



**Evaluation of ETF-activities  
in Turkey and FYR of Macedonia  
Final Report February 2007**

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## LIST OF ABBREVIATIONS / ACRONYMS

ALMS	Active Labour Market Strategy
AOP	Annual Operational Programme (linked to MIP)
APERM	Agency for Promotion of Entrepreneurship in the Republic of Macedonia
BDE	Macedonian Bureau for Development of Education
Cards	Community Assistance for Reconstruction, Development and Stabilisation
Cedefop	European Centre for the Development of Vocational Training
CEE	Central and Eastern Europe
CM	Country Manager (of ETF)
DAC	Development Assistance Committee (of OECD)
DG	Directorate General
DG-EAC	European Commission DG for Education, Training and Culture
DG-Empl	European Commission DG for Employment
DG-Enlarg	European Commission DG for Enlargement
DG-Relex	European Commission DG for External Relations
EAR	European Agency for Reconstruction
EARGED	Educational Research and Development directorate of MoNE
EC	European Commission
ECD	EC-Delegation
EL	Entrepreneurship Learning
ERDF	European Regional Development Fund
ESF	European Social Fund
ET	Evaluation Team
ETE	MEDA-project
ETF	European Training Foundation
EQF	European Qualification Framework
EU	European Union
Eures	European Network of Employment Services
FYR	Former Yugoslav Republic
FYRoM	FYR of Macedonia
GDP	Gross Domestic Product
GTZ	German Agency for Technical Co-operation
HRD	Human Resource Development
HRM	Human Resource Management
IB	Institution Building
ILO	International Labour Organisation
IPA	Instrument for Pre-Accession
ISCO	International Standard Classification of Occupation
ISCED	International Standard Classification for Education
Iskur	Turkish National Employment Services
JAP	Joint Assessment Paper
Kosgeb	Small and Medium Industry Development Organisation of MoIT
LLL	Lifelong Learning
LM	Labour Market
LogFrame	Logical Framework
M€	Million Euro
MIP	Multi-annual Indicative Programme
MEDA	Mediterranean Region Assistance Programme
MEDF	Macedonian Enterprise Development Foundation
MoE	Macedonian Ministry of Economy
MoES	Macedonian Ministry of Education and Science
MoIT	Turkish Ministry of Industry and Trade
MoLSA	Turkish Ministry of Labour and Social Affairs
MoLSG	Macedonian Ministry of Local Self-Government
MoLSP	Macedonian Ministry of Labour and Social Policy
MoNE	Turkish Ministry of National Education
MS	Member States (of the European Union)
MVET	EU-funded programme Modernising VET (in Turkey)

NAPE	National Action Plan for Employment
NDP	National Development Plan (in Turkey)
NES	National Employment Service (in FYR of Macedonia)
NO	National Observatory
NQF	National Qualification Framework
NUTS	Nomenclature of Territorial Units for Statistics
OECD	Organisation for Economic Co-operation and Development
OSI	Open Society Institute (of Soros Foundation)
PCM	Project Cycle Management
Phare	EU-programme to Assist Reconstruction of Economies in Central and Eastern Europe
PIU	Programme Implementation Unit
RDS	Regional Development Strategy (in Turkey)
ReferNet	European Network of Reference and Expertise
SAP	Stabilisation and Association Process (in SEE)
SBEP	EU-funded Support to Basic Education Programme (in Turkey)
SEE	South-Eastern Europe
SHCEK	Social Services and Child Protection Organisation (in Turkey)
SPO	State Planning Organisation of Turkey
SME	Small and Medium-sized Enterprise
SPO	Turkish State Planning Organisation
SVET	EU-funded programme Strengthening VET (in Turkey)
TA	Technical Assistance
Tacis	Technical Assistance to the Commonwealth of Independent States
Tempus	Trans-European Mobility Scheme for University Studies
TESK	Turkish Confederation of Trades and Crafts
TISK	Turkish Confederation of Employer's Organisations
TL	Team Leader
ToR	Terms of Reference
ToT	Training of Trainers
TT	Teacher Training
TTnet	TT Network
Türk-IS	Turkish Confederation of Trade Unions
USAid	United States Agency for International Development
VET	Vocational Education and Training
WB	World Bank
WBa	Western Balkan
WP	Work Programme
YÖK	Council of Higher Education (in Turkey)

## **1 EXECUTIVE SUMMARY**

1. Subject of this evaluation are the activities of the ETF in two countries, namely Turkey and FYR of Macedonia with a focus on the years 2001-2005. ETF activities in both countries fall into the same 3 categories of activities (Cat 1: Support to the Commission, Cat II: Information and Analysis, Cat III: Development and Innovation) and they have basically the same character. They aim at contributing to the VET reform process in the partner countries. The objectives of the evaluation were an objective assessment of the ETF's activities in Turkey and FYR of Macedonia in terms of relevance, effectiveness, efficiency, impact, sustainability and value added as well as the provision of recommendations for future ETF-activities based on lessons learned.
2. The evaluation was executed between August and December 2006 (and extended to February 2007), including field missions to Turkey as well as to FYR of Macedonia of 6 working days each and a field mission to Brussels, Belgium for 2 working days. The Evaluation Team (ET) received generous support from ETF (PME, current and previous Country Managers, etc.) EC-representatives as well as beneficiaries and stakeholders in Turkey as well as in FYR of Macedonia.
3. The majority of ETF's activities in the two countries does not consist of compact programmes. Rather, the activities consist of input to larger EC projects or programmes or they have an auxiliary role (e.g. the National Observatory or development and innovation activities). Their relevance is inherent in the larger "host" programmes to which ETF services contributed. Effects can partly be measured on ETF level but are primarily evident in the host programmes. The impact on the partner country (as well as sustainability of results) hinges predominantly on these host programmes.
4. The ET followed the methodology prescribed by the ToR (see Annex for details) which proved adequate in terms of procedure. In view of the particular nature of the activities under evaluation some special instruments (e.g. re-constructed Intervention Logic) were employed.
5. On an aggregate level, the evaluation findings for both countries are similar, in parts identical. They are generally described positively (see below in this executive summary and chapters 3 to 6 respectively).
6. Shortcomings of the two projects mainly concern organisational matters, reporting and dissemination of information and reports. Some of these shortcomings are related to the type of ETF interventions as "micro-projects". ETF is mostly aware of these and the issue is also addressed in the ETF Mid-Term Perspective 2007-2010. This report adds relevant findings under Conclusions and Recommendations.
7. ETF activities in the two countries have appeared to be relevant and in line with the respective EU / country policies. They are highly appreciated by stakeholders and beneficiaries.
8. In relation to efficiency, it can be summarised that the money was "well spent" and that in some cases it was "oil in the machine" (as mentioned by stakeholders).
9. The financial evaluation showed that the disbursement ratio in each country was higher than 80%, which, given structure of activities (predominantly small/mini) can be seen as an achievement in itself.
10. All activities undertaken were fully completed (some with certain delay). The ET is not aware of any result planned and started but not achieved in the end. Effectiveness has been high in categories I and III but was impaired in category II.
11. Impacts of category I activities are primarily visible in the large EU projects to which the ETC activities contributed. In both countries, the progress of the VET reform, in Macedonia even the passing of the VET law, can be considered valuable impact.

12. The impacts of category II activities are not so clearly visible but can also not be denied. In Turkey the NO-function is now handled by a new consortium. In Macedonia, where the NO-function had a good start, tendering is in progress. The final results remain to be seen.
13. As regards category III (development and innovation) it was difficult to identify an objectively verifiable impact. Based on anecdotal feedback, especially training activities appear to have been useful and welcome in both countries.
14. Chances for sustainability for Turkey were considered high by stakeholders for skills implanted (e.g. project design, monitoring etc.) to institutions. Even without ETF assistance, the SVET programme will be extended to Southern Turkey. Likewise have methods and techniques for VET design been firmly rooted in the Turkish VET system. Indications are that social partners are willing and able to take responsibility in the future. However, the NO-function seems dependent of future ETF funding and doubtful without ETF support.
15. Sustainability of ETF results in Macedonia is impaired by the political and administrative system in the country, i.e. the habit to change personnel throughout the education system following every political change in government. Even laws recently approved are challenged by new governments reopening debate or amending them. So far, Macedonian government seems unable or reluctant to take initiatives to ensure sustainability. In addition, VET reform seems highly dependent on individual engagement as well external pressure (from EU accession process).
16. Assessing the responses regarding the “added value” of ETF interventions in Turkey and FYR of Macedonia, stakeholders (mostly with longer and/or more intense exposure to ETF activities) rated this criterion very highly. Especially the engagement of country managers was highlighted in both countries. Specific highlights mentioned were the impartiality and trustworthiness of the ETF (respondents in Turkey) and the flexibility and continuity of ETF services beyond their ‘ToR’ (comments in FYR of Macedonia).
17. This positive image, however, appears to be restricted to a certain (VET) in-crowd. Awareness and profile of ETF outside their circle is limited and visibility could be improved.
18. Recommendations mainly concern organisational issues which are related to (or caused by) the special nature of ETF interventions as already explained above. The incompleteness and varying structure of the information base for ETF’s multitude of activities in a country, sector or region needs urgently to be addressed. The evaluation team did not uncover an ICT-based knowledge management system, where good practices, lessons learnt, institutional know how, etc. are collected, registered and transferred apart from non-standardised mission reports, peer reviews and, since 2003, quarterly reports which are rather narrative in nature. The weakness is known to the ETF and also addressed in the ETF Mid-term Perspective 2007-2013.
19. A needs analysis should be required for all major ETF activities above a certain budget threshold.
20. For monitoring of its larger projects/programmes, the ETF should evaluate the possibility to introduce an ICT-based monitoring system. Key requirement would be the uniformity of monitoring formats, and procedures in all ETF countries, and their compatibility with EC principles and criteria. This (improved) system would provide linkages to knowledge management.
21. In various instances stakeholders complained about insufficient dissemination of research results, planning exercises, etc. The ET recommends to address this issue during the planning of activities, i.e. to incorporate it as an objective (f.e. *target groups have made use of the reports*).
22. Various recommendations can be made in view of the new Council regulation 2007-2013 (not necessarily based on the evaluation finding from Turkey and YFR of Macedonia). These concern:



- Cooperation with industry and agricultural companies, SME as well as large companies could be included in the project design.
- Linkages to the EU external relation programmes could be promoted in a more systematic manner by scrutinising all existing and especially the upcoming EU projects for possibilities to design matching HRD components in parallel.
- The comprehensive set of communication tools designed by the ETF needs to be introduced systematically.

## **2 INTRODUCTION**

### **2.1 General Remarks**

Within the Framework Contract CON/06/ETF/003, the European Training Foundation (ETF) has entrusted INTEGRATION International Management Consultants GmbH with the evaluation of its activities in Turkey and FYR of Macedonia for the period 2001 to 2005. In accordance with the ToR, a team was formed with 3 international experts, 2 national experts for Turkey and 2 national experts for FYR of Macedonia.

This evaluation was executed between August and December 2006<sup>1</sup>, including field missions to Turkey as well as to FYR of Macedonia of 6 working days each as well as a mission to Brussels (Belgium). The research included an extensive review of documentation and interviews with representatives of ETF, the EC and key stakeholders and beneficiaries. (see Annex 1-9 for more details).

The Evaluation Team (ET) received generous support from ETF (PME, current and previous CM's), EC-representatives as well as beneficiaries and stakeholders in Turkey and FYR of Macedonia.

### **2.2 Terms of Reference and Special Features of the Assignment**

The Terms of Reference broadly described the specific background of ETF interventions in the two countries and referred to documentation to be provided at the beginning of the assignment. The evaluation was to “cover all the ETF activities in the two countries with the focus on the last four years”.

The objectives of the evaluation were

- an objective assessment of its activities in Turkey and FYR of Macedonia in terms of relevance, effectiveness, efficiency, impact and sustainability and added value
- recommendations for future ETF-activities based on lessons learned

The methodology of the evaluation applied followed the proven and established set of five evaluation criteria with the special feature of “Added value” of the ETF intervention. Among these criteria, emphasis was to be placed on relevance and impact. In this regards, the evaluation methodology is fully in line with the EC evaluation system. This however, is generally geared to individual projects of larger scale executed under PCM and featuring a direct relationship between inputs, activities, results and specific as well as overall objective.

In this respect, the present evaluation finds a slightly different terrain: the majority of ETF activities in the two countries consist of inputs to larger EC projects or programmes or they have an auxiliary role (e.g. the National Observatory or development and innovation activities). Their relevance is inherent in the larger “host” programmes to which ETF services contributed. Effects can partly be measured on ETF level but are primarily evident in the host programmes. The impact on the partner country (as well as sustainability of results) hinges predominantly on these host programmes. This also explains why for many ETF activities there are no separate logframe matrices and often no separate ToR.

Consequently, while collecting direct evidence wherever available, the ET had to identify proxy-indicators for a significant part of their assessment. These indicators were found in the results of the EC VET interventions, and in the statements of stakeholders on “client satisfaction”.

### **2.3 Methodology and Structure of the Report**

The ET followed the methodology prescribed by the ToR (see Annex for details) which proved adequate in terms of procedure. In view of the particular nature of the activities under evaluation some

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<sup>1</sup> The contract of the assignments has been extended to February 2007.

special instruments were employed to capture the effects inherent in (a) the EC host programmes<sup>2</sup> and (b) the ones resulting from the multitude of individual, small(er) ETF interventions.

As a basis of the evaluation exercise the ET reconstructed the logic of intervention for ETF-activities in each of the two countries, clustered according to ETF's categories of activities as applied in their work planning:

- Category I: Support to the European Commission;
- Category II: Information and Analysis;
- Category III: Development / Innovation & Learning Projects

The reconstructed Logical Frameworks provided a base for the evaluation of the clusters of activities. In particular, they helped to illustrate the relations between the different LogFrame-elements (i.e. input, activities, results, specific objectives, overall objectives and purpose) that the lead questions refer to (see Annex 3).

The purpose of ETF-activities per country was derived from ETF's overall objective (defined in the respective Council Regulation) and the Mid-Term Perspective adopted by the ETF Governing Board in November 2003, taking into consideration the status of the country (potential candidate / candidate country). The overall objectives represented the instrumentation that needed to be put in place in order to serve the purpose.

The specific objectives, as well as the intended results of the activities, were as far as possible directly extracted from the supporting documents provided. In many cases however, the evaluation team had to interpret the specific objectives and activity results. In several cases ETF did not use ToRs, but "order forms" to contract services for specific activities. The supporting documents did not always specifically outline the activities' objectives or intended results. Thus the ET reconstructed these partly on deduction of missing information. The list of activities per cluster was mainly derived from the annual Work Programmes, as well as internal bi-annual / annual / quarterly progress reports. Information on the input to the ETF-activities was provided in the form of data on financial resources of projects, as well as estimated costs of workdays for field missions.

In accordance with the ToR, the basic approach of this evaluation consisted in the collection and analysis of data (both qualitative and quantitative), the definition of detailed evaluation questions (see Annex 3) against the evaluation criteria, which were operationalised in lead-questions for semi-structured interviews and observations.

In addition to the detailed interviews, a rating instrument was used to indicate the attitude to further collaboration with ETF. However, the bearing of such future-oriented attitude for assessment of the past could only be construed by inference. The ratings do not represent evaluative assessment of past ETF-activities. The Rating Instrument covered a perspective and time-frame different from the interviews; by its strictly generalised type of questions it targeted the basic, all-over belief and basic attitude without having to specify the "why". Thereby, it measured the present basic attitude of the stakeholder for future collaboration with the ETF (see Annex 4 for more details on the rating instrument).

In general, evaluations address achievements as well as weaknesses of projects. In the case of this evaluation assignment, some weaknesses were noted on the organisational level. The nature of ETF services (flexible and predominantly un-bureaucratic), as well as the great number of individual requests processed and applied, implies that paperwork is kept at a minimum. The resulting sub-optimal organisation however, poses difficulties for any regarding the collection of relevant information for the analysis (a detailed description of this issue can be found in Annex 5). As this needs to be taken into consideration, the issue is addressed in the Chapter 7 on Conclusions and Recommendations.

The evaluation report treats two countries in separate chapters, but combines findings on Turkey and FYR of Macedonia in the description of the Added Value, as well as in Chapter 7 on Conclusions and Recommendations.

The analysis of ETF-activities in the two countries follows the same structure and logic. As a starting point, background information on the respective country and its political, economic and social situation is provided. This is followed by a brief description of the EC-measures and their context. The next

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<sup>2</sup> The evaluation did not assess EC programmes but identified effects of ETF activities showing up in them.

section examines the results of interventions undertaken, i.e. the type and amount of ETF-activities in the respective country and the financial performance between 2001 and 2005 (see also Annex 6 for details on methodology of the financial analysis). This descriptive part is the basis for the core evaluation section, i.e. the evaluation of ETF-activities according to the evaluation criteria. In addition to this, the results of the Rating Instrument are presented.

As outlined above, the report concludes with a section on the Added Value, conclusions from the evaluation findings as well as recommendations especially with regards to the new Mid-Term Perspective 2007-2013.

### 3 The ETF's Mandate and the Role in Turkey and FYR of Macedonia

The European Training Foundation (ETF) is a decentralised agency of the European Union and acts as a sub-contractor to EU public services. Its mission is “to assist the partner countries in developing quality education and training systems and in putting them into practice”: its support is targeted to 4 geographical areas (EU-Candidate countries, South Eastern Europe, Eastern Europe and Central Asia and MEDA countries). ETF acts upon request of the European Commission services or a partner country or alternatively, on its own initiative.

In addition, ETF co-operates closely with European institutions, including Eurydice or Cedefop<sup>3</sup>. Thus ETF aims to contribute to supporting larger scale EU-financed projects and programmes or local reforms by providing specific expertise during all phases of the project cycle. This includes preparation of feasibility studies and sectoral surveys, design of actions to be undertaken, provision of technical assistance, training and institution building measures. Furthermore, ETF supports dialogue among stakeholders and dissemination of information by publishing (hardcopy and digitally), organising seminars, workshops and conferences.

According to the Council Regulation<sup>4</sup>, ETF's objective is to contribute to the development of vocational training systems in the four regions of its remit. ETF's current priorities are derived from the goals set in the “Mid-Term Perspective” 2004-2006 adopted by its Governing Board in November 2003.<sup>5</sup> More specifically, the operational priorities are based on the external relations policies of the European Union, depending on the target region / country. ETF's priorities have been recently updated in the “Mid-Term Perspective” 2007-2010, outlining the current development of ETF's remit as a centre of expertise.<sup>6</sup>

With regards to candidate countries, the EU policy focuses on “assisting the countries to improve their infrastructure and economy with a view to fulfilling the criteria necessary for EU-accession. ETF supports that policy by helping to prepare the countries to take full part in the European strategy in education, training and employment”.<sup>7</sup> As EU candidate countries now, ETF follows the EU Enlargement Policy in relation to Turkey since 2001 and in relation to FYR of Macedonia since 2005. ETF started developing annual Country Plans for ETF Action in 2005. These outline ETF-activities in line with EU policies in the relevant country.

Before 2005, FYR of Macedonia had the status of a potential candidate country in which case the EU policy focused on “supporting democracy, economic reform and stability as well as some alignment with the *Acquis Communautaire*, as well as support for investment projects, aiming in particular at building management capacity in the areas of regional, human resources and rural development, with a view to the potential accession of the countries to the EU in the long term”.<sup>8</sup>

Before 2000, Turkey had the status of MEDA country, for which the EU-Mediterranean Partnership policy applied, aiming at “creating a common area of peace and stability, the construction of a zone of shared prosperity and the rapprochement between the peoples of the region and the EU”.<sup>9</sup>

<sup>3</sup> ETF as centre of expertise on HRD in partner countries and Cedefop as centre of reference on VET in EU member states agreed on principal lines of operational cooperation in 1996 and have developed these further since then. ETF, Cedefop and Eurydice agreed in 2002 on a joint co-operation framework, outlined in the annual work programme 2003 of each organisation.

<sup>4</sup> Council Regulation 1572/98

<sup>5</sup> “Mid-Term Perspective” 2004-2006, ETF, 2003

<sup>6</sup> “Mid-Term Perspective” 2004-2006, ETF, 2006

<sup>7</sup> Communication of the Commission to European Parliament, Council and the Economic & Social Committee, 31/08/2006, p. 4

<sup>8</sup> Communication of the Commission to European Parliament, Council and the Economic & Social Committee, 31/08/2006, p. 4

<sup>9</sup> Communication of the Commission to European Parliament, Council and the Economic & Social Committee, 31/08/2006

## 4 EVALUATION OF ETF ACTIVITIES IN TURKEY

### 4.1 Country Background: Political, Economic and Social situation in Turkey

Turkey is located in South Eastern Europe and South Western Asia (that portion of Turkey west of the Bosphorus is geographically part of Europe) and borders the Black Sea, between Bulgaria and Georgia, and also borders the Aegean Sea as well as the Mediterranean Sea, between Greece and Syria. The country has a population of 70.4 Million people with the following age structure:<sup>10</sup>

0-14 years: 25.5% (male 9,133,226 / female 8,800,070)  
15-64 years: 67.7% (male 24,218,277 / female 23,456,761)  
Over 64 years: 6.8% (male 2,198,073 / female 2,607,551)



Turkey's economy is a complex mix of modern industry and commerce along with a traditional agriculture sector that still accounts for more than 35% of employment. It has a strong and rapidly growing private sector, yet the state still plays a major role in basic industry, banking, transport, and communication. The largest industrial sector is textiles and clothing, which accounts for one-third of industrial employment; it faces stiff competition in international markets with the end of the global quota system. However, other sectors, notably the automotive and electronics industries are rising in importance within Turkey's export mix.

During the last decade, the Turkish economy suffered from major shocks which affected people's standard of living substantially: The Gulf war which started in 1991 resulted in a significant drop in Turkey's trade volume with Iraq. A few years later, inflation and interest rates rocketed following a stabilisation programme in 1994. At the beginning of 1999, Turkey had to face the impact of the Russian crisis. Later during the year, two devastating earthquakes hit the eastern part of the Marmara region. At the beginning of 2001, the severest economic crisis resulted in a collapse of financial markets and a tremendous increase in unemployment.

Turkey's labour force is estimated 24.7 million. In 2002, the employment rate was only 46% compared to the EU average of 64%. In particular, female participation in the labour market was very low (26% compared to the EU average of 52%). Also the unemployment rate of the younger segment of the population (i.e. those aged 15-24) is disproportionately high with a rate of 32%. However, these figures differ significantly between rural and urban areas as well as between the Eastern and Western part of the country. For example, Marmara region represents the 'industrial heartland' of the country

<sup>10</sup> July 2006 estimate (<https://www.cia.gov/cia/publications/factbook/geos/tu.html>)

producing 35.7% of its GDP and accounting for 22.6% of total employment. In comparison, the South Eastern Anatolia region accounted for 4.2% of GDP and 7.3% of total employment in 2003.<sup>11</sup>

Active employment measures to improve the situation of the labour market continue to operate mainly through support of foreign donors. The EU-supported programme “Active Employment Strategy” which started in 2003 and ended in March 2006, intended to familiarise Turkey with the European Employment Strategy. It aimed at promoting a human resource development culture and intended to facilitate the implementation of active employment measures.

There are also active labour market programmes supported by World Bank:

- Employment and Training Project was implemented between 1993 and 2000. A project component related to Occupational Standards and Certification System was designed for establishing occupational standards and producing a certification system according to the employers’ requirements. The purpose was to develop employment and training programmes in harmony with labour mobility and to increase the number of workers having an appropriate professional certificate required by the employers;
- Privatization Social Support Project, targeted rapid and effective re-employment of people laid off by privatization activities through active labour market policies (such as training programs, temporary public works programs, job counselling, small business start-up assistance and business incubators).

The situation of the education sector is not prosperous either. While the EU average is 5%, Turkey allocates only 3.7% of its GDP to education. Also the rate of early school leavers is 3.5 times higher than the EU average. Despite a decrease of 22.3% between 2001 and 2002, child labour affects around 900,000 individuals aged 12-17 and nearly 10% in this age cohort are not enrolled in basic education.<sup>12</sup>

The Ministry of National Education (MoNE) is responsible for planning, development, execution, monitoring and supervision of all types and levels of education and training, except higher education. An autonomous body set up by the 1982 Constitution, the Council of Higher Education (YOK), provides for monitoring and supervision, as well as accreditation of higher education.

The three-tier education system in Turkey has been undergoing changes in the previous years. In 1998, compulsory education was extended to eight years of basic education by combining elementary school with the junior high school, whereby the latter ceased to exist. However, a reform to further extend basic education to 12 years has been delayed. A minimum of three years of general or vocational high school and one or two additional years of language preparation in school form the secondary education level. Basic and high school education are free (as they are funded by the state) and available for everyone. The higher education system, however, lacks the capacities to meet the demand.<sup>13</sup>

Vocational Education and Training (VET) in Turkey is considered as a second-best option only as the current system limits the entry of VET-graduates to higher education. This is due to the fact that Imam Hatip Okullari (Secondary Islamic Education Schools) graduates should be precluded from entering higher education and as these graduates are considered VET graduates, the restrictions apply to the whole VET system. Some attempts to improve the system’s attractiveness have been made, however. This includes some modifications in the legal framework. The Directorate General of Technical Education for Girls-financed project “METGE” aims at assisting schools in becoming more autonomous in planning their own activities. In addition, EU financed 2 programmes to strengthen and modernise the VET system in Turkey.

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<sup>11</sup> Review of Progress in VET-reform in Turkey, ETF 2004, Achieving Lisbon Goals – contribution of VET in Turkey, ETF 2004

<sup>12</sup> Review of Progress in VET-reform in Turkey, ETF 2004, Achieving Lisbon Goals – contribution of VET in Turkey, ETF 2004

<sup>13</sup> Background Study on Labour Market and Employment in Turkey, ETF 2003

## 4.2 EU-support for Turkey with Involvement of ETF

In 1996, when Turkey was still beneficiary of MEDA<sup>14</sup> EC support for VET-reform started with the preparation of the programme “Modernisation of Vocational Education and Training” (MVET), followed by the preparation of the programme “Strengthening of Vocational Education and Training” (SVET) in 1998. In 1999, the preparation of the programme “Support to Basic Education (SBEP)” commenced. However, the actual implementation of the programmes started much later: SBEP started in 2002 and MVET started in 2003.

Turkey participated in the ETF-activity “New Business School” since 1999. For the component “Entrepreneurship training for SME development in Turkey” a contract was signed in July 2002 with Kosgeb implementing the project. Its main goal was analysis of the state of affairs on entrepreneurship skills (providers) in Turkey. The project was completed in May 2003, with a final presentation of the results in a seminar on 11 June 2003.

Since 2000, Turkey has the status of a candidate country. In June 2002, the European Commission decided that the overall objective of the assistance will be “accession driven”<sup>15</sup>, i.e. targeting to support Turkey to meet the Copenhagen criteria<sup>16</sup>.

Following this decision, the EC provided support for the implementation of an “Active Labour Market Strategy” (ALMS) programme with a budget of 50 M€<sup>17</sup>. The Technical Assistance team to ISKUR left in February 2006 while very few projects financed under the grant scheme component are scheduled to finish in autumn 2006.

