



**Unión Europea**  
Fondo Social Europeo  
"El FSE invierte en tu futuro"

Cofinanciado por el FSE.  
Programa Operativo 2014-  
2020 DE ASISTENCIA  
TECNICA

# ***Executive Summary of the second mid-term evaluation of the Operational Programme Employment, Education and Training 2014-2020***

***(Cofinanciado por el Fondo Social Europeo, PO  
2014-2020 de Asistencia Técnica 2014ES05SFTA001)***



August 2019

## EXECUTIVE SUMMARY

This report includes the main findings of the **second mid-term evaluation of the Operational Programme Employment, Education and Training 2014-2020**, considering the **design, implementation, effectiveness, results and impact** evaluation criteria that have occurred around the program since its inception until December 31, 2018.

To carry out this report, **a mixed methodology** has been used, combining quantitative and qualitative analysis and triangulating the results for the evaluation's purposes. More specifically, **a documentary review** of all the regulations and all the available information on programming, execution and evaluation of the Programme has been carried out; **structured interviews** with all the OP's Intermediate Bodies have been carried out; **a consultation was made through a telematic platform** to all the beneficiary / managing bodies of the program; Two previously identified case studies have been analysed through interviews and analysis of various types of documentation; a **telephone survey** was carried out on a representative sample of the latest participants of the Programme; all the information relative to **productivity and common and specific results indicators** available until December 31, 2018 has been compiled, treated and statistically analysed in an aggregate manner; and finally, all the information has been integrated into a single database and **microdata** and results of the Programme participants have been treated statistically up to the reference date. Finally, 3 actions of various kinds that can be considered **good practices** in the Programme have been compiled.

This executive summary is **a brief summary of some of the conclusions** issued in the evaluation report and is structured in three blocks of contents that integrate the different sections of the report. Essentially it entails the main characteristics in terms of implementation of Programme implementation, results and impact, Horizontal Principles and the Strategy Europe 2020.

### What are the main characteristics of the implementation of the Programme?

- In financial terms and taking into account **the amount corresponding to the selected operations, a significant dynamism is observed in the execution of the OP** in almost all Priority Axes (except in Axis 2), reaching values higher than 75% of the amounts committed to all categories of regions at this time of the period. However, from the point of view of the declared amounts, the degree of execution is at values well below what is desirable, being especially critical the situation in Axis 2, where no execution data are observed.
- With regard to the **weaknesses identified in the implementation**, the following aspects stand out:
  - In general, there is a **special difficulty in reaching the target of number of people set in the OP, especially in the less developed regions (Region D category)**. In these regions, the existing supply is considerably greater than what the region itself can absorb, either due to a lack of structures that allow it (for example, a greater productive fabric) or because there is a similar excess of supply over the same population as a whole. In addition, there is a particular difficulty in attracting a sufficient volume of people who meet the characteristics required to participate in the Programme.

- It seems that the **administrative processes** continue to involve a disproportionate workload that, in some cases, may reduce the implementation of the program itself. This fact directly contributes to hamper the effectiveness of the Program, as well as its efficiency, since if the management efforts are greater than the products obtained, the implementation process is not very operative.
- With regard to the **strengths in the implementation**, it may be highlighted:
  - The **OP responds to the evident challenges** of the social and economic context in its intervention areas. In addition, its programming structure is aligned for this purpose. This feature strengthens the **coherence** and **relevance** of the policy that is carried out.
  - One of the success factors is linked to the **decentralization of the execution** towards local or regional structures that allow a response more aligned with the specific needs of the territory. These structures already have channels of coordination, communication and mobilization of the people the actions are directed to, which allows a more fluid operation, at least potentially.
- As far as the **profile of participants** is concerned, it is concluded that **the OP is clearly aimed at people who have low employability due to different reasons and there is also an adequate alignment with the intended target**. Here are some features:
  - The Program is satisfactorily responding to the challenge of **directing its actions to women** to a greater extent.
  - The **largest number of participants** is located in the most developed regions with 50% co-financing (Category A region) and in transition regions (Category C region), showing a very small proportion of participations in the less developed regions (Category D Region), thus confirming the difficulties of penetration in this category and the need to revise the objectives foreseen for it.
  - A significant volume of participants has some kind of **vulnerability** and a considerable proportion are **people with disabilities**.
  - Regarding the level of studies, the OP deals with people with a low level of studies ISCED1-2 and it integrates **unemployed and inactive persons**, showing a direct alignment with the objectives foreseen.
- With regard to the effectiveness of ESF dissemination, based on the survey addressed to the participants, it is concluded that **dissemination among people (or word of mouth)** continues to be the most effective mechanism. Secondly, **campaigns** through **social media ads** are another effective means.
- An **analysis** has been made on the **degree of effectiveness** of the productivity and result indicators in which different findings are shown by Investment Priorities and regions. As a common element it is observed that, in the definition of targets, an analysis with a gender perspective has not been reinforced.

- Finally, as an outcome of the **Performance Framework** analysis carried out there is a **serious breach in Axis 2**, for which it will be especially important to monitor the number of operations selected in the coming months, with the objective of mitigate future deviations or, what would be more serious, a breach at the end of the period.

