) the high level of beneficiaries' satisfaction from the overall ETF performance in the country, it occurs that the result appearing forms a rather clear understanding of the contents of the "efficiency" evaluation criterion. On this basis it occurs that ETF had managed to provide services and implement activities through timely implementation. As a result, there were not any important delays identified and / or reported neither any ETF lack of capacity to deliver commitments agreed with the beneficiaries.

EFFECTIVENESS

The quality of the expertise provided by ETF was largely appreciated by national beneficiaries and it was also remarked that if more ETF expertise could be provided to the Serbian beneficiaries, then perhaps such could substitute – to some extent – the external expertise, which is tendered by the EU Delegation to Serbia.

ETF contributes effectively to the development of HCD policies in Serbia and has positively contributed to the achievement of all MTP specific objectives, in particular:

- The support provided on the reform of the VET system was highly appreciated;
- The EU Delegation has taken advantage of ETF expertise for the review of all programming outputs that were produced; however the need for additional ETF support was pointed out and possible a more permanent connection with the implementation of the different IPA Component-I funded projects. Ideally the ETF would act as a permanent and on-going evaluator and as the "EC monitoring arm".
- Exchange of information and experience were organized in several occasions and considered relevant and useful;
- ETF support was perceived as highly effective in building capacity in Serbia on all related topics. Since 2010 with the launching of TP, the process has become stronger and all topics that relate to HCD have become part of the joint assessment taking place within TP

It should also be pointed out that ETF contribution to the participation of social partners' representatives in the HCD processes perhaps could have been more proactive and encouraging whichever related initiatives undertaken by the state beneficiaries, who is believed that they involve social partners only at certain stage of the processes and / or indirectly. If this is emphasized it is because of the evaluator's belief that for the HCD processes the extent of social partners' involvement should reflect their role as the actual pillars of workforce.

Finally, as regards the entrepreneurial learning theme, the results of a related regional project that had run for a rather long period of time were not utilised / disseminated after project completion. This was because the expected multipliers (to be originated from the Serbian competent ministry) were never made available; and thus, anticipated ownership was lost.

IMPACT

ETF interventions in Serbia has also positively contributed to the achievement of both the MTP Strategic Objectives and in particular:

- ETF promotes the EU internal policies in the Serbian context by involving the stakeholders, mainly the state ones, in the promotion of the different reform process. The VET reform process had managed to be forwarded during the recent period, mainly through the participatory and consensus-based stakeholders' consultation approach.
- The ETF had correctly analysed the lack of stakeholders' capacity needed to correspond to VET reform's continuous requirements. Therefore, it had designed and implemented a diversified capacity building programme. The interviews carried out revealed that both, the national stakeholders (though not the social partners) and the EUD had been very satisfied from the capacity building results achieved.

Further outputs which have delivered impact are: (a) readiness of ETF expertise to deliver additional outputs whenever requested; (b) changing of the understanding of VET and the specific knowledge acquired on the logic of EQF and NQF; (c) changing of stakeholders' attitude through their learning to work together.

SUSTAINABILITY

The assessment of sustainability should be seen mainly through the operation of the Torino Process because it engages state stakeholders in an on-going and participatory process and is not a fragmented or one-off intervention. The TP also engages stakeholders in monitoring initial / partial results achieved. Therefore, it could be expected that as long as TP will be sustained as an "engaging context" within which national developments in the HCD sectors would be attempted to be embedded, then sustainability issue would be considered as rather achieved.

In addition, the support ETF provides through the establishment of the NQF is definitely a long process, usually initiated through some pilot activity, subsequently further expanded. In the future, at the phase of NQF functionality, support and advice will also be required for its continual future adjustment. This type of on-going concern has to be provided for education and VET systems reform as well, which are also processes. Furthermore, sustainability is strengthened when complementarity exists between the different areas of reform; this is the case between VET reform process and the process for establishing the NQF in the country.

In considering the ETF contribution to the achievement of the set of Serbian HCD priorities, it could be concluded that – so far – the sustainability of ETF activities has been positive, particularly considering the Foundation budget limitations.

MISSION REPORT LEBANON

EVALUATION OF THE ETF MTP 2010-2013

MISSION REPORT LEBANON

BACKGROUND

Despite the difficult political, security and economic situation of recent years, Lebanon is considered as an upper middle income economy thanks to the strength and resilience of the private sector. In March 2010, a national education strategy framework and an education sector development plan 2010-2015 for General Education were approved. In partnership with several other donors, the European Union plays a significant role in the positive evolution of the educational sector and is considering and preparing its contribution in the form of a budgetary support programme.

The main ETF partner in the country is the Ministry of Education and Higher Education (MEHE), with whom all current projects are formulated and implemented. Thanks to a series of previous contacts or contracts and works mainly carried out with the support of the civil society, ETF was able to identify a series of key people within the Ministry of Education as well as within the Centre de Recherche et de Développement Pédagogique (CRDP) who initially supported the design phase and are today directly involved in the implementation of all actions. Interventions in the country are mostly funded through the Italian Cooperation support, with an overall envelope of 200,000€. During the period under evaluation three main components have been launched: i) Lebanon national qualification framework (LNQF), ii) Entrepreneurial Learning (EL), iii) Career Guidance (CG) and iv) Torino Process.

The ETF support for the development of a **qualification framework** has been explicitly requested by the Minister of Education and higher education. Several similar projects aiming at the definition of a national qualification framework were launched by ETF in the region.

The **Entrepreneurial Learning project** has been built on the results of the 2008 assessment carried out in the framework of the Euro-Med Charter for Enterprise. CRDP and MEHE are the key national partners, while project activities are implemented in collaboration with ILO and UNESCO.

The **Career Guidance** project aims at promoting career guidance for Palestinian refugees in Lebanon with a view to better match individual interests, talents and qualifications with labour market requirements.

The key implementation modalities selected by ETF in Lebanon relies on the selection of key counterparts that are made responsible and in charge of project implementation and follow up. Those figures were attentively identified by the country manager who has set up with them a good communication and collaboration environment. Ownership of intervention is ensured, however the absence of an external project manager does not facilitate project implementation and speed.

The evaluation mission was carried out in May 2012 and was focused on the first 2 interventions as well as on the actions related to the Torino process. It was decided not to include in the mission the analysis of the Career Guidance activities that were carried out in the United Nations Relief and Works Agency for Palestine Refugees (UNRWA)

RELEVANCE

Even before the arrival of ETF experts, the definition of an NQF was considered a priority by key stakeholders at the MEHE, this was stated in their national strategy even if never practically implemented. The formulation and the necessary fine tuning of the project was done in full partnership with local counterparts who also appreciated its regional dimension. The final project design was probably over ambitious in its formulation, however today it is fully embedded within the Ministry of Education's priorities and its finalisation will be included into a large WB funded action.

The entrepreneurship learning project was initially piloted by the Italian Cooperation in the southern part of the country in partnership with ILO and UNESCO. As a matter of fact, ILO promotes this intervention in the whole Middle East region and even though their headquarters are based in Beirut, Lebanon was one of the last country where the actions were started. ETF, with the financial support of the Italian Cooperation, has promoted this project among relevant national authorities and in particular at the CRDP which was very receptive. However, this intervention was not considered among key country priorities and needed a lot of support to get started. The ETF component should be seen as a pilot action which, if successful, should then be nationalised on a wider level.

Beneficiaries have however also pointed out the limited amount of resources (human and financial) made available by ETF if compared to other donors and therefore the marginal foundations of their promoted actions.

ETF has supported the EU Delegation in the formulation of the project "Writing a new chapter for young Palestine Refugees" and was requested to provide its expertise for the identification phase of a project to be implemented in partnership with GIZ.

The relationship between the interventions in the country and the MTP are not explicit and the strategy was not used as a starting references point for project formulation., NQF and Torino Process interventions are fully in line with specific objectives 5 and 6 of the MTP, while the link between MTP specific objectives and the entrepreneurship learning project appear less evident. The entrepreneurship learning project mainly falls under the specific objective 5 aiming at supporting the involvement of partner countries into VET reform, but appears however not to be fully in line with the recent ETF trends of policy advice and support, as it is being targeted to specific training for trainers and to upgrades in curricula.

ADDED VALUE

Even though most of national stakeholders have pointed out the limits of ETF interventions in terms of budget and implementation capacities, they have also recognised a key role for the Foundation which was to be able to propose and actually start relevant activities with the right interlocutors.

Interviewees have pointed out that the type of promotional activities carried out by ETF at the level of the Ministry of Education could never be done by local institutions or NGOs and that the fact of acting under the EU "umbrella" has certainly been an advantage vis à vis other donors and agencies (e.g. ILO).

The EU Delegation recognises the role of ETF advisers on all topics related to HCD and VET. It has clearly declared a preference for ETF experts rather than framework contractors; the key reasons being: experience and professionalism, the possibility to deal with the same people over a

reasonably long period of time together with the feeling of working with colleagues that are sharing the same institutional environment. It was also pointed out that the support and policy advice provided to EU Delegations should not be translated into project identification and formulation, as past experiences were not fully positive.

EFFICIENCY

The great majority of ETF activities in Lebanon is carried out with the financial help of the Italian cooperation while a total of € 6,500 title 1 funds were allocated for the country, the annual use of internal ETF staff is in line with other countries of the region and equal to 0,57 FTE.

The implementation path in the country has been slow for all components, however, following indications and key priorities set by the national government, the NQF project continued its activities even during the months of political instability. The project's objectives were soon considered over ambitious and were revised accordingly.

The entrepreneurial learning intervention was blocked for months and no concrete actions have taken place so far; the first training for trainers is planned for the month of June 2012 with the list of selected trainers being communicated to ILO in late May. In this case, the flexibility of the Italian cooperation fund allowed for a project postponement of at least one year.

The modality of providing policy advice with no direct control or implication for project implementation clearly affects the pace of each intervention which is often slow and very much linked to internal political issues.

EFFECTIVENESS

The support provided through the Torino Process and the NQF have certainly helped the national counterparts in their efforts towards the update of the country VET strategy and have therefore practically contributed to the achievement of the MTP specific objective 5.

Positive remarks were made by the EU Delegation which has used ETF expertise for the formulation of one project in favour of Palestinian refugees. It will take advantage of the Foundation's support during an upcoming project identification mission to be carried out jointly with GIZ.

The entrepreneurship learning project does not clearly fall into one of the MTP objectives and in any case will produce its effects only towards the end of 2012 and the beginning of 2013. At this stage, it is difficult to assess if and how the pilot action will be fully endorsed at national level and/or successively supported by donors. The contribution of this activity toward the achievement of MTP objectives appears negligible. In the framework of this intervention it was pointed out that, on the one hand, if the ETF is considered as a think-tank in support to policies and reforms it should not be responsible for any direct project implementation and funds management; on the other hand, it was observed that policy formulation can be carried out much more effectively when the experts have had the occasion to handle small piloting actions.

IMPACT

ETF actions in Lebanon have positively contributed to the achievement of both strategic objectives of the MTP. Mainly through the support provided to the EU Del, the actions promoted by the Torino process and the NQF project. The outcomes of those 2 initiatives will in fact be incorporated in a recently formulated WB project and the positive networks and collaborations created within the country are likely to be maintained. The Ministry of Education has strongly supported to activities linked to the Torino process and has successively defined a VET strategy. However it is yet to be implemented. The final impact of ETF actions appears to be reduced by the scarce amount of available resources at national level and by the limited availability of ETF support.

SUSTAINABILITY

The definition of an NQF is considered to be a long process that will need to continue throughout the years. Activities related to the NQF as well as to the implementation of the VET strategy have recently been included in a WB project that is expected to be starting shortly.