Also since becoming a candidate country Turkey participates in some MEDA activities such as the ETE-project (started in 2005 and to be finished in 2006). The objective of ETE is to support MEDA partners in the design and implementation of relevant Technical and Vocational Education and Training (TVET) policies that can contribute to promote employment through a regional approach. Good practice examples are identified, evaluated and disseminated. Turkish participation in MEDA-project ETE is implemented in cooperation with Kosgeb.

In December 2003, the State Planning Organisation (SPO) prepared its first “National Development Plan” that is the basis for any future financial assistance provided by the EU towards economic and social cohesion and within the framework of Turkey-EU relations between 2004 and 2006. This National Development Plan is based on a mid-term strategy and identifies four major components in relation to achieving economic and social cohesion with the EU:

- Enhancing the competitiveness of the enterprises;
- Developing human resources and increasing employment;
- Improving infrastructure services and environmental protection;
- Reducing the development difference among the regions, ensuring rural development and reducing the social imbalances due to poverty and income inequality.

The second component of this mid-term strategy includes the following measures<sup>18</sup>:

- Active labour market policies: the promotion of employment of disadvantaged groups at the labour market, the employment of young unemployed people and redundant workers, adaptation of employees and entrepreneurs to changing market conditions, creation of new employment fields and additional sources of income for households in rural areas;
- Reinforcement of the education system: enhanced links between labour market and education, increased use of ICT in education, enhancement of Lifelong Learning opportunities for adults.

In addition, a Regional Development Strategy (RDS) has been developed at national level. It covers 26 NUTS regions, which are eligible to receive financial support from the European Regional Development Fund (ERDF) for HRD-projects linked to the promotion of local development initiatives. Overall, it aims at reducing inter-regional disparities by decreasing unemployment and increasing

<sup>14</sup> The Mediterranean Region Assistance Programme is the principal financial instrument of the EU for implementation of the Euro-Mediterranean Partnership. The programme offers technical and financial support measures to accompany the reform of economic and social structures in the partner countries

<sup>15</sup> “Guidelines for pre-accession financial assistance to Turkey for the period 2002-2005”

<sup>16</sup> Copenhagen criteria are rules defining whether a nation is eligible to join the European Union, including the requirement for institutions to preserve democratic governance and human rights, a functioning market economy, and that the state accept the obligations and intent of the EU. These membership criteria were laid down at the June 1993 European Council in Copenhagen (Denmark), from which they take their name

<sup>17</sup> 50 M€ for Active Labour Market Strategy consisted of 40 M€ EC assistance and 10M€ Turkish national budget (co-financing)

<sup>18</sup> See Country Plan for ETF Action in Turkey 2005

competitiveness of 12 NUTS II regions that are prioritised in the scope of the four major components mentioned above. The total allocation for component two for the 12 NUTS II regions is 70 M€, whereby 48.5 M€ are EU assistance and 21.5 M€ are national public contribution.

### 4.3 ETF-Activities and Results of Interventions in Turkey

#### 4.3.1 ETF-Activities in Turkey

##### 4.3.1.1 Development of ETF-activities in Turkey

ETF started its activities in Turkey in 1999. In this year, the Council Regulation 1572/98 was adopted which extended ETF's sphere of activity into countries and territories of the Mediterranean region. The EC decided that the additional tasks arising from these activities should be carried out within ETF's existing resources. The first ETF Work Programme for the Mediterranean region was set up. The first activities in Turkey included stocktaking missions and the establishment of direct contacts with national authorities. The scope of ETF-activities increased in the following years especially when the country gained candidate status in 2000 whereby ETF's activities increasingly focused on preparation for EU-accession.<sup>19</sup>

The starting point for the facility to respond to requests of the European Commission lies in 2000 when ETF was requested to produce a report reviewing the progress of Turkey's VET reform in the light of EU policy. This report was then prepared together with a country report on the national vocational education and training system. Both reports were finalised in 2002. The detailed country report on the national VET system served as a basis for the shorter review of the progress in VET reform. These reports provided a basis to the annual reports prepared by DG Enlargement, tracking the progress of Turkey towards accession. Following these successful reports, ETF was increasingly requested to provide relevant expertise and information to the programming cycle and to respond to needs expressed by the EC-delegation (or the government) in Turkey.<sup>20</sup>

##### 4.3.1.2 Type of Activities

ETF-activities in Turkey fall into different sub-groups. In the context of this evaluation mission it was not possible to elaborate a specific overview of the activity portfolio. In general, ETF activities include the provision of services such as regular ad-hoc support to the EC, institution building measures (each containing a number of individual activities), a number of research projects or the organisation of workshops and seminars.

The reconstructed intervention logic for ETF-activities in Turkey can be found in Annex 7.

The following list demonstrates well the complexity and diverse nature of the ETF-activities. These can fall under three budget lines and can be summarised as follows:

ETF's major activities in Turkey are summarised and clustered as follows<sup>21</sup>:

- Support to the European Commission:
  - a. Facility to respond to EC requests
  - b. Review of Progress in VET reform
  - c. Peer Review "Implementation of VET-policy"
  - d. Institution Building Measures
  - e. Dissemination of EU policies on Education, Training and Employment
- Analysis and Information
  - a. National Observatory function
- Development Projects, Innovation and Learning
  - a. Organisation of Learning Processes and Teacher Training

<sup>19</sup> ETF Annual Report 1999

<sup>20</sup> ETF Annual Report 2002 and interviews with ETF staff

<sup>21</sup> This involves national activities but also regional activities, also addressing Turkey

In addition to these activities it was also considered by relevant DG's that the ETF should support the implementation of preparatory measures of the EC to facilitate participation of Turkey in the Leonardo da Vinci programme. However, in the end it was decided to give full responsibility for the implementation of these measures to Turkish authorities.



b. Accession Orientation: Adult Learning Strategies in the Context of Lifelong Learning

➤ **Support to the European Commission**

a. *Facility to respond to Commission requests*

Starting in 2001, ETF has been regularly requested to support the European Commission (DG Enlargement) in relation to the following EU-financed programmes

- Strengthening of Vocational Education and Training (SVET)
- Modernisation of Vocational Education and Training (MVET)
- Support to Basic Education (SBEP)
- Active Labour Market Strategy (ALMS).

Since 2001, ETF has been providing support to the Commission (including DG Enlargement, DG Employment and Social Affairs, as well as the EC-delegation in Turkey). ETF-activities include contributions to the content monitoring of these programmes, commenting on project fiches and terms of reference, participating in programming missions and tender evaluations, preparation of progress reports, contributions to (bi)monthly management meetings of EU-programmes and regional meetings of the Advisory Forum, as well as liaison with Technical Assistance teams. The project work has been reinforced by ETF's analysis of the progress of VET reform and its links to employment.<sup>22</sup> As ETF's activities are increasingly focused on pre-accession, ETF has recently (in 2006) been requested to provide expertise to prepare the implementation of the new Instrument for Pre-Accession (IPA).

b. *Review of Progress in VET reform*

ETF started preparing reviews of VET reform and its impact in Turkey in 2000. Since then, the reviews are updated annually as they provide further input to the annual reports prepared by DG Enlargement.

c. *Peer Review "Implementation of VET-policy"*

The first Peer Review report was produced in 2000. A second round of Peer Review reports addressed Turkey, Romania and Bulgaria in 2003 (finalised in 2004), including national stakeholder consultations and dissemination seminars.

d. *Institution Building Measures*

Since 2002, ETF has implemented Institution Building projects in Turkey. The activities aim at providing tailor-made support, training and advice to regional authorities in the planning and design of projects for HRD. They also aim at reinforcing the contribution of key regional players to the EC programming cycle, as well as improving social dialogue among key stakeholders. Thus, ETF provided services including:<sup>23</sup>

- Elaboration and dissemination of the Employment background study as preparatory phase to the Joint Assessment Paper on employment policy priorities;
- Seminar for the dissemination of the Copenhagen process;
- Preparation for European Social Fund (ESF); raising capacities for management of ESF-type measures through institution building, seminars in Ankara or study visits to Germany and Poland;
- Institutional building support to ISKUR for the design and implementation of active employment measures for disadvantaged groups (2005)<sup>24</sup>;
- Support to the consultation process regarding EQF;
- Provision of training (e.g. 72 orphan girls in 2005 prepared for the labour market).

e. *Dissemination of EU policies on Education, Training and Employment*

In 2005, the "Copenhagen dissemination" project was launched. National co-ordinators also from Turkey have been appointed and briefed on current EU policy development. All have prepared and implemented action plans for dissemination of EU policy on Education, Training and Employment in their countries. In Turkey, approximately 100 participants attended an awareness raising conference on 4 February 2005.<sup>25</sup> In 2006, Terms of Reference and events related to National Action Plans have been completed for Turkey.<sup>26</sup>

<sup>22</sup> Similar support is also provided to the Turkish government, e.g. to MoNE especially with regards to the preparation of projects (project fiches) in the area of Lifelong Learning (LLL).

<sup>23</sup> ETF mission reports, 4th Quarterly Report 2003

<sup>24</sup> 1st Quarterly Report 2005

<sup>25</sup> 1st Quarterly Report 2005

<sup>26</sup> 2nd Quarterly Progress Report 2006

## ➤ **Analysis and Information**

### a. *National Observatory function*

A central component of ETF-activities categorised as Analysis and Information is the National Observatory function. The NO collects information and produces and disseminates regular reports on education and training systems in relation to labour market development in order to support decision-making processes. Furthermore, it presents national authorities with good practices from other countries. National Observatories in candidate countries co-operate with the Eurydice network to extend the ongoing survey on good practices of lifelong learning as well as the development of common indicators to the EU candidate countries. The NO-function was introduced in Turkey in 2001. In the context of a cooperation framework with Cedefop<sup>27</sup>, ETF's National Observatories in candidate countries were involved in Cedefop's Network of Reference and Expertise (ReferNet) since 2003. This is done through documentation activities, participation in the regular ReferNet meetings and activities stimulating the formation of national consortia with national stakeholders. In order to increase the exchange of experience across ReferNet, ETF arranged several meetings of National Observatories. Furthermore, ETF supported National Observatories in strengthening analytical capacities by providing training, or feedback on draft reports. In 2004, the National Observatories delivered key indicators on HRD for 2003-2004 and reports on VET financing, which provided input for the ETF report "Financing VET in the EU, New Member States and Candidate Countries – Recent trends and Challenges" (published in 2005).

In relation to Turkey, the following reports have also been produced under this category of activities:<sup>28</sup> "Financing investment in Human Resources" in 10 countries, including Turkey (2003)

- Peer Review Report on "Social dialogue in VET and employment in Turkey (2004).
- "Labour Market and Employment in Turkey" (2004)
- "Achieving Lisbon Goals – Contribution of VET in Turkey" (2004)
- "Review of progress in VET reform in Turkey" (2004)
- Employment background study (2004)
- Glossary on VET and labour market terminology in Turkish, English and German (2005)

In 2004, ETF experts participated as a member of the OECD team who carried out an Education Review in Turkey, covering Vocational Education and Training.

The National Observatory function in Turkey was carried out by the Turkish Employment Agency ISKUR until mid 2006. Following a new tender, ISKUR lost its contract to a consortium of TISK (Turkish Confederation of Employers Associations), Türk-IS (Turkish Confederation of Trade Unions) and EDUSER (a private consulting company).

## ➤ **Development and Innovation**

ETF-activities under this component aim at "piloting or preparing the ground for more substantial measures at a later stage".<sup>29</sup> ETF intends to support partner country innovation across the wide range of issues with regards to economies and labour markets in transition. In relation to candidate countries, ETF has the role of a facilitator for *Acquis Communautaire* related developments, i.e. to contribute to effective preparation of the candidate countries to be aligned with and fully engaged in EU policy development.<sup>30</sup> ETF also co-operates with Cedefop and Eurydice, especially on teacher training and adult learning and furthermore, supports candidate countries for their future integration in Cedefop's networks and activities. The main focus of activities under this component is on:<sup>31</sup>

### a. *Organisation of Learning Processes and Teacher Training*

These (regional) measures aim at enhancing capacity to re-design training of teachers and trainers by designing new curricula, revising work organisation for in-service training organised by schools and companies, preparing proposals on national strategies for training of teachers and trainers. In order to support the extension of the Cedefop Teacher Training Network (TTnet) to EU candidate countries, ETF and Cedefop established a joint Working Group in 2003, with experts from current and future EU

<sup>27</sup> The Governing Board of ETF and the Management Board of Cedefop endorsed the "Framework for Co-operation" in 2001.

<sup>28</sup> This documentation has contributed largely to the country description.

<sup>29</sup> ETF Work programme 2002, p. 9

<sup>30</sup> However, the *Acquis Communautaire* in the field of Vocational Education and Training is limited.

<sup>31</sup> ETF Work Programme 2005, 4th Quarterly Progress Report 2003

Member States.<sup>32</sup> Participants from Turkey are regularly involved in TTnet meetings and seminars on training of teachers and trainers.

b. *Accession orientation: adult learning strategies in the context of Lifelong Learning (LLL)*<sup>33</sup>  
 Since 2004, ETF co-operates with Cedefop in relation to regional measures (also addressing Turkey) regarding adult learning strategies in the context of Lifelong Learning (LLL). The measures aim at encouraging intra- as well as cross-country knowledge sharing among stakeholder groups. Furthermore, problems and gaps in adult learning shall be identified on which further policy development and implementation efforts are built. Country actors shall be enabled to develop their own country-specific strategies and measures. In 2005, for example, an ETF / Cedefop workshop on Lifelong Learning (LLL) statistics was organised in Turkey.<sup>34</sup>

#### 4.3.2 Financial Performance on ETF-activities in Turkey<sup>35</sup>

For its activities in Turkey, ETF had the following budget available in the years 2001 to 2006:

In €	2001	2002	2003	2004	2005	2006
<b>Commitments C1</b>	80 000	96 369	100 759	91 021	90 850	74 991
<b>Commitments C8</b>	0	24 000	26 344	20 514	8 414	18 642
<b>Total</b>	<b>80 000</b>	<b>120 369</b>	<b>127 103</b>	<b>111 535</b>	<b>99 264</b>	<b>93 633</b>

C8 represents commitments for year n+1 resulting from commitments from the previous year (C1) that have not been paid in year n.

The payment structure of ETF activities in the years 2001 to 2006 is as follows:

In €	2001	2002	2003	2004	2005	2006
<b>Payments C1</b>	56 000	50 825	76 729	81 922	71 200	n.a.
<b>Payments C8</b>	0	24 000	24 485	10 238	0	n.a.
<b>Total</b>	<b>56 000</b>	<b>74 825</b>	<b>101 214</b>	<b>92 160</b>	<b>71 200</b>	<b>n.a.</b>

C1 = Payments related to the budget in the respective year n

C8 = Payments related to the budget of the previous year n-1

In total, 458.998 Euro is committed (as C1) for ETF-activities in Turkey between 2001 and 2005 and 86% of these funds were disbursed. Non-disbursed funds were then usually utilised the following year which indicates that normally, most of the planned activities were completed without major delay. Obviously, some of the activities have been abandoned or budget rescheduled and this led in some cases to a roll-over of funds. When judging the financial performance of the programme it has to be

<sup>32</sup> ETF Work Programme 2003

<sup>33</sup> "Lifelong learning (LLL) is an integrated strategy to help achieve the Lisbon goals in some countries, and to prepare for the knowledge economy and society and employment promotion in others. LLL is also a reference framework for analysis and definition of policy priorities and steps in different countries. The general objective of the LLL Focus Group is to improve the effectiveness of ETF assistance to partner countries and the European Commission by increasing partner country understanding of the relevance of EU LLL policies and initiatives, in particular the contribution to the promotion of employment. Specific objectives relate to partner countries at three interlinked levels: General LLL framework, Adult training assessment framework and HRD in companies." (4th Quarterly report 2004)

<sup>34</sup> Source: internal mission report.

<sup>35</sup> The data outline commitments for year n (Commitment C1) and payments during year n (Payment C1). Funds that are not paid during this year n are transferred to the following year as Commitment C8.<sup>35</sup> If a Commitment C8 is not paid in year n+1, the money cannot be transferred to a following year (n+2) but flows back to general resources. In the following calculations, these funds are named 'unpaid'. Some of the committed funds for regional activities (including Turkey and FYR of Macedonia) have not been paid, neither in the year they were originally foreseen (i.e. C1) nor have they been transferred to the following year (C8). In these cases, the funds do not appear in the statistics as this indicates that activities have originally been planned but never been carried out.

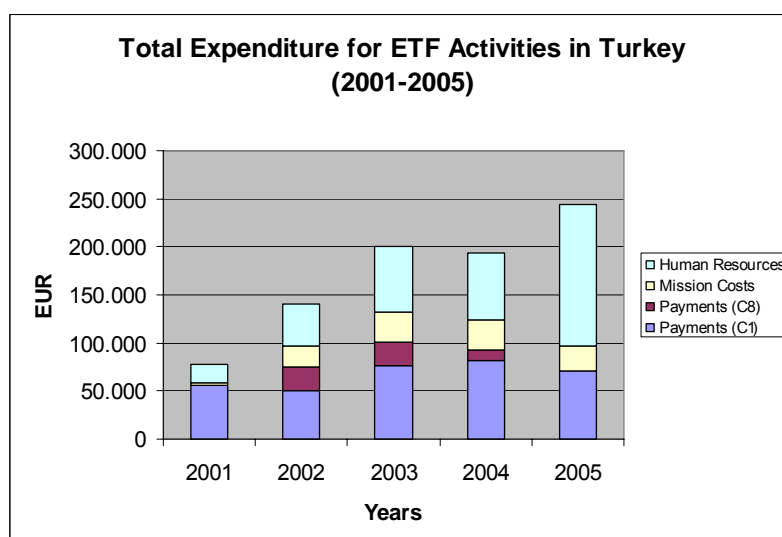
Not all activities that are mentioned in ETF's annual work programme actually appear in the financial statistics. For some activities only ETF-staff is involved and when no project funds are involved the only "costs" are ETF salaries. In such cases, the activity does not appear in the finances. This also explains why the share of funds for 'Support to the European Commission' is small despite the fact that a significant amount of working time of the ETF-staff is spent on these activities. For example, when ETF helps in the preparation of Terms of Reference no additional costs are produced apart from the so-called Human Resource costs. Furthermore, it needs to be outlined that these Human Resource costs cannot be traced back to individual activities as country managers and other ETF staff are usually involved in several activities during their field mission and it cannot be said how much time they were involved in specific activities.

borne in mind that different from a large project with draw-downs in bulk, the ETF budgets are subdivided into a host of small and micro activities, each requiring accurate financial management. The management of such a number and variety of mini-projects poses considerable challenges and an all over disbursement ratio of 86% can be considered very satisfactory.

Next to the sum of project funds (i.e. payments of C1 and C8 commitments), the total expenditure for ETF's activities in Turkey includes also mission costs and Human Resource, costs, i.e. (ETF-staff costs)<sup>36</sup>.

In €	2001	2002	2003	2004	2005	2006
<b>Payments C1</b>	56 000	50 825	76 729	81 922	71 200	n.a
<b>Payments C8</b>	0	24 000	24 485	10 238	0	n.a
<b>Mission Costs</b>	2 776	21 456	31 180	32 551	25 386	12 884
<b>Human Resources</b>	19 390	43 613	67 790	68 313	147 056	100 382
<b>Total</b>	<b>78 166</b>	<b>139 894</b>	<b>200 184</b>	<b>193 024</b>	<b>243 642</b>	<b>(113 266)</b>

Expenditure for ETF-activities in Turkey between 2001 and 2005 increased significantly since 2001 and reached a peak with 243.642 Euro in 2005.



Human Resource costs for ETF-activities in Turkey rose steadily over time. While being the 2<sup>nd</sup> biggest expenditure group between 2001 and 2004, Human Resource costs in 2005 even represented the greatest share of expenditures. Payments C1 remained fairly stable over time. In contrast, Payments C8 were highest in 2003 and 2002, while in 2001 and 2005 no Payments C8 were made at all.

ETF Activities in Turkey (2001-2005) <sup>37</sup>	C1-commitment	PAID (C1+C8)	UNPAID <sup>38</sup>
<b>Category I: Support to the European Commission</b>			
Employment Policies Conference	40 000€	40 000€	0€
Active LM Strategy and Study for SME Growth	60 189€	55 907€	4 282€
Institution Building	196 520€	169 605€	26 915€
Support to the European Commission	9 411€	9 411€	0€

<sup>36</sup> ETF-staff workdays for missions in Turkey and their costs (as calculated by ETF's Personnel Unit):

2001		2002		2003		2004		2005		2006		Total	
Days	€	Days	€	Days	€	Days	€	Days	€	Days	€	Days	€
6,5	2.776	96	21.456	110,5	31.180	91,5	32.551	82,5	25.386	41,5	12.884	429	126.233

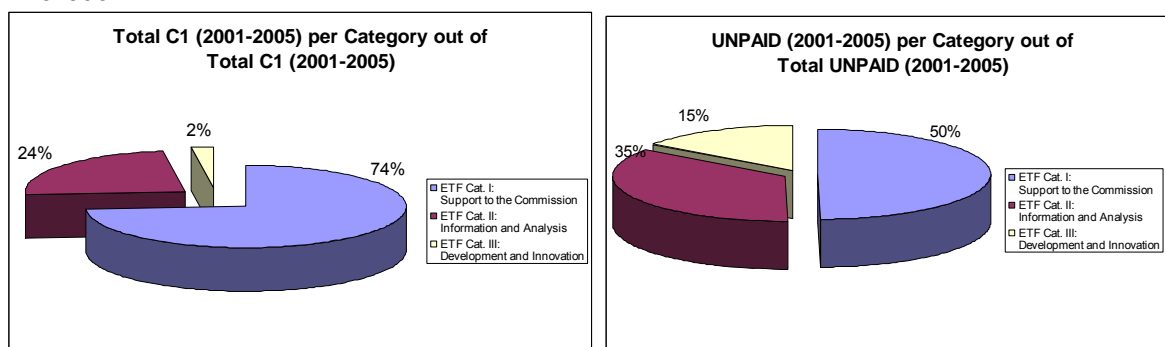
These data have been provided to the evaluation team by ETF, with the caution that they represent a rough estimate, i.e. an average of overall HR-costs for ETF-staff and not equal to actual salaries of the individual staff (which depend on civil status, family situation, years of employment at ETF and other social factors).

<sup>37</sup> Source: ETF financial database. NOTE: "Reg." refers to regional activities. Data regarding Regional Activities are estimates (total amount divided by number of countries).

<sup>38</sup> UNPAID relates to unpaid funds in relation to C1 commitment.

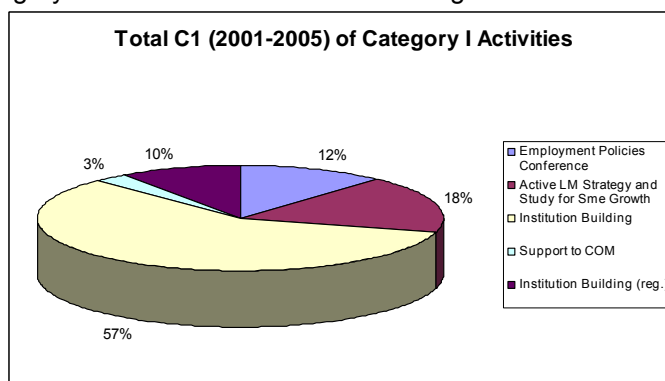
Institution Building (reg.)	32 971€	32 430€	541€
<b>Total Category I</b>	<b>339 091€</b>	<b>307 353€</b>	<b>31 739€</b>
Share of total commitment C1	100%	91%	9%
<b>Category II: Information and Analysis</b>			
National Observatory (incl. 91 Euro for Reg. activities)	109 682€	87 238€	22 444€
<b>Total Category II</b>	<b>109 682€</b>	<b>87 238€</b>	<b>22 444€</b>
Share of total commitment C1	100%	80%	20%
<b>Category III: Development and Innovation</b>			
Cedefop (Reg.)	10 225€	656€	9 569€
<b>Total Category III</b>	<b>10 225€</b>	<b>656€</b>	<b>9 569€</b>
Share of total commitment C1	100%	6%	94%

Of the funds for ETF-activities in Turkey between 2001 and 2005, 74% were committed for activities in Category I Support to the European Commission, whereby most of the money was spent for Institution Building. 24% of the funds were committed to activities in Category II Information and Analysis and the remaining 2% was committed to a regional activity with Cedefop in Category III Development and Innovation.



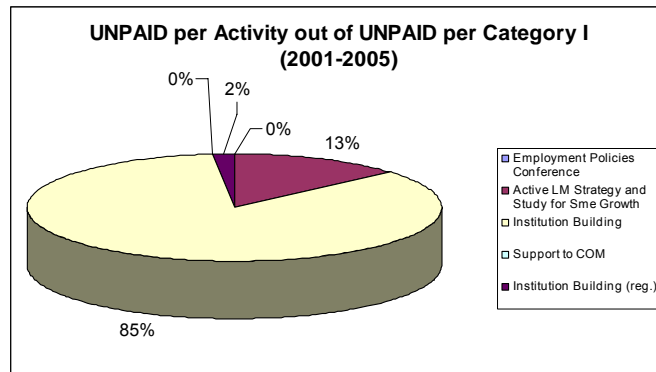
Of the Commitments C1 for ETF-activities in Turkey between 2001 and 2005, 14 % have not been paid out at all (i.e. no Payment C1, nor Payment C8). Of these unpaid funds, 50% relate to activities in Category I Support to the Commission, 35% to activities in Category II Information and Analysis and 15% to activities in Category III Development and Innovation. 91% of Commitments C1 for Category I activities and 80% of Commitments C1 for Category II activities was paid out. In contrast, the payment / commitment ratio is dramatically different for Category III activities, where 94% of the commitments remained unpaid<sup>39</sup>.

The following paragraph analyses the funds of individual activities per category. However, as the commitments for Category II and III for ETF-activities in Turkey between 2001 and 2005 relate to one activity each, only Category I activities are illustrated in a diagram.



The biggest share of commitments for Category I activities relates to Institution Building (57%), while actually the smallest share of 3% has been committed for direct support to the European Commission.

<sup>39</sup> The amount of 'unpaid' funds relates to the originally committed funds (total Commitments C1). This applies to all following calculations that refer to the relation between committed funds and unpaid funds.



Of the unpaid commitments in Category I activities 85% concern Institution Building. In contrast to this, none of the commitments for 'Support to the Commission' or the 'Employment Policies conference' remained unpaid.

With regards to Category II activities, 20% of the funds for the National Observatory function remained unpaid of the original commitments for this category. With regards to Category III activities, 49% of the committed funds remained unpaid.

#### 4.3.3 Evaluation Findings on ETF-activities in Turkey

In total 36 persons have been interviewed in 20 interview sessions during the field visit to Turkey (see Annex 3). The lead questions, operationalising the 6 evaluation criteria (Annex 3), serve as a guideline for the analysis of the interview results.

##### Relevance

- To what extent have ETF-activities in Turkey addressed the need for and priorities in the reform of the VET system / labour market?
- To what extent has ETF influenced the interface of the VET system with the labour market and economic innovation in Turkey?
- To what extent and how successfully, if necessary, has ETF adapted the original rationale to meet changing needs in Turkey?