In the case of **Axes 7C and 7D there is a serious breach of the Performance Framework**, because **productivity indicators** of in transition and less developed regions **do not reach 65% of the milestone established for 2018**. This non-compliance must entail a **reassignment** of the Performance Reserve and incorporate the necessary changes in a reprogramming proposal.

### **What are the most relevant results and impacts that have occurred within the framework of the Program?**

- The **degree of execution of the result indicators** foreseen in the OP shows a different behaviour depending on the Investment Priorities, and its evolution is subject to the performance of the reference productivity indicators.
- The analysis of the OP **global result indicators** shows that, in general terms, the values are **not very significant** and that, in addition, they present a **certain weakness in terms of sustainability** over time.
- From the analysis carried out with a **gender perspective**, it is concluded that not only have women participated more in the Programme, but also, they show a **better performance** in the results linked to the **improvement of employment and / or job insertion**. From a probabilistic point of view, **sex does not seem to have much influence on the final outcome of the proceedings**. This is relevant insofar as it can assume that the intervention of the program neutralizes the bias by sex that has traditionally existed in the Spanish labour market.
- There is no clear pattern by category of Region. In terms of probability, **the region of residence is not relevant in the long-term result**, this fact may mean that the program has correctly identified and applied different schemes for the regions, so that their results are equal. This is related to the structure of co-financing differentiated by category of region that contributes to making the Programme an ideal instrument to achieve results and mitigate territorial differences.
- In general, **younger people show better results in the result indicators**. If the probabilities of success are analysed according to age, results show that the older the participants are, the lower the probability that the person improves their situation.
- If the level of studies is considered, the **OP is having a greater impact among people with higher degrees**. In probabilistic terms, as the person's level of studies increases, the probability of improving after taking part in the activities framed in the OP also increases.
- If the labour situation is taken into account, a greater probability of improvement is allocated to participants who are in long-term unemployment and to those employed by their own account. Therefore, it can be inferred that **the OP may be contributing to mitigate situations of long-term unemployment**.

- On the other hand, data suggest that a participant who is part of a minority is less likely to improve their situation at the end of the Programme. The same happens to a person with has a disability, who is almost 36% less likely to improve than a person who does not.
- This fact confirms the existing perception among the organizations leading operations directed to this type of groups that **taking part in the Programme is a result in itself**. However, **in terms of subsequent maintenance in the labour market, it seems that the Programme is not an effective instrument**.
- It seems that the OP management has implied that the different agencies involved have improved their **mechanisms for the collection of information, being more efficient and systematized**. It has also allowed to delve into the effects of the Programme among the participants after passing through it (need to collect indicators of results).
- The program has been the necessary impulse to reach a greater ratio of people served and also to **sustain structural policies linked mainly to employment and education policies** (bonuses in the social security quota provided by the OP, people with disabilities and temporariness, as well as the financing of new itineraries in 3<sup>rd</sup> and 4<sup>th</sup> courses of Compulsory Secondary Education and Basic Vocational Training). In this second case, it is a previous agreement among the Ministry of Education and the European Commission aimed at promoting the implementation of a new education model in the country.

### **How have the Horizontal Principles, the Europe 2020 Strategy and the European Pillar of Social Rights been integrated?**

- The **partnership principle of the Programme is met, but no significant elements are highlighted**. Each organization stands out for having an autonomous and self-sufficient function that is linked with the characteristics necessary to manage the program.
- It is considered that the **functions and areas of action of the OP** are clearly defined and do not incur overlapping. In this specific issue it is important to value the role the **Management Authority** develops in this area, since it shows a deep knowledge and update on what is done in the program and allows coordination aligned with the Intermediate Bodies.
- Regarding the mainstreaming of the gender principle, beyond the application of positive actions, it does not seem that there is **a common application methodology** extended to all people involved in the management, further than establishing differentiated milestones by gender and guaranteeing the collection of information on productivity and result indicators, also separated by sex.

Nor have **specific monitoring mechanisms** been established to measure whether the actions **integrate the gender perspective**, from the design to the implementation. That is, it is not possible to land or measure the extent to which the necessary means are being articulated to consider and implement actions that integrate mainstreaming.

- There is a **limited use of the competent body in equality issues** and the existing resources in the matter such as the Equality Network. It seems that the advisory or guidance work that could

be led by one or the other has been reduced, and it offers more potential that could be used. Nonetheless, this work is characterised by being an unstructured process that does not go beyond watertight activities without any order. It may be necessary to make visible the potential of these agencies to a larger extent, in order to maximize the use of these structures.

- Contribution to the **EU 2020 strategy** occurs mainly through two areas: firstly, **more than half of the total eligible cost of the selected operations** is directly related to the objective of **combating early school leaving**. Secondly, the **promotion of employment** is another of the objectives where more OP resources are invested and, for this purpose, operations that meet this objective have been selected for an amount that exceeds one third of what is foreseen for the Program.
- Since the temporal scope of this evaluation does not allow to deepen the results that are taking place in relation to the **European Pillar of Social Rights**, at this moment we can only know the way in which the actions are expected to contribute to this principle, and later, an evaluative judgment may be issued.