In general, however, ETF has not played any key role in the promotion of future or follow up activities with neither the national government nor other international donors. Future actions of the Ministry of Education are mostly dependent on donor support.

MISSION REPORT KYRGISTAN

EVALUATION OF THE ETF MTP 2010-2013

MISSION REPORT KYRGYZSTAN

BACKGROUND

In Kyrgyzstan the formal VET system is divided into three levels, Primary Vocational Education, Secondary Vocational Education, and Higher Vocational Education. The first is managed through the VET Agency, ETF's main partner, under the recently merged Ministry of Youth, Labour and Employment and the second two are under the Ministry of Education and Science. The ministerial structure is just settling down after political turmoil which resulted in a new constitution in 2011 changing the constitution from Presidential to Parliamentary.

For a long time the government accepted any and all projects offered. The focus and approach of the donor was not questioned but resulted in many overlapping initiatives with contradictory approaches and priorities. There is now an overarching Education Sector 2020 policy with an Implementation Strategy for 2012-2014. In addition a new National Council for Skills Development under the Prime Minister's Office chaired by the Vice Prime Minister first met this May. Its remit is to maintain a general overall co-ordination of policy and standards development including the work of all donors. It appears that Kyrgyzstan is beginning to take the lead in all education and thus VET issues.

As elsewhere, in Kyrgyzstan the ETF projects tend to have built one upon another. The initiatives most frequently recalled are Skills Development, National Qualification Framework and Policy Learning. Correctly most stakeholders are aware of the on-going Turin Process and the Schools Development programme. The Country project for 2012 is the continuation of the Turin Process. Each year different topics under the Turin Process become focal areas e.g. this year according to the 2012 Implementation Report will focus on "stakeholders strengthening their use of evidence-based policy making, monitoring and adjustment." "The ETF will put special emphasis in its work on the relevance of education and training provision for the labour market, including through lifelong learning approaches with a focus on adult learners and vulnerable groups, including the unemployed. Both elements of work will be supported by results of a transition survey carried out in the framework of ETF's WP 2011." The Regional Schools Development project Phase II project which covers Kyrgyzstan, Tajikistan and Kazakhstan, "will focus on capacity building opportunities for VET school teams and policy makers on effective and efficient school management and services. Based on last year's work a "training of trainers" element will be undertaken. Country project activities related to adult learners and vulnerable groups will complement this action." In addition the ETF provides support to the ECD's "Support to the Kyrgyz Education Sector and will work more closely with the programme's five grant projects. It has also provided input to the formulation phase for the upcoming EU's Education SWAP and continues to provide input into the DCI Indicative Programme 2011-2013.

The total budget's available have been 138,000 This is in comparison to the 2M€ EC funded project "Support to the Kyrgyz Education Sector". The EU's proposed Education SWAP has a budget of 20m €. In terms of other projects GIZ is active in the area of labour market information systems and support to employment services. A 10m\$ Asian Development Bank (ADB) Project is supporting Initial VET school rehabilitation, capacity development and development of updated standards and content for selected professions. There are other smaller projects with various donors.

The evaluation mission, facilitated by the Forum for Education Initiatives was able to meet a wide array of stakeholders; governmental, VET Agency staff, VET schools and private sector representatives. This summary is not a detailed monitoring of ETFs on-going portfolio but an overview of shareholders opinions on ETF's activities and how that reflects on its MTP.

RELEVANCE

The ETF's interventions are based on various discussion held by the ETF Country Manager and other staff with key stakeholders in the country. It is generally accepted that major reform is necessary as the VET system has been in place since Soviet times when education and training was not well linked to labour needs. In particular VET should provide students with the skills and qualifications that business and industry needs. However all the recent political changes mean that until earlier this year there was no national policy within which the ETF could work, and public sector staff were reluctant to take decisions as their futures were uncertain. Hence it had to select the different areas in which to work according to the requests it received compliant with the MTP and in conjunction with the priorities of Turin.

With the exception of a few people in the VET agency there is little awareness of the internal structure of ETF or its MTP. The ETF's vision, strategic and specific objectives and concepts of core areas and functions is of little interest to them. The private sector and the VET schools themselves felt the ETF's work was highly relevant especially the Schools Development Programme. Government officials tended to comment more on adults training and retraining more as this helps them address social issues. In general stakeholders do not see the MTP as actively focusing or constraining activities. Some say that the terminology used by ETF is too complex and vague and the difference between a project and an element of a project is not always clear.

As ETF is acknowledged as working the most strategic level of all the donors its projects and programmes are considered necessary for the reform of VET and thus can be deemed as relevant. However without corollary actions to improve the conditions of the VET schools and the equipment within them then policy and strategy work cannot be fully implemented.

ADDED VALUE

The Added Value of ETF in general tends to come from the perception that it is a quasi-academic institution. As an organisation it is very well informed, experienced and knowledgeable about VET policy in Western Europe which it transmits very well to Kyrgyzstan. Many stakeholders appreciate the materials that are produced as they are practical and detailed. They enable those who have attended training to continue to implement the information and possibly even pass it on – this is especially true of the Schools Development Programme.

ETF's link to the EU is unclear for most people. Its objectives and internal structure are not seen as important to know so whilst no doubt, as the VET agency staff confirm, the ETF does present itself and its purpose at workshops and meetings it is not information that is retained by most stakeholders. Although ETF itself puts considerable effort into constructing its MTP and endeavouring to fulfil it the task is not shared by its counterparts. Few see it as a donor as it does not undertake large project; ETF interventions are often perceived as pilots.

At the level of the VET Agency the on-going relationship with the ETF country manager is appreciated. At the level of the ministries there is a less clear understanding of what exactly ETF is doing and why

the focus of activities changes quite often but this could be partially due to a lack of familiarity with ETF as a result of all the recent changes in the Ministries. For the VET schools participating in the Schools Development programme there is almost nothing but praise for the initiative and a demand for it to be expanded.

The ECD find the ETF very well informed and integrated into the VET system. Their work to date has been well received and they can make useful contributions to both planning and on-going projects. However, though not overtly articulated, there seems to be some resistance from Brussels to the ECD relying too much on the ETF and projects could make more use of them than they do.

EFFICIENCY

In terms of operational efficiency many stakeholders said that the ETF's annual plan is not shared with them in the sense that they have a document setting out the year's plan which they find strange considering how ETF emphasises inclusivity and transparency in all their interventions. There is a logframe for the annual projects with indicators but it does not seem to be shared with stakeholders so they cannot jointly monitor progress.

The impression gained was that stakeholders allow ETF to lead the discussions on what should be done based on plans within ETF in Turin, albeit taking the Kyrgyz perspective into account. This may be due to lack of leadership to date by the Kyrgyz side. Therefore overall there is little sense of whether ETF projects are on track or not. Projects tend to become clearer once they have been underway for a while and the interlinkage of the different elements become clearer. This has yet to happen with the Turin Process.

At senior levels within the VET Agency there was a clearer idea of, and agreement with, the meetings, workshops etc. that were planned for this year. However clearly communication within the VET Agency is not smooth as many staff was not aware of upcoming actions.

Many stakeholders commented that feedback after meetings is slow in coming if it comes at all. In particular those in government bodies feel they have meetings, then they have to provide data which takes time and effort but then do not understand what ETF does with it until maybe some time later there is a presentation. This was said more frequently in the context of the Turin Process rather than the Schools Development Project. It was also said that this may relate to lack of ownership of the Turin Process and poor communication rather than intent on the part of ETF.

In terms of relations with the ECD there seem to be good personal relations but it is not clear how much the ECD is supposed to use the ETF in its programming activities. It has not been consulted extensively on the forthcoming proposed Education SWAP. Certainly ETF offers its inputs based on its activities to the EU funded programmes but it the implementers of the current project may not always choose to use it.

There is little view on cost effectiveness of activities from the Kyrgyz side, they are still in the stage of accepting all that is offered. Donor co-ordination is increasing but it is not clear if value for money is a criteria the government considers.

EFFECTIVENESS

When assessing whether ETF's work in Kyrgyzstan is contributing to the specific objectives in the MTP a difficulty stems from the fact that the terminology of the Specific Objectives (SOs) is so broad that it would be difficult to say that any objective was not being addressed. On the other hand it would be rare that the entire SO was being addressed. For example SO6 requires ETF to "build partner country capacity to analyse and interpret trends and challenges and design, implement, evaluate and review evidence based policies in human capital development;" at any point in time only elements of this SO can be addressed. Thus the degree of contribution to any SO is very difficult to assess. Nevertheless through elements of the current initiatives ETF is acknowledged as addressing all 6 SOs to differing extents. It is doing this on a very limited budget.

From the perspective of the stakeholders the Tornio process and related work is addressing SO1 as labour market analysis is key to VET reform and the topic is a key area of importance in many of the activities undertaken. SO3 to disseminate information is effectively if infrequently undertaken through national and multi-country meetings and workshops. SO5 to work with social partners in VET reform is addressed as ETF works with a wide range of stakeholders including VET's social partners e.g. the Chamber of Commerce, large companies e.g. Kyrgyztelecom and the Federation of Trade Unions. SO6 to build country capacity in human capital development issues is being developed within the VET agency and the Ministries; progress is quite slow due to reasons given above.

For the Schools Development programme SOs 1 5 and 6 are being well address through training the VET schools to be able to develop their own strategies for developing their schools to fit the needs of their social partners, undertake adult education and education for vulnerable groups, promote the concept of lifelong learning and generally paly a confident role in VET reform. SO3 is particularly appreciated as the opportunity to meet with counterparts from neighbouring countries and share experiences is very valuable.

SO2, supporting EC programming is undertaken to a limited extent when requested. SO4 No one mentioned ETF's role in the analysis of overall effectiveness of external assistance. It was felt that this should be the role of the Kyrgyz government; of the new National Council for Skills development in particular.

IMPACT

From the perspective of Kyrgyz stakeholders the ETF is addressing Strategic Objective 1 "to contribute to the interplay between EU internal policies and the implementation of its external relations policies in human capital development through vocational education and training reform" in that it articulates EU internal policies and adapts them along with the Kyrgyz stakeholders for use in the VET system. For example they are focussing inter alia on lifelong learning as per the Copenhagen Process. They are fulfilling their obligation under the Barcelona Council "to transfer innovation and policy development in the field of policy learning to third countries." In respect of the Development and Co-operation Instrument they are providing a differentiated approach towards Kyrgyzstan. They are bringing to stakeholders' attention the concepts of life-long learning and social partnerships whilst also providing a framework for qualification recognition and improving the possibilities for migrant workers to find work.

Strategic Objective 2; "to contribute to the development of partner country intelligence and capacities in planning, designing, implementing, evaluating and reviewing evidence based policies in

vocational education and training reform” is also being addresses, within budgetary limits. In the Schools Development Programme it has done this in a very highly appreciated manner by giving all training and documentation in Russian so everyone can access the information they need. Workshops and conferences with other neighbouring countries have enabled contacts to be made that would not otherwise have been possible.

Both Strategic Objectives are being addressed but in the absence of indicators it is not possible to comment on the extent to which they are being met.

The MTP’s vision is “to make vocational education and training in the partner countries a driver for lifelong learning and sustainable development, with a special focus on competitiveness and social cohesion.” From the meetings held it would appear that for Kyrgyzstan this vision is 10-20 years in the future. The concept of lifelong learning is quite well established amongst all stakeholders but in its very early stages of rudimentary application in a few places. Sustainable development or continuous development is desired but there is neither enough policy and strategy nor equipment and technology within the VET system to make this much more than an aspiration at the moment. However progress is in the right direction. Social cohesion is understood in the sense of social partnerships but the idea of competitiveness is not understood vis a vis VET. At this stage in Kyrgyzstan the difficulty lies in establishing the real rather than conceptual contribution of ETF to this vision.