As already explained above, due to their special character, the relevance of the individual ETF-activities cannot be evaluated independently mainly due to their dependency on EU-interventions. The relevance of the EU-interventions however, has been determined in various project appraisals and evaluations. Consequently, the ETF support hinges significantly on these previous assessments. Therefore, the overall questions must be whether the ETF stays inline with the EC's (country) strategy and sectoral policies.

In this regards, ETF mainly seemed to follow general EU-strategies in the area of VET-reform and labour market, with country-specific elements. Since Turkey became an EU-candidate country in 2000 the strategic focus of ETF-activities in Turkey has been determined by EU-accession requirements.

In addition to this predetermination, the ETF seems to have used the iterative meetings with stakeholders (networking) as means to interpret needs that ETF might answer. The continuity in staff and intensive contacts in the past 5 years have certainly helped to stay attuned to current affairs in Turkey and its dynamic relationship to the European Union.

In general, Interviewees assessed that through frequent contacts ETF stays aware of changing needs, acting practically in a flexible manner, meeting imminent and actual needs and less formal than contacts with EC representatives. An interviewee characterised it as a mutual learning process, whereby the current country manager is considered as an authority on EU-context, and (approximately since 2003) regarded with respect on local issues as well. Next to the factor of continuity, the network-based management by ETF is reinforced by the engaged and competent representation of ETF in Turkey.

Turkish beneficiaries and stakeholders also assessed that ETF provided timely advice and practical support. ETF-services are said to provide an expert view from an outside authority on VET-reform,

employment and SME's. Close cooperation with Turkish stakeholders brought about customisation of processes according to the country's specific needs.

Data-collection and analysis through the establishment of a National Observatory (NO) has contributed to the overall analysis of the country on relevant topics. For example, the first NO-reports on the Turkish VET-system and Labour Market seem to have served to underpin the established needs with data and information. However, it is unclear how NO-information is transferred into guidance of ETF-interventions.

The ETF's response to the dynamic in local needs also derives from close monitoring of developments in the EU-funded programmes, in the context of overall EU-assessment of progress in Turkey's accession process.

The EU has facilitated several substantial programmes, like ALMS, SBEP, SVET and MVET. ETF supported the EC-delegation in project design and tender selection, as well as content monitoring during implementation of the programmes. ALMS was finished and the other 3 are currently in their last phases. (These programmes in themselves were not object of this evaluation; ETF's contribution to them is):

ETF has helped to re-organise the MVET programme and amend SVET. The mentioned programmes have undergone a longer process of design by the beneficiaries before being eligible for EU-funding and their original funding from MEDA was redirected when Turkey became EU candidate country. A specific challenge to implementation of MVET was that its ToR / LogFrame did not fit the financial agreement underwriting it (originally in the context of MEDA). ETF has participated in Management Boards and Steering Committees of EU-funded programmes ALMS, SBEP, SVET and MVET and supported the EC-delegation in content monitoring of their output and stimulated the MoNE-Project Coordinating Unit to establish automated information systems on indicators for the various programme components.

The general impression is that these programmes contributed to the Turkish needs for VET-reform, and introduction of active labour market strategy. Taking into consideration that the overall objective of ETF is to support the development of VET systems in beneficiary countries, it seems 'out of scope' to implement a programme targeting Basic Education (SBEP). Nevertheless it links in various ways to other ETF-activities and moreover it answers to an EC-request.

Furthermore, ETF provided the National Employment Services (Iskur) with capacity building, complementary to the ALMS-programme and its function as NO. ETF facilitated an Iskur-project on employability of orphan girls; one of the few ETF-activities specifically addressing social exclusion and gender issues. The EU-funded ALMS-programme promotes a target-group specific approach as well. ETF facilitated a Kosgeb-project identifying the market for training services, supporting SME-development in co-operation with social partners (TISK and TESK). Through participation of Turkey in the MEDA-project ETE since 2005, Kosgeb follows up this activity by identifying good practices of entrepreneurship skills training. The Confederation of Trade Unions (Türk-İS) highlighted that the ETF project in Konya Karaman illustrated the need for a demand-driven approach, as it revealed that VET-graduates are not employed, while employers assess their qualifications as insufficient. The Turkish Ministry of Labour and Social Affairs (MoLSS) assessed ETF-activities as useful, but considered the funds allocated to Turkey by ETF as insufficient; they would like to be engaged in more projects.

#### **Efficiency**

- To what extent have project finances and human resources produced the intended results?
- To what extent have good practices / lessons learnt / institutional knowledge been used?
- To what extent are institutional processes of ETF (internal procedures, knowledge management and reporting system) monitor the achievement of the results?
- To what extent is donor-coordination contributing to economies of scales and complementarity of the use of ETF resources in Turkey?
- How economically are ETF resources (funds, expertise and time) converted into results?
- Have timely and appropriate decisions been made to adapt to changing conditions for producing the intended results?

The analysis of the financial performance showed an all over disbursement 86% for the years 2001-2005 which, given the nature and structure and the ETF-activities, can be considered a very satisfactory indicator for efficiency. Although the budgets were not fully exhausted the ET is not aware of a planned result that has not been produced at all in the end.

Beneficiaries, stakeholders or EU-institutions are confident that ETF has spent its funds wisely and actually generated good value for money. None of the interviewees informed the ET of a waste of resources. Limited project funds function as seeding money (e.g. Survey of Training Market for Entrepreneurial Skills) and facilitate bigger processes (like Copenhagen Process) as “oil in the machine”.<sup>40</sup> Various interviewees experienced the visits of ETF-staff to Turkey, seminars, study visits and peer evaluations as well planned and as time-efficient. Those that have experienced ETF’s support to develop ToR’s value the competence, availability and speedy advice as very helpful. EC-representatives stressed the importance of ETF’s availability as intermediary with up-to-date information of the local situation. In addition, several interviewees expressed that ETF provides timely and accurate responses for queries of project beneficiaries, stakeholders and social partners. This “outsider’s guidance” secured efficient implementation and problem resolution.

Most interviewees indicated that their contact with ETF is via the Country Manager, whereas MoLSS, MoES and social partners seem to have a more varied pattern of contacts with ETF. However, as regards the different ETF-activities these stakeholders are involved in, there is no difference in efficiency. It’s not clear whether concentration of contacts enhances efficiency, or whether ETF’s institutional organisation manages as well through a more varied pattern of contacts. In terms of usage of ETF’s Human Resources it’s observed there is a significant dependency to a single person as ETF representative, which implies certain risks.

Concerning the NO function, several stakeholders see the competitive tendering process as a risk to the efficiency of NO-resources in terms of institutional memory and re-use of previous research. It is unclear how the acquired knowledge and expertise, lessons learnt within Iskur (executing NO-function until 2005) have been transferred to the Eduser / TISK / Türk-IS consortium to provide efficiency in that sense. However, none of the stakeholders reported a significant decrease in the quality of NO-services after its transfer from Iskur to the consortium of Eduser with TISK and Türk-IS.

To ensure an efficient dissemination of project results, several seminars / conferences are frequently organised (usually in Ankara). In the follow-up of a recent seminar on Copenhagen Process (January 2006) MoNE-EARGED underlined that specific care has been taken to disseminate documentation to schools.<sup>41</sup>

ETF encourages meetings with and between various donors and thereby, contributes to donor co-ordination. This also contributes to the increase in the overall efficiency of measures in the area of VET, labour market and economic development in Turkey. For example, the ETF played a key role in mediating between World Bank and the EC.<sup>42</sup>

#### **Effectiveness**

- To what extent have ETF results lead to achieve the specific objectives?
  - Category I: To what extent have the results of ETF-activities supported the EC in Turkey?
  - Category II: To what extent have the results of ETF-activities contributed to the availability and accessibility of relevant information?
  - Category III: To what extents have the results of ETF-activities facilitated development and innovation?

Overall, the effectiveness of ETF activities can be considered as satisfactorily. Nearly all interviewees agreed that ETF’s know-how is important and their participation is useful for the achievement of expected results. Most explained in similar phrases that the ETF’s country manager provided the overall picture from EU perspective with experiences from other countries, as well as useful insights and challenging ideas. A significant amount of ETF-activities involved conferences and trainings for capacity building and most interviewees appreciate these as useful and opening new perspectives.

<sup>40</sup> Some stakeholders suggest providing more details on ETF’s budget lines and project options to enable them to prepare suitable activities and project partners (which would increase the efficiency even further).

<sup>41</sup> In view of its mission it is wondered why MoNE-EARGED (responsible for Educational Research and Development) seems to have become involved in ETF-activities fairly recently.

<sup>42</sup> In comparison with their original ambitions, the World Bank has disinvested from their involvement in Turkish VET / HRD and currently seems to be withdrawing from the socio-cultural sector. It is said that Japan, China and the USA are “standing in line to introduce their approach”.



In particular, it was emphasised that based on a high level of familiarity, ETF's contribution to the management of EU-funded programmes is influential, through practical support as well as constructive criticism.

According to EC-representatives and beneficiaries, ETF provided helpful expertise input throughout the project cycle: preparing ToR's / LogFrames, tender evaluation, programme management and content monitoring. Stakeholders considered ETF-involvement crucial to the success of EU-funded programmes ALMS, SBEP, SVET and MVET. In this regards, the role of the ETF-CM has been described as "reminding all stakeholders of their responsibilities to keep the reform process on track". EC-representatives stressed the importance of ETF's competence, expertise and availability as intermediary with up-to-date information of the local situation.

The effectiveness of Cat II activities however, is limited and needs improvement especially with regards to visibility. Most interviewees expressed they have not used, or even know publications of the NO. Some people heard of the NO for the first time in the interview. Lack of dissemination of reports seriously hampered the effectiveness of ETF-activities targeting to enhance Information and Analysis. Some people who did know about NO-publications claimed that the data presented is not different from what is already available in Turkey; differences with the Turkish Statistics Institute (TSI) are explained by methods of data-compilation (even though TSI is said to operate according to Eurostat requirements). However, the reports produced at the initial phase of the NO (including peer reviews) had been appreciated by some interviewed stakeholders.

The Cat III activities have been assessed on the basis of selected examples which in general, project a positive image:

- The (multi-national) regional meetings have been considered important for furthering the reform process by comparison.
- Furthermore, the ETF-project "Markets for Training Services", executed by Kosgeb, generated significant (previously not available) information on provision of entrepreneurship skills training to support SME-development.
- The ETF-funded orphan girls' project, executed by Iskur as Institutional Building, has shown a new perspective (as well as innovative methods) to combat social exclusion of this disadvantaged group, by enhancing their employability in the private sector on the labour market (in addition to the traditional legal provision of employment in the public sector).

### Impact

- *Direct impact:* To what extent have the objectives of ETF-activities served the purpose including compliance to the EU Acquis Communautaire?
- *Indirect impact:* To what extent have ETF interventions unintentionally contributed to the purpose?
  - To what extent have ETF interventions generated bigger funds for the development of the VET system?
  - To what extent have ETF interventions triggered unforeseen developments in the legal system of the VET system?
  - To what extent have ETF interventions impacted other parties?

Overall, the ETF-activities in Turkey seem to have served the purpose, i.e. the activities were generally in line with ETF's overall objective to support the development of Turkey's VET-system. This also includes the setting up of pre-conditions for successful EU-funded programmes, in line with EU-policy as well as the country strategy.

- In line with the previous observations on the special nature of the ETF activities, the major impact on country appears through the EU programmes (SVET, MVET, etc.). In addition, however, the following findings can be reported as proxy-indicators for further impact:
- In general, interviewees responded positively on ETF-conferences and trainings and it can be assumed that these capacity building measures will have a positive impact on the development of the VET system in Turkey.
- ETF support of EU-funded programmes contributed positively to further development in terms of legislation and institutional set-up e.g. Law on "Vocational Qualification Authority" (MYKK, September 2006). The Turkish government has chosen to design the education system (including VET system) according to EU model as more appropriate for Turkey's needs than World Bank's approach.
- ETF-interventions have furthered collaboration between stakeholders and a team-oriented mode of engagement. This modus operandi is considered as a good practice experience with multi-actor collaboration to achieve shared objectives in a concerted effort.
- The NO-function in Turkey has provided a meeting ground for social dialogue. It has been performed by Iskur in the form of an Advisory Committee with a strong representation of social partners. The NO-Advisory Committee seems also to have been important for forging critical mass (as an in-group) in the Steering Committees of the EU-funded programmes ALMS, SBEP, SVET and MVET.
- The aforementioned ETF-project to enhance employability of orphan girls' project enhanced the awareness to better prepare disadvantaged children / youngsters for real life and appreciation of empowerment training as a tool. Both Iskur and the governmental orphanage institution (Turkish Social Services and Child Protection Organization SHCEK) decided to include similar empowerment training in their regular package of services which can be considered a wider development impact.

### Sustainability

- To what extent are results of ETF-activities in Turkey sustainable after conclusion of the intervention?
  - Will networks initiated by ETF continue to function and generate the relevant expertise?
  - Is the institution building durable and are beneficiaries able to apply and further develop their skills and knowledge acquired through the professionalisation process supported by the ETF?
  - To what extent has ownership been achieved and how has it been translated in to durable support for the further development of the VET system and its interface with labour market and economic innovation in Turkey?
  - To what extent do the results of ETF support to the EC request create lasting results generated by the beneficiaries?
  - To what extent is the beneficiary able to generate and disseminate relevant information without ETF support?

Several indicators for a continuation of the results of ETF activities in Turkey were found by the evaluation team. Most interviewees assume that overall VET reform will continue after conclusion of ETF-assistance.

With regards to the Facility to respond to EC-requests, sustainability has been estimated by the extent to which the skills of project design, tender selection and content monitoring have been transferred. In this context it is interesting to note that Turkish authorities seemed confident that even without ETF-

assistance they will manage to extend the SVET programme to South Eastern Turkey with EU-funding, relying on people that have been trained in project cycle matters.

Curriculum development, modularisation and use of updated methods and techniques were considered to have rooted in the Turkish VET-system and prepared the ground for further reform of the VET-system to align with changing needs of the labour market and economic innovation. Linking of VET and HE, as well as private training institutions is co-dependent on support by YÖK and capacities of social partners and VET-schools, which recently seems to increase and thus enhances coherence in the Turkish education system including VET.

While tripartite structures exist in legal documents, the culture of social dialogue was not implemented fully in the past (notwithstanding historic tradition on this point). The Steering Committee meetings of the EU-funded programmes ALMS, SBEP, SVET and MVET have provided social partners with practice in sharing in communication and joint efforts. The involvement of social partners in the NO-function is also an indication that they are willing and able to take responsibility in the future.

The results of ETF-project Markets for Training Services executed by Kosgeb seem to be sustainable. The results of standard questionnaires are assembled in a database of service providers and a website generated by the project is still operational and frequently consulted.

However, the NO-function seems dependent on ETF-funding. Considering that dissemination of relevant information seems already to be problematic with ETF-support, it is doubtful that the NO would be sustainable without ETF-support.

#### 4.4 Assessment of attitudes for future collaboration with ETF in Turkey

The following ratings intend to capture the attitude of respondents in Turkey regarding the prospect of future collaboration with ETF. The bearing of such future-oriented attitude for assessment of the past can only be construed by inference. The ratings do not represent evaluative assessment of past ETF-activities.

The results are based on 29 interviews. The Interviewees were mainly long-term cooperation partners of ETF and to a large extent named by the Foundation.<sup>43</sup> The ratings were based on ten questions, two for each evaluation criteria. The results are presented in the five sub-sections on relevance, efficiency, effectiveness, impact and sustainability. The system used verbal scores representing ratings from 1 to 5:

NOT AT ALL = 1	ONLY A LITTLE = 2	AVERAGE = 3	QUITE A LOT = 4	VERY MUCH = 5
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Overall, the results showed a very positive basic attitude towards the ETF. The overall score (un-weighted average) reached **4 points** on a 5-point scale. This rating is even higher looking at question K, which addressed the general attitude towards the ETF directly (added value category). Here all but one answers stayed in the score range 4 and 5 and an average of **4.45 points** was reached. This is very close to the top score possible in a valid and reliable indicator.<sup>44</sup>

<sup>43</sup> 29 persons interviewed did the rating; 20 persons answered all questions, 4 persons missed one question, only one did not answer 5 questions. The missing answers are due to the varying type and intensity of the contact with the ETF and its representatives. Quite often this argument was being said during the answering procedure. Two questions (D and F) have 5 and 4 missing answers; accounting for 9 of the 14 misses; this fact will be taken into account.

<sup>44</sup> Results of Questionnaires

	Relevance		Efficiency		Effectiveness		Impact		Sustainability		Added Value	
	A	B	C	D	E	F	G	H	I	J	K	L
No. of questionnaires	29	29	28	24	28	25	26	25	29	28	29	26
Average	3.83	3.86	4.04	4.00	3.61	3.60	3.92	3.73	3.52	3.50	4.45	3.92
Range	1-5	2-5	2-5	1-5	2-5	2-5	3-5	2-5	1-5	2-5	2-5	1-5

RELEVANCE

*To what extent do ETF-activities help you achieve the most important objectives of your work? (A)*  
*Did you consider the work of ETF focused on the needs of your country? (B)*

The relevance of ETF-activities is considered quite high with 3.83 in question A and 3.86 in B. The interesting element of this rating can be found in the extreme homogeneity of the values given by the large majority of the stakeholders; more sceptical assessments come from the project management. The heterogeneity is distinctly higher for the question B. It targets the relevance for the country and the answer range goes from 2 to 5. It seems as though the contact persons differ very clearly between the relevance for themselves personally and the estimation of the relevance for Turkey. Not even 50% of interviewees gave identical scores. Over all the result suggests that there is a large majority believing that the ETF activities in Turkey meet closely with the needs of the country.

EFFICIENCY

*Do you experience the work of ETF as efficient, making the best use of funds, expertise and time? (C)*  
*How do you value the quality of results, compared with the use of finances and human resources? (D)*

Second highest evaluation! If we don't count one extremely bad evaluation falling completely out of the frame of the other 28 answer profiles, question C with 4.04 got answered only in the classes average (2x) or better; D 4.00 is very close to it, showing a parallel profile. Efficiency seems to be judged as one of the strong points of the ETF activities in Turkey. Question D has to be evaluated only partially because of the missing of 5 answers. Here a large minority could not answer because of lacking insight into the financial contribution of ETF. This cautious approach is being supported by a very high homogeneity of the ratings in this category (12 out of 16). In general it can be concluded that the interviewees had had a very positive basic impression relating to the efficiency issue, they feel however rather insecure when asked to give an assessment in this field.

EFFECTIVENESS

*To what degree does your work benefit from services provided by ETF? (E)*  
*Did the results of the ETF-activities live up to the predefined purpose? (F)*

Effectiveness ratings vary from 3.61 for question E and 3.60 for F. The answers are again to be assessed as correlating with the personal gains (E) in comparison with the more general focus (F). It is not surprising the interviewees had more problems with the general view; 4 out of the 21 did not answer, because of lack of information. Effectiveness in general seems to be closely related to very concrete results and outcomes. Therefore, the ratings are much more differentiated with ranges from 2 to 5 for both questions, containing only three times, respectively two times the score "5". This is one of the lowest rates in the questionnaire. Another remarkable hint could be derived from the fact that the majority of the lower ratings stem from project experts while the official representatives see this point much more positive. Additional information as to the missing ratings seems to support the above since all 5 missing answers come from project related staff.

IMPACT

*How important do you assess the direct and indirect effects of ETF-activities? (G)*  
*To what extent is there a specific long-term impact of ETF-activities? (H)*

The impact of ETF-activities in Turkey has mostly been seen by our contact group as "quite good" (3.92 and 3.73). The item shows a positive, but sceptical assessment with a clear potential for improvement. The overall picture is based on a sound foundation of positive experience and shows an expectation of keeping or even improving this level of impact.

SUSTAINABILITY

*To what extent do results of ETF-activities last after the termination of projects? (I)*  
*How strong is the support for sustaining the impact of the ETF-activities? (J)*

With an average score of 3.52 for question I and 3.50 for question J both ratings vary from "not at all" (2) to "very good" (5). Here seems to be a large uneasiness for the time without the ETF involvement in the perception of the stakeholders. This occurs on a very positive footing; it is not to be seen as critical, but it should be understood that this type of assessment indicates the general perception regarding future developments.

ADDED VALUE

*In general, how useful are the services provided by ETF to you? (K)  
To what extent are ETF-activities unique, compared with external support from other sources? (L)*

This criterion (which is a summary score to all of the above ones) shows again the overall acceptance and positive impression and expectance for further support of and by the ETF. With a rating of (K: 4.45; L: 3.92) it demonstrates a high and unbroken level of acceptance of ETF-activities in Turkey. In the perception of the stakeholders, the services ETF provides are unique and exclusive in comparison to other service providers.

## 5 ETF INTERVENTIONS IN FYR OF MACEDONIA

### 5.1 Country Backgroun: Political, Economic and Social situation in FYR of Macedonia

The FYR of Macedonia was the smallest and economically the least developed of all of the former Yugoslav republics, representing only 7% of the total population and 5% of total output. The country has a population of 2.1 million citizens, with the following age structure<sup>45</sup>: 0-14 years: 20.1% (male 213,486 / female 199,127); 15-64 years: 68.9% (male 711,853 / female 701,042); over 64 years: 11% (male 98,618 / female 126,428)



Since 1991, the country has gone through a difficult period of transition from a command economy to a market economy that resulted in an increase in unemployment rates (around 37% in 2003) and poverty levels. Macro-economic stabilisation measures between 1995 and 1998 reduced inflation from 122% to 1% in 1998, and the fiscal deficit was kept below 2%. However, unemployment rates remained very high. In 2001, the country was affected by the war in Kosovo and the internal security crisis.

The labour force was estimated at 861,000 in 2003, which represents a labour force participation rate of 61.3% compared to 70% in the EU15. Despite a rise in real GDP, unemployment reached 37.1% of the active population aged 16-64. Again, there are significant regional variations. In particular,

<sup>45</sup> Labour Market Review of FYR of Macedonia, ETF 2005 (Estimates)

unemployment is higher in larger urban centres of the country, including the Skopski and Pelagonski regions, peaking in the municipality of Zelino at nearly 80%. Employment rates also depend on the level of education: it was found lowest among those with lower secondary education (20.7% compared to those who have completed tertiary education (63.6% in 2003).<sup>46</sup>

The Ministry of Labour and Social Policy is responsible for developing employment and social policy. With the support of the Cards programme, a “National Action Plan for Employment” (NAPE) has been drafted. However, it has already been criticised for its lack of financial planning mechanism marking it out for implementation.

In particular, two factors have a positive influence on raising the demand for labour. Firstly, the business environment has been assessed as quite competitive in the region, including the system of financial incentives for business investments. The labour regulation can be considered as flexible in terms of deployment of human resources. On the other hand, the system of personal income tax and social contributions places a high burden on labour costs, which hinders the creation of formal jobs. Additionally, the high tax wedge at low wage levels creates disincentives to the development of flexible forms of employment.

The Government invests an average of 4% of GDP (compared to the EU average of 5%) in education. Overall, the education system has been assessed as qualitatively poor. Around 10% of those aged 7-15 did not even have primary level education. The rate of those leaving school with low qualifications was as high as 36% among 18 to 24-year-olds in 2003 (compared to an average of 25% in EU15). Secondary and tertiary enrolment rates heavily depend on income groups and regions with a particular disadvantage for ethnic Albanians and Roma women and girls.<sup>47</sup>

Since 1998, the education system has been continuously reformed and developed. As decentralisation is the key policy challenge in the FYR of Macedonia, this process has also started in the area of education. Since July 2005, the Ministry of Education and Science (MoES) is gradually transferring responsibilities to local authorities. The “National Strategy for the Development of Education 2005-2015” was approved by the Parliament and action programmes are developed. Furthermore, the MoES is interested in being involved in the EU Copenhagen process on Enhanced European Co-operation in VET (through co-operation with ETF).

This reform process is significantly supported by EU funds, including Phare and Cards projects.

## **5.2 EU-support for FYR of Macedonia with Involvement of ETF**

In June 2004, the European Partnership Agreement with FYR of Macedonia established short- and medium-term priorities for further integration into the European Union. As a specific tool of the Stabilisation and Association Process (SAP), this agreement outlines structural reform and sectoral policies including the employment and social policy sector as well as SME's and higher education.

Short-term (2004/05) priorities:

- Develop a comprehensive strategy to promote employment and reduce unemployment, in particular with regard to VET and labour market reforms, involving all relevant actors;
- Implement restructuring and conversion programme (steel industry) and implement the principles of the European Charter for SME's.

Mid-term (2006/07) priorities:

- Further develop employment policy, foster employment opportunities for all ethnic communities and to develop a social policy and address poverty and social exclusion;
- Complete the Strategy for implementation of the European Charter for SME's;
- Facilitate access to education and promote higher education for minorities and ensure that Higher Education in Albanian respects European standards.<sup>48</sup>

For the period of 2005-2006, the “Multi-annual Indicative Programme” (MIP) sets out the priorities for Community assistance for FYR of Macedonia with a total budget of 80 M€. Out of this budget, 5 M€

<sup>46</sup> Labour Market Review of FYR of Macedonia, ETF 2005

<sup>47</sup> Labour Market Review of FYR of Macedonia, ETF 2004

<sup>48</sup> See Country Plan for ETF Action in FYR of Macedonia 2005

are foreseen for Higher Education and 3 M€ for employment measures. However, the MIP has not planned any interventions in initial VET but a programme on Lifelong Learning with a budget of 1 M€ is planned for employment policy.

In the context of the Cards 2002 programme, the government developed a “National Action Plan for Employment” (2004-2005). Implementation however, proved to be difficult, due to a lack of resources.

Previously, the EU has been supporting VET reform with its Phare and Cards programmes (6 M€) and Higher Education with the Tempus programme<sup>49</sup> (21 M€) commencing in 1998. This involved four successive Phare and Cards programmes supporting the country’s VET-reform in selected pilot schools (curricula, teacher training, and equipment). While two of these programmes are already completed, one is still implemented to transfer achievements into legislation, policy and institutions. A 4<sup>th</sup> EU VET-reform programme (on equipment) started in 2006.

### **5.3 ETF-Activities and Results of Interventions in FYR of Macedonia**

#### **5.3.1 ETF Activities in FYR of Macedonia**

##### **5.3.1.1 Development of ETF Activities in FYR of Macedonia**

Starting its activities in FYR of Macedonia, in 1996 ETF support initially consisted in the management of EU-financed HRD-programmes on behalf of the European Commission. In 1999, ETF’s main priority was to contribute to the reconstruction process in South-Eastern Europe. ETF conducted a needs analysis in FYR of Macedonia to assess the state of VET following the war in Kosovo. Subsequently, ETF extended its services by supporting the European Agency for Reconstruction (EAR) in the design of the Cards programmes targeting VET, as well as adult learning and labour market. In 2000, ETF concluded the implementation phase of the Phare VET-reform programme in FYR of Macedonia. A special focus of the programme was the development and implementation of new curricula as essential factor for developing a market economy. These activities were underpinned by Tempus programme activities (see activities under g. below).