SUSTAINABILITY

The sustainability of ETF’s activities to date has been quite positive given the Kyrgyz context of political and administrative change. For example the Skills Development for Poverty Reduction has continued in some areas where VET teachers teach adults basic skills in villages and community centres. The National Qualification framework for Tourism was deemed to be a good example but too limited. The death of the Policy Learning Exercise somewhat curtailed the exercise but the skills have been used to some extent in the design of the new SWAP.

The School’s Development Project seems to be being used both to strengthen the VET’s own planning and monitoring and also for developing links and training agreements with business; there are concrete examples of this happening. There has been high demand to continue this and ETF is responding to try to create a multiplier effect through training of trainer events. However no other donor is likely to broaden this activity. ETF Stakeholders are less clear about the potential sustainability of the Turin Process. It identifies where gaps lie but the solution lies mostly with government and policy implementation; so far this has not been forthcoming.

MISSION REPORT MOROCCO

EVALUATION OF THE ETF MTP 2010-2013

MISSION REPORT MOROCCO

BACKGROUND

In Morocco, education and training are a national priority as demonstrated by public investments amounting to 5.56% of GDP in 2008. Technical and vocational education and training are viewed basically as a tool to increase formal enterprises' competitiveness and attract foreign investments, with a particular focus on some buoyant sectors. So far, a comprehensive TVET strategy is lacking, though TVET is mentioned in the sectoral development plans.

ETF has based its approach in the country on a strong partnership, participation and involvement of all key stakeholders and has set up a fruitful collaboration with the Ministry of Employment and Vocational Training (*Ministère de l'Emploi et de la Formation Professionnelle*) as well as with several social partners such as the Employers Associations (CGEM) its sectoral branches and the Unions. A collaborative environment is also ensured with the agency in charge of the evaluation of training and education, which is directed by a former expert that had collaborated with ETF in 2005-2006 on an impact evaluation carried out in the country.

After 10 years of continuous project support, in 2010 the EU has decided to freeze the initially planned 30 Million Euros envelope for VET budget support because the related counterpart was considered to be not fully eligible for this intervention modality. In 2011 the total budget for ETF national intervention in Morocco was equal to €165.000, while in 2012 it was diminished to €92,000. Key recent ETF actions in the country are listed below:

- Support to the setting up of a **National Qualification Framework** involving the three educational systems and notably national and higher education as well as vocational training. The project foresees the participation and collaboration of public stakeholders together with the representatives of the social partners, with tourism and construction being selected as driving sectors.
- Implementation of a survey on the skills dimension of migration flows.
- Support to the definition of a national VET strategy, including the work carried out in the framework of the Torino process. The strategy itself is drafted with the support of external consultants under the guidance of the Ministry but with the support of ETF that participates in steering committees and provides comments and reviews to the reports.
- Support to the office in charge of VET Evaluation with the provision of external expertise on EU good practices.
- Support to regional governance of VET systems to be started in 2012 in the Tanger-Tétouan region.
- Ad hoc support to the EU

A project aiming at budgeting the VET system was abandoned during 2011.

The evaluation mission was carried out in June 2012 and was able to set up meetings with most key country counterparts as well as with the EU Delegation.

RELEVANCE

The work in support of the **NQF as well as the one on the definition of a national VET strategy** are considered of primary importance by all interviewed stakeholders. Both activities have always been on the agenda of the government but needed to be steered and adequately guided. ETF was able to promote the involvement of social partners in the debate and is recognised as a key facilitator among different institutions. One of the key reasons for the non eligibility of the VET department for EU budget support was actually the lack of a long term vision and of a clear strategy, the support in this sense is therefore very much welcomed by the EU delegation. The ETF modality of intervention ensures a full ownership of these 2 key processes.

The priority and the relevance in terms of the support to vocational training strategies of the **survey on migrants' skills** is doubted by several interlocutors especially in light of the very limited funds normally made available by ETF. It was pointed out that the €90.000 dedicated to this survey could have been better allocated even if the need for regional comparisons and data availability was also recognised.

The assessment on the support provided to regional governance is mixed, with local counterparts that appreciate it as a key element for the implementation of their national strategy, and the EU Delegation that is more sceptical about its correct timing and need.

All national interlocutors had a clear picture of ETF interventions in the country and could well describe the role and the implementation modalities of the foundation, however due to the current lack of intervention of EU in the VET sector, ETF is perceived as the only European counterpart in this field and therefore the limited amount of funds made available generates, in some cases, a sense of confusion. The implementation modality based on full ownership and responsibility of national stakeholders is highly appreciated and considered a plus by all interviewees.

The EU Delegation seems to be fully aware of the activities carried out by ETF and the current working relationships appears to be positive and strongly improved when compared to the past. Due to the absence of the EU in the field, the only updates on country progress in VET are currently provided by ETF. Interventions in the country are however, only discussed with the EU without a structured and defined collaboration strategy. Implementation plans are not made available and in some cases the two organisations seem to work in parallel and not in partnership. The risk for ETF of being excessively linked to governmental choices together with the difficulty to be fully objective in the definition of the country strategy was also pointed out.

The relationship between the interventions in the country and the MTP are not explicit and the strategy was not used as a starting reference point for project formulation. Most of the interventions implemented shall be considered as “policy advice” and can be framed under the specific objective 5 of the MTP while the survey is linked to objective 1.

ADDED VALUE

A key role was recognised of ETF as the only facilitator capable to bring together public and private stakeholders in the definition of the VET strategy as well as in the NQF process. The highly recognised technical knowledge of the sector and of the country together with the possibility to act under the “EU umbrella” has given ETF experts the possibility to mobilise all key national interlocutors and to involve, or at least inform, the Delegation about country's developments in the VET sector.

The possibility to take advantage of ETF experience in several other countries in the region, in EU but also in pre-accession countries is perceived as a key added value by stakeholders that are, on the contrary often focused only on national difficulties and obstacles.

The extensive knowledge of the country and of the different actors involved in VET is considered a great added value of ETF experts, however the long term working relationship with most national counterparts might also lead to a possible the loss of objectivity. The EU Delegation correctly addresses ETF whenever a need for information on the labour market or VET arises (the foundation has recently produced a short note on employment in the country) however when it comes to programme identification and formulation the necessity to take also advantage of fully independent and experienced experts was outlined.

It was also observed that the lack of a flagship permanent initiative carried out by ETF might hamper its visibility and that so far, the foundation has not fully taken advantage of the sectoral knowledge acquired and has not build a long term strategy upon it.

EFFICIENCY

In 2011 Morocco was one of the partners with the total largest amount of funds allocated, mainly due to the budget for the mentioned migration survey. In consideration of the difficult political context of the last 12 months in the entire region, the path of implementation of most activities shall be assessed as positive. However the procurement related to the skills and migration survey had to be re-launched twice and in the end it could only be awarded through a direct agreement with a national research centre.

In the case of Morocco, the lack of a more direct and daily follow up of activities is not seen as a defect of ETF intervention modalities and does not seem to have negatively affected the overall capacity to achieve results.

The need to abandon one initially selected initiative aiming at budgeting and benchmarking VET intervention was due to the impossibility to transparently collect all needed data from the different actors involved in this field. The adjustment was done in a relatively short term and funds were reallocated accordingly, as proof of a good level of flexibility and capacity to adapt to emerging needs.

EFFECTIVENESS

The quality of ETF expertise made available both with internal and external experts is considered well above standards by all interlocutors that appreciate the possibility to deal on a long term basis with the ETF country manager.

The fist grids of NQF are now ready and the sectoral social partners involved have taken this work very seriously and have devoted to it the necessary efforts. In some cases, the exercise on qualifications has led to changes to the structure of training courses provided directly by the sectoral employers' associations. The work carried out by ETF in support to the VET strategy is appreciated and the participation of ETF experts in the review of documents allows for concrete improvements.

The possibility to exchange experience with the region and with the EU is highly appreciated; in the framework of NQF a number of delegates from Jordan, Egypt and Lebanon had paid a visit to Morocco, and a mission to Europe (Holland, Finland and France) was organised. The selection of

public functionaries to be sent to study visits is often a delicate political decision that exceeds ETF's role, some cases in which a non appropriate selection had negatively influenced the concrete effectiveness of actions were observed. At the same time, the ministry has outlined the importance for ETF to strictly observe the internal rules and to avoid direct invitation to any of the staff.

ETF interventions are often too small to be visible for "external" interlocutors who are not directly involved in the specific process and the EU seems to not be fully aware of the final results of the different actions.

IMPACT

The contribution to the implementation of EU policies (Strategic Objective 1) is positive and concrete if compared to the overall amount of resources made available; it was, however, requested to have more tailor-made services with the possibility for the Delegation to orientate and advise on the interventions. Currently ETF actions are communicated to the EU Delegation but a systematic and continuous effort for concrete collaboration is not put in place. Coordination with other donors could also be improved.

In terms of capacity building and support to VET reforms (Strategic Objective 2), the actions implemented by ETF are small but fully embedded by national social and institutional counterparts. The interlocutors active in the field of VET are often more advanced if compared to other countries and even small interventions, if well addressed to the right partners, can produce a significant impact. It was also noted that if ETF and EU would join forces, an improved effort could be done also at a political level and this would certainly improve the chances to achieve the strategic objectives no. 2

On a longer perspective, however, ETF interventions in the country seem to lack an independent steering and a long term strategy. Actions appear sometimes scattered and directly linked to ad hoc requests of the government. Given the overall small amount of resources available each year, the optimisation of their use should be a key factor in the development of the implementation plans and in the identification of long term objectives.

SUSTAINABILITY

The actions started in support to VET strategies and to the definition of a NQF are highly embedded into national organisations and are likely to continue also without direct and external support. It is, in fact, recognised by all parties that the set up of a collaborative environment between employers, unions, and the VET department would produce long lasting effects.

It should be mentioned however that an improved collaboration also with external donors capable to mobilise funds and expertise on a larger scale would probably also improve long term sustainability.

MISSION REPORT UKRAINE

EVALUATION OF THE ETF MTP 2010-2013

DESK MISSION REPORT UKRAINE

BACKGROUND

The TOR envisaged a visit to Ukraine but this turned out to clash with the EURO 2012 Football Tournament which made flights and hotels prohibitively expensive. Instead a few interviews were carried out by phone with some key individuals who spoke English. (It is still hoped that a couple more key individuals can be reached) This limits the scope of the exercise but nevertheless some key points emerged.

In terms of VET the Ukraine is still transiting from its old soviet framework to a new market economy based framework whereby the supply of VET school graduates, in terms of numbers and skills, comes closer to matching the requirements of the market economy. This transition involves expertise, legislative change, and capacity building at all levels. A VET Agency has yet to be established, the relevant Ministries are seriously short staffed and legislative reform has tended to be piecemeal thus giving rise to overlaps and contradictions. Modernisation also requires a streamlining of the 1,000 VET schools and considerable investment in their infrastructure and equipment to make them appropriate training centres for the modern businesses in Ukraine. Furthermore the current cultural perception that an academic education is much better than a VET education will take time to change. The reform journey has been embarked on but is far from complete. The current government is said to be clearer is what it wants and easier to work with.

ETF has been working with Ukraine for many years, originally it was best known for the Tempus programme. Now it is seen as a key source of support to all stakeholders in policy development related to VET modernisation. Different foci have been adopted over the years. The WPs of 2011 and 2012 have focused on 4 areas:

“NGF - Capacity enhanced and tools provided for the local stakeholders representing different Ukrainian institutions in developing and updating the standards and qualifications. (WP 2012 added: enhance the NQF implementation).

SOCIAL PARTNERSHIP FOR ANTICIPATION AND MATCHING OF SKILLS AND ARTICULATION OF DEMAND -Social partners aware and identified their role in the national skills anticipation and forecasting with a view to contributing into the formulation of demand for the education and training policy planning

RESTRUCTURING OF VET PROVISION -the Ministry of Education and Science assisted in formulation of criteria and options for restructuring of the VET institutions. Restructuring procedure of VET school networks piloted and presented to regional and national stakeholders and further recommendations formulated for the use of methodology for nationwide dissemination

TORINO PROCESS - Ministry of Education and VET expert community aware of international best practices on using evidence for monitoring of performance of VET and employment systems, (WP 2012 added: with a view to formulating up-to-date policy recommendations). Analytical capacity of Ukrainian experts and the use of evidence for policy making increased.”

In addition regional multi-country work focuses on continuing vocational training, especially in-house training

RELEVANCE

The relevance of the work ETF does in Ukraine was not questioned. In discussion with ETF the selection of priorities is led by the Ministry of Education, who have VET responsibility, in conjunction with a wide range of stakeholders from other ministries, the VET schools and the private sector. Everyone acknowledged that many areas were not being addressed but this was not a criticism of ETF more an acknowledgement of its limited budget. It was understood that maybe some of the focus of ETF was to comply with their own internal obligations but there was no real awareness of the MTP or the core theme/functions breakdown of the WP. Furthermore the WP and the logframe are not fully shared with partners. There was a suggestion that the terminology of the ETF's internal documentation was rather full of jargon that might confuse the partners and serve no real purpose for them.

ADDED VALUE

Two added value elements were consistently mentioned. The first was the access to high levels of knowledge and information available through the ETF both through documentation available and the skills of the experts. This information was not seen to be purely EU centric, although that was the focus, but also covered useful experience from elsewhere. The ETF was generally considered to be a centre of excellence in VET issues "somehow" linked to the EU. The fact that information is available on line was mentioned as being particularly helpful by the EUD. Furthermore the Torino documentation gave access to good comparative information. The second element that was well appreciated was having an on-going contact, the Country Manager, within ETF. This meant that there was consistency in relationships. In the case of Ukraine the Country Manager has worked in the ECD, knows the key players and the VET system very well and is straightforward to deal with, not promising assistance that cannot be delivered but flexible in trying to cater for emerging needs. This was contrasted to team leaders on projects who are very focussed on fulfilling their TOR. They have an initial steep learning curve and then once they are fully familiar with everyone and all issues leave for another project.

In addition ETF's support in areas where it is not actively working is appreciated. For example the private sector would like assistance with setting up sectoral councils. Although ETF does not have the funds for this at least they can provide the data and information they have in house.

EFFICIENCY

The annual planning of the ETF Work Programme for Ukraine does not produce a set of action that is set in stone. Throughout the year the programme remains flexible and sometimes has to be amended for financial or logistical reasons. This means that not all stakeholders are fully aware of what activities might involve them during the course of a year. They seem to see Turin as a centre where decisions are made but how and by whom is unknown. The outcome of decisions will always be passed on by the Country Manager. Although there are few other donors in this sector ETF does work in conjunction with the limited programmes of the Council of Europe on a project in the

Dnipropetrovsk region are to develop a market needs analysis through the Ministry of Economics and with the British Council to ensure that there is neither duplication nor contradiction.

Because of the flexibility of the work there is little awareness of what achievements are expected by when. ETF's work is seen as inputs in an on-going process whose timetable is that of the Ukraine not the ETF.

There is an on-going informal relationship between the ETF and the ECD. The ETF provides effective input into the planning and work of the Delegation and is always available for technical input.

EFFECTIVENESS

Over time Ukraine has become a more sophisticated partner with donors. If ETF was not delivering useful activities the Ukrainian partners would not be taking part in them and asking for further involvement. As already mentioned the role of core themes and functions is not of concern to the Ukrainian partners. What matters is that the activities undertaken help them reform the aspect of VET they are intended to address be it NGF or anticipation and matching of skills and articulation of demands. For example the HQF seminars, expert assistance, implementation work with the ETF and Council of Europe and participation in overseas seminars have all been very helpful in drafting policy documents, developing occupational standards, developing a qualifications system. The assistance currently being provided to draft the implementation concept note is well regarded. The fact that many experts can work and present in Russian makes their input all the more effective.

Meeting with peers from neighbouring and EU countries is deemed to be a very effective way of sharing experience and networking and is thus a strength of the regional work.

Currently in the Ukraine all the specific objectives of the MTP are being addressed to varying degrees. This is in very broad terms as the terminology is all-encompassing. Furthermore the WP does not link activities to the MTP but to themes and functions and the logframe for the country has its own specific objectives. Tracking actual activities through all these different categorisations is almost impossible as the reader becomes overwhelmed by words.

IMPACT

It is appreciated that ETF's areas of focus does not change annually but are continued over several years so real progress can be made. From the private sector's perspective ETF performs a positive role in raising key issues that need to be discussed in order that VET skills should match employers' needs.

Impact from the Torino process has yet to be fully appreciated by the Ukrainian partners. They have yet to take full ownership of the process and the issues it identifies. However the EUD finds the comparative information available in the Torino documentation very informative and useful

Again the definitions of the MTP's strategic objectives are so broad that it would be almost impossible to say that ETF's work in the Ukraine was not addressing them. The extent to which it is doing so can only be implied from the fact that it is the main partner active in this area currently and so the "contributions" to the strategic objectives must essentially be those of ETF.

SUSTAINABILITY

Sustainability is largely the task of the Ukrainian partners. ETF provides tools, approaches, methodologies and opportunities to exchange information and experience with other countries but it is Ukraine's responsibility to utilise the resources provided. An example given was the recently elaborated National NQF Strategy which incorporated much of the work done with the ETF. In addition the ETF has greatly assisted the EUD in drafting the various fiche's for a 1.5m twinning programme to help with the implementation of the NQF which has been adopted by government.

Nevertheless lack of funding and capacity was cited as a reason why progress was slower than ideal and further assistance is always welcome. In particular the new EU twinning programme was cited as a way to expand the assistance. It is expected to assist with the overall modernisation of VET, help with many aspects of standards setting and quality assurance. Even if the main partner in the Ministry of Education other parties expected to benefit too if less directly.

MISSION REPORT TURKEY

EVALUATION OF THE ETF MTP 2010-2013

MISSION REPORT TURKEY (from June 08th to 14th)

BACKGROUND

In 2011 Turkey had about 74 million inhabitants, the projection for 2025 is for almost 84,0 million¹. The median age is 27 with 25.6% of the population in the 0-14 age group and 7.5% are 65 and over. Turkey has had strong economic growth during recent years; 11% in GDP in 2010. Nevertheless the country's development requirements face significant challenges, mainly in terms of its major territorial disparities and its unbalanced labour and human resources picture. Only 48.8% of the working age population is economically active of which 71.2% are men and 28.8% women. There is a high level of undeclared employment (estimated at about 40%, usually low skilled work), employment in agriculture is high (about 22% in 2010), internal migration is still increasing, large volumes of people are threatened by social exclusion. The policy response is inadequate as several LM instruments are missing, and the budget in 2010 was only 0.005% of GDP. The illiteracy rate is high (6% of population) and nearly 60% of the labour force has attained only the basic education level - or even less. However there are more than 20 million enrolled students, with the VET share increasing recently, and 700,000 teaching staff in 67,000 institutions. Approximately 3% of GDP is spent on public education and almost an equal amount on private education.

As a policy response to the overall Turkish educational picture, the government has adopted a set of on-going reform measures. The Development Plan 2007-2013 includes both education and labour market reforms. Perhaps the most significant educational policy reform was the recent adoption of legislation for 12-year compulsory schooling. For VET and accompanying interventions, progress has been made under the umbrella of the NQF. Of major importance is the IPA Component IV 2007-2011 Operational Programme HRD, which allocates to Turkey more than € 350 million to support the foreseen reforms and other development interventions in Employment, Education and VET, LLL and Social Inclusion. Many international donors have been active in Turkey providing support to the reform of the HR sectors².

In line with the EU external assistance programmes in HR, the ETF's role in Turkey covers the full range of HCD activities. This takes place in accordance with its MTP and in close cooperation with Turkish MoNE, the ETF's main partner. The overall objectives of ETF's 2010-2012 work-programme are to (a) support EC in the development of external assistance; and (b) support quality policy development. This support is provided to the ongoing VET systems reform (including the NQF processes) within the overall educational reform and lifelong learning context, through developing links with the labour market to increase workforce, especially female, participation, improve employability and achieve increased registered employment, with a specific attention to promoting social inclusion.

To further IPA assistance the ETF focuses on the effective and efficient implementation of its provisions in the field of HCD. Therefore its emphasis is put on improving the capacity of Turkish public (mainly) and private stakeholders to develop and apply the above-mentioned range of HC activities under quality conditions that incorporate: social dialogue, enhancement of donor

¹ Vast majority of data herein were taken from ETF' Turkey Review of HRD, 2012.

² At present, actually almost all bilateral and some of the multilateral donors (UNDP) are phased out from Turkey.

coordination, policy advice, development of innovation projects to use results for the formulation of reform strategies, analysis of available information and capacity building with also promoting best practices through peer learning activities.

ETF interventions are supporting governmental reforms, in accordance to the country's strategic documents through the "Country Project". Within this context falls the integrated draft of "Turkey's Human Resources Development Review" which ETF prepared recently; and which has to be seen as part of the Torino Process. In addition there are the ETF's Regional projects on: "entrepreneurial learning", "social inclusion through education" and "learning in different contexts".

The ETF external evaluation mission to Turkey took place between June 8th and 14th, during the mission all key country stakeholders were interviewed on the basis of the commonly shared and standardised questionnaire.

RELEVANCE

Since the early 2000s the ETF has been close to Turkish developments in HR sectors ensuring high levels of relevance of its contribution throughout this period. More recently ETF's work has supported Turkey's efforts to establish its NQF, through entrepreneurial learning (with strong capacity building and data collection elements). The drafting of the Turkey's Review of HRD which involved all relevant stakeholders to provide opinion/revision on contents has been highly relevant. The type of consultation was appropriate as the HRD Review output has already started and will be necessary input for the elaboration of the new IPA Component IV OP HRD for the 2012-2013 programming period³.

Most stakeholders' representatives considered ETF's presence as relevant to the sector needs. In particular the policy areas of LM needs, employability and VET in an LLL perspective were considered highly relevant and work in the enterprises and HCD areas were appreciated. In the case of the social inclusion area, replies were rather split; as few interlocutors doubted that the ETF needed to be involved in this particular area. Nevertheless, it was underlined that the ETF policy areas are in fact complementing each other. Most of the representatives met were actually involved in the design phase of the ETF actions, based on discussions with the EUD and ministries input⁴.

As regards the regional character of projects, it was commented that IPA projects already have a specific focus on the regions. In addition, it was remarked that ETF tries to identify the results of IPA provisions on a regional basis and comment to the EC accordingly. However, it was correctly pointed out that NQF processes have rather a centralised character.

A point of interest relates to the Turkish authorities' reluctance to join meetings with regional countries, with whom Turkey does not have many socioeconomic characteristics in common. On the contrary, it would prefer to join with countries having a similar political / accession status.