##### **5.3.1.2 Types of Activities**

ETF support to FYR of Macedonia is defined by EU policy for the country and has mainly been provided within the context of the Stabilisation and Association process and the Cards programme.

The reconstructed intervention logic for ETF activities in FYR of Macedonia can be found in Annex 8.

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<sup>49</sup> The Tempus programme aims at supporting transformation processes through targeted assistance to higher education systems in the partner countries. It started in 1990 and is currently in its third phase, covering the period 2000-2006. Tempus III has adopted a “top-down” and “bottom-up” approach, thereby ensuring that all projects clearly correspond to national priorities and involve a range of actors such as policy makers, the academic community as well as civil society. These co-operation activities include Joint European Projects, networking projects as well as individual mobility grants. The New Independent States, including FYR of Macedonia are currently eligible to participate.

Since 2000, ETF's activities in FYR of Macedonia can be categorised as follows:

- Support to the European Commission
  - a. Facility to respond to EC-requests
  - b. Labour market studies
  - c. Regional Peer Review
  - d. Dissemination of Information on EU VET policies and Good Practices
  - f. Monitoring implementation SME-Charter (entrepreneurship & skills development project)
  - g. Expertise into IPA programming process
  - h. Tempus programme activities
- Analysis and Information
  - a. National Observatory function
- Development and Innovation
  - a. Organisation of Learning Processes and Teacher Training
  - b. Accession Orientation: Adult Learning Strategies in the Context of Lifelong Learning
  - c. Methodologies for Capacity Building among Skills Providers for SME's
  - d. National Qualifications Framework

#### ➤ Support to the European Commission

##### a. Facility to respond to EC-requests

The services provided by the ETF under this facility have mainly included the design of project fiches and terms of reference, participation in tender evaluations, (content) monitoring as well as dissemination of information on EU (VET) policies.

*In 2000/2001* ETF provided support in relation to the multi annual programming upon request of the EC by proposing a follow up for VET as well as capacity building for employment services.<sup>50</sup>

*In 2002* the EC significantly increased its investment in HRD in the Western Balkan. In this regards, ETF provided the EC task managers with advice on the development of the content of the projects. ETF also co-operated closely with the European Agency for Reconstruction (EAR) on Cards projects in relation to HRD. In this regards, ETF's support included project appraisal and identification, input of expertise to project implementation and monitoring as well as support to evaluation and dissemination.

*In 2003* ETF continued its involvement in the design and content monitoring of Cards projects. In particular, ETF participated in two tender evaluations of Cards 2002 projects on human resource development and employment policy reform. Upon request of the EAR, ETF contributed to the design and content monitoring of an institution-building project for employment policy reform as well as a HRD Fund for enterprises. Furthermore, ETF contributed to the EC Multi-Annual Indicative Programmes (MIP) 2005-06 as well as the annual reports of the Stabilisation and Association Process (SAP).

*In 2004* ETF participated in the content monitoring of Cards projects in FYR of Macedonia, and reviewed the questionnaire for the FYR of Macedonia's application for EU membership.<sup>51</sup> Furthermore, ETF supported the EC and EAR by participating in the design of ToR's as well as tender evaluation for the re-launch of the Cards HRD Fund project and the Employment III project.<sup>52</sup>

*In 2005* ETF supported the EC in the programming of assistance in the field of Human Resource Development and Labour Market strategies especially in preparation for the Instrument for Pre-accession (IPA) in 2007.

*In 2006* ETF prepared ToR for an adult learning project and contributed to the content monitoring of HRD Fund II project.

##### b. Labour Market Studies

Starting in 2001, ETF has undertaken human resource and labour market policy reviews on an annual basis in all Western Balkan countries, including FYR of Macedonia, which serve as basic contribution to the EU programming cycle by providing a structured analysis of the latest developments in the reform process (i.e. assessment of the impact of reforms to date and recommendations for future actions).<sup>53</sup>

##### c. Peer Reviews

<sup>50</sup> The proposal was sent to EC and later on involved in Phare projects

<sup>51</sup> ETF annual Report 2004

<sup>52</sup> ETF Work Programme 2004, 3rd Quarterly Report 2004

<sup>53</sup> ETF Annual report 2001, ETF Work Programme 2001-2003



In 2001, ETF also prepared a first set of peer reviews on Balkan countries, including FYR of Macedonia. Results of the first cross-country peer review in 2001 were discussed at the Advisory Forum Regional group meeting.<sup>54</sup> Following a meeting in April 2004 on the first tranche of the peer reviews, the second round on curriculum development started in 2005 for Bosnia and Herzegovina as well as FYR of Macedonia.<sup>55</sup>

*d. Dissemination of Information on EU VET Policies and Good Practice*

As outlined above, the Copenhagen dissemination project was launched in 2005. National co-ordinators also from FYR of Macedonia have been appointed and made aware of the latest developments in EU discussions. All have prepared action plans for dissemination on the Copenhagen process in their countries.

*e. Monitoring implementation SME-Charter (entrepreneurship & skills development project)*

In 2005, the Western Balkan countries committed themselves to future economic and political union with the EU, including the countries' endorsement of the European Charter for Small Enterprises (ECSE), a key instrument to promote competitive economies, jobs, innovation and wealth. Starting in 2005, ETF has supported four countries in the region, including FYR of Macedonia (which has been successful in the tender process) with knowledge development and capacity building for assessment and reporting to the European Commission on Chapters 1 and 4 of the European Charter for Small and Medium-sized Enterprises as well as with the promotion of more strategic development of self-employment within the entrepreneurship learning system / programme.<sup>56</sup>

*f. Expertise Input to Instrument for Pre-accession (IPA) programme*

In 2006, ETF has provided expertise input to the IPA programming for FYR of Macedonia. This is done in the form of a country analysis on HRD, which contributes to the definition of the Multi-Annual Indicative Programmes (MIP) for the different beneficiary countries in the new IPA Instrument. After the approval of MIP, the report will also be used as a tool for preparing the Annual Operational Programme (AOP) and to follow-up the progress made in the country in respect of the objectives set in the MIP as well as impact of the IPA-funded projects into the improvement of the issues identified in the Country Analysis.<sup>57</sup>

*g. Tempus programme activities*

Implementation phase of the Phare VET-reform programme in FYR of Macedonia was underpinned by Tempus programme activities.<sup>58</sup> The Tempus programme aims at supporting the reform of Higher Education structures, institutions and management, to contribute to issues of curriculum development in priority areas, to develop administrative and institutional structures for the training of staff from university and related bodies, to develop skill-related training to address specific higher and advanced level of skill shortages during economic reform as well as to strengthen regional cooperation. In this regards, ETF has been providing assistance in the preparation, selection, evaluation and monitoring of Tempus projects as well as administrative support. In relation to the Tempus III call for proposals, a total of 100 applications were received, registered, copied and dispatched to national Tempus-offices and the European Commission for the countries Albania, Bosnia Herzegovina, Croatia and FYR of Macedonia (65 applications were processed).<sup>59</sup> The Tempus department of ETF provided logistic support for the Regional Seminar on "Institution Building for Civil Society Development", November 2000 in Skopje. As the Tempus programme is excluded from this evaluation, these activities are not further analysed in this report.

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<sup>54</sup> ETF Annual report 2001, ETF Work Programme 2001-2003

<sup>55</sup> ETF Work Programme 2004, 3rd Quarterly Report 2004, ETF Work Programme 2005

<sup>56</sup> In this Macedonian Partnership for Entrepreneurship Learning (EL) the following Institutions are involved: Ministry of Economy (MoE, as National Coordinator), Ministry of Local Self Government (MoLSG), Agency for Promotion of Entrepreneurship in the Republic of Macedonia (APERM), Maznosti-saving house, Foundation Neo Business Education, Macedonian Enterprise Development Foundation (MEDF), Afterwards, commitments were signed by the Ministry of Labour and Social Policy (MoLSP) and the Ministry of Education and Sciences (MoES). Source: Draft Policy Discussion Paper for Entrepreneurship Learning and Self-employment

<sup>57</sup> 1st Quarterly Progress Report 2006

<sup>58</sup> The Tempus programme aims at supporting transformation processes through targeted assistance to higher education systems in the partner countries. It started in 1990 and is currently in its third phase, covering the period 2000-2006. Tempus III has adopted a "top-down" and "bottom-up" approach, thereby ensuring that all projects clearly correspond to national priorities and involve a range of actors such as policy makers, the academic community as well as civil society. These co-operation activities include Joint European Projects, Networking Projects as well as Individual Mobility Grants. The New Independent States, including FYR of Macedonia, are currently eligible to participate

<sup>59</sup> ETF Annual Report 2000

➤ **Analysis and information**

a. *National Observatory function*

The National Observatory function is a major component under this category of activities whereby data is collected, analysed and contributed to the assessment of the challenges for vocational training. In relation to its role for South-Eastern Europe, the NO-network in the region is to be consolidated and extended in order to encourage a regional dimension to the reconstruction process.

In 1998, a Balkan workshop was held in FYR of Macedonia with participants from the host NO as well as from Bulgaria, Slovenia, Albania and Romania. In 1999, the Macedonian NO was changed to the Pedagogical Institute in Skopje, to be moved back to the MoES again end of 2001 / begin 2002. In 2005 the renewal of the NO-contract was tendered and a new framework contract was made for the NO-function. A final decision on the outcome of the tender has not been taken yet.

Several reports were produced under this component in relation to FYR of Macedonia, including.<sup>60</sup>

- Study on VET against social exclusion in FYR of Macedonia (2000)
- Social Dialogue in SEE-countries: Possibilities, Limitations, Perspectives” (2002)
- Survey on Technology enhanced Learning in South Eastern Europe (2005)

➤ **Development and innovation**

Due to the relative isolation of Western Balkan countries during the past decade, many policy makers are not familiar with modern approaches to vocational training. ETF attempts to address this issue by disseminating and adapting very relevant experiences of neighbouring candidate countries and EU countries in South-Eastern Europe as a basis for developing common approaches and regional networking. The activities are mainly regional but also address the FYR of Macedonia and mainly take place in co-operation with Cedefop:

a. *Organisation of Learning Processes and Teacher Training*

The activities (workshops, TT seminars, etc.) aim at introducing EU and candidate country approaches to teacher training. In this regards, ETF was involved in the Organisation of Learning Processes and Teacher Training between 2002 and 2006.

b. *Accession orientation: Strategies for Adult Learning in the context of Lifelong Learning*

Special attention has increasingly been paid to Strategies for Adult Learning within a Lifelong Learning perspective.<sup>61</sup> In 2004 and 2005, ETF organised a few workshops on promoting partnerships for adult learning.<sup>62</sup>

c. *Methodologies for Building Capacity among Skills Providers for SME's*

Regional activities addressing FYR of Macedonia included development of counselling activities in 2000 and 2001, to address the needs of enterprises (especially SME's) for external advice and guidance to identify and formulate their training needs.<sup>63</sup> In 2002 and 2003 ETF introduced methodologies for capacity building among skills providers for Small and Medium-sized Enterprises.<sup>64</sup>

d. *National Qualifications Framework*

Starting in 2003, ETF implemented projects in FYR of Macedonia on National Qualifications Framework (NQF), as well as the European Qualifications Framework (EQF). The EQF provides context for the work ETF undertakes in the area of National Qualification Frameworks. The main objective is to achieve more transparent national systems that are better responsive to the labour market, as well as individual needs. In this regards, a (second) regional NQF-meeting was held in FYR of Macedonia in September 2003. In 2005, ETF developed a strategy and action plan to complement activities carried out under Cards.<sup>65</sup> Further activities in 2005 involved (the preparation of) 2 regional conferences in 2006 on NQF / EQF and Lifelong Learning, and on Quality Assurance in VET.

<sup>60</sup> Information from these reports has been used for preparation of this inception report, especially for the country description.

<sup>61</sup> ETF Work Programme 2003

<sup>62</sup> Quarterly Progress Reports 2004 and 2005

<sup>63</sup> ETF Work Programme 2002

<sup>64</sup> ETF Work Programme 2002

<sup>65</sup> ETF Comments on the European Qualifications Framework – Consultation Document

e. *Developing common approaches to VET for special groups*

Regional activities addressing FYR of Macedonia (in 2002 and 2003), included capacity building at regional level to encourage common approaches and networking among stakeholders on VET policies and systems catering for special groups, including minorities, displaced people and refugees.

5.3.2 Financial Performance of ETF-activities in FYR of Macedonia<sup>66</sup>

For its activities in FYR of Macedonia, ETF had the following budget available (committed funds) in the years 2001 to 2006:

In €	2001	2002	2003	2004	2005	2006
<b>Commitments C1</b>	31 000	38 660	148 903	47 830	204 358	54 181
<b>Commitments C8</b>	0	0	14 573	33 353	4 999	19 018
<b>Total</b>	<b>31 000</b>	<b>38 660</b>	<b>163 476</b>	<b>81 183</b>	<b>209 357</b>	<b>73 199</b>

C8 represents commitments for year n+1 resulting from commitments from the previous year (C1) that have not been paid in year n.

The payment structure of ETF-activities in the years 2001 to 2006 is as follows:

In €	2001	2002	2003	2004	2005	2006
<b>Payments C1</b>	31 000	24 087	114 770	41 615	121 407	n.a.
<b>Payments C8</b>	0	0	7 628	22 999	1 822	n.a.
<b>Total</b>	<b>31 000</b>	<b>24 087</b>	<b>122 398</b>	<b>64 615</b>	<b>123 228</b>	<b>n.a.</b>

C1 = Payments related to the budget in the respective year n

C8 = Payments related to the budget of the previous year n-1

In total, 470.751 Euro is committed (as C1) for ETF-activities in FYR of Macedonia between 2001 and 2005 and 78% were disbursed. Most of the payments with regards to FYR of Macedonia have been made in the year in which they were foreseen (C1). However, in 2003 a significant amount of Commitments C1 was transferred to 2004 (C8). Furthermore, significant amounts of Commitments C8 have not been paid in their respective year: in 2003, only 52% of Commitments C8 have actually been paid out, in 2004 69% and in 2005 only 36%.

Next to the sum of project funds (i.e. payments of C1 and C8 commitments), the total expenditure for ETF's activities in Turkey includes also mission costs and Human Resource costs (i.e. ETF-staff costs).<sup>67</sup>

<sup>66</sup> The data outline commitments for year n (Commitment C1) and payments during year n (Payment C1). Funds that are not paid during this year n are transferred to the following year as Commitment C8.<sup>66</sup> If a Commitment C8 is not paid in year n+1, the money cannot be transferred to a following year (n+2) but flows back to general resources. In the following calculations, these funds are named 'unpaid'. Some of the committed funds for regional activities (including Turkey and FYR of Macedonia) have not been paid, neither in the year they were originally foreseen (i.e. C1) nor have they been transferred to the following year (C8). In these cases, the funds do not appear in the statistics as this indicates that activities have originally be planned but never been carried out.

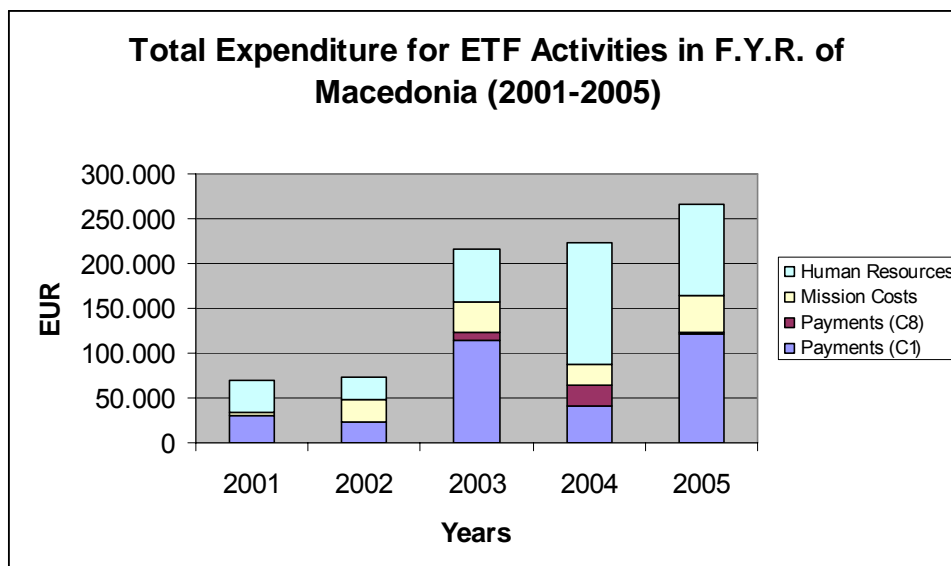
Not all activities that are mentioned in ETF's annual work programme actually appear in the financial statistics. For some activities only ETF-staff is involved and when no project funds are involved the only "costs" are ETF salaries. In such cases, the activity does not appear in the finances. This also explains why the share of funds for 'Support to the European Commission' is small despite the fact that a significant amount of working time of the ETF-staff is spent on these activities. For example, when ETF helps in the preparation of Terms of Reference no additional costs are produced apart from the so-called Human Resource costs. Furthermore, it needs to be outlined that these Human Resource costs cannot be traced back to individual activities as country managers and other ETF staff are usually involved in several activities during their field mission and it cannot be said how much time they were involved in specific activities.

<sup>67</sup> ETF-staff workdays for missions in FYR of Macedonia and their costs (as calculated by ETF's Personnel Unit):

2001		2002		2003		2004		2005		2006		Total	
Days	€	Days	€	Days	€	Days	€	Days	€	Days	€	Days	€
10	3.210	111	24.146	115,5	33.908	90	22.927	147,5	40.321	25	7.457	499	131.969

These data have been provided to the evaluation team by ETF, with the caution that they represent a rough estimate, i.e. an average of overall HR-costs for ETF-staff and not equal to actual salaries of the individual staff (which depend on civil status, family situation, years of employment at ETF and other social factors).

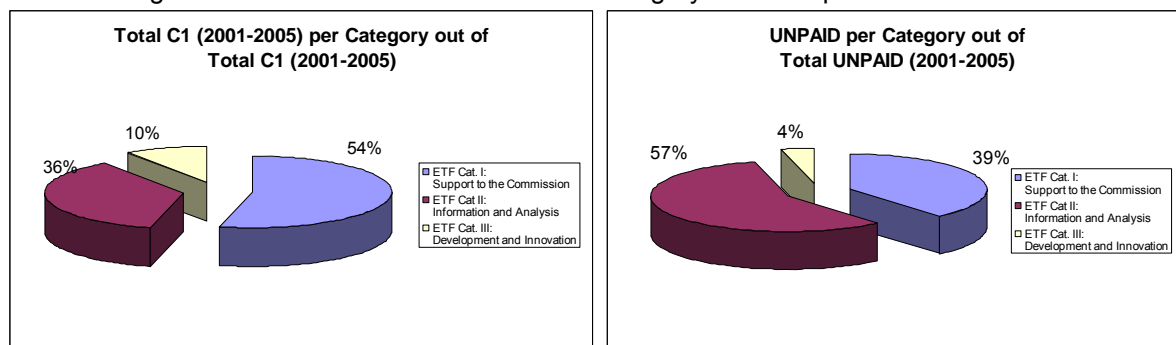
In €	2001	2002	2003	2004	2005	2006
<b>Payments C1</b>	31 000	24 087	114 770	41 615	121 407	n.a.
<b>Payments C8</b>	0	0	7 628	22 999	1 822	n.a.
<b>Mission Costs</b>	3 210	24 146	33 908	22 927	40 321	7 457
<b>Human Resources</b>	34 604	25 679	59 627	136 145	102 533	77 003
<b>Total</b>	<b>68 814</b>	<b>73 912</b>	<b>215 933</b>	<b>223 686</b>	<b>266 083</b>	<b>(84 460)</b>



Between 2001 and 2005 total expenditures for ETF-activities in FYR of Macedonia increased significantly, particularly between 2002 and 2003 when expenditure more than doubled. Human Resource costs represent a major expenditure group throughout the years, with a significant increase after 2003. The second biggest expenditure group is Payments C1, going up in 2003, down in 2004 and up again in 2005. Except for 2004 hardly any Payments C8 were made.

ETF Activities in FYR of Macedonia (2001-2005) <sup>68</sup>	C1- commitment	PAID (C1+C8)	UNPAID <sup>69</sup>
<b>Category I: Support to the European Commission</b>			
Peer Reviews	135 885 €	112 867 €	23 018 €
Support to EC Project Cycle	21 000 €	0 €	21 000 €
Organisation of Learning Processes and Teacher Training	55 123 €	54 744 €	379 €
County Progress Report VET-LM	13 946 €	10 935 €	3 011 €
Dissemination of Copenhagen Process	14 838 €	14 838 €	0 €
Support to the European Commission (Reg.)	6 365 €	6 365 €	0 €
Monitoring of implementation of SME Charter in WBA (Reg.)	7 143 €	7 143 €	0 €
<b>Total Category I</b>	<b>254 300 €</b>	<b>206 892 €</b>	<b>47 408 €</b>
<i>Share of total commitment C1</i>	<i>100%</i>	<i>81%</i>	<i>19%</i>
<b>Category II: Information and Analysis</b>			
National Observatory	109 538 €	98 568 €	10 970 €
Capacity Building for Information and Analysis	60 638 €	1 000 €	59 638 €
<b>Total Category II</b>	<b>170 176 €</b>	<b>99 568 €</b>	<b>70 608 €</b>
<i>Share of total commitment C1</i>	<i>100%</i>	<i>59%</i>	<i>41%</i>
<b>Category III: Development and Innovation</b>			
NQF (Nat. activities)	12 094 €	12 094 €	0 €
Adult Learning Strategies (Reg.)	12 395 €	9 218 €	3 178 €
Common Approaches Towards VET for Special Groups (Reg.)	6 362 €	5 937 €	425 €
Modern Approaches to TT in cooperation with Cedefop (Reg.)	4 544 €	3 995 €	549 €
NQF (Reg. activities)	10 880 €	10 100 €	780 €
<b>Total Category III</b>	<b>46 275 €</b>	<b>41 343 €</b>	<b>4 932 €</b>
<i>Share of total commitment C1</i>	<i>100%</i>	<i>89%</i>	<i>11%</i>

Of the funds for ETF-activities in FYR of Macedonia between 2001 and 2005, 54% were committed for activities in Category I Support to the Commission, whereby most of the money was spent on Peer Reviews. 36% of the funds were committed to activities in Category II Information and Analysis and the remaining 10% was committed for activities in Category III Development and Innovation.



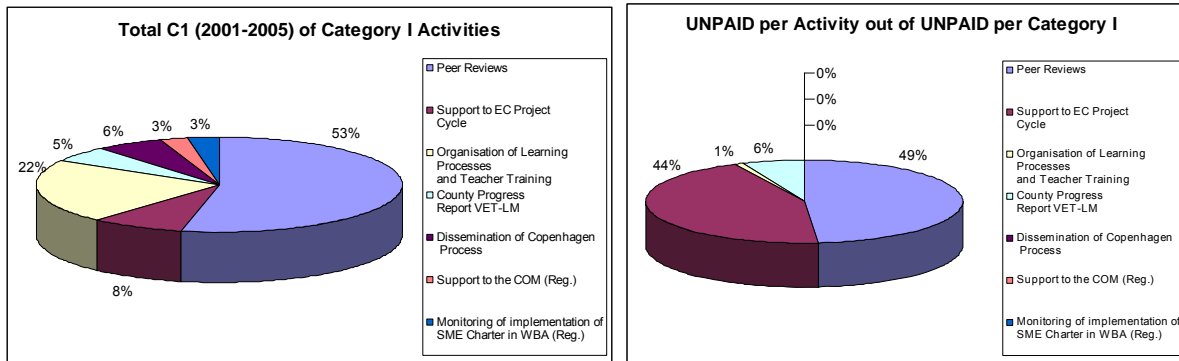
Of the Commitments C1 for ETF-activities in FYR of Macedonia between 2001 and 2005, 26 % have not been paid out at all (i.e. no Payment C1, nor Payment C8). Of these unpaid funds, 39% relates to Category I activities, 57% belonged to Category II activities and 4% to Category III activities. 89% of Commitments C1 for Category III activities and 81% of Commitments for Category I activities was paid out. In contrast the payment / commitment ratio is quite different for Category II activities, where 41% remained unpaid<sup>70</sup>.

The biggest share of commitments for Category I activities relate to 'Peer Reviews' (53%) and 'Organisation of Learning Processes and Teacher Training' (22%), while actually only 6% have been committed for direct support to the European Commission ('Project Cycle' & 'Regional').

<sup>68</sup> Source: ETF financial database. NOTE: "Reg." refers to regional activities. Data regarding Regional Activities are estimates (total amount divided by number of countries).

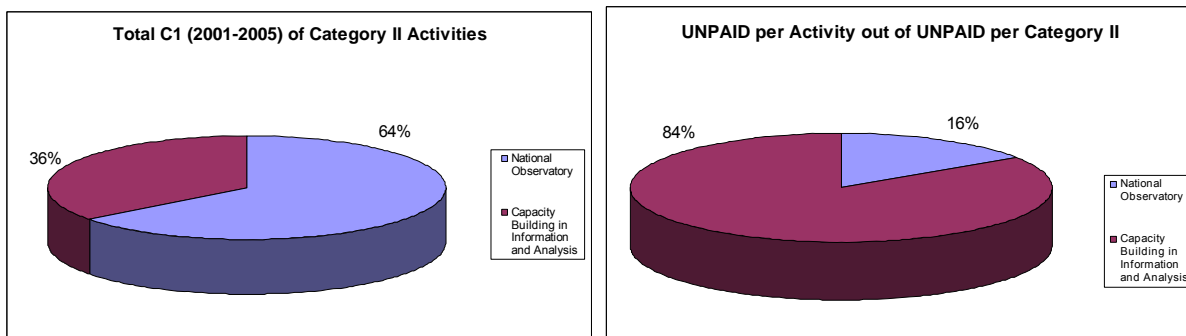
<sup>69</sup> UNPAID relates to unpaid funds in relation to C1 commitment.

<sup>70</sup> The amount of 'unpaid' funds relates to the originally committed funds (total Commitments C1). This applies to all following calculations that refer to the relation between committed funds and unpaid funds.



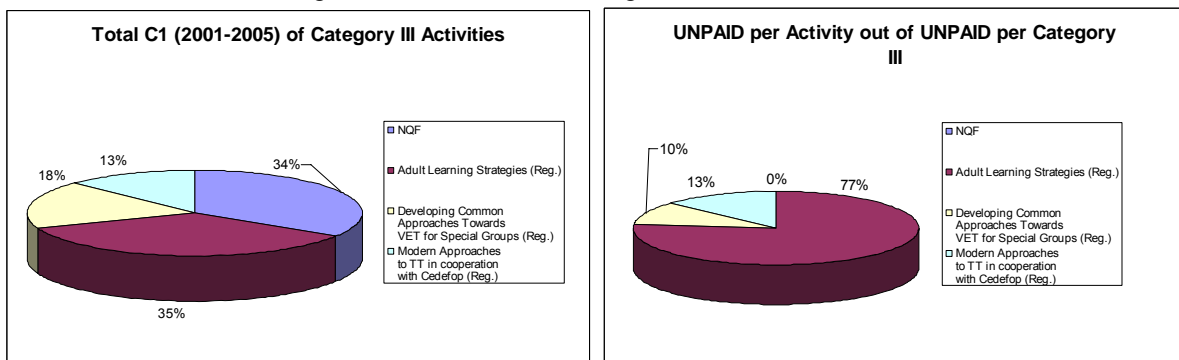
Interestingly, 49% of unpaid commitments for Category I activities relates to ‘Peer Reviews’ (the majority of commitments for Category I activities), while 44% of unpaid commitments relate to ‘Support to EC Project Cycle’.

Funds for Category II have been committed in FYR of Macedonia for the ‘National Observatory function’ (64%) as well as ‘Capacity Building Information and Analysis’ activities (36%).



84% of the commitments for Category II activities that remained unpaid (70.608 Euro) related to ‘Capacity Building for Information and Analysis’.

Funds for Category III are committed for ‘Adult Learning Strategies’ (35%), ‘National Qualification Framework (NQF) activities’ (34%), ‘Common Approaches towards VET for Special Groups’ (18%) and ‘Modern Approaches to Teacher Training’ in cooperation with Cedefop (13%). Apart from NQF activities, these were all regional activities, addressing other countries as well<sup>71</sup>.



Of the commitments for Category III activities that remained unpaid, the major share (77%) relates to ‘Adult Learning Strategies’. In contrast, none of the committed funds for NQF activities remained unpaid.

<sup>71</sup> Financial data included here represent an estimate that relates to this country only (total amount divided by number of countries).

### 5.3.3 Evaluation Findings on ETF-activities in FYR of Macedonia

In total 40 persons have been interviewed in 27 interview sessions during the field visit to FYR of Macedonia (see Annex 2c and 3b). Trade union representatives were not available to meet the ET although several efforts had been undertaken. The lead questions, operationalising the 6 evaluation criteria (see Annex 3), served as a guideline for the analysis of the interview results.

#### Relevance

- To what extent have ETF-activities in FYR of Macedonia addressed the need for and priorities in the reform of the VET system / labour market?
- To what extent has ETF influenced the interface of the VET system with the labour market and economic innovation in FYR of Macedonia?
- To what extent and how successfully, if necessary, has ETF adapted the original rationale to meet changing needs in FYR of Macedonia?

ETF entered FYR of Macedonia in 1996 with an open agenda, establishing contact with the various authorities and stakeholders regarding the development of the VET-system, in relationship to the changing needs of labour market and economic innovation. Since the start of its activities in FYR of Macedonia ETF has had 5 country managers: the 1<sup>st</sup> CM from January 1996 till December 2001, the 2<sup>nd</sup> CM from January 2002 till December 2002, the 3<sup>rd</sup> CM from January 2003 till June 2004, the 4<sup>th</sup> from July 2004 till December 2005 and the 5<sup>th</sup> from January 2006 till currently.

As already explained in the section on Turkey, due to their special character, the relevance of the individual ETF activities cannot be evaluated independently. The relevance of the EU-interventions however, has been determined in various project appraisals and evaluations. Consequently, the ETF support hinges significantly on these previous assessments. Therefore, the overall question must be whether the ETF stays in line with the EC's (country) strategy and sectoral policies. In this regards, ETF mainly seemed to follow the respective EU-strategies in the area of VET-reform and labour market, with country-specific elements.

Apart from being integrated into major EC programmes, which implies relevance of ETF activities, there are a number of additional mechanisms which allow the ETF to stay close to the needs of Macedonia in the VET sector.

- Through networking in FYR of Macedonia since 1996, the ETF has identified the country's needs as defined by authorities and stakeholders. Various interviewees have indicated that ETF-staff are good listeners, teasing out information required for programming ETF-activities. However, it remained unclear how ETF managed with such informal methods to maintain continuity if its assessment of Macedonia's needs and priorities while several ETF Country Managers succeeded each other in relatively short time. The ET is aware that the last CM at the beginning of his mandate has done a review of country needs that are not covered by other donors.
- The ETF established a National Observatory, which served to collect relevant data. The provision of information and analysis by the NO, however, decreased over time. Most interviewees stress that there's a lack of information exchange between ministries and governmental agencies. ETF did not (manage to) counteract or pre-empt this through the NO-function. A majority of stakeholders don't use NO-publications, don't know of their existence or even have never heard of the NO.
- During the 1<sup>st</sup> EU-funded VET-reform programme 16 reform co-ordinators were trained, establishing a core-group of competent change agents. Over time most change agents have been in various positions instrumental for further VET-reform (including the current BDE / VET-centre). ETF seems sometimes to have intervened on behalf of these change agents initiated in the 1<sup>st</sup> EU-funded VET-reform programme.
- The EU-funded ALMS and VET-reform programmes, as well as the NO-function focus on the interface of the VET-system with the labour market. HRD-activities and the entrepreneurship skills training for SME's added the dimension of economic innovation. This provides valuable feedback for ETF planning.

Generally, beneficiaries and stakeholders consider ETF to be well-informed on EU-legislation and policies, and well attuned to Macedonia's needs in the context of its EU-accession process. Anecdotal feedback from various stakeholders supports the impression that ETF is flexible in its response to changing needs and priorities. However, several interviewees complained about lack of follow-up on

activities initiated by ETF. This (perceived) discontinuity was possibly caused by the relatively frequent succession of country managers.

ETF supported EAR with project design, tender selection and content management of EU-funded programmes on reform of the Macedonia's VET-system and labour market. Through this technical assistance ETF was and is in a crucial position as linking pin to ensure summative programming of EU-funded project interventions. Discontinuity of ETF-CM's might have diminished this strategic position. This could be relevant to understand why the EU-funded VET-reform programmes show implementation gaps and overall failed to uphold and further the overall better score of the 1<sup>st</sup> EU-funded VET-reform programme.

Social dialogue has been initiated in the last several years – formalised by the new VET law. Almost none of the interviewees mentioned ETF in the context of social dialogue. Although in an indirect way a link can be established, as ETF was co-responsible for the design and content monitoring of the EU-funded VET-reform programme, including the component drafting the new VET law.

#### **Efficiency**

- To what extent have project finances and human resources produced the intended results?
- To what extent have good practices / lessons learnt / institutional knowledge been used?
- To what extent are institutional processes of ETF (internal procedures, knowledge management and reporting system) monitor the achievement of the results?
- To what extent is donor-coordination contributing to economies of scales and complementarity of the use of ETF resources in FYR of Macedonia?
- How economically are ETF resources (funds, expertise and time) converted into results?
- Have timely and appropriate decisions been made to adapt to changing conditions for producing the intended results?

Overall, it can be said that allocated project finances and human resources have produced the intended results of ETF-activities in an relatively efficient way. According to several interviewees from different stakeholder groups, ETF uses its limited funds quite efficiently.

The experts of ETF in charge always ensured continuity despite the frequent change in personnel (CMs). There seems to have been a planned and well executed handing over to the next Country Manager. In addition, continuity with the stakeholders was ensured which also contributed to a more efficient use of resources. However, one external factor that negatively influenced the efficient use of resource is the fact that changes in government often resulted in a change in personnel in relevant institutions (important positions). Consequently, a significant amount of the resources spent for capacity building (via training, seminars, workshops) was wasted in cases where staff was exchanged and continued working in different positions/areas from those s/he had been trained for.

A significant amount of ETF-activities during the respective years was to respond to requests of the EC Delegation or national beneficiaries and stakeholders. Also the EAR has been supported by the ETF. Overall, the ETF's contribution received a lot of praise and especially the support to the EC Delegation has been commented on very positively. In this regards, the ETF's flexible approach has been highly appreciated. Besides, ETF's expertise and engaged cooperation as well as the practical help when needed, furthered the efficiency of the project management under responsibility of EAR. However, with regards to the EU-funded VET programme, there was some confusion about the role of the ETF in a few cases which lead to some sub-optimal conflict solutions.

The NO used to work very efficiently during its initial phase. 13 publications were produced in 11months. However, after this initial phase various managers succeeded each other rapidly, not always ensuring materialisation and transfer of institutional memory which caused a decrease in productivity. Also the integration of the NO into the MoES negatively affected the NO's productivity. The second change in management took place without a proper hand-over which significantly affected the efficiency of NO's work.

The entrepreneurship project and other seminars, conferences, workshops have been unanimously praised for their efficiency. Especially on entrepreneurship skill training, the modules in the new curricula, the cooperation of schools in VET giving real life practical trainings etc., offer a large field for innovation, with a shared eagerness and a ready acceptance of ETF support by several stakeholders. Seminars and workshops have been generally perceived as very efficiently organised, i.e. in the appropriate manner (i.e. referring to the location, number of people invited, etc.



One of the important ETF-activities also included the establishment of networks (facilitated by ETF workshops and seminars) as well as a coordination of the donors itself, thereby contributing to an increase in efficiency of measures in the field of VET reform and HRD in general. According to the EC Delegation, the organisation of (informal) donor meetings and coordination has always been on the CM's agenda. It was also mentioned by stakeholders that "ETF brings the 'bigger idea' and the others implement it". In contracts, EC-representatives view donor co-ordination and policy advice by ETF with some reservation, stating that policy and international coordination is the responsibility of the EC.

#### Effectiveness

- To what extent have ETF results lead to achieve the specific objectives?
  - Category I: To what extent have the results of ETF-activities supported the EC in FYR of Macedonia?
  - Category II: To what extent have the results of ETF-activities contributed to the availability and accessibility of relevant information?
  - Category III: To what extents have the results of ETF-activities facilitated development and innovation?

Effectiveness can be attested for all three categories of ETF activities, whereby Cat I and III activities appear to have generally met their targets. In contrast, the effectiveness of Cat II suffered from different factors and has been rated not very satisfactorily.

The ET has found several facts which indicate the effectiveness of Cat I activities: According to EAR and the EC-delegation, ETF has continuously provided very good technical input, which has been very helpful in project design, tender selection and content monitoring, as well as providing input of thematic expertise. The overall purpose of ETF is the development of the VET system, a.o. in FYR of Macedonia. In this regard, the ETF activities seem to have met their objective of setting up pre-conditions for successful (EU-funded) programmes for VET-reform.

In relation of ETF's Cat II activities, the positive finding was that during the initial phase, the NO had a high rate of output (13 documents in 11 months). In this context, the NO's Labour Market Survey seems to have been instrumental to raise awareness for joint efforts for VET-reform in relation to labour market needs and economic dynamic. Private training providers which were originally sceptical about ETF activities are now participating. However, since the NO function was located under the responsibility of the MoES, it seems to have lost its independence and drive. Furthermore, the visibility of the NO seems to have decreased significantly. It turned out that a great number of interviewees are not aware of the NO and its reports (even when showing examples of publications) and that these publications are not used by those stakeholders that were interviewed. Some stakeholders who were aware of the publications criticised that the reports were only available in English (limited absorption capacity) and not disseminated adequately which crucially affects the effectiveness of the NO publications.

The effectiveness of ETF's Cat III activities was generally assessed positive. Innovative activities included strategies to enhance real-life training situations in practical training and initiatives of VET-schools to operate on the commercial market of training, as well as mainstreaming of entrepreneurship modules throughout the education system. These activities were commented on as very supporting, motivating and in close accordance to national priorities. However, no objectively verifiable assessment can be made on the effectiveness of the seminars on TT or adult learning / LLL activities.

#### Impact

- *Direct impact:* To what extent have the objectives of ETF-activities served the purpose including compliance to the EU Acquis Communautaire?
- *Indirect impact:* To what extent have ETF interventions unintentionally contributed to the purpose?
  - To what extent have ETF interventions generated bigger funds for the development of the VET system?
  - To what extent have ETF interventions triggered unforeseen developments in the legal system of the VET system?
  - To what extent have ETF interventions impacted other parties?

Overall the objectives of ETF activities in FYR of Macedonia were in line with the Acquis Communautaire and EU-policy as well as the country strategy. The impact of ETF-activities in FYR of Macedonia was therefore particularly assessed on the basis of ETF's overall objective with regards to this country, i.e. the development of the country's VET system.

A key indicator that this objective has been achieved, i.e. that ETF contributed to its achievement, is also the fact that the new VET law passed in the Macedonian Parliament in June 2005 in the context of the 2<sup>nd</sup> EU-funded VET-reform programme. This can be considered as an institutionalised systematic change into government supported by the ETF.

Furthermore, the co-ordinators of the 16 schools trained during the 1<sup>st</sup> EU-funded VET-reform programme have established themselves as a multi-purpose resource of change agents who now impact the VET-reform process further, since/even though many of them meanwhile operate from different position in the VET system.

In addition, the National Plan for VET reform 2005-2013, which was initiated and funded by the Open Society Institute in FYR of Macedonia of the Soros Foundation, can be considered as an indirect impact of ETF activities. The Foundation contributed to dialogue and awareness creation to the VET reform and therefore, can claim a share in its success.

#### **Sustainability**

- To what extent are results of ETF-activities in FYR of Macedonia sustainable after conclusion of the intervention?
  - Will networks initiated by ETF continue to function and generate the relevant expertise?
  - Is the institution building durable and are beneficiaries able to apply and further develop their skills and knowledge acquired through the professionalisation process supported by the ETF?
  - To what extent has ownership been achieved and how has it been translated in to durable support for the further development of the VET system and its interface with labour market and economic innovation in FYR of Macedonia?
  - To what extent do the results of ETF support to the EC request create lasting results generated by the beneficiaries?
  - To what extent is the beneficiary able to generate and disseminate relevant information without ETF support?

One of the (external) aspects negatively influencing the sustainability of the results of ETF-activities is the habit to change personnel throughout the education system (from management in the ministry to school directors) following every political change in government. This habit is wasteful of (Macedonian as well as) external project funding; while neglecting summative capacity building, it undermines institutional strength and durability of initiated processes. Even laws recently approved by parliamentary majority are subjected by new governments reopening debate, delay implementation and amend according to political preference. So far, the Macedonian government seems unable or reluctant to take initiatives to ensure sustainability of the results that ETF-activities achieved.

Another (external) aspect that influences the sustainability of ETF-activities is the limited capacity in government institutions (especially with regards to language skills, project management and administrative transparency). The implementation of EU legislation and policy, involving institutional changes, will require continuing training as well as dissemination and transfer of results.

In relation to the EU-funded VET-reform programmes, the sustainability seems to be challenged by significant (though diminishing) resistance to change among teachers. However 'among the converted' several reform tools like new curricula, and methods of learning, as well as closer cooperation between schools and enterprises, seem to be accepted as new format for VET provision. The ET has the impression that the durability of VET-reform seems highly dependent on individual engagement and external pressure (from EU-accession process). The 1st EU-funded VET-reform programme largely enhanced the absorption capacity, but subsequent programmes have had difficulty to build on that strength.

There is no hard evidence to determine whether the established networks will continue to function. Various representatives of Macedonian authorities are critical of the level of collaboration between government institutions. The networks including social partners seem to have developed a dynamic of their own and are likely to survive also without project funding. Other forms of collaboration are expected to survive on a smaller scale dependent on the extent key actors are able to integrate the project results into their regular mode of operation (mainstreaming). VET schools use questionnaires to assess local / regional labour market needs themselves (it's unclear how this links up to data of NES and NO). They cooperate and build own training companies, virtual training companies etc. show a large amount of ownership, indicating a high commitment to continuation.

The sustainability of the NO as a service provider will be dependent on the outcome of the new tender procedure and cannot be commented on by the ET at this stage.

#### 5.4 Assessment of attitudes for future collaboration with ETF in FYR of Macedonia

The following ratings intend to capture the attitude of respondents in FYR of Macedonia with the prospect of future collaboration with ETF. The bearing of such future-oriented attitude for assessment of the past can only be construed by inference. The ratings do not represent evaluative assessment of past ETF-activities.

During the field mission in FYR of Macedonia 27 stakeholders filled in the questionnaire. 5 persons omitted one question, one person omitted two questions. The overall median lies above the “quite a lot” category. The basic attitude towards the ETF varies significantly between the stakeholders; the average ranges from 3 to 5. It is interesting to note that there is a tendency for a bipolar distribution having one group centred on a median of 4.2 and the other group around a median of 3.7.<sup>72</sup>

RELEVANCE
<i>To what extent do ETF-activities help you achieve the most important objectives of your work? (A)</i>
<i>Did you consider the work of ETF focused on the needs of your country? (B)</i>

The relevance of the ETF activities is scored highest from all the rating dimensions. The range of scores (3 to 5) supports the impression that the stakeholders in Macedonia consider the work of the ETF as relevant and being focused on their needs. The average scores of 4.12 (question A) and 4.5 (question B) indicate a very broad and supporting attitude towards the ETF and its experts.

EFFICIENCY
<i>Do you experience the work of ETF as efficient, making the best use of funds, expertise and time? (C)</i>
<i>How do you value the quality of results, compared with the use of finances and human resources? (D)</i>

The assessment of efficiency shows a similar high score compared to questions A and B with an average value of 4.11 for question C. However, when the “quality issue” is added (question D), the average value is still high (3.8) but it is 0.31 rating points lower. The reason for this difference should be carefully researched in order to be able to decide whether to modify ETF approaches.

EFFECTIVENESS
<i>To what degree does your work benefit from services provided by ETF? (E)</i>
<i>Did the results of the ETF-activities live up to the predefined purpose? (F)</i>

With an average value of 4.04 (question E) and 3.89 (question F) the scores remain on a high level (with only a minor difference between them). The Macedonian stakeholders experience the work of the ETF in comparison to their own work and expectations as positive and trustworthy. Whether this score on the ETF services meeting the predefined purpose relates to an artefact should be examined in the future.

IMPACT
<i>How important do you assess the direct and indirect effects of ETF-activities? (G)</i>
<i>To what extent is there a specific long-term impact of ETF-activities? (H)</i>

The highest single rating (an average value of 4.27 in relation to question G) indicates the practical and demand oriented perception of the ETF services. The result however, should be examined in relationship to the ETF’s close relationship with the EAR projects. This interpretation gets some support from the lower – but still very positive - score for question H with an average value of 3.93.

SUSTAINABILITY
<i>To what extent do results of ETF-activities last after the termination of projects? (I)</i>
<i>How strong is the support for sustaining the impact of the ETF-activities? (J)</i>

<sup>72</sup> Results of Questionnaires

	Relevance		Efficiency		Effectiveness		Impact		Sustainability		Added Value	
	A	B	C	D	E	F	G	H	I	J	K	L
No. of questionnaires	26	27	27	25	27	26	26	27	25	27	27	25
Average	4.12	4.5	4.11	3.80	4.04	3.89	4.27	3.93	3.48	3.56	4.22	4.04
Range	3-5	3-5	3-5	3-5	1-5	2-5	3-5	3-5	2-5	2-5	3-5	3-5

The relatively low average scores in relation to sustainability (3.48 for question I and 3.56 for question J) might be caused by different reasons. Although still above the median, the results might be an indicator for a lack of trust, a not-experienced continuity or a missing conviction of being able to control the achieved state of change. The reasons should be examined carefully and actions considered.

ADDED VALUE
<i>In general, how useful are the services provided by ETF to you? (K)</i>
<i>To what extent are ETF-activities unique, compared with external support from other sources? (L)</i>

The average scores of 4.22 with regard to question K and 4.04 for question L can be considered as very positive. It seems as if the ETF services are being seen as very donor specific. This positive and trusting attitude of the majority of the Macedonian stakeholders could become the main asset for future cooperation.

## 6 Ratings by EC-representatives & Added Value of the ETF Activities

### 6.1 Analysis of ratings by EC-representatives

The following ratings intend to capture the attitude among EC-representatives with the prospect of future collaboration with ETF. The bearing of such future-oriented attitude for assessment of the past can only be construed by inference. The ratings do not represent evaluative assessment of past ETF-activities.

Although 12 representatives of the European Commission were interviewed, the rating questionnaire was completed by only 6 representatives, i.e. excluding those who have not been significantly experienced with the ETF.<sup>73</sup>

Two items of the questionnaire (question B and J) were not scored by them, because these were country-specific questions. Their overall scores (ranging from 3 to 4) were generally lower than the scores given by stakeholder and beneficiaries in FYR of Macedonia and Turkey.

Besides the two omitted items, three questions were not answered by a few individuals due to the varying type and intensity of the contact with the ETF.

In order not to lose valid information it was decided to present calculations with a 2-digit level of accuracy, being clear that only with small variation in each item these differences might be used as a valid result.

<sup>73</sup> Results of the Questionnaire

	Relevance		Efficiency		Effectiveness		Impact		Sustainability		Added Value	
	A	B	C	D	E	F	G	H	I	J	K	L
No. Of questionnaires	6	2	6	6	6	5	6	6	4	1	6	6
Average	3.33	3.50	3.80	4.00	3.67	4.20	3.67	3.67	3.00	3.00	4.00	3.17
Range	2-5	3-4	3-5	3-5	3-5	3-5	3-5	3-5	2-4	3	3-5	2-5

RELEVANCE

*To what extent do ETF-activities help you achieve the most important objectives of your work? (A)*  
*Did you consider the work of ETF focused on the needs of your country? (B)*

The EC representatives rated the relevance of ETF activities with an average score of 3.33. In comparison, all 62 respondents rated A with an average of 3.93 which shows that the ETF is considered a positive partner. The average score of 4.00 which was given by the country stakeholders on question B, indicates a high relevance of ETF's work. However, there is a significant difference of 0.3 point between Turkey and FYR of Macedonia in relation to this question, supporting the not so positive evaluation of Turkey. Taking into account the critical subgroup in the Turkish stakeholders and the more positive scorings in general with the Macedonian stakeholders, the difference should not be over-interpreted; still there is reason to look for content oriented reasons.

EFFICIENCY

*Do you experience the work of ETF as efficient, making the best use of funds, expertise and time? (C)*  
*How do you value the quality of results, compared with the use of finances and human resources? (D)*

The EC representatives rated efficiency as the best category, reaching an average of 3.83 with regards to question C and 4.00 with regards to question 4. The overall score is in line with this rating results as well (C: 4.06 and D: 3.90). Consequently, efficiency is one of the strong corner stones the positive perception of the ETF rests upon.

EFFECTIVENESS

*To what degree does your work benefit from services provided by ETF? (E)*  
*Did the results of the ETF-activities live up to the predefined purpose? (F)*

The EC experts have ranked effectiveness in the middle (E:3.67 and 3.50), reaching a level comparable to that of the Turkish stakeholders. In contrast, the Macedonian stakeholders showed a little more positive trend. Here, the difference should be considered as the more overall positive answering-effect of the Macedonian group. The ETF interventions are – seeing the overall picture – considered to be positive (E: 3.81 and F: 3.76) and all the stakeholders benefit from its services.

IMPACT

*How important do you assess the direct and indirect effects of ETF-activities? (G)*  
*To what extent is there a specific long-term impact of ETF-activities? (H)*

The results of these questions on impact are considered a positive surprise (G: 3.67 and H: 3.83) especially due to their strong future orientation. The EC stakeholders showed a strong believe in the rather important effects of the ETF input. The same applies for the overall evaluation (4.15 and 3.92). This is another strong point of the ETF reputation as a centre of expertise.

SUSTAINABILITY

*To what extent do results of ETF-activities last after the termination of projects? (I)*  
*How strong is the support for sustaining the impact of the ETF-activities? (J)*

The average scores of the EC representatives on sustainability (only referring to question I, as question J is country specific) is with its average score of 3 lower than the other ratings. This shows a 'staircase result' with Macedonian stakeholders scoring 4, Turkish stakeholders scoring 3.5 and representatives of the European Commission scoring 3. The evaluation team suggests looking into these differences more closely, even while the average score for these questions (I and J) is 3.75 for sustainability.

ADDED VALUE

*In general, how useful are the services provided by ETF to you? (K)*  
*To what extent are ETF-activities unique, compared with external support from other sources? (L)*

Looking at the overall image of the ETF, as seen from the generalised perspective of the stakeholders, this category shows a bright and positive picture with an average score of 4 (question K) by the EC staff and a 4.31 as an overall score. Even the 3.8 (EC) and the 3.83 (overall) ratings related to the differences compared with other donors, represent a very positive result. This is especially true when taking into account that ETF is mostly offering expertise and not money to the same extent. Other donors also operate on a professional level and still the ETF work is considered being “something special, reliable and need driven” as one stakeholder defined it during an interview.

## **6.2 Added Value of the ETF**

➤ How are services provided by ETF different than what other actors (commercial contracted consultancies) can provide, in order to serve the purpose, taking into account its specific position as EU-institution?

### ➤ **Added value: Turkey**

From the point of view of Turkish stakeholders and beneficiaries as well as EC representatives that are involved in ETF activities in Turkey, the ETF is considered a qualified outsider providing expert advice and guidance, without its own unilateral agenda. The EC delegation in contrast, (employing local people with generalist responsibilities) is more considered as “a Turkish face” of the EU. The EC delegation has authorisation over EU project funds and focuses on formal (contractual) procedures, whereas ETF provides guidance on content.

An important feature of the image of ETF as EU-institution in Turkey is that its mission has a not-for-profit base. The inclusion of the word “Foundation” in its name seems to enhance this perception. Non-profit organisations (like charities and NGO’s) are trusted to work for public interest and have a better image than commercial service providers (like private consultancies), which are considered to be more interested in their own profit than in the content of their work. Another distinction with consultancies is found in ETF’s ongoing concern for developments in Turkey, whereas consultants come and go depending the duration of the projects they’re contracted for.

Though there is an established preference for the EU-agenda on support for reforms, Worldbank procedures are considered to be more user-friendly (shorter and easier), leaving more responsibility to implementing agents in terms of procedures and procurement. This comparison doesn’t directly reflect on ETF’s internal procedures (which are considered light and flexible for those who have insight into it), but all substantial funding is subject to EU-administration. It is said that compared to other donors ETF’s empathy level is bigger.

The distinction with Cedefop is mainly identified in geographical terms (where Cedefop caters for EU member states and ETF for non-member states); as regards the modus operandi interviewees highlight the Cedefop’s thematic structure and lack of country managers. The good standing of ETF and Cedefop in Turkey underwrites the importance of VET-reform.

Whereas ETF is perceived as a competent and reliable partner, national beneficiaries and stakeholders guard that ETF should not become dominant. In the dynamic of Turkey’s accession process ETF seems to be in a unique intermediary position. EC-representatives express concern that ETF seems to become involved in policy advice, which is considered a prerogative of national and European policy makers (not including ETF).

However, overall it can be said that outside a limited in-crowd (which is dominant among the interviewees) the ‘brand’ ETF seems to be little known. Although ETF is actively engaged in monitoring activities of the EU-funded programmes its image in the field is not profiled (e.g. interviewed staff of schools participating in EU-funded programmes is unaware of ETF’s existence and services). NO-publications seem to be hardly known and dissemination seminars (usually in Ankara) seem to cater for a stable group of ‘initiated’. Depending on the desired profile ETF wants to have in Turkey, there is potential to increase the visibility (see recommendations).

➤ **Added value: FYR of Macedonia**

From the point of Macedonian stakeholders and beneficiaries as well as EC representatives that are involved in ETF activities in FYR of Macedonia, ETF is seen as professional institution with highly qualified staff to provide services that increase national capacity.