ADDED VALUE

ETF capacity to provide information, analysis and policy advice on HCD issues was seen positively by the stakeholders interviewed. Furthermore, it was pointed out that the initial ETF outputs are often

³ Currently Turkey implements the OP HRD 2010-2011.

⁴ In which process, however, the role of social partners had been rather active.

used by the Ministries, which build upon them to produce further outputs. A good example was the in-service learning that had followed capacity building on particular topics.

Despite existing budget and HR limitations the ETF has a key role as the accumulator of EU expertise in the HC sector. Mobilisation of state and private stakeholders for initiating and promoting reform activities could not be done easily by any of the national organisations and / or other private entities. Therefore, the amalgamation of ETF and MoNE efforts had ensured gravity and expertise and had led to forming the right partnership to undertake the needed strategic reform steps.

Furthermore, added value is evident from interventions implemented jointly between ETF and stakeholders. Key stakeholders have eventually become able to tackle crucial topics related to the VET reform and to the NQF establishment by themselves; while few years ago ETF had been indispensable for promoting any reform. Also, added value is generated through the ETF events taking place within the Torino Process. Added value and complementarity between the HCD stakeholders (state and private) and the ETF ensure increased fulfilment of the MTP objectives.

EFFICIENCY

In terms of financial resources, the ETF allocates 40-50,000 € Turkey per year; and the full-time equivalent for the country manager was 0.40 for 2010 and 0.30 for the project assistant. This was perceived as an insufficient amount by beneficiaries that would like ETF to increase its presence and level of activity.

There was a view that ETF's increase in numbers of partners whilst maintaining the same budget and staff implied less funding to IPA eligible countries. To some extent, ETF's limited available inputs are becoming a threat to quality as the Foundation cannot monitor qualitatively and thus effectively. Getting others to undertake the monitoring would be costly. An interviewee pointed out that if ETF had a larger budget and more staffing resources the effects would have definitely been greater. Another interviewee suggested that ETF should not intervene into so many partner countries; rather it should focus only on the candidate countries, and thus become more efficient in its activities.

In talking with stakeholders about efficiency, it was reported that there have been not any particular difficulties in implementing ETF annual work programme. Usually there have been no delays observed in delivering agreed outputs; with perhaps a single exception when the MoNE website was under preparation and the anticipated contribution was slightly delayed.

EFFECTIVENESS

It is clear that HC sectors and respective stakeholder organisations have benefited from the overall ETF work performed; both prior to and after launching the 2010-2013 MTP. Project objectives have been met significantly. Furthermore several elements from ETF-related outputs (provision of information, analysis and policy advice) are used by the Ministries as a basis for further elaborations, thus ensuring added value and sustainability of project results.

As regards the new information instruments currently in use by ETF to provide further dissemination of its activities, it seems these have already started playing an effective role of a "light" disseminator, mainly addressed to young people. Most of the interviewed stakeholders were aware of them, and had a positive opinion as to their usefulness. However, further dissemination options were also

suggested to increase effectiveness and penetration, such as the use of mass-media, and the more extended use of study visits to ETF premises for public administrators.

IMPACT

The ETF interventions in Turkey have positively contributed to the achievement of both of the MTP Strategic Objectives. In particular:

- Through a participatory process that involves the state and private stakeholders, ETF promotes the EU policies and in particular the key issues related to a demand-driven VET system. This is done through the on-going introduction of numerous innovative elements which all form indispensable features of the reform process (needs analysis, links to the LM, standards accurate, VET provision in an accredited manner, introduction of NQF etc.). In particular the introduction of NQF had generated a lot of additional effects such as relevant laws and by-laws.
- To correspond to the continuous requirements of VET reform, lots of relevant capacity building was and still is needed for stakeholders. Through ETF's capacity building projects, relevant training is delivered, information is disseminated and experiences exchange has taken place. Thus the expertise of the organisations dealing with VET reform process has been enhanced significantly, as all the interviewed representatives stated. As a result, through social dialogue specifically focused on the VET system, the competent stakeholders are now able to manage significant segments of the VET reform process.
- To a significant extent the increased perception of the different Social Partners of their key roles within the VET reform process is the result of the EU / ETF concept of social partnership in dealing with HR⁵. However, it has to be explained that this is more the case at national/central level than in the more isolated regions where SP capacity is lacking behind the capacity of the centre.

SUSTAINABILITY

A good example of sustainability is how an initial / pilot effort supported by ETF was expanded to become national policy is the NQF concept. Pilot results from elaborations made between ETF and Turkish competent stakeholder were adopted and the organisations involved generalised preliminary implementation, thus mainstreaming the initial findings. Considering the NQF process is on-going, support by the government and the stakeholders is necessary for an indefinite period of time.

⁵ At present, similar with the evolution of the capacity of social partners in the VET-related developments seems being also the picture of the Non-Governmental-Organisations; which gradually are seeing their involvement increasing.

ANNEX 2 – SURVEY

QUESTIONNAIRE AND TABLES FROM THE SURVEY

Results from questionnaires submitted to ETF beneficiary countries

Table 1. ETF Beneficiary countries – contacts and respondents per country

Country	Number of ETF Beneficiaries Contacted	Number of ETF Beneficiaries - Respondents*	ETF Beneficiaries - Respondents %	Respondents over the total sample (B/TOTAL) %
Albania	4	2	50%	2%
Algeria	2	0	0%	0%
Armenia	11	8	73%	10%
Azerbaijan	7	2	29%	2%
Belarus	4	1	25%	1%
Bosnia Herzegovina	6	2	33%	2%
Croatia	10	6	60%	7%
Egypt	12	1	8%	1%
Macedonia	6	1	17%	1%
Georgia	11	7	64%	9%
Israel	7	3	43%	4%
Jordan	4	3	75%	4%
Kazakhstan	6	4	67%	5%
Kosovo	8	6	75%	7%
Montenegro	16	9	56%	11%
Occupied Palestinian Territory	7	2	29%	2%
Republic of Moldova	15	8	53%	10%
Russian Federation	6	2	33%	2%
Tajikistan	6	4	67%	5%
Tunisia	7	4	57%	5%
Turkmenistan	4	1	25%	1%
Ukraine	4	4	100%	5%
Uzbekistan	5	2	40%	2%
TOTAL DELEGATES	168	82	49%	100%

* responses include completed and not completed questionnaires

22 out of the 23 countries involved in the survey on beneficiaries provided at least 1 respondent, ensuring therefore a well balanced coverage of the entire range of ETF partner countries. A part from Ukraine, where telephone interviews were carried out, the higher respondents' rates have been registered in Kosovo, Jordan and Armenia, with 75% for the former two and 73% for the latter. Good rates were registered also for Tajikistan and Kazakhstan (67% respectively), Georgia (64%), Croatia (60%) and Tunisia (57%). The remaining countries were nearly to 50%, like Montenegro (56%), Russia (53%) and Albania (50%) or below. In total up to 23 countries, 11 registered respondents' rates below 50%. The countries with lower performance in terms of responses were Algeria (no responses) and Egypt (8%). When analysing these data, it is also worth considering the weight of each country over the total sample. In the case of Egypt for example, it has to be noted that the negative result for the country, has significantly affected the overall respondents' rate, considering that beneficiaries from Egypt amounted to nearly 15% of the entire sample.

Table 2. ETF Beneficiary countries – respondents per type of organisation

	Frequency	%
Government	26	33,3
Business	3	3,8
Education institution	15	19,2
Civil society organization	10	12,8
Social Partner Trade Union, Employer Association	13	16,7
Donor	3	3,8
Other	8	10,3
Total Valid	78	100,0

Out of the 82 beneficiaries who accessed the questionnaire, 78 provided the indication about the type of organisation they belong to. Most respondents come from Governmental agencies (33%), then from education institutions (19%), followed by social partners, trade unions and employer associations (17%), civil society organisation (13%), and business and donors covering around 4% each. A 10% belong to other organisations.

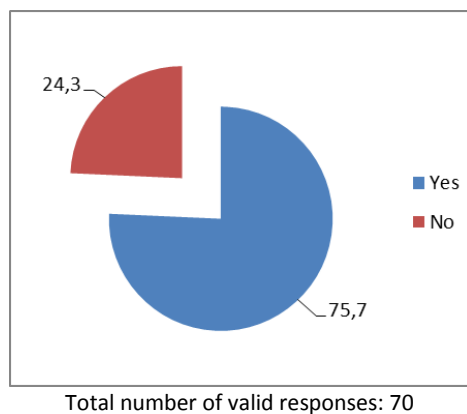
Table 3. ETF Beneficiaries Countries

Question: Which of the following areas do you perceive to be most relevant to your country's needs in the field of Human Capital Development?

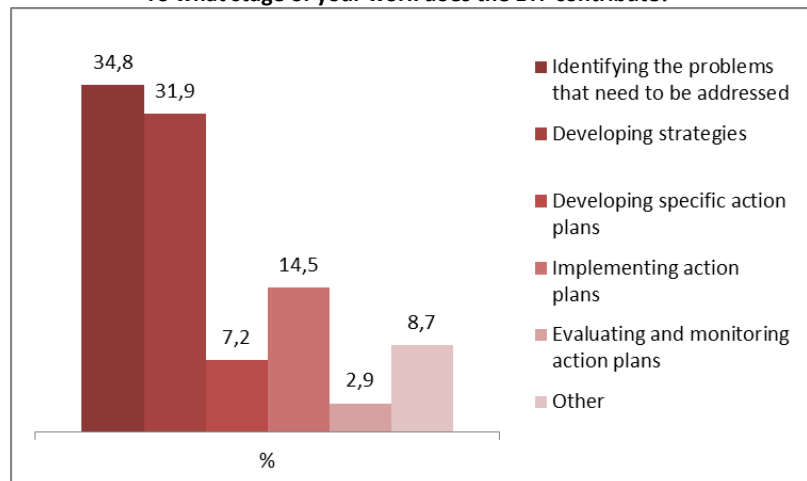
	Frequency	%
VET in lifelong learning perspective	32	43,8
Labour Market needs and employability	31	42,5
Enterprises and human capital development	9	12,3
Other	1	1,4
Total Valid	73	100,0

As a whole, respondents from ETF beneficiary countries perceive VET and lifelong learning perspective and labour market needs and employability to be the most relevant areas in the field of HCD, accounting together for almost 90% of replies, while 12,3% have referred to enterprise and human capital development.

Graph 1. ETF Beneficiary Countries
Were you directly involved in the design phase of any ETF actions?



Graph 2. ETF Beneficiary Countries
To what stage of your work does the ETF contribute?



Out of 70 respondents, over 75% were involved in the **design phase** of ETF actions. Nearly 35% was involved in the identification of problems to be addressed and almost 40% cumulative in developing strategies and actions plans, while respondents' involvement during the implementation and monitoring of the actions was less frequent (cumulative around 17%). These results are also in line with the data shown in the table below, according to which for the 68 respondents, the project design has been the result of a joint analysis with ETF on 57,4% of the cases.

Table 4. ETF Beneficiary Countries
The project design was mainly the result of:

	Frequency	%
Direct request from stakeholders in the beneficiary country	8	11,8
Beneficiary country/stakeholder request following ETF preliminary proposal	17	25,0
Joint analysis with ETF on country needs and priorities	39	57,4
Other	4	5,9
Total Valid	68	100,0

The following tables provide additional details on the design side.

Table 5. ETF Beneficiary Countries
How would you judge the methodology adopted for the project design?