ETF combines various functions, like advising on EC-resources, stimulating encounters, providing expert guidance, facilitating communication between stakeholders and sometimes as intermediary e.g. between EAR and beneficiaries. Especially the work of the ETF's country managers is highly appreciated as they are considered to have been very committed and care for the follow-up of activities. Furthermore, interviewees stressed the generalist overview of its country managers and the rapid and demand-driven access to expertise (among ETF-staff and private consultants).

Generally ETF's interventions are valued as authoritative expert opinion of an independent outsider. It was said that without ETF's support the EU-funded VET-reform programmes as well as projects on SME's and entrepreneurship skills training, as well as various forms of national and international cooperation would not have taken off.

EC-representatives identify ETF's added value in comparison to private consultants as long-term commitment; while consultants leave when they finish their project,

However, it has to be mentioned that this very positive picture was drawn from interviewees who have been working very closely (and directly) with the ETF for a certain time. A significant number of interviewees in contrast, was not (fully) aware of ETF as an institution. Some of these interviewees rather identified with individuals (the ETF-staff they met most, or collaborated with in the context of a project), sometimes unaware they represent ETF. This might be due to the fact that Country managers have contacts with various stakeholders and therefore are likely to personify ETF.

In some cases, the beneficiary and several stakeholders don't know whether ETF has its own agenda for their interventions, or just responds to whatever services local authorities request. Some see it as just another face of the EU without distinguishing between the various EU-institutions. Several interviewees indicated that their contact with ETF is limited to a specific project involving a thematic expert of ETF.

Overall it can be concluded, that the ETF's activities in FYR of Macedonia are highly valued, but the Foundation seems to have a low profile in the country. As in the case of Turkey, measures could be implemented to increase the visibility, if this is desired. Being an EU-institution provides ETF a unique position in the context of the EU-approximation process of FYR of Macedonia.

## **7. Conclusions and Recommendations**

### **7.1 Conclusion from the Evaluation Exercise**

Based in the findings from the document analysis, the interviews as well as the rating exercise, the following conclusions can be drawn about the ETF activities in Turkey and FYR of Macedonia:

- ETF activities in the two countries have appeared to be relevant and in line with the respective EU/ country policies. They are (highly) appreciated by stakeholders and beneficiaries.
- In relation to efficiency, it can be summarised that the money was “well spent” and that in some cases it was “oil in the machine” (as mentioned by stakeholders).
- The financial evaluation showed that the disbursement ratio in each country was higher than 80%, which, given structure of activities (predominantly small/mini) can be seen as an achievement in itself.
- All activities undertaken were fully completed (some with certain delay). The ET is not aware of any result planned and started but not achieved in the end. Effectiveness has been high in categories I and III but was impaired in category II.
- Impacts of category I activities are primarily visible in the large EU projects to which the ETF activities contributed. In both countries, the progress of the VET reform, in Macedonia even the passing of the VET law, can be considered valuable impact.
- The impacts of category II activities are not so clearly visible but can also not be denied. In Turkey the NO-function is now handled by a new consortium. In Macedonia, where the NO-function had had a good start, tendering is in progress. The final results remain to be seen.
- As regards category III (development and innovation) it was difficult to identify an objectively verifiable impact. Based on anecdotal feedback, especially training activities appear to have been useful and welcome in both countries.
- Chances for sustainability for Turkey were considered high by stakeholders for skills implanted (e.g. project design, monitoring etc.) to institutions. Even without ETF assistance, the SVET programme will be extended to Southern Turkey. Likewise have methods and techniques for VET design been firmly rooted in the Turkish VET system. Indications are that social partners are willing and able to take responsibility in the future. However, the NO-function seems dependent of future ETF funding and doubtful without ETF support.
- Sustainability of ETF results in Macedonia is impaired by the political and administrative system in the country, i.e. the habit to change personnel throughout the education system following every political change in government. Even laws recently approved are subjected by new governments reopening debate or amending them. So far, Macedonian government seems unable or reluctant to take initiatives to ensure sustainability. In addition, VET reform seems highly dependent on individual engagement as well external pressure (from EU accession process).
- Assessing the responses regarding the “added value” of ETF interventions in Turkey and FYR of Macedonia, stakeholders (mostly with longer and/or more intense exposure to ETF activities) rated this criterion very highly. Especially the engagement of country managers was highlighted in both countries. Specific highlights mentioned were the impartiality and trustworthiness of the ETF (respondents in Turkey) and the flexibility and continuity of ETF services beyond their ‘ToR’ (comments in FYR of Macedonia).
- This positive image, however, appears to be restricted to a certain (VET) in-crowd. Awareness and profile of ETF outside this circle is limited and visibility could be improved.



## **7.2 Reflections on the New Council Regulation 2007 – 2013**

Although the ETF activities in Turkey and FYR of Macedonia had to be evaluated with regard to the Council Regulation that was in place until 2006, the recommendation for ETF's future activities in the countries are directed to the new ETF Council Regulation which outlines the Foundation's overall strategic priorities and functions in the context of the EU's programming period 2007-2013. The Regulation also describes how these priorities and functions will be realised between 2007 and 2010 in more detail<sup>74</sup>.

Overall, ETF's orientation and therefore, fields of activities in the new Regulation have been broadened, i.e. activities will aim to a greater extent at connecting education and training policies to broader social and economic policy challenges such as poverty reduction, transparency, migration, and social participation as well as employment. Thereby, the ETF will provide assistance that is in line with the new EU external assistance programmes.

More specifically, ETF targets the provision of information, analysis and policy advice on HRD to the partner countries, capacity building measures, the facilitation of information exchange among different donors involved in HRD, the improvement of effectiveness and relevance of Community assistance programmes to partner countries in the field of HRD as well as the transfer of relevant policy lessons between EU Member States and partner countries or among partner countries.

The recommendations of the ET regarding the new Council Regulation and future course of the ETF are more of a general nature, not necessarily based on findings of the present evaluation mission.

### Pillar 1: Support to education and training reform in the partner countries.

As could be shown in the analytical part of the report, the ETF activities served the needs of the two countries and positively contributed to the development of the VET system in the respective country. Overall, the activities have been (highly) appreciated by the local stakeholders, beneficiaries and EC-representatives.

The New Council Regulation opens a much broader field of VET activity compared to the time of the present evaluation. According to the Mid-Term Perspective 2007-2010 the ETF interventions will be more policy oriented. The integration of industry and agriculture is not explicitly mentioned but "the role of skills development in training the competitiveness of enterprises, gender participation and increased employability" are highlighted. Fruitful areas of intervention could be:

- 1. Cooperation between EU and accession countries training providers, labour market research institutes, auditors for quality, and other institutes and consultancy companies could be envisaged. The dual aim would be (a) to foster the establishment of service providers in the accession countries (incl. joint ventures) and (b) to speed up the access to relevant EU VET knowledge and technologies.
- 2. Stronger emphasis on adult education and life-long-learning as envisaged in the new Council Regulation could imply closer cooperation with industry and agricultural companies, SME as well as large companies. A natural course of action for ETF, in this respect, could be the active involvement of EU industries in target sectors selected according to the accession country's economic profile. Instruments could be Private-Public-Partnership and other programmes combining EU and local enterprises. The trade associations of the target sector would play a catalyst role in the process.
- 3. VET could be linked to entrepreneurship development and also incorporate industry related topics such as quality, competitiveness, productivity, environment, etc.
- 4. in View of the New Mid-term Perspective it could also be taken into consideration to broaden the client base (including NGOs, trade associations, etc.)

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<sup>74</sup> Another mid-term perspective will be prepared for the second period 2010 to 2013.

### Pillar 2: Corporate Communication

As could be seen during the analytical part of the report, the Foundation has a relatively low profile in (the two) partner countries and is little known, outside a certain in-crowd. This also includes ETF publications as well as NO reports. In order to address this issue and to be in accordance with the new Mid-term Perspective 2007-2013, the following recommendations are made:

- 5. The evaluation has shown that ETF already has valuable credentials “as a centre of expertise supporting human resource development”. This profile should be strengthened however, without competing with EC visibility. The EU industry cooperation suggested above could be an additional instrument to present ETF as an EU HRD technology provider.
- 6. The comprehensive set of communication tools designed by the ETF needs to be introduced systematically. Interview partners in the evaluation were not primarily aware of individual activities of ETF in the respective country, not yet about the profile and service capacity of ETF as an organisation.
- 7. To increase the awareness of ETF as a centre of expertise, a higher dissemination of publications is recommended. This measure should be accompanied by translations of the publications into local languages (f.e. by local experts) also in order to increase absorption capacity. These measures would not only speed-up the dissemination of information and increase the visibility of the Foundation but also help to include local VET specialists into ETF activities to a greater extend.
- 8. Linkages to the EU external relation programmes could be promoted in a more systematic manner by scrutinising all existing and especially the upcoming EU projects for possibilities to design matching HRD components in parallel.

### Pillar 3: Organisational learning: Strengthening knowledge and systems

This section of the Regulation responds already to the need for organisational improvement mentioned above: *“In the mid-term period, the ETF will adapt its organisational processes and way of working to the new environment created by the new external assistance instruments. This will include aligning the ETF’s management and internal control systems...”*

The ET fully subscribes to the six major “challenges” (page 8/9) of the Regulation as these would address not only organisational process but also the need to build local competences in a more continuous manner alongside with improved knowledge management, including evaluation and lessons learnt.

## **7.3 Conclusion and Recommendations for ETF Working Procedures**

The evaluation exercise combined two countries namely Federal Republic of Macedonia where ETF worked since 1996 and Turkey, where ETF started its activities in 1999. Both are now accession countries, however, with a very different social and economic background. The ET did not find compelling similarities between the two countries (e.g. to elaborate country comparisons or sector specific analyses) and therefore, the analytical parts have been treated separately.

As already mentioned in the introduction, the type of ETF activities differs from the evaluation of the typical “compact” project or programme. The ETF activities are rather comparable to “baskets” of micro projects and the evaluation methodology should be adjusted to this situation accordingly. As outlined at the beginning of the report, the ET was confronted with certain ETF work procedures which challenged the evaluation procedure. For future evaluations the ET suggests the following:

- 9. ETF should develop a checklist of all relevant information to be consulted by the ET and all this information should be ready at the beginning of the Deskwork phase.
- 10. It would be helpful, if a complete list of ETF-activities, even including the EC requests, could be communicated (e.g. as an attachment to the ToR) to describe the character of the ETF work in the respective country more clearly.

- 11. A second visit to ETF after field work (as already suggested) would allow for additional and more detailed clarifications and therefore, enhance the value of the evaluation compared to following telephone interviews only.

The incompleteness and varying structure of the information base for ETF's multitude of activities in a country, sector or region needs urgently to be addressed.<sup>75</sup> The evaluation team did not uncover an ICT-based knowledge management system, where good practices, lessons learnt, institutional know how, etc. are collected, registered and transferred apart from non-standardised mission reports, peer reviews and, since 2003, quarterly reports which are rather narrative in nature.

The weakness is known to the ETF and so is the difficulty in finding appropriate solutions that do not choke activities with procedural and administrative requirements<sup>76</sup>. In addition to what has already been mentioned in previous evaluations, the ET would like to contribute to future programming and / or organisational improvements the following recommendations in order to ensure efficiency in that sense:

- 12. A needs analysis should be required for all major ETF activities above a certain budget threshold. Needs analyses could be substituted by Nominal Group Technique (multi voting), Prioritization Matrices or similar techniques. Activities related to "Support to the EC" could continue to be based on the needs analyses of "host" projects or project groups.
- 13. For the monitoring of its larger project / programme the ETF should evaluate the possibility to introduce an ICT-based monitoring system. Key requirement would be the uniformity of monitoring formats, and procedures in all ETF countries, and their compatibility with EC principles and criteria. In this regards, the development of an IT database is crucial. Since 2005, ETF develops country reports and country plans, which can serve as base for monitoring the progress of activities and assessment at the end of the year. These show to what extent programmed activities have realised the planned results and achieved their intended objectives.
- 14. An improved monitoring system would provide linkages to knowledge management. The ET has no information that good practices / lessons learnt / institutional knowledge have been collected and registered or transferred. The ET observed that both the feedback to local stakeholders and to other projects (national and in the region or sector) also requires upgrading to move from occasional information sharing to knowledge management. Therefore, the continuation of the development of an ICT-based knowledge management is highly recommended.
- 15. A major precondition for the development of a successful monitoring system is the introduction of objectively verifiable indicators during the planning of activities.
- 16. It is furthermore proposed to apply a total cost scheme, including all the funds used, including the travel costs as well as the ETF staff involved. This could improve the transparency inside ETF, as well as towards the EC and the national stakeholders. The profile and the actual involvement of the ETF could thus become clearer to its partners.
- 17. The ET also recommends a standardised debriefing procedure for all missions and research projects observing a. o. the evaluation criteria and being linked to knowledge monitoring.
- 18. In various instances stakeholders complained about insufficient dissemination of research results, planning exercises etc. Experience has been (generally) that the problem often lies in the lack of awareness of the "need for marketing" the results. Usually, the focus is more on the production of research findings rather than their dissemination and final use. Therefore, the ET recommends addressing this issue during the planning of activities, i.e. to incorporate it as an objective (i.e. the target groups X and Y have to be aware of the reports).

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<sup>75</sup> See Annex 5:

<sup>76</sup> The difficulties reported here are not specific to the two countries of this evaluation but are also mentioned in other evaluation reports.

## ANNEXES

## Annex 1 Terms of Reference and Implementation of the Evaluation Assignment

The Terms of Reference CON/06/ETF/003–WP06-73-02 (hereinafter referred to as ToR) is the binding framework for the evaluation of ETF-activities in Turkey and FYR of Macedonia.

*"The objective of this project is to contract a team of experts to carry out an evaluation of ETF-activities in Turkey and in FYR of Macedonia. The objectives of the evaluation are to provide ETF with:*

- An objective assessment of its activities in Turkey and FYR of Macedonia in terms of relevance, added value, efficiency, effectiveness, impact and sustainability;*
- Recommendations for ETF future activities based on lessons learned.*

*The expected results are:*

- An objective final evaluation report drafted by the evaluation team and published on ETF website;*
- A feedback seminar open to all ETF staff in Turin to disseminate and discuss the findings and recommendations of the evaluation;*
- Recommendations contributing to the formulation and design of ETF future activities and services."*

ETF has commissioned this assignment to Integration International Management Consultants GmbH in the context of their Framework Agreement. In accordance with the ToR, a team was formed with 3 international experts, 2 national experts for Turkey and 2 national experts for FYR of Macedonia. The duration of this project was originally from 15 August till 15 December 2006 and was extended to 28 February 2007. Implementation of this project was sub-divided in three phases: Preparation (1<sup>st</sup> phase), Field research (2<sup>nd</sup> phase), Analysis and reporting (3<sup>rd</sup> phase).

### ➤ 1<sup>st</sup> Phase: Preparation

ETF provided the evaluation team (ET) with documentation relating to ETF-activities in Turkey and FYR of Macedonia. These documents included budgetary data, mission reports, project documents, ETF-publications, etc. This documentation is shared between the international and national experts. The national experts cross-referenced these with locally available documentation and identified additional documents of relevance. The international experts of the evaluation team compiled a short narrative desk report in preparation of their visit to the ETF-office 26-28 September 2006 in Turin (Italy). The evaluation team interviewed several country managers and other ETF-staff involved in ETF-activities in Turkey and FYR of Macedonia. The ETF-briefing was co-ordinated by ETF's Programming, Monitoring and Evaluation Unit; the evaluation team met with its manager and was guided by the ETF project manager for this evaluation. The evaluation team made a presentation of preliminary findings, the intended methodology and a provisional planning of the project.

As conclusion of the Preparation phase, the Evaluation Team prepared an Inception Report, including:

- A narrative description of ETF-activities in the context of socio-economic and cultural development of Turkey and FYR of Macedonia, including financial and other data on the activities;
- Analysis of consulted documentation as well as information obtained by ETF-briefing and inception workshop in Turin (Italy);
- Outline of methodology and operationalisation of evaluation criteria, questionnaires and checklists for the field visit interviews;
- Planning project activities, including programmes for field visits (in Turkey, FYR of Macedonia and Brussels).

### ➤ 2<sup>nd</sup> phase: Field research

The second phase focused on field research (FYR of Macedonia : 17-25/02/2006; Turkey: 01-08/11/2006) . At the same time as drafting the Inception Report the field visits were prepared; contacting local stakeholders to be met and arranging interviews as much as possible in advance of the mission. ETF provided the evaluation team with official letters to help contacting the key stakeholders. The national experts of the project team supported the organisation of the field missions to a great extent. The evaluation team spent 6 working days, both in Turkey and FYR of Macedonia; meeting relevant stakeholders and ETF beneficiaries and collaborators (Ministries, Project Implementation Units, Employment Services, EC-delegations, EAR in Skopje, etc.).

The team leader and the international expert II also interviewed ETF counterparts at the services of the European Commission (27 and 28/11/2006) , in particular those who regularly request ETF assistance. Further to requirements of the ToR, the evaluation team proposed to make an extra visit to the ETF-office in Turin (Italy) for interviewing ETF-staff with management responsibilities over the activities subject to this evaluation. The contractual arrangements did not provide for such additional activity and after all, the extra visit to the ETF-office in Turin (Italy) was not made.

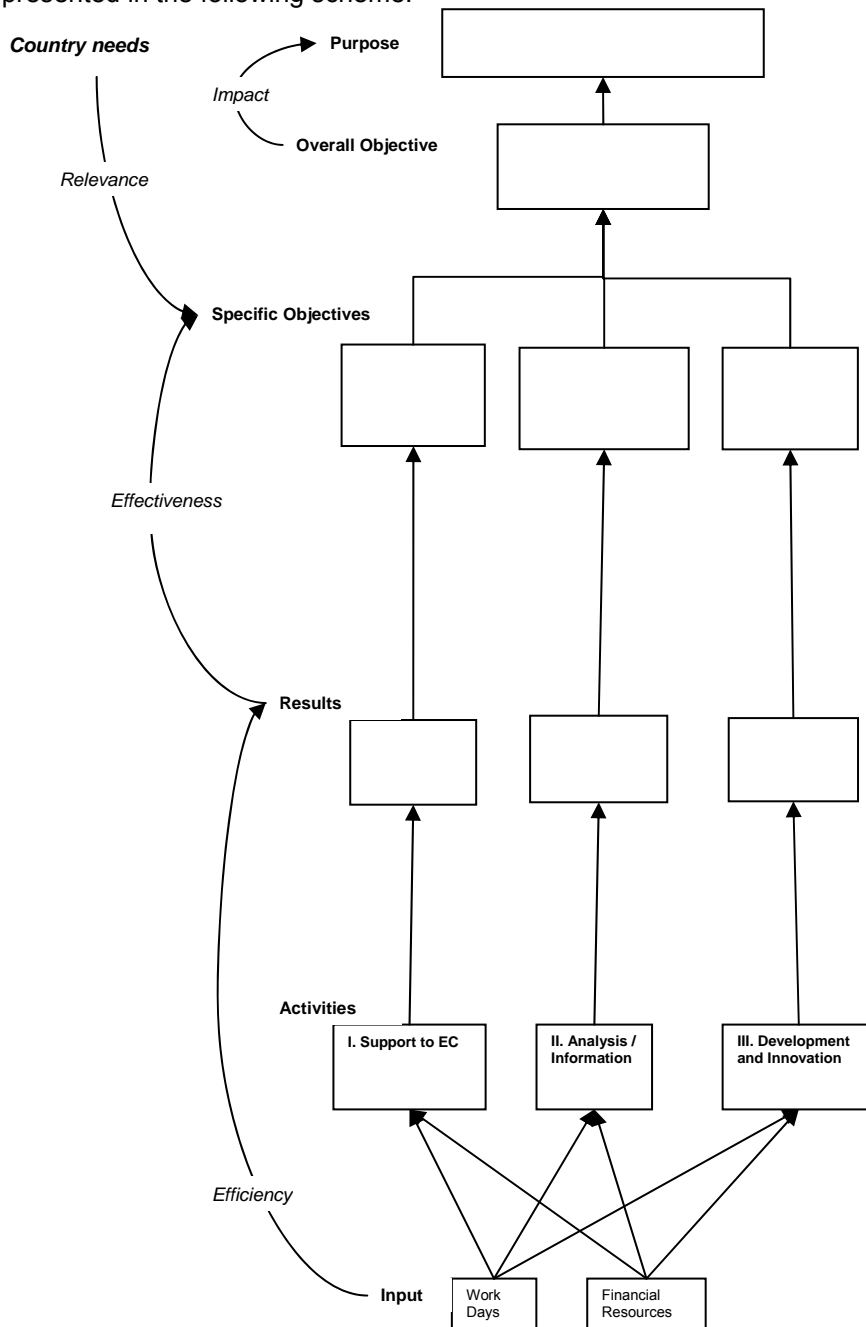
➤ **3<sup>rd</sup> phase: Analysis and reporting**

The third phase focused on analysis and reporting of data gathered by field research and desk study. The team drafted an Evaluation Report, following an outline agreed upon beforehand with the ETF project manager. After reception of ETF-comments on the report, the evaluation team revised the report. The evaluation team visited the ETF-office in Turin (Italy) to hold a feedback seminar on evaluation findings and recommendations on 16<sup>th</sup> February 2007. The feedback seminar included a presentation by the evaluation team and open floor discussion in-between ETF-staff and the evaluators. Results from the feedback seminar are reflected upon in this final version of the Evaluation Report.

## Annex 2 The Reconstructed Intervention Logic

Reconstruction of a Intervention Logic for the ETF-activities in FYR of Macedonia as well as for Turkey aimed at providing a brief overview of the activities per country as a whole. It was by no means intended to replace individual project Logical Frameworks; individual activities are not evaluated in detail, as this was beyond the scope of this evaluation. Rather, the reconstructed Logical Frameworks provided a base for the evaluation of the clusters of activities. In particular, they helped to illustrate the relations between the different LogFrame-elements (i.e. input, activities, results, specific objectives, overall objectives and purpose) that the lead questions refer to.

The evaluation criteria were identified as relationships between Intervention Logic elements, as represented in the following scheme.



### Annex 3 Evaluation Criteria and Lead Questions

The evaluation team (ET) applies standard OECD / EU protocols for evaluation, taking into account the Terms of Reference specification (see frame).

*“Six key evaluation criteria will be applied to the assessment of ETF intervention at the country level:*

- *Relevance*
- *Added value*
- *Efficiency*
- *Effectiveness*
- *Impact*
- *Sustainability*

*The emphasis will be on the relevance and impact. Where appropriate, comparison of the ETF' contribution to the HRD reforms in the two countries is used to draw conclusions.”*

This evaluation made use of the criteria developed by the OECD Development Assistance Committee (DAC) and applied by the European Union: relevance, efficiency, effectiveness, impact and sustainability. Added value was addressed as meta-criterion, focusing on the overall role of ETF as facilitator of activities in support of the reform of the VET system and its interface with labour market and economic innovation in Turkey / FYR of Macedonia. In accordance with the ToR, the emphasis was on the relevance and impact. Where appropriate, comparison of ETF contribution to reform processes in the two countries was used to draw conclusions. Upon ETF's instruction, crosscutting issues like gender, minorities, migrants and displaced persons were only reported in so far as these are focus of the activities evaluated. The evaluation team operationalised the evaluation criteria into lead questions.

**Relevance:** *the extent to which the intervention's objectives are consistent with beneficiaries' requirements, country needs, partners' priorities and the donor's policies.* As such it relates to the original design of the programme, as well as to adjustments made in response to changing circumstances (e.g. in politics, policy, institutional, economic, social and environmental setting). Simply, relevance seeks to ascertain that the project's design was appropriate to address the problems faced when the project was designed *and* at the time of the evaluation. It also seeks to ascertain if programme implementation was flexible enough to adapt to problems and challenges faced.

- To what extent have ETF-activities in Turkey / FYR of Macedonia addressed the need for and priorities in the reform of the VET system / labour market?
- To what extent has ETF influenced the interface of the VET system with the labour market and economic innovation in Turkey / FYR of Macedonia?
- To what extent and how successfully, if necessary, has ETF adapted the original rationale to meet changing needs in Turkey / FYR of Macedonia?

**Efficiency:** *a measure of how economically resources / inputs (funds, expertise, time, etc.) are converted to results.* How well have the planned activities transformed the available resources into the intended outputs in terms of quantity, quality and timescale? This assessment of day-to-day management (of financial and human resources) also addresses whether similar results could have been *better* achieved by other means and/or at lower cost in the same time frame.

- To what extent have project finances and human resources produced the intended results?
- To what extent have good practices / lessons learnt / institutional knowledge been used?
- To what extent are institutional processes of ETF (internal procedures, knowledge management and reporting system) monitor the achievement of the results?
- To what extent is donor-coordination contributing to economies of scales and complementarity of the use of ETF resources in Turkey / FYR of Macedonia?
- How economically are ETF resources (funds, expertise and time) converted into results?
- Have timely and appropriate decisions been made to adapt to changing conditions for producing the intended results?

**Effectiveness:** *the extent to which the intervention's objectives are achieved, taking into account their relative importance.* What difference has the programme made? Measured by how much the intended beneficiaries actually benefited from the programmes, products or services; assessing the extent to



which the programme's results were achieved or their potential benefits were realised; simply: did the results achieve the programme's objective?

- To what extent have ETF results lead to achieve the specific objectives?
  - Category I: To what extent have the results of ETF-activities supported the EC in Turkey / FYR of Macedonia?
  - Category II: To what extent have the results of ETF-activities contributed to the availability and accessibility of relevant information?
  - Category III: To what extent have the results of ETF-activities facilitated development and innovation?

**Impact:** *the positive and negative, primary and secondary long-term effects produced by the intervention, directly or indirectly, intended or unintended.* Assessing the extent to which benefits received by direct beneficiaries had a wider overall effect and, on a wider scale, in the sector, the region or the country. It addresses the relationship between the programme purpose and the overall objective. Such analysis also takes into consideration that the programme is one of a number of influences contributing to the wider outcome.

- *Direct impact:* To what extent have the objectives of ETF-activities served the purpose including compliance to the EU Acquis Communautaire?
- *Indirect impact:* To what extent have ETF interventions unintentionally contributed to the purpose?
  - To what extent have ETF interventions generated bigger funds for the development of the VET system?
  - To what extent have ETF interventions triggered unforeseen developments in the legal system of the VET system?
  - To what extent have ETF interventions impacted other parties?

**Sustainability:** *the continuation of the intervention's benefits after assistance has been completed (probability of continuation and resilience over time to risks).* Are positive outcomes of the programme likely to continue after external funding ends and can the programme's longer-term impact on the wider development process also be sustained at the level of the sector, region, or country?

- To what extent are results of ETF-activities in Turkey / FYR of Macedonia sustainable after conclusion of the intervention?
  - Will networks initiated by ETF continue to function and generate the relevant expertise?
  - Is the institution building durable and are beneficiaries able to apply and further develop their skills and knowledge acquired through the professionalisation process supported by the ETF?
  - To what extent has ownership been achieved and how has it been translated in to durable support for the further development of the VET system and its interface with labour market and economic innovation in Turkey / FYR of Macedonia?
  - To what extent do the results of ETF support to the EC request create lasting results generated by the beneficiaries?
  - To what extent is the beneficiary able to generate and disseminate relevant information without ETF support?

**Added value:** *the extent to which the services delivered by ETF facilitate activities in support of the reform of the VET system and its interface with labour market and economic innovation in Turkey / FYR of Macedonia differently than what can be contracted to commercial consultancies.* During the ETF-briefing it has been clarified that this criterion pertains especially to which extent the services delivered by ETF are different than what can be contracted to commercial consultancies.

- How are services provided by ETF different than what other actors (commercial contracted consultancies) can provide, in order to serve the purpose, taking into account its specific position as EU-institution?

During interviews the prepared outline is followed as closely as the situation permits. The lead questions are used 'organically' in context of the specific experience and point of view of the stakeholder interviewed, bearing the comparability of results in mind.

#### **Annex 4 The Rating Instrument to score attitudes for future collaboration with ETF**

The rating instrument is a means to establish an overall impression of the ETF, in addition to the focus of the interviews on detailed information. It measures the present basic attitude of the stakeholder for future collaboration with ETF and thereby, provides a prospective reflection on expectations. It covers another perspective and a different time-frame compared to the detailed interviews. By its strictly generalised type of questions it targets the basic, all-over belief and basic attitude without having to specify the “why”.

The rating instrument is designed to be used immediately at the end of the interview, following the reflections and actualisations of the stakeholder. Respondents were to score directly in a spontaneous fashion, to ensure that each person referred immediately to his general basic attitude towards ETF-activities. Interviewees were told that their individual scores are anonymised before inclusion in the evaluation report.

Using two questions per evaluation criterion ensured that misunderstood questions may not falsify the results without making the questionnaire too long. By using a one-dimensional rating scale we avoided the common ‘error of central tendency’ muddying the results. The 5-point scale rating was adopted to avoid the ‘halo effect’ in answering, while being differentiated enough to catch existing differences. It tends however to discourage extreme scoring, which was taken into account in the interpretation phase. The 12 rating questions addressed the six evaluation criteria, each with two questions, each with answer categories according to a 5-point scale.

All interviewees showed a great openness to cooperate and answer the rating questions.

## **Annex 5 Special Features of the ETF Information Base**

Through its researching the ET has not uncovered a knowledge management system, applying ICT (database) in ETF. The ET learned about the following internal procedure: after each mission, ETF-staff write a mission report that is accessible as a text-file for everyone in ETF. It is unclear how much ETF-staff actually consult mission reports of colleagues and what is the impact. Mission Reports (since 2003 also Quarterly Reports) seem to be used as HR-instrument to assess whether targets (as identified in the annual Work Programme) have been achieved. There is no common template recognisable in mission reports and they differ much in terms of quantity (i.e. length and level of detail), as well as quality, hindering comparative analysis. For the uninitiated these reports are difficult to understand as indication of projects is not consistent and follow-up of issues through time is frequently not taken care of. The Quarterly Reports are more standardised, but still mainly narrative (with some quantitative data) and in text-format.

Next to these verbal procedures of reporting, much depends on personal memory of staff involved, risking that built-up experience remains with the people directly involved and is not balanced with an outsider's view. There seem to be few indicators identified for ETF's own operation, which could serve to design the structure for a database for knowledge management. The ET has not found any information system, applying ICT (database), neither for ongoing monitoring of the progress, nor evaluation at the year's end to what extent plans have been realised and contributed to achieve intended objectives. This restricts the identification and transfer of good practices.

Having an ICT provision or database does not necessarily lead to knowledge sharing. Knowledge management is not the same as mission reporting. Missions are ONE part of the work of the country and project managers. Quarterly reports since 2003 are the first periodical monitoring tool in written format. Since 2005 all the ETF project team leaders write quarterly monitoring reports of their projects, which then are summarised in the ETF Quarterly Report. While there is no ICT system in place, the monitoring is done in the Operational Department in Word and Excel formats. An ETF project (Bootstrap) to establish an ICT based monitoring system (that would cover both HR and funds and Operations and Central Services) is on-going. Therefore this finding is not something new for ETF (that since 2004 invests in developing a better monitoring and recording system) and ETF is a moving target in this respect.

The specific form of interventions provided by ETF aims to respond flexibly to the current needs of stakeholders; such expert intervention-on-demand can only be planned to a limited extent. Annually ETF prepares a Work Programme, which since 2005 is operationalised in Country Plans. A significant amount of ETF-activities are not planned in advance and therefore not specified in the Work Programme. Rather, it is decided during the year on whether or not specific activities will be done; this is especially the case for the facility to support the EC. For several activities no LogFrame / ToR are prepared, which makes assessment of progress difficult. Following external evaluation of ETF as institution in 2003, ETF has engaged in a programme of evaluation of its activities per country (a few per year).

- To what extent are indicators for the results available and verifiable?

The overall positive opinion of EC-representatives, beneficiaries and stakeholders has been a strong indication for success. However measurement of results of ETF-activities on Support to the EC, Information & Analysis, or Development & Innovation can hardly be considered objectively verifiable. It was especially difficult with regards to category I activities, i.e. Support to the EC, where ETF activities often represent support steps within the complete project cycle and therefore, to measure the success of the ETF activity would have meant to measure the success of the complete project/programme which was beyond the scope of this evaluation.

The ET has not encountered any systematic monitoring of performance indicators and sources of verification for activity / project results. The 'hard' information presented was extracted from analysis of (mainly narrative) documentation. Interviewees have mostly provided anecdotal information, illustrated with some data on tangible results (e.g. orphan girls' project employment figures, and number of ALMS-trained people). Such result / output information has not been documented in a standard

format. In comparison, the state of affairs for monitoring progress inside the EU-funded programmes is more developed, i.e. Interim Evaluation project Turkey, CARDS monitoring project.

## **Annex 6 Analysis of Financial Data**

ETF has provided the evaluation team with financial data on committed funds and actual payments in relation to ETF-activities in Turkey and FYR of Macedonia from 2001 until 2006, whereby data for 2006 have a preliminary character. The financial data refer to national activities that have been carried out in the respective country or to regional ETF-activities including Turkey or FYR of Macedonia. For regional activities, ETF estimates the data by dividing the total value for the regional activity by the number of countries that were involved in this activity.

The data outline commitments for year *n* (Commitment C1) and payments during year *n* (Payment C1). Funds that are not paid during this year *n* are transferred to the following year as Commitment C8.<sup>77</sup> If a Commitment C8 is not paid in year *n*+1, the money cannot be transferred to a following year (*n*+2) but flows back to general resources. In the following calculations, these funds are named 'unpaid'. Some of the committed funds for regional activities (including Turkey and FYR of Macedonia) have not been paid, neither in the year they were originally foreseen (i.e. C1) nor have they been transferred to the following year (C8). In these cases, the funds do not appear in the statistics as this indicates that activities have originally be planned but never been carried out.

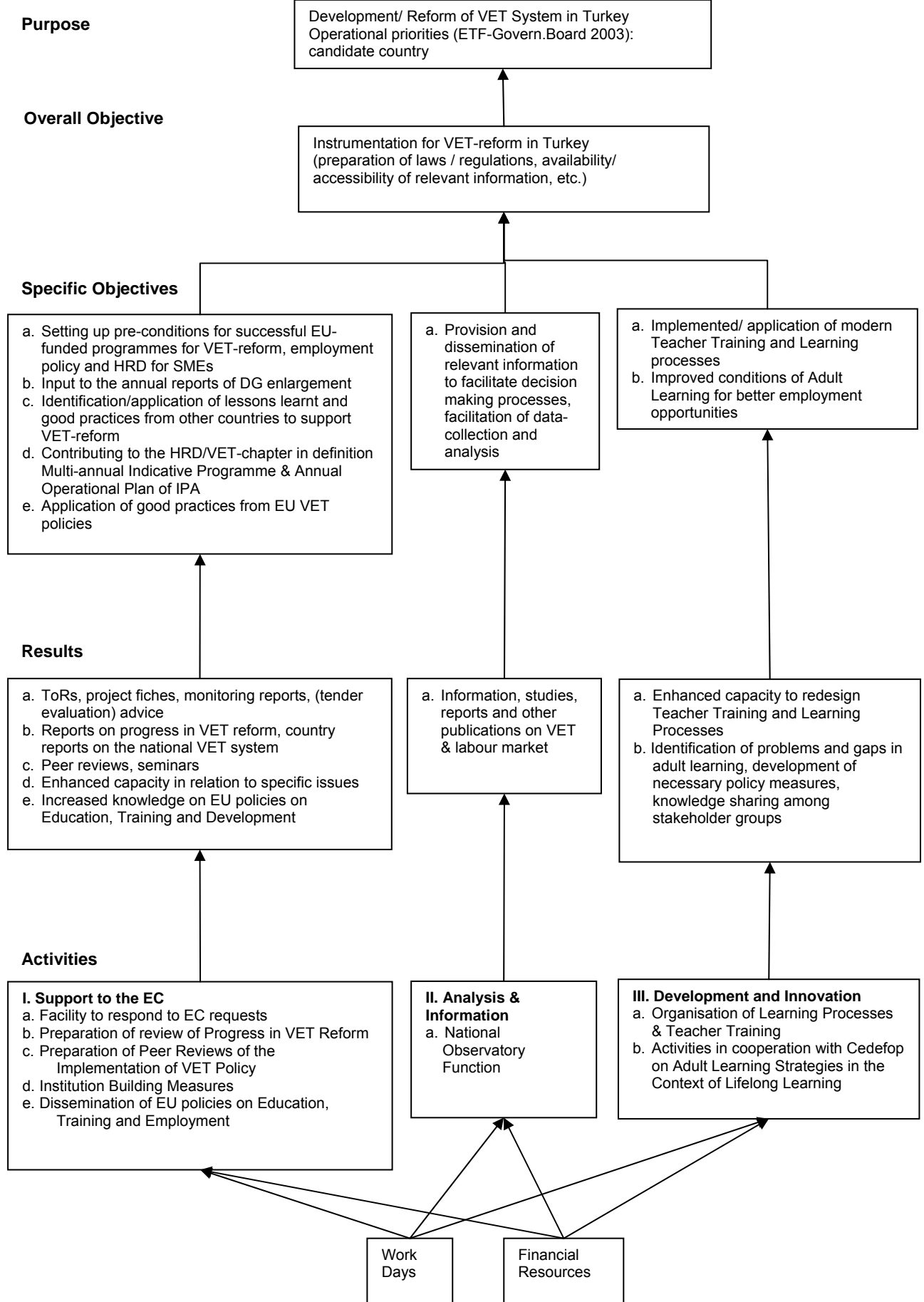
Not all activities that are mentioned in ETF's annual work programme actually appear in the financial statistics. For some activities only ETF-staff is involved and when no project funds are involved the only "costs" are ETF salaries. In such cases, the activity does not appear in the finances. This also explains why the share of funds for 'Support to the European Commission' is small despite the fact that a significant amount of working time of the ETF-staff is spent on these activities. For example, when ETF helps in the preparation of Terms of Reference no additional costs are produced apart from the so-called Human Resource costs. Furthermore, it needs to be outlined that these Human Resource costs cannot be traced back to individual activities as country managers and other ETF staff are usually involved in several activities during their field mission and it cannot be said how much time they were involved in specific activities.

In some cases, activities are grouped under a specific category of activity in the Work Programme / Annual Country Plan. In comparison to the financial data however, some of these activities appear under a different category in the finances. For example: While the 2005 Country Plan for Turkey outlines that the Institution Building project (WP05-11-03 started in 2002) is an activity under Category III, the finances in this regards relate to Category I. This might be due to difficulties to re-allocate funds between the budget lines during the year.

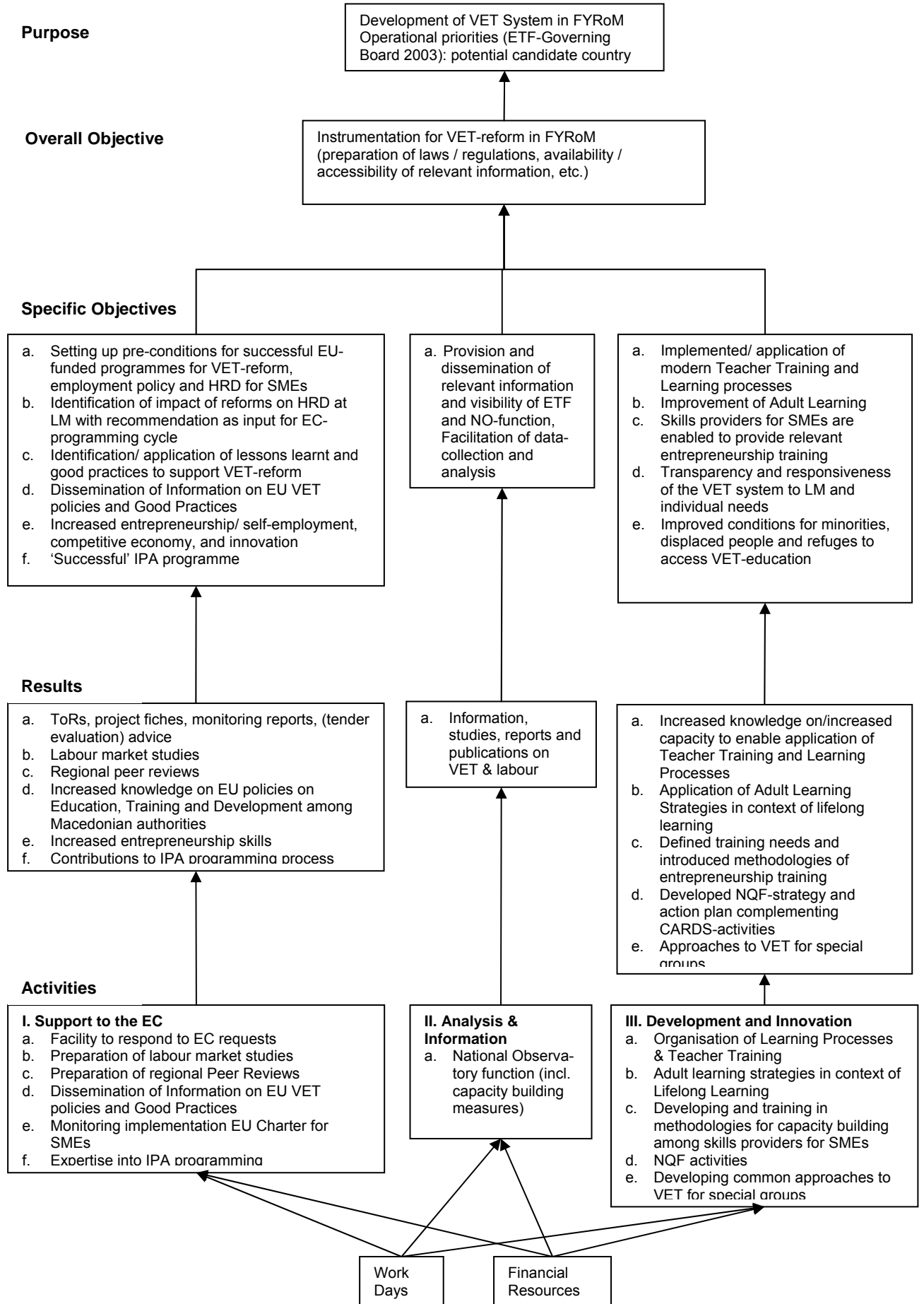
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<sup>77</sup> In principle, all funds that are not paid in the respective year shall be transferred to the next year as "commitment C8". The following calculations however, outline that this is not the case. It is unclear whether this has been decided on purpose or whether this observation is made due to missing data that affects the calculations.

**Annex 7 Reconstructed Intervention Logic of ETF-activities in Turkey (2001-2005)**



**Annex 8 Reconstructed Intervention Logic of ETF-activities in FYR of Macedonia (2001-2005)**



Annex 9 Documentation consulted

Report code	Type of document and full title (with original document code)	Date and author
<b>A</b>	<b>General documents of relevance</b>	
A-0601	ETF Mid-Term Perspective 2007-2010	ETF, 2006
<b>B</b>	<b>Documents of European Commission</b>	
B-0601	<i>Communication from the Commission to the European Parliament, The Council and the Economic and Social Committee – European Training Foundation</i>	EC, 2006
B-0501	<i>Modernisation of Vocational Education and Training in Turkey (MVET) – Revised Terms of Reference</i>	EC, 2005
B-0502	<i>Modernisation of Vocational Education and Training in Turkey (MVET) – Original Terms of Reference</i>	EC, 2005
B-0401	<i>CARDS 2004 National Programme: Vocational Education and Training (VET) Phase IV: Training of Teacher and VET Centre staff – Terms of Reference</i>	EC, 2004
B-0301	<i>Active Labour Market Strategy in Turkey – Terms of Reference</i>	EC, 2003
B-0201	<i>Active Labour Market Strategy – Turkey – Standard Summary Project Fiche</i>	EC, 2002
<b>C</b>	<b>General reports / publications of ETF</b>	
C-0601	<i>ETF Comments on the European Qualifications Consultation Document</i>	ETF, 2006
C-0602	<i>Women in Education and Employment 2010</i>	ETF, 2006
C-0501	<i>European Training Foundation: Annual Report 2004</i>	ETF, 2005
C-0401	<i>European Training Foundation: Annual Report 2003</i>	ETF, 2004
C-0301	<i>European Training Foundation: Annual Report 2002</i>	ETF, 2003
C-0201	<i>European Training Foundation: Annual Report 2001</i>	ETF, 2002
C-0101	<i>European Training Foundation: Annual Report 2000</i>	ETF, 2001
C-0001	<i>European Training Foundation: Annual Report 1999</i>	ETF, 2000
C-9901	<i>European Training Foundation: Annual Report 1998</i>	ETF, 1999
<b>D</b>	<b>Internal working documents of ETF</b>	
D-XX01	<i>Study on VET against Social Exclusion – Republic of Macedonia</i>	Blagica Novkovska, not dated
D-XX02	<i>European Training Foundation's activities in Turkey</i>	ETF, not dated
D-XX03	<i>Macedonian Partnership: Entrepreneurship: a lifelong learning issue? (Presentation handout)</i>	ETF, not dated
D-XX04	<i>European Charter for Small Enterprises (Chapters 1 and 4): Assessment of Macedonia's (FYR) 2005 Report</i>	ETF, not dated (2005)
D-0601	<i>Mission Report for F.Y.R. of Macedonia (including regional projects)</i>	ETF, 2006

Evaluation of ETF Activities in Turkey & FYR Macedonia (CON/06/ETF/003–WP06-73-02)

D-0602	<i>Mission Report for Turkey (including regional projects)</i>	ETF, 2006
D-0603	<i>Self-Assessment report regarding European Charter for Small Enterprises – Draft</i>	N.N., 2006
D-0604	<i>Draft ETF Mid-Term Perspective 2007–2010</i>	ETF, 2006
D-0605	<i>ETF Progress Report 1/2006</i>	ETF, 2006
D-0606	<i>ETF Progress Report 2/2006</i>	ETF, 2006
D-0607	<i>ETF Work Programme 2007 – Draft</i>	ETF, 2006
D-0608	<i>ETF Advisory Forum Meeting; Entrepreneurship learning: challenges and opportunities</i>	Anthony Gribben, 2006
D-0501	<i>Mission Report for F.Y.R. of Macedonia (including regional projects)</i>	ETF, 2005
D-0502	<i>Mission Report for Turkey (including regional projects)</i>	ETF, 2005
D-0503	<i>Where next with entrepreneurship Learning? Draft Meeting Report</i>	ETF, 2005
D-0504	<i>Synopsis Report of Mission 2 to FYR of Macedonia (19–21 October 2005)</i>	Gunnar Kastbjerg, Monika Poposka, EEO group & Vakakis SA, Greece, 2005
D-0505	<i>Draft structure for policy paper for Entrepreneurship Learning and Self-Employment</i>	EEO Group SA, 2005
D-0506	<i>Entrepreneurship Learning Partnerships – Applying the European Charter for Small Enterprises: Enhancing knowledge, assessment and reporting on Chapters 1 and 4 in the Western Balkans and Moldova; Call for Proposals</i>	ETF, 2005
D-0507	<i>Labour Market F.Y.R. of Macedonia, Working Paper</i>	Helmut Zelloth, ETF, 2005
D-0508	<i>ETF Quarterly Report – Q1 2005</i>	ETF, 2005
D-0509	<i>ETF Quarterly Report – Q2 2005</i>	ETF, 2005
D-0510	<i>ETF Quarterly Report – Q3 2005</i>	ETF, 2005
D-0511	<i>ETF Quarterly Report – Q4 2005</i>	ETF, 2005
D-0401	<i>Entrepreneurship Learning Project 2005 – Timetable of Activities</i>	ETF, 2004
D-0402	<i>ETF Prognosis Report Q1 2004</i>	ETF, 2004
D-0403	<i>ETF Prognosis Report Q1.5/2004</i>	ETF, 2004
D-0404	<i>ETF Quarterly Activity and Budget Report Q3 2004</i>	ETF, 2004
D-0301	<i>ETF Prognosis Report Q1 2003</i>	ETF, 2003
D-0302	<i>ETF Quarterly Budget and Activity Report Q2 2003</i>	ETF, 2003
D-0303	<i>ETF Quarterly Budget and Activity Report Q3 2003</i>	ETF, 2003
D-0304	<i>ETF Quarterly Budget and Activity Report Q4 2003</i>	ETF, 2003
D-0305	<i>ETF Quarterly Report Short Q3.5</i>	ETF, 2003
D-0001	<i>Mission Report for F.Y.R. of Macedonia (including regional projects)</i>	ETF, 2000 (1)
D-0002	<i>Review of Progress in Education and training Reform</i>	ETF, 2000
D-0003	<i>Note for the File: Leonardo Preparatory measures (Turkey)</i>	Oliver Ramsayer, 2000
D-0004	<i>New Timetable for the preparation of two VET-reports in Turkey</i>	Elena Carrero, 2000
D-0005	<i>ETF-Letter to Dr. Yesilmen regarding ETF's cooperation with Turkey</i>	Elena Carrero, 2000
D-9901	<i>Mission Report for F.Y.R. of Macedonia (including regional projects)</i>	ETF, 1999 (1)



D-9902	<i>ETF-Letter to Ms. Fogg regarding first mission to Turkey</i>	Elena Carrero, 1999
D-9903	<i>Turkey – Assessment Report / Draft Report</i>	ETF, 1999
D-9904	<i>ETF-Letter to Dr. Yesilmen regarding ETF's cooperation with Turkey</i>	Oliver Ramsayer, 1999
<b>E</b>	<b>Background publications on Turkey</b>	
E-XX01	<i>An overview of Vocational Education and Training in Turkey</i>	ETF, not dated
<b>F</b>	<b>Documents on ETF-activities in Turkey</b>	
F-0601	<i>Country Plan 2006 for ETF Actions in Turkey</i>	ETF, 2006
F-0501	<i>Country Plan 2005 for ETF Actions in Turkey</i>	ETF, 2005
F-0401	<i>Achieving Lisbon Goals – Contribution of Vocational Education and Training in Turkey</i>	Milena Corradini, Haralabos Fragoulis, Mircea Badescu, ETF, 2004
F-0402	<i>Peer Review Report Turkey, Working Paper</i>	Madlen Serban, Costas Tsolakidis, Dragana Lukic-Domuz, Milena Corradini, Haralabos Fragoulis, ETF, 2004
F-0403	<i>Review of Progress in Vocational Education and Training Reform in Turkey 2004</i>	ETF, 2004
F-0301	<i>Background Study on Labour Market and Employment in Turkey</i>	Insan Tunali, ETF, 2003
<b>G</b>	<b>Background publications on F.Y.R. of Macedonia</b>	
G-0501	National Strategy for the Development of Education 2005-2015	Macedonian government, with support from Open Society Institute F.Y.R. of Macedonia (Soros Foundation), 2005
<b>H</b>	<b>Documents on ETF-activities in F.Y.R. of Macedonia</b>	
H-0601	<i>Country Plan 2006 for ETF Actions in F.Y.R. of Macedonia</i>	ETF, 2006
H-0501	<i>Country Plan 2005 for ETF Actions in F.Y.R. of Macedonia</i>	ETF, 2005
<b>I</b>	<b>Background documents on EU-candidate countries</b>	
I-0501	<i>Financing Vocational Education and training in the EU New Member States and Candidate Countries – Recent Trends and Challenges</i>	Jean-Raymond Masson, ETF, 2005
<b>J</b>	<b>Background documents on South-East Europe</b>	
J-0501	<i>Survey on Technology Enhanced Learning in South Eastern Europe</i>	Werner Trutt, Ulrike Damayanovic, Margarete Nikolovska, Sabina Nari, ETF, 2005
J-0201	<i>Social Dialogue in South Eastern European Countries: Possibilities, Limitations, Perspectives</i>	Darko Marinkovic, ETF, 2002
<b>K</b>	<b>Background documents on MEDA-region</b>	
K-XX01	<a href="http://www.europa.eu">www.europa.eu</a>	Version November 2006
<b>L</b>	<b>Other information sources</b>	
L-0601	<a href="https://www.cia.gov/cia/publications/factbook/geos/tu.html">https://www.cia.gov/cia/publications/factbook/geos/tu.html</a>	Version September 2006
L-0602	<a href="http://en.wikipedia.org/wiki/Copenhagen_criteria">http://en.wikipedia.org/wiki/Copenhagen_criteria</a>	Version September 2006

## Annex 10 Institutional profiles Turkey

### EC-delegation Turkey



The EC-delegation represents the European Commission in Turkey. It monitors implementation of reforms undertaken by the Turkish government in the light of the Acquis Communautaire and the short / medium-term priorities of accession partnership. It also gives support to the establishment and development of full operational capacity of structures required for management of EU-funded assistance. EC Delegation responsibilities can be summarized as follows:

- Contribute to the development of bilateral relations in the political, economic and trade fields by expressing the EU-position, monitoring and reporting on the political, economic and acquis-related developments in Turkey;
- Support actively the accession negotiation process and to be fully engaged in preparatory and follow-up work;
- Contribute to programming financial cooperation between EU and Turkey, ensure De-concentrated Project Management and supervise functioning of Decentralised Implementation System;
- Maintain and increase visibility, awareness and understanding of the EU, its values and interests.

### CFCU (Central Finance and Contracts Unit)



CFCU has been established in 2002, taking responsibility for overall budgeting, tendering, contracting, payments, accounting and financial reporting aspects of all procurement within the context of the EU funded programmes in Turkey. As a central unit CFCU is operating as an independent body but is attached to the EU Secretariat General and the National Aid Coordinator. Although the CFCU is administratively linked (e.g. for logistic support) to the Secretariat General for EU Affairs (EUSG) it operates completely independently of that institution.

### MoNE (Ministry of National Education) – EARGED (Department of Educational Research and Development)



Operating as a directorate of the MoNE, EARGED's main functions are:

- Monitor developments for education and training in Turkey and abroad;
- Examine and improve training programmes;
- Conduct research education and training, to develop and recommend alternative solutions;
- Organize seminars, conferences, symposiums and panels related with education and training;
- Conduct research to improve quality of education and training;
- Advise and provide feedback as necessary.