	Frequency	%
Suitable to your needs	45	65,2
Fairly suitable to your needs	17	24,6
Not suitable to your needs	2	2,9
Don't know	5	7,2
Total Valid	69	100,0

Table 7. ETF Beneficiaries Countries
Was the design adapted to the specific context of your country?

	Frequency	%
Slightly	8	11,6
Moderately	19	27,5
Significantly	30	43,5
Widely	11	15,9
Don't know	1	1,4
Total Valid	69	100,0

Table 6. ETF Beneficiary Countries
If the project(s) you were involved in had a regional dimension, would you consider it an added value?

	Frequency	%
Yes	59	86,8
No	2	2,9
N/A	7	10,3
Total Valid	68	100,0

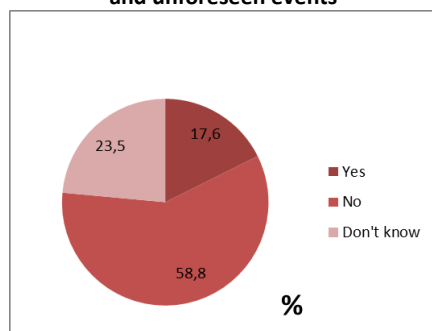
Table 8. ETF Beneficiary Countries
Do you believe that the project planning was in line with the resources available in your organisation?

	Frequency	%
Yes	46	67,6
No	10	14,7
Don't know	12	17,6
Total Valid	68	100,0

In general, respondents are happy with the **project design**, which is considered to be suitable to their needs in 65% of the cases, and fairly suitable in 25%. Negative responses are very few (only 3%) and around 7% don't know. Responses in table 5 then confirm the results obtained so far as most of the respondents judge the design to be either significantly (43%) or widely (16%) in line with the country context. In this case it is however to be noticed that a significant proportion of respondents found the design moderately (27,5%) or slightly (11,6%) in line with their country's needs. The regional dimension is widely recognised to be significant (87%), and planning is recognised to be in line with the organisations' resources in 46% of the cases.

Below, we show the results about the implementation of the activities:

Graph 3. ETF Beneficiary Countries
Did the activities suffer from constraints and unforeseen events



Number of Valid responses: 68

If yes, which one?

- After the revolution there were lot of change concerning people, methodology and priorities;
- Deadlines, organization problems...;
- Fragment system in my country;
- Government, social partners;
- Humane resources funds support of political decisions makers;
- Arab Spring;
- Overlapping actions of different international donors agencies, Low cooperation between two main government institutions: Ministry of Education and Science and Ministry of Labour;
- Planning of beneficiary often does not fit to the project plans and changes quite often;
- The Bylaw of our Organization has approved from the Jordanian Cabinet last month and now our Vision and mission and Function are clear for us and also to our stockholders.

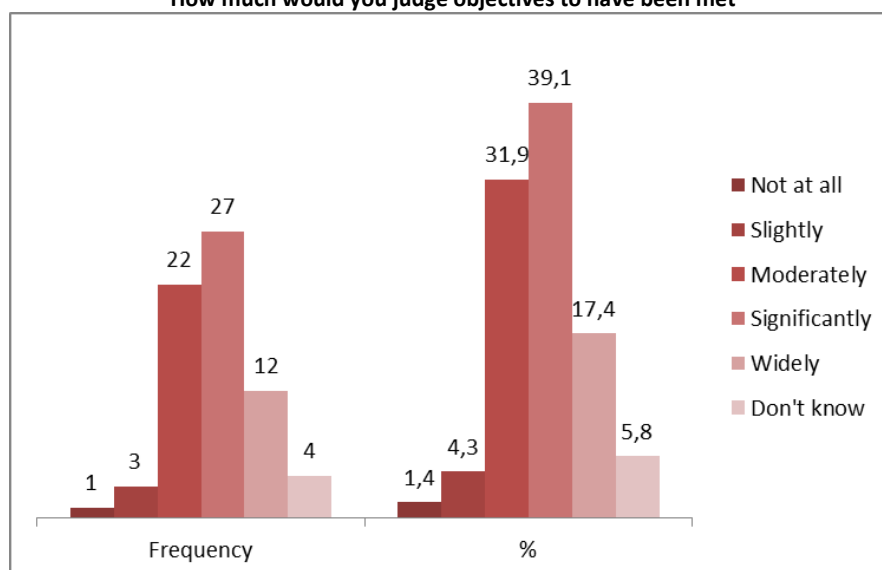
Table 9. ETF Beneficiary Countries

How much would you judge these events to have affected the normal flow of activities

	Frequency	%
Not at all	1	8,3
Slightly	2	16,7
Moderately	3	25,0
Significantly	5	41,7
Widely	1	8,3
Total Valid	12	100,0

On 68 respondents nearly 60% (58,8) did not experience problems in the implementation of the activities, while around 17% (12 respondents) experienced constraints or unforeseen events, deadlines and organisation problems, but also problems related to the country's political situation. Of those who experimented these problems, however, only 42% believe that they have significantly affected the normal flow of activities, as shown in the table above.

Graph 4. ETF Beneficiary Countries
How much would you judge objectives to have been met



Number of valid responses: 69

In general, responses about **ETF's actions ability to meet objectives are positive**. More than half of 69 respondents believe that the objectives of ETF actions have been met, widely for the 17% Significantly for the 39% and moderately for the 31%. Only 1 negative response was registered, while 3 respondents judged the objectives to have been slightly met. 4 don't knows were also registered.

The **information ability** of ETF is also positively judged by the respondents that in 67% of the cases believe it to be effective. Only 1 respondent found it not effective, while the remaining (26%) believe that ETF communication capacity is slightly effective.

Table 10. ETF Partner Countries
How would you judge ETF capacity to provide information, analysis and policy advice on human resources development to your organisation?

	Frequency	%
Not effective	1	1,4
Slightly effective	18	25,7
Effective	47	67,1
Don't know	4	5,7
Total Valid	70	100,0

Table 11. ETF Partner Countries
How do you more often get information from the ETF

	Frequency	%
Direct exchange of information	9	12,9
Joint participation in conferences or workshops	43	61,4
Development of joint research or analytical work	7	10,0
Social networking and On-line methods (i.e website, email, yammer, Facebook, twitter)	9	12,9
Other	2	2,9
Total Valid	70	100,0

The table and graphs below show the results about the perceived **impact of ETF initiatives**.

“Do you think that ETF initiatives in your country have contributed to the following ETF strategic objectives and to what extent” .

Table 12. ETF Partner Countries – impact
Support country/institution in reviewing vocational education and training systems

	Frequency	%
Slightly	5	7,4
Moderately	17	25,0
Significantly	29	42,6
Widely	16	23,5
Don't know	1	1,5
Total Valid	68	100,0

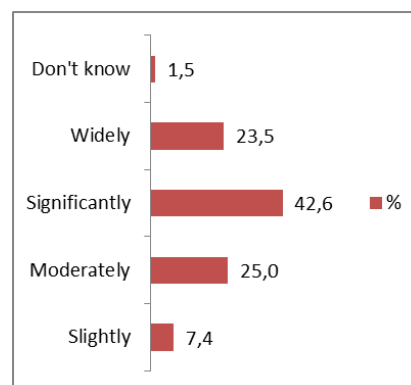


Table 13. ETF Partner countries – Impact
Disseminate relevant information and encourage exchange of experience and good practice between the EU and the partner countries and among the partner countries in human capital development

	Frequency	%
Not at all	1	1,5
Slightly	1	1,5
Moderately	12	17,6
Significantly	32	47,1
Widely	19	27,9
Don't know	3	4,4
Total Valid	68	100,0

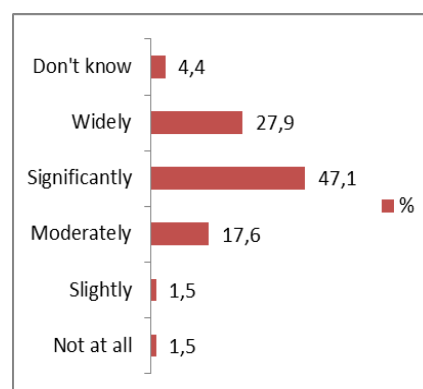


Table 14. ETF Partner countries – Impact
Contribute to the analysis of the overall effectiveness of external assistance to the partner countries in the field of human capital development

	Frequency	%
Not at all	1	1,5
Slightly	6	8,8
Moderately	14	20,6
Significantly	35	51,5
Widely	8	11,8
Don't know	4	5,9
Total Valid	68	100,0

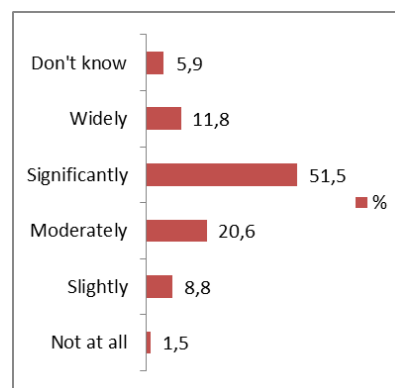


Table 15. ETF Partner Countries – Impact
Support relevant stakeholders, particularly the social partners, in the partner countries to increase their involvement in vocational training reforms and develop their capacity for becoming key actors in those reforms

	Frequency	%
Slightly	9	13,2
Moderately	17	25,0
Significantly	27	39,7
Widely	14	20,6
Don't know	1	1,5
Total Valid	68	100,0

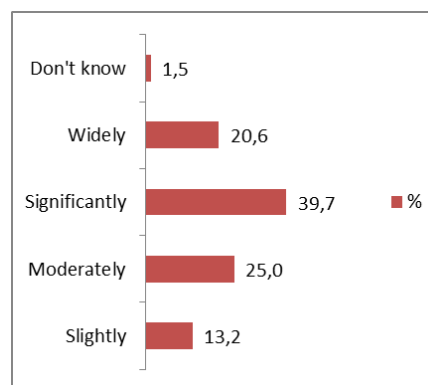
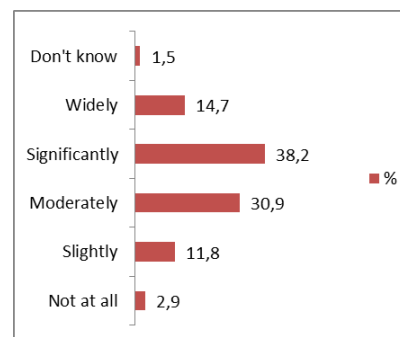


Table 16. ETF Partner Countries – Impact
Build partner country capacity to analyse and interpret trends and challenges and design, implement, evaluate and review evidence based policies in human capital development

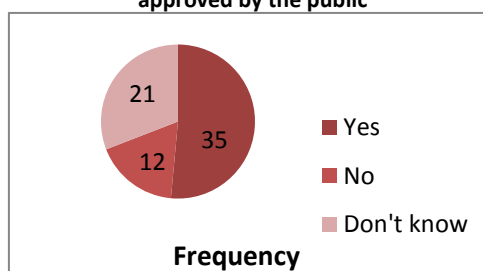
	Frequency	%
Not at all	2	2,9
Slightly	8	11,8
Moderately	21	30,9
Significantly	26	38,2
Widely	10	14,7
Don't know	1	1,5
Total Valid	68	100,0



There is a positive perception of respondents about the influence of ETF initiatives on the achievement of the ETF strategic objectives. In particular, in more than 50% of the cases, it is judged that ETF activities have significantly contributed and in 12% widely contributed to the analysis of the overall effectiveness of external assistance to the partner countries in the field of human capital development. An even better result (47% significantly and 28% widely) is registered for the contribution to the dissemination of relevant information and encouragement of exchange of experience and good practice between the EU and the partner countries and among the partner countries in human capital development. Positive long term performance are also perceived in the field of Capacity building and support to vocational education and training systems. Despite these positive results, in two cases the sum of negative oriented responses “not at all” and “moderately” nears to 30%. As show in the next page, 35 respondents out of 68 believe that ETF activities have contributed to policy changes in their country. A number of practical examples have been provided, ranging from support to change in governmental attitude to sharing experience and knowledge and improving dissemination and knowledge of information. The list is provided below.