### MoLSS (Ministry of Labour and Social Security)



The mission of the Ministry of Labour and Social Security can be described as follows:

- Take necessary precautions to ensure employment, higher living standards and to improve and to protect peace in employer and workers relations
- Take necessary precautions for occupational health and safety, continuation of vocational education of workers and occupational rehabilitation of handicapped people
- Promote provision of required Human Resources and search for solutions to problems for the world of work
- Gather and publish labour statistical data

### Iskur (National Employment Services)



Iskur is an administratively autonomous structure, related to the Social Security Organisation under

the Ministry of Labour and Social Security. Iskur was established on 4 October 2000 (Statutory Decree 617) following closure of a previous institution IIBK, which was considered unable to keep up with the changes in the labour market. Main responsibilities of Iskur:

- Help job-seekers to find jobs and help employers find workers
- Provide job and career counselling services and training programmes through vocational information centres
- Implement passive and active labour market programmes (in addition to training and employment services)
- Regulate private employment agencies and the employment of foreign nationals in Turkey.

#### **Kosgeb (Small and Medium Industry Development Organization)**



Kosgeb is a non-profit, semi-autonomous organisation (linked to Ministry of Economy), responsible for SME development in Turkey. Mission:

- Develop / support mechanisms to increase (national & international) competitive capacity of SME's
- Disseminate appropriate information to SME's and encourage entrepreneurship
- Provide new business opportunities, technology-oriented and high value-added operational areas in the market

#### **TISK (Turkish Confederation of Employers Association)**



Founded in 1961 as Union of Istanbul Employer Associations, after establishing a nationwide organisation, the name changed to Turkish Confederation Employers Associations in 1962. TISK has 21 members. Mission:

- Maintain peace in the labour life and improve bipartite and tripartite cooperation
- Pursue free enterprise and enhance international competitiveness of enterprises and economy
- Promote production, productivity, investment and export
- Safeguard and develop productive employment and reduce unemployment
- Increase VET and lifelong training opportunities of workforce, forging a link between training and employment
- Strive for Turkey's integration with the modern world through accession to the EU

#### **Türk-IS (Confederation of Turkish Trade Unions)**



Türk-IS was established in 1952 at a time when the right to strike and voluntary collective bargaining in line with the ILO standards were not yet exercised in the country. In 1961 the fundamental rights and liberties of Turkish workers were recognised. Acts respecting trade unions and collective bargaining and strikes were passed in 1963. Mission: To protect, promote and improve workers' rights and benefits within the framework of national, democratic, laic and social state principles, democratic rules and human rights.

#### **TESK (Confederation of Turkish Crafts and Trades)**



In 1964 the Trades and Craftsmen Law established TESK. It's one of the largest civil society organizations in Turkey having highest level of representation both from production and service sectors with around 4 million registered members. Mission:

- Unify local chambers, unions of provinces and professional federations of Trades and Craftsmen
- Improve professional capacities of Trades and Craftsmen
- Represent Turkish Trades and Craftsmen on national and international level
- Develop new infrastructures like VET-centres and export promotion agencies to benefit the sector

### Meksa



MEKSA is established in 1985 as non-profit, public interest foundation by the Berlin Institute for Economic Cooperation). Its main target is promotion of SME and VET. MEKSA designs and implements pilot projects financed by international development funds, in various provinces of Turkey to activate social partners and non-governmental organizations to participate in VET system. Vision: To contribute to the national education system, to enable the younger Turkish generation to have a profession and to promote specialization for that profession, through encouraging relevant NGO's participation in the VET system.

### Eduser



Established in 1997 Eduser provides consultancy services in the areas of education, crafts, trades and SME's, employment / labour market, agriculture, regional development and health through research & development, policy / strategy formulation, project design and implementation, monitoring and evaluation.

### SBEP (Support to Basic Education Programme)



The 5-year EC financed "Support to Basic Education Project" (SBEP) is a 100 M€ project which supports the Basic Education Reform Programme of MoNE. SBEP started in 2002 with the adoption of a new Law for Education that extended compulsory education from five to eight years. Objectives:

- Improve quality of and access to / retention in basic education (with special attention for girls) in 12 rural provinces.
- Address the needs of population groups, excluded from education in disadvantaged areas and areas of immigration (with special attention to illiterate women & street children).
- Improve quality of and access to / retention in formal and non-formal education by enhancing national standards for teaching and learning.

### SVET (Strengthening VET) programme



Started in September 2002, SVET is a five-year project and has a total budget of 58.2 M€. Objectives:

- Improve quality and compatibility of the VET system through establishment of NQF;
- Strengthen corporate capacity of stakeholders and enterprises on national, regional and local levels;
- Promote customization process of the system through inclusion of local agents in reform process.

### MVET (Modernisation of VET) programme

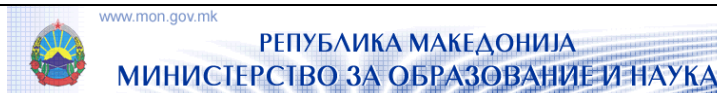


MVET started in July 2003 as a 42-month project with a total budget of 18,5 M€. Main beneficiaries are MoES, the Council for Higher Education (YOK) and Faculties of VET Teacher Training. Objectives:

- Establish transparent national teacher training standards, including the required key competencies for teachers;
- Develop new curricula in pre-service and in-service VET TT teacher training (teacher training) based on these agreed standards (8 curricula to be developed);
- Support implementation of up to 20 innovative pilot projects in the regions;
- Assist in development of Turkish government's mid-term strategy on vocational teacher training.

## Annex 11 Institutional profiles FYR of Macedonia

### Ministry of Education and Science – MoES [www.mon.gov.mk](http://www.mon.gov.mk)

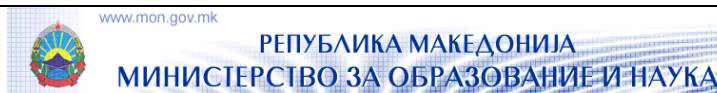


The Ministry of Education and Science was early to start implementing EU projects, e.g. establishing the National Observatory in June 1997. At the same time the National VET Centre was founded (closed down in February 1999). From April 1998 till October ran the Integrated reform of VET programme (VET 1) in the context of Phare, followed by VET 2 (Spring 2002–Autumn 2003), VET 3 (Spring 2004–September 2005) and VET 4 (January 2006–September 2006). Parliamentary elections were in 1998, 2002 and 2006; during the period 1998–2002 there were several government reconstructions, resulting in replacement of staff at schools and in MoES and setbacks in reform activities. GTZ, KulturKontakt, Dutch government, Worldbank and USAid, supported several other reform interventions. These months USAid started a (5-year) programme for reforms in primary education. The Parliament of the Republic of Macedonia accepted the “National Programme for the development of education 2005–2015” (<http://www.npro.edu.mk/dokumenti/strategija-en.pdf>) on 18 April 2006, including the accompanying programme documents:

- Development of pre-school education;
- Development of primary education
- Development of secondary and post-secondary education
- Development of higher education
- Development of ICT in education
- Professional development of the education staff
- Development of institutional reforms
- Provision and quality control of education
- European Language Portfolio

These documents (<http://www.npro.edu.mk/english/index-en.htm>) are a product of a project supported by the Open Society Institute of the Soros Foundation in FYR of Macedonia. ETF contributed to the programme document on secondary and post-secondary education (targeting VET in broader context).

### Ministry of Education and Science – MoES Education Inspectorate – EI



Until 2005 (when legislation changed) the overall aim of the Education Inspectorate was to ensure that schools work in accordance with the laws and acting upon requests and complaints. Currently, the Education Inspectorate evaluates the whole state of affairs in schools. Municipal educational inspectors are evaluating the work of schools too. Education Inspectors are in the process of upgrading their qualifications in order to be able to act according to the new law. However there is also need for recruiting new inspectors. It is planned Inspectorate to become independent body from the MoES in the following period.

### Bureau for Development of Education – BDE

<http://www.bro.gov.mk>



БИРО ЗА РАЗВОЈ НА ОБРАЗОВАНИЕТО

The Bureau for Development of Education (BDE) is a governing organ of MoES, working as an independent institution on development and improvement of education in Macedonia. Next to headquarter in Skopje there are offices in Bitola, Veles, Gostivar, Kavadarci, Kochani, Kumanovo, Ohrid, Prilep, Strumica, Tetovo, and Shtip. Scope of work of BDE is including education in preschool years, primary, high school, vocational schools, post secondary, adult education, education for children with specific educational needs, boarding schools, as well as education of young people and citizens living abroad. Roles and responsibilities are:

- Determining the needs for development of educational system
- Development of new curricula, update and upgrade of existing curricula
- Determining needs for professional development of staff in education (teachers / school principals)
- Researches in education
- Counselling work supporting schools
- Development of educational standards and standards for students achievements
- Development concept for textbooks

- Methodology for evaluation of manuscripts
- Proposes program for publishing textbooks
- Publishing literature that is linked with education
- Development of information and data base system

### **Macedonian National Observatory – MNO**

The Macedonian National Observatory – MNO has in its scope of work same responsibilities as other ETF-NOs. It had been established in June 1997 as legal entity in the frame of Ministry of Education and Sports (as ministry was called those years), based in Bitola and operating independently. After the elections in 1998 its institutional position changed, integrating the MNO into the MoES (Ministry of Education and Science) since June 1999. There were several directors until 2001, followed by one director from January 2001 till August 2004, succeeded until now. However, since June 2005, MNO is operating with no funds from ETF, since tender for MNO was cancelled, because of a 'conflict of interest' (MoES representative is member of Advisory Forum ETF). Since there are almost no funds, MNO is mainly serving as secretariat to ETF in preparation of visits and events in Macedonia.

### **Ministry of Labour and Social Policy – MoLSP**

<http://www.mtsp.gov.mk/eng/default.htm>



The Ministry of Labour and Social Policy comprises 7 departments, 27 Centres for Social Work, an Office for Questions of Veterans and War Disabled and State Labour Inspectorate and supervises the work of the Agency for Employment, the Pension and Disability Insurance Fund and the Agency for Supervision on Mandatory Fully Funded Pension Insurance. Following MoLSP projects / programmes are of relevance to ETF-activities:

- Technical Assistance for the institution building in support of employment policy;
- Technical Assistance to MoLSP and the Ministry of Finance for formulating Programme for economic stimulation and reduction of unemployment and poverty (Phare project);
- Capacity building for employment sector / in the sphere of social protection (Phare project);
- Project for entrepreneurship and competition (USAID);
- Japanese Grant to prepare Project on implementation of social protection (SPIL-social protection);
- Increasing social cohesion in SEE, through coordination of national schemes for social security;
- Regional cooperation Western Balkan (former Yugoslav republics, minus Slovenia, plus Albania);
- JIE Women's Parliamentarian Club & GTF Project for connecting Women Mayors (in SEE Region);
- Projects for public administration reform in Macedonia & Municipality development project

### **National Employment Services – NES**

[www.zvrm.gov.mk](http://www.zvrm.gov.mk)



The National Employment Services (NES) has its headquarters in Skopje and a network of centres for employment throughout the country to serve unemployed. NES operates in units, covering the following main aspects of work: mediation and preparation for employment; analysis and finances; legal and administrative issues; Active Labour Market Policies and Centres for Employment. Since end of 2003 NES is supported by EAR with projects in the context of the Cards programme. Bigger projects were phase 1 and 2 of the Technical Assistance to the Employment Services. In the 1<sup>st</sup> phase NES was restructured and equipped with computers, and some capacity building (also in decentralised centres). In the 2<sup>nd</sup> phase of the support to NES, capacities of the personnel are further upgraded.

### **Ministry of Economy**

<http://www.economy.gov.mk>

According to the Law for Organisation and Work of the Organs of the State Administration the Ministry of Economy is charged with:

- Monitor events on the market of goods and services and take economic policy measures;
- Monitor economic, structural and technical-technological conditions and suggesting measures for development and economy policy in areas of production, trade, tourism, catering and craftsmanship;
- Undertake of measures against monopoly positions and monopolist behaviour;

- Monitoring of the current material balance and supplying of the citizens with the basic food products and other goods for the market, and for the enterprises with raw materials and intermediate goods;
- The system and the policy for prices of goods and services;
- Preparation of programme for global material development of human resources;
- Industrial ownership and protection of the consumers;
- The small and medium size enterprises and the co-operative sector;
- Monitor international economy movements, influencing economic relations of FYR of Macedonia;
- External-trade working;
- Geological research and exploitation of the mineral raw materials;
- Energy sector; Implementation of general and technical norms, regulations and standards;
- Meteorology; Monitoring of its jurisdiction and do other things stated by law.

### Chamber of Commerce

<http://www.mchamber.org.mk>



Pursuant to the Law on the Economic Chamber of Macedonia, the ECM is a business and professional association, to reconcile, represent and protect interests of its members (legal entities seated in FYR of Macedonia, registered in Trade Register) organised on voluntary basis. ECM is managed by members' representatives according to activities and in regional chambers by elected members. To accomplish the objectives and tasks, members have rights and liabilities, particularly to:

- manage activities, elect bodies of ECM and supervise their activities;
- take initiatives and opinions on laws and other provisions and measures in the field of economy, development and economic policy;
- use the professional and other help related to their activity, as well as the services carried out;
- settle mutual disputes and violation of good business practices primarily in front of ECM-courts;
- comply with its Statute, general enactments and decisions of ECM;
- providing resources for realisation of tasks, in accordance with decisions of bodies and structures of organisation and operation of ECM.

The ECM is an independent and autonomous legal entity. It is organised and operates to promote market economy, entrepreneurship and to induce the competitiveness of its members.

### APPRM

<http://www.apprm.org.mk>



Established by law in December 2003, APPRM represents a central state institution for support of entrepreneurship and development of SMEs in FYR of Macedonia. Mission: creating favourable economic environment and legislation; creating and developing institutional infrastructure for support and development of entrepreneurship and competitiveness in SMEs; implementation and coordination of state / international support for micro, small and medium enterprises, promoting entrepreneurship through financial and non-financial forms of support; implementing Programme for Support of Entrepreneurship and Creating Competitiveness in SMEs of FYR of Macedonia, with activities like: business networking nationally and abroad; collecting, processing and delivering information; organising specific training and consulting services; organising panel discussions, conferences and business forums; implementing national development projects and international cooperation programs. Moreover, financial forms of development support in the field of entrepreneurship and SMEs; co-financing arranged projects, implemented through the institutional structure of entrepreneurship centres, co-financing of development projects in cooperation with national and foreign investors and donors, and co-financing of postgraduate studies in the field of entrepreneurship.

### Secondary Education Activity – SEA

[www.sea.org.mk](http://www.sea.org.mk)

➤ Director certification

Objective: Improve school directors' competencies in human, material and financial resources management, leadership, organisational and communication skills, strategic planning and visioning.

- Develop Certification Programme with modules;
- Develop support materials for the programme;
- Train trainers to deliver the programme;
- Create model for program delivery to current schools directors;

- Design model for in-service training of directors after they are certified;
- Provide sustainability of the programme;
- Monitoring and evaluation of activities.

A group of trainers is tasked to further develop the Director Certification Programme.

➤ Teacher development

Objective: to instruct teachers in the use of contextual learning methodologies, and to encourage application of these methods in the classroom. Contextual learning is the application of academic and theoretic principles to real-life applications, by promoting problem-solving skills and encourages students to work together and learn from one another. It also integrates the use of technical skills. For these reasons, contextual learning methodologies are particularly well suited for vocational instruction.

➤ Career development of students

Objective: improve preparation of secondary VET-students for employment. SEA helps 50 VET-schools across the country to increase and improve the practical, business-related experiences open to students. The project seeks to form closer links between schools and businesses, and to provide students with relevant information about labour markets, industries, and further education. SEA efforts are focused on 3 main activities: Career development centres, Virtual and Real school firms

➤ Research, monitoring and evaluation

Objective: Developing and revising indicators, based on objectives of each of the other components, developing instruments for data collecting, data storage, analysis and reporting.

➤ School Board Support

Objective: Assist school boards cope with their new tasks and responsibilities due to decentralization. Activities of the component are focused on apprising school boards of their new roles and developing effective governance through the formation of a National School Board Association.

KulturKontakt in Macedonia

<http://www.k-education.at>



The k-education project office in Skopje was founded in the year 1999. The Austrian education coordinator in Skopje implements projects both in Macedonia and Kosovo on behalf of the Austrian Federal Ministry for Education, Science and Culture and KulturKontakt Austria. In May 2005 the Ministry of Education, Science and Technology of Kosovo provided an office within the premises of the Ministry for KulturKontakt Austria, which is now functioning under the umbrella of the k-education office Skopje. In close cooperation with the Ministry of Education of Macedonia and Kosovo and other international organisation, projects in the field of education are implemented, financed by either Austrian or international sponsors. In the beginning the emphasis lay on projects supporting the process of democratization (Civic Education, History Teaching), projects for German as a Foreign Language and support for Roma students followed. In the field of Vocational Education the project ECO NET, implemented both in Macedonia and in FRY of Kosovo, focuses on Teacher Training. Further fields of activity include projects like “Environmental Education” and “Project-based teaching”.

### Tempus

[http://ec.europa.eu/education/programmes/tempus/countries/fyrom\\_en.html#1](http://ec.europa.eu/education/programmes/tempus/countries/fyrom_en.html#1)

Tempus supports reforms at institutes of Higher Education as well as their restructuring, in countries of Western Balkan (FYR of Macedonia, Albania, Bosnia Herzegovina, FRY of Serbia and Montenegro, FRY of Kosovo and Croatia), as well as countries of the former USSR and the MEDA-area. To date the EC has financed the programme with 23.7 M€ for the realisation of 74 projects, including mobility of student leaders and academic staff. The goal of staff mobility is to reach accord with European HE-standards and to restructure the study programmes of universities. Substantial reforms of the national HE-system are currently ongoing in FYR of Macedonia. In 2005, the Law on Higher Education was updated to fit in the context of the European Higher Education Area: establishing a 3-cycle system with easily readable and comparable degree structure; introduction of joint degrees; recognition of different forms of LLL; developing an environment for improvement of student and HE-staff mobility; tuning the quality assurance system with recently adopted European standards; promotion of an integrated university and increase of student participation in key HE-processes at institutional and national level.



## Annex 12 ETF-staff and EC-representatives consulted

<b>Name</b>	<b>Institution</b>	<b>Function / ETF involvement</b>
Mr. Elvis ALI	EAR	Assistant Civil Society & Social Cohesion
Ms. Zeynep AYDEMIR	EC-delegation Turkey	Sector Manager Social Policy
Mr. Mustafa BALCI	EC-delegation Turkey	Sector Manager Education and Training
Ms. Ummahan BARDAK	ETF	Thematic expert
Mr. Peter BAUR	DG Education	Responsible for relations with ETF, Joint Inclusion Memorandum & other ETF services
Ms. Elena CARRERO PEREZ	ETF	1 <sup>st</sup> CM Turkey
Ms. Milena CORRADINI	ETF	1 <sup>st</sup> CM FYR of Macedonia / current CM Turkey
Mr. Michael GRAHAM	DG Education	Policy Officer – EQF-development
Mr. Peter GREENWOOD	ETF	Manager PME-unit
Mr. Anthony GRIBBEN	ETF	Thematic expert
Mr. Tal HASSON	DG Enlargement	Desk officer ETF
Ms. Outi KÄRKÄINEN	ETF	Project manager (PME-unit)
Mr. Soeren NIELSEN	ETF	3 <sup>rd</sup> CM FYR of Macedonia
Mr. Francesco PANZEKA	ETF	Current CM FYR of Macedonia
Mr. Alistair McPHAIL	EC-DG Enterprise	Desk manager ETF for EC-DG Education (until Spring '06)
Ms. Natalia POPOVA	ETF	Thematic expert
Ms. Frédérique RYCHENER	DG Employment	Principal Administrator International Affairs and Enlargement
Mr. Nafi SARACINI	EC-delegation FYR of Macedonia	Advisor Civil Society
Mr. Holger SCHROEDER	EC-delegation Turkey	First Secretary / Head Financial Co-operation, Co-ordination and Investment section
Mr. Fredrik SVEDANG	EC-DG External Relations	Deputy Head European Neighbourhood Policy – Section Co-ordination Unit
Mr. Edward TERSMETTE	DG Enterprise	SME-charter Implementation Western Balkan
Mr. Robert TEUNISSEN	ETF	Thematic expert
Mr. Helmut ZELLOTH	ETF	4 <sup>th</sup> CM FYR of Macedonia

### Annex 13 Organisations / Persons consulted in Turkey

Name	Institution	Function / ETF involvement
Mr. Yusuf AKBOGAN	Foundation for Promotion of VET and Small Industry "Meksa"	Director Training Centre "Metem"
Ms. Ferda AKGUL	Prime Ministry Under-secretariat of treasury – Central Finance & Contracts Unit, CFCU	Grant Manager & Sector Co-ordinator
Ms. Aise AKPINAR	Eduser – consortium National Observatory	Manager
Ms. Gungor ALAM	Strengthening Vocational Education and Training (SVET) programme	Quality Assurance expert SVET
Mr. Namik ATA	National Employment Services "Iskur"	Acting General Director
Ms. Zeynep AYDEMIR	EC-delegation Turkey	Sector Manager Social Policy
Mr. Enis BAGDADIOGLU	Turkish Confederation of Trade Unions "Türk-IS"	Deputy Director for Research
Mr. Mustafa BALCI	EC-delegation Turkey	Sector Manager Education & Training
Mr. Salih CELIK	Ministry of National Education	Deputy Under-secretary
Mr. Vohdettin CENCIZ	Primary School "Turhan Fevzioglu" in Ankara	Director
Mr. Ibrahim DEMIRER	Ministry of National Education MoNE – EARGED	Director Education R&D Directorate
Ms. Ozken DENIZ	Ministry of National Education MoNE – EARGED	Reference Centre
Ms. Necla HALILOGLU	Small and Medium Industry Development Organisation "Kosgeb"	Managing Director Entrepreneurship Development Centre
Mr. A. Ferhat ILTER	Turkish Confederation of Employer Associations, TISK	Deputy Secretary General
Ms. Nazik ISIK	National Employment Services "Iskur"	Orphan Girls project
Ms. Aysen KARAKULAK	National Employment Services "Iskur"	Orphan Girls project
Mr. Anders LONNQVIST	Support to Basic Education Programme (SBEP)	Team Leader SBEP
Ms. Ilkogretim OKULU	Support to Basic Education Programme (SBEP)	Expert SBEP
Ms. Elif ONAR	National Employment Services "Iskur"	Head International Affairs / former co-ordinator National Observatory
Ms. Barna OZULU	Primary School "Turhan Fevzioglu" in Ankara	English teacher
Mr. Philip READ	Modernising Vocational Education and Training (MVET) programme	Team Leader MVET
Mr. Reinhard ROLLA	Strengthening Vocational Education and Training (SVET) programme	Team leader SVET
Mr. Ahmet SABANCI	MoNE – Project Co-ordination Unit, PCU	Deputy Director
Mr. Holger SCHROEDER	EC-delegation Turkey	First Secretary / Head of Section Financial Co-operation Co-ordination and Investment
Mr. Musa SEKMEN	VET-school "Gatem" in Ankara	Director
Ms. Nuran SENAR	Turkish Confederation of Trades and Crafts TESK	Director Training Planning
Ms. Oznur SIRIN	Modernising Vocational Education and Training (MVET) programme	Co-director MVET
Mr. Cem TOKER	Ministry of Labour and	State Under-secretary

Ms. Ozgul TORTOP	Social Security, MoLSS Support to Basic Education Programme (SBEP)	Co-director SBEP
Mr. Osman YALCIN	Strengthening Vocational Education and Training (SVET) programme	Co-director SVET
Mr. Suleman YAR	Ministry of National Education MoNE – EARGED	Advisor
Mr. Irfan YAZMAN	Foundation for Promotion of VET and Small Industry “Meksa”	Secretary General
Mr. Enis YETER	Ministry of Labour and Social Security, MoLSS	Under Secretary
Mr. Cafer YILMAZ	Ministry of Labour and Social Security, MoLSS	Head of EU Co-ordination Department
Mr. Mustafa YUMER	VET-school “Gatem” in Ankara	Change Agent SVET in school

## Annex 14 Organisations / Persons consulted in FYR of Macedonia

Name	Institution	Function / ETF involvement
Mr. Predrag AKIMOVSKI	Economic Chamber	Former Secretary General
Mr. Branko ALEKSOVSKI	Bureau of Education Development, BDE	Advisor National VET-centre (change agent in 1 <sup>st</sup> EU-funded VET-reform programme)
Mr. Elvis ALI	European Agency for Reconstruction (EAR)	Assistant Civil Society & Social Cohesion
Ms. Marija ANGELOVSKI	VET-school ZU "Kiro Burnaz" Kumanovo	English teacher
Ms. Eleonora BOZINOSKA	Agency for Promotion of Entrepreneurship APPRM	SME-expert
Mr. Pavle BOSKOVSKI	National Employment Services, NES - Skopje	Head of Legal section / Former Director
Ms. Suezana DELOVSKA	VET-school ASUC "Boro Petrushevski"	English teacher
Mr. Robert DIMITROVSKI	European University of Macedonia	Associate Professor / Former Co-ordinator National Observatory
Mr. Cedomir DIMOVSKI	Bureau of Education Development, BDE	Advisor National VET-centre (change agent in 1 <sup>st</sup> EU-funded VET-reform programme)
Mr. Ignat DONEVSKI	VET-school ASUC "Boro Petrushevski"	Principal
Mr. Agim FAZLIU	Ministry of Education and Science, MoES	Director of Secondary Education Department
Mr. Tale GERAMITISOVKI	Ministry of Education and Science, MoES	Member of Parliament / Former Deputy Minister of Education
Ms. Sonja GJOSEVSKA-IVANOVIĆ	Bureau of Education Development, BDE	Advisor National VET-centre (change agent in 1 <sup>st</sup> EU-funded VET-reform programme)
Ms. Marion HABERFELLNER	KulturKontakt	Co-ordinator
Ms. Aspasija HADZISCE	National Tempus office	Head
Mr. Konstantin HRISTOVSKI	Ministry of Education and Science, MoES	Co-ordinator Copenhagen process in FYR of Macedonia
Ms. Veselinka IVANOVA	Ministry of Education and Science, MoES	Head of Unit Post-secondary and Adult Education & Co-ordinator National Observatory
Mr. Aco JANEVSKI	Ministry of Labour and Social Policy, MoLSP	Former State Secretary Labour & Social Policy
Mr. Goran JOVANOVIĆ	VET-school ZU "Kiro Burnaz" Kumanovo	Principal
Ms. Elizabeta JOVANOVSKA-RADANOVIĆ	VET Centre	Expert for Qualifications
Mr. Zoran JOVCEVSKI	Bureau of Education Development, BDE	Advisor National VET-centre (change agent in 1 <sup>st</sup> EU-funded VET-reform programme)
Mr. Penco KIMOV	KulturKontakt	Assistant
Ms. Nada KOCHOVSKA	National Employment Services, NES	Head of Active Labour Market Measures Department
Mr. Gjorgji KUSHKEVSKI	USaid	Career Development Co-ordinator
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*Evaluation of ETF Activities in Turkey & FYR Macedonia (CON/06/ETF/003–WP06-73-02)*

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