Graph 5. ETF partner countries

Have the ETF activities contributed to policy changes in your country (e.g. through inclusion in financial/institutional plans approved by the public



Number of valid responses: 68

- Government financial support (500 million pounds) for implementing Training for Employability> 2- Recognition for the need to establish a national institution for TVET to resolve fragmentation among stakeholders> 3- Full commitment of NAQAAE
- Development of Qualifications system in VET;
- Dialogue, conferences and workshops have raised a range of issues we are facing in the field of VET development. The result of the ETF activities in Kazakhstan was that our country started to design the VET system reformation;
- Drafting of strategy;
- Due to ETF efforts and activities have cardinally changed the governmental attitude to the vocational education system and again due to the ETF efforts Trade Unions and Employers are actively involved;
- e.g implementation of VET reforms;
- Elaboration of the methodological approaches to the Skills anticipation and forecasting in Ukraine;
- ETF activities contributed to policy changes in Azerbaijan through elaboration of National Qualification Framework. The Framework Paper has been submitted to the Cabinet of Ministers of Azerbaijan Republic;
- ETF have actively participated in assessing the entrepreneurship (and corresponding skills) within the joint action and in elaborating the SME Development Strategy (especially in the HCD);
- ETF is leading the process of preparation of the VET Master Plan of Albania;
- ETF reports influenced the definition of strategic priorities of Montenegro in the field of VET;
- Financed development of strategies, implemented pilot projects, organised meetings with stakeholders...;
- Human resources development, VET, lifelong learning;
- Institutional plans;
- Introduction of the National Qualifications Classifications as a strategic priority, Planning more and more based on regional analysis;
- Management of VET;
- Mostly, in legislation development, sub legislation, strategy documents developmental, capacity building;
- NQA Establishment, VET Legislation, Adult Learning Legislation, Vet Policies etc;
- NQF;
- Principles of development of lifelong learning it is included in Strategy of development of a labour market;
- Social Partnership Policy;
- Some governance reforms launched, Russia signed up for the Skills Competition, etc.
- Strategies, Policies, Frameworks , Social partnership, Guidance, NVQs, M and E.
- Through dissemination of knowledge and information;
- Through inclusion in financial/institutional plans approved by the public administrations;
- Through inclusion institutional plans approved by the public administrations, validation non formal and formal life learning ,sectorial comities, occupational standards, etc;
- Through training and khohrdatvutyunneri;
- VET Agency; Strategy for lifelong entrepreneurial learning, Developing of training needs analysis system for SME
- Vet improvement policies;
- We benefited from sharing experience and knowledge from countries where ETF organized study tours. We implemented it when make our policy;
- With the ETF support, by the Government Decision nr.952 of 16 December 2011 was approved : - methodology on the development and review of occupational standards for professions workers - the nominal Composition the National Council for Occupational stand with VET, SBA policy, etc
- Within the past years we can determine development of VET institutions, development of strategies, financial increase for VET etc. I think that there is ETF contribution in it.

In terms of **added value** of ETF respondents have shown a positive perception of the Foundation and perceive that its actions are fairly adequate to the needs of the country/organisation in 36% of the cases, and adequate in almost 50% of the cases. On the other hand only 24,6% of respondents believe that another player, such as a private consultant, NGO or research centre, could have provided the same support given by ETF.

Table 17. ETF Beneficiary countries
How would you consider the actions carried out by the ETF in supporting HCD in your country/organization

	Frequency	%
Not adequate to the needs of your organization/country	3	4,3
Fairly Adequate to the needs of your organization/country	25	36,2
Adequate to the needs of your organization/country	34	49,3
Don't know	7	10,1
Total Valid	69	100,0

Table 18. ETF Beneficiary countries
Do you think that another player (private consultants, NGOs, Research Centers, etc.) could have provided the same support

	Frequency	%
Yes	17	24,6
No	34	49,3
Don't know	18	26,1
Total Valid	69	100,0

As last question beneficiaries were asked:

- **Do you consider the following aspects to represent an added value of the ETF support to your country/organization, and to what extent:**

Table 19. ETF Beneficiary countries
Receiving support from long-term experts, who can ensure continuity in the actions and profound knowledge of the fields

	Frequency	%
Not at all	3	4,3
Slightly	5	7,2
Moderately	13	18,8
Significantly	33	47,8
Widely	14	20,3
Don't know	1	1,4
Total	69	100,0

Table 20. ETF Beneficiary countries
Working under the umbrella of the EC facilitates the access to relevant national counterparts

	Frequency	%
Not at all	1	1,4
Slightly	5	7,2
Moderately	13	18,8
Significantly	32	46,4
Widely	16	23,2
Don't know	2	2,9
Total	69	100,0

Table 21. ETF Beneficiary countries
Working under the umbrella of the EC facilitates the access to other donors/international organizations (ILO, UNESCO, World Bank, etc)

	Frequency	%
Not at all	2	2,9
Slightly	5	7,2
Moderately	9	13,0
Significantly	33	47,8
Widely	17	24,6
Don't know	3	4,3
Total	69	100,0

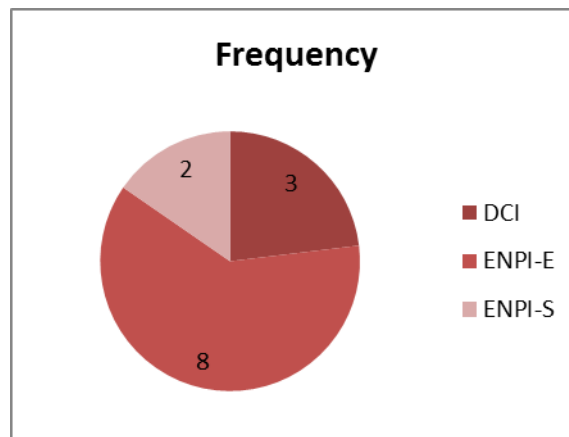
In all cases more than 45% of the respondents believe that the ETF added value/support was significant. Then, 20% considers that the added value of ETF is widely significant because it provides the support of long-term experts, thus ensuring continuity in the actions and profound knowledge of the fields; 16% because working under the umbrella of the EC facilitates access to relevant national counterparts and 25% because working under the umbrella of the EC facilitate access to other donors and/or international organisations such as ILO, UNESCO, WB.

QUESTIONNAIRE AND TABLES FROM THE SURVEY

Results from questionnaires submitted to EU Delegations

**Table 1. EU Delegations –
Country Coverage of respondents**

	Frequency	Valid Percent
Albania	1	7,7
Algeria	1	7,7
Azerbaijan	1	7,7
Georgia	1	7,7
Macedonia	4	30,8
Moldova	2	15,4
Montenegro	1	7,7
Russia	1	7,7
Tunisia	1	7,7
Total Valid	13	100,0



35 officers from the EU Delegations were contacted, 14 provided a response out of which 13 were fully completed. In total 9 countries were covered, corresponding to 3 regions. Almost all nine countries had one respondent, except from Moldova registering 2 responses and Macedonia 4.

Table 2.
Over the past 2 years, which instrument did you work with

	Frequency	%
IPA	6	46,2
ENP (South and East)	7	53,8
Total Valid	13	100,00

The instrument with which respondents have worked are almost equally distributed between ENP South and East and IPA, 7 and 6 respectively out of 13. All the respondents had not worked previously for another country, except 2.

Table 3.
Did you previously work in any other country with ETF

	Frequency	%
Yes	2	15,4
No	10	76,9
Don't know	1	7,7
Total Valid	13	100,00

If yes, please specify: 2 specifications for Russia (please note that Russia is not part of ENP) **and Serbia**

Results below show that a good perception of EU delegates about ETF capacity to provide information, analysis and policy advice on HCD in the country they operate, which is judged to be positive by 11. Only one respondent has judged ETF to be not effective in this area.

Table 4
How would you judge ETF capacity to provide information, analysis and policy advice on human capital development about the country you are working in?

	Frequency	%
Not effective	1	7,7
Slightly effective	1	7,7
Effective	11	84,6
Total Valid	13	100,0

Table 5
How do you more often get information from the ETF?

	Frequency	%
Direct exchange of information	6	50,0
Joint participation in conferences or workshops	2	16,7
Social networking and On-line methods (website, email, yammer, Facebook, twitter)	4	33,3
Total Valid	12	100,0

Out of 12 respondents, delegates more often get information through direct exchange with ETF, but also on-line methods have a significant rate (33%, corresponding to 4 persons in total) , while joint participation to conferences and workshops accounts for a fewer rate.

Table 3.
Do you think that ETF activities you have been working in have contributed to support the EU external policy instrument programming cycle and to what extent

	Frequency	%
Not at all	1	8,3
Moderately	3	25,0
Significantly	8	66,7
Total Valid	12	100,0

A positive judgment is also given on the ETF capacity to support EU external policy instrument programming cycle, with almost all positive responses. Only one respondent provided a negative judgement.

Table 4.
How would you judge the actions carried out by the ETF in supporting planning cycle in your organization

	Frequency	%
Not adequate to the needs of your organization/country	3	27,27
Fairly Adequate to the needs of your organization/country	1	9,09
Adequate to the needs of your organization/country	5	45,45
Don't know	2	18,18
Total Valid	11	100,00

5 respondents out of 11 have judged the support provided by ETF as adequate to the needs of their organisation, while in 3 cases, a negative answer was observed.

Table 5. ETF
Do you think that another player (private consultants, NGOs, Research Centers, etc.) could have provided the same support

	Frequency	%
Yes	2	16,67
No	2	16,67
Don't know	8	66,67
Total Valid	12	100,00

Most of the respondents to not have however a precise opinion on the possibility that another player could have provided the same support given by ETF. 8 respondents out of 12 in fact responded don't know.

In terms of Added Value, the following question was asked: “Do you consider the following aspects to represent an added value of the ETF support to your country/organization, and to what extent? “

Table 9. Receiving support by permanent experts, who can ensure continuity in the actions and profound knowledge of the fields, as well as provide expert support to the beneficiaries

	Frequency	%
Slightly	1	9,09
Significantly	7	63,64
Widely	2	18,18
Don't know	1	9,09
Total Valid	11	100,00

The ability of ETF experts to promote coordination and collaboration with national counterparts and other donors is highly appreciated by EU Delegations. At the same time the long term availability and working relationship is perceived as an added value by EU counterparts.

A lower degree of relevance is, on the opposite assigned to the possibility of working with colleagues that share the same institutional background.

Table 10. Working with colleagues who share the same institutional background

	Frequency	%
Moderately	6	54,55
Significantly	4	36,36
Don't know	1	9,09
Total Valid	11	100,00

Table 11. Enhanced coordination with relevant national counterparts and other donors

	Frequency	%
Not at all	1	9,09
Slightly	1	9,09
Moderately	2	18,18
Significantly	7	63,64
Total Valid	11	100,00

Table 12. How would you judge the work of the ETF to fit with other activities implemented by the EC in the area of human capital development?

	%
The work of the ETF complements other EU activities	81,82
The work of the ETF overlaps with other EU activities	9,09
I am not aware of ETF activities in the country	9,09
Total Valid	100,00

More than 80% of EU Delegation respondents perceive the ETF activities to complement EU actions, while 1 respondent find ETF activities as overlapping EU ones. This positive assessment is also confirmed by the fact that more than 60% of respondents just that ETF has positively contributed to long terms EU strategies and priorities.

Table 13. To what extent do you think that the Foundation contributes to the EU education and training and other political and strategic priorities (e.g. Education and Training 2020, Europe 2020)?

	Frequency	%
Slightly	1	8,33
Moderately	1	8,33
Significantly	7	58,33
Widely	1	8,33
Don't know	2	16,67
Total	12	100,00

Table 14. Have the ETF activities contributed to policy changes in the country/region (e.g. through inclusion in financial/institutional plans approved by the public administrations)?

	Frequency	%
Yes	2	16,67
No	2	16,67
Don't know / N/A	8	66,67
Total Valid	12	100,00

Most respondents from EU delegations did not provide any opinion on the ability of ETF to contribute to long term policy changes in their respective countries (8 out of 12 valid responses).

Table 15. Do you think that ETF activities have contributed to the analysis of the overall effectiveness of external assistance to the partner countries in the field of human capital development

	Frequency	%
Not at all	1	8,33
Moderately	3	25,00
Significantly	6	50,00
Don't know	2	16,67
Total Valid	12	100,00

The work in support to the analysis of external assistance effectiveness carried out by ETF was positively perceived by 50% of respondents, with, however 4 negative replies.

ANNEX 3 – PEOPLE MET

List of people met during the Serbia^{1, 2} Mission

Expert: YANNIS SOFIANOPOULOS

NAME	POSITION	ORGANISATION	E-Mail Address	Date of interview
Ms Iskra Maksimovic	Director	Centre for Career Guidance & Counselling	imaksimovic@fefa.edu.rs	26.04.2012
Mr Bojan Ristic	Assistant Minister, Sector for Secondary Education	Ministry of Education	bojan.ristic@mp.gov.rs	26.04.2012
Ms Biljana Mladenovic	Economic Analyst, Social Inclusion & Poverty Reduction Unit	Office of the Deputy Prime Minister for European Integration	Biljana.mladenovic@gov.rs	26.04.2012
Ms Gabriela Bratic	VET Expert, ETF contact person	Ministry of Education ³	gabrielabratic@yahoo.com	27.04.2012
Ms Jelica Colic	Education and Social Affairs		jelica.colic@ec.europa.eu	27.04.2012
Ms Ljubica Spiric	VET & entrepreneurship expert	Freelance	ljubicasam@gmail.com	30.04.2012
Mr Konstantinos Soupilas	EUD Attaché, Programme & Coordination Manager	EU Delegation	Konstantinos.soupilas@eeas.europa.eu	30.04.2012
Related events attended		Organised by		Date of event
Torino Process meeting		ETF & Ministry of Education		25.04.2012

List of people met during the Lebanon Mission

Expert: GIULIANO ROSCIGLIONE

NAME	POSITION	ORGANISATION / COUNTRY	Mail Address	Date of interview
Feghali Dolly	Head of Research and programmes	Employment Office Libano	dfeghali@neo.gov.lb	30.05.2012
Dima El Khouri	Executive Director	Injaz - Lebanon	dima@injaz-lebanon.org	30.05.2012
Rania Bikhazi	Enterprise Development Specialist	ILO – Regional Office for Arab States	bikhazi@ilo.org	30.05.2012
Elham Komaty	Education leadership and Management Specialist	Ministry of Education and Higher Education	ekomaty@mehe.gov.lb	30.05.2012
Said Abu Chaine	Advisor	Ministry of Education and Higher Education	soubhi63@gmail.com	31.05.2012
Nada Abdel Mneimneh	Director	Ministry of Education and Higher Education	nmeimneh@edp.edu.lb	31.05.2012
Giulia Ubaldelli	Project Officer	Italian Cooperation	giulia.ubaldelli@esteri.it	31.05.2012
Oussama Gneim	Chef de Département	Centre de Recherche et de Développement pédagogique	oghneim@crdp.org	31.05.2012
Diego Escalona Paturel	First Secretary, Head of Cooperation Section	EU Delegation Lebanon	diego.escalona-paturel@eeas.europa.eu	31.05.2012

¹ Serbian stakeholders linked to key ministries were mostly not available for reasons related to their continuous absence from their jobs.

² Presence in Belgrade had occurred on the eve of extended holiday.

³ Though retired since end 2011.

List of people met during the Kirgizstan Mission

Expert: MARY HALL

NAME	POSITION	ORGANISATION / COUNTRY	Mail Address	Date of interview
Christine Hemschemeier	Senior Human Capital Development Specialist	ETF Turin	Christine.Hemschemeier@etf.europa.eu	various
Larisa Marchenko	Head Dept of Monitoring and Strategic Planning	Ministry of Education and Science	larmarchenko@gmail.com	05.06.2012
Abdymanap Joldoshev	Director	Ministry of Education and Science	n/a	07.06.2012
Aida Adjihodjoeva	Head Dept of Labour Market and Employment	Ministry of Youth, Labour and Employment	mz@mz.kg	05.06.2012
Gulnara Botobaeva	Project Manager	Delegation of the European Union	gulnara.botobaeva@eeas.europa.eu	05.06.2012
Taalaibek Cholponkulov	Director	VET Agency	apto_director@kesip.kg	06.06.2012
Anar Beishembaeva	Advisor to the Director	VET Agency	gapto@mail.ru	06.06.2012
Irina Gordeeva	Head of Strategy and Policy Development	VET Agency	apto_analytic.zav@kesip.kg	06.06.2012
Alymkan Sattarova	Head of Methodological Department	VET Agency	apto_nmr@kesip.kg	06.06.2012
Irina Sarieva	Capacity Building Specialist	VET Agency	apto_analytic.gspet@kesip.kg	06.06.2012
Djumakadyr Mamytkanov	Training Specialist	VET Agency	apto_upr.gspet1@kesip.kg	06.06.2012
Arstanbek Osmonov	Deputy Director	Qualification Improvement Centre within VET Agency	osmonov.salbar.ars@mail.ru	06.06.2012
Amangeldy Davletaliev	Vice President	Chamber of Commerce	info@cci.kg	08.06.2102
Farida Ryskulueva	National Expert	EU project "Support to education sector in Kyrgyzstan"	farida.ryskulueva@euedproject.kg	05.06.2012
Kulipa Koichumanova	Stats Manager	National Statistics Committee	n/a	07.06.2012
Ainura Djunushalieva	VET school #98 Partner	«Kyrgyztelekom»	adjunshalieva@kt.kg	08.06.2102
Nurizat Imankulova	Director	VET School #98 Bishkek	pls98@mail.ru	08.06.2102
Shukurulla Ismailov	Deputy Director	VET school #8, Kyzyl-Kiya	n/a	07.06.2012
Tahir Kamyrov	Director	VET School #70, Kyzyl-Kiya	n/a	07.06.2012
Arsen Imankulov	Researcher and Analyst	El Group Consulting	arseni@el-group.com	08.06.2102

List of people met during the Morocco Mission

Expert: GIULIANO ROSCIGLIONE

NAME	POSITION	ORGANISATION / COUNTRY	Mail Address	Date of interview
Alessandra Frontoni	Project Officer	Eu Delegation Morocco	Alessandra.FRONTONI@eeas.europa.eu	20.06.2012
Toufik Cherradi	Director	FNBTP - Fédération Nationale du Batiment et des travaux publics	echerradi@gmail.com	20.06.2012
Jamal El Aloua	Secrétaire General	Ministère de l'Emploi et de la Formation Professionnelle	elaloua@dfp.gov.ma	21.06.2012
Said Hanchane	Directeur Général	Instance National d'Evaluation de l'éducation et de la formation	shanchane@cse.ma	21.06.2012
Mohamed Slassi Sennou	Vice President, Commission Formation Professionnelle	CGEM - Confédération Générale des Entreprises au Maroc	n/a	21.06.2012

List of people met during the Ukraine Mission

Expert: MARY HALL

NAME	POSITION	ORGANISATION	Mail Address	Date of interview
Timo Kuusela	Country Manager Ukraine	European Training Foundation	Timo.Kuusela@etf.europa.eu	21.06.2012
Anatolii Garmash	NQF Specialist	Ministry of Education, Science, Youth and Sport.	a_garmash@mon.gov.ua	22.06.2012
Rodion Kolyshko	Head Workforce Development	Confederation of Employers	rodion.kolyshko@fru.org.ua	22.06.2012
Sergey Ployuk	Operations Manager	Delegation of the European Union	sergey.polyuk@ec.europa.eu	22.06.2012
Vira Rybak	Sector Manager Education, Science, Information Society	Delegation of the European Union	vira.rybak@ec.europa.eu	26.06.2012
Larysa Lisogor	Head Human Development Department	Institute for Demography and Social Studies	lara_lis@ukr.net	28.06.2012
Olexandr Tsvietkov	Department Director	Ukrainian Chamber of Commerce	tog-iprg@ucci.org.ua	26.06.2012
Oksana Sokour	Manager	European Profiles	osokour@epukraine.com	21.06.2012

List of people met during the Turkey^{4, 5} Mission

Expert: YANNIS SOFIANOPOULOS

NAME	POSITION	ORGANISATION	Mail Address	Date of interview
Prof Dr Mustafa Balci	Sector Manager, Education & Training, Economic & Social Development Section	EU Delegation	Mustafa.balci@eeas.europa.eu	08.06.2012
Ms Kubra Aksam	Head of EU Group Department / DG of EU & Foreign Relations	Ministry of National Education	hakcam@meb.gov.tr	11.06.2012
Ms Tilek	Deputy in EU Group Department / DG of EU & Foreign Relations	Ministry of National Education	digmab@meb.gov.tr (+903122123870)	11.06.2012
Mr Numan Ozcan	Sector Manager, Social Policy & Employment, Economic & Social Development Section	EU Delegation	Numan.ozcan@ec.europa.eu	12.06.2012
Mr Bayram Akbas	President of the Executive Board	Turkish Vocational Qualifications Authority, Ministry of Labour	bakbas@myk.gov.tr	12.06.2012
Mr Ibrahim Bukel	Board Member, MoNE Board of Education	Ministry of National Education	ibukel@meb.gov.tr	13.06.2012
Mr Sahim Serim	Training & Research Expert	HAK-IS Trade Union Confederation	sahinserim@hakis.org.tr	13.06.2012
Ms Julide Sarieroglu	Industrial Relations Expert	HAK-IS Trade Union Confederation	jsarieroglu@hakis.org.tr	13.06.2012
Mr Ismail Demir	Group Director, Education Policies and Programmes	Ministry of National Education, General Directorate of Lifelong Learning	ismaildemir@meb.gov.tr	13.06.2012
Mr Kemal Bicerli	General Director	Ministry of National Education, General Directorate of Lifelong Learning	mkbicerli@meb.gov.tr	13.06.2012
Mr Recep Altin	Deputy Director	Ministry of National Education, Centre for Projects Coordination	raltin@meb.gov.tr	14.06.2012
Mr Necati Ersoy	President	INTES Construction Employers Association	+905326460857	14.06.2012
Mr Cahit Karakullukcu	Member of the Board	INTES Construction Employers Association	cahit@ozguntr.com	14.06.2012

⁴ Mr Mehmet Caner Demir and Mr Ahmet Karan, from the EUD, had suggested the interviews to be carried out with Mr Balci and Mr Ozcan and not with them.

⁵ A number of additional persons from key stakeholders were also contacted to arranging respective meetings; though such had not become effective