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# **Second Evaluation of the Youth Employment Operational Programme (POEJ) 2014-2020**

Summary of the final  
report, June 2019







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Summary of the final  
report, june 2019



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SECOND EVALUATION OF THE YOUTH EMPLOYMENT OPERATIONAL PROGRAMME (POEJ) 2014-2020  
SUMMARY OF THE FINAL REPORT  
MINISTRY FOR LABOUR, MIGRATION AND SOCIAL SECURITY  
SUBDIRECTORATE GENERAL FOR PROGRAMMING AND EVALUATION OF THE EUROPEAN SOCIAL FUND (ESF)

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## Introduction

This document contains a summary of the final report of the "Second Evaluation of the Youth Employment Operational Programme (POEJ) 2014-2020" conducted by Arenal Grupo Consultor S.L. for the Ministry for Labour, Migration and Social Security's Subdirector General for Programming and Evaluation of the European Social Fund (ESF), in applying the provisions of the Specific Evaluation Plan of the POEJ 2014-2020.

The main purpose of this assessment is the evaluation of the POEJ's Axes 1 and 8: Axis 1A; 1B; 1C; 1D and 1E (hereinafter Axis 1) and Axes 8A; 8B; 8C; 8D and 8E (hereinafter Axis 8). But besides that, this document includes an overall analysis of the POEJ as a whole, based on the results of the "Second Evaluation of the Youth Employment Initiative-YEI" (Axis 5), which was completed in December 2018.

The evaluation process was carried out between 20 February 2019 and 30 June 2019.

# 1. The evaluation process

## 1.1 Type of evaluation and methodology applied

Adhering to the provisions of Article 114 of Regulation (EU) No1303/2013 of the European Parliament and of the Council of 17 December 2013, which governs evaluation activities to be carried out during the period 2014-2020, the Specific Evaluation Plan of the POEJ 2014-2020 included the forecast of the evaluations to be carried out by the Subdirectorate General for Programming and Evaluation of the ESF on the interventions under the POEJ.

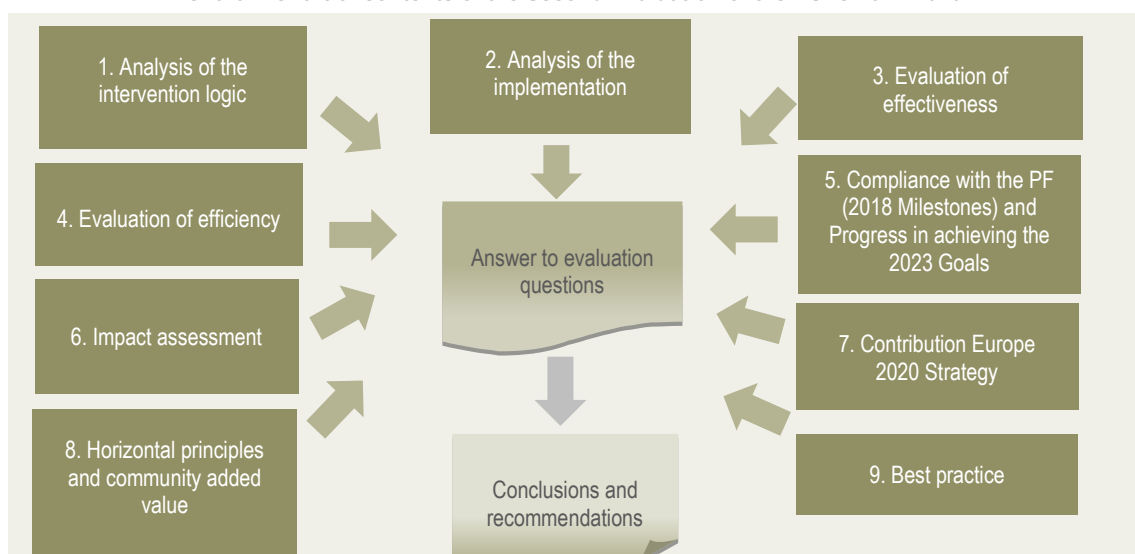
The Specific Evaluation Plan defined the main elements of the Second Evaluation of the POEJ 2014-2020 (objectives, approach, questions, methodological and information source proposal, governance and coordination mechanisms) and established the corresponding implementation schedule (first half of 2019).

### ■ Content of the evaluation

The evaluation covered the time period given in the corresponding Evaluation Form included in the Specific Evaluation Plan (initiatives selected between 1 January 2017 and 31 December 2018). However, due to the comprehensive nature of this evaluation process, a retrospective analysis has been carried out from the start of the execution period.

The design of the evaluation adhered to the instructions set out in the Technical Specifications and in the "Guidance for Carrying out the 2019 Evaluation of the Objectives/Results of ESF Operational Programmes". The final content is shown in Chart 1.

Chart 1. Chart of contents of the Second Evaluation of the POEJ 2014-2020.



Source: own elaboration.



## ■ Methodological approach

A mixed methodological approach has been used, combining both a quantitative and qualitative perspective.

With regard to the sources of information used, a distinction is made between primary and secondary information sources. Primary information is understood as that which has been generated during the evaluation process (fieldwork), and secondary information as that which has been generated during other processes (statistical initiatives, management of the POEJ and so on).

Where the information collected or generated has referred to people, the data have been disaggregated by gender so that the same analysis can be conducted based on a gender perspective - that is, to understand and assess to what extent there are differences between women and men.

### ● *Primary information*

The primary information has been obtained using the following tools:

- Interviews with representatives of the IBs and DBs running initiatives under Axis 1 and/or Axis 8 during the period 2017-2018.
- Surveys of the IBs and DBs with running initiatives under Axis 1 and/or Axis 8 during the period 2017-2018.
- Survey of the IBs and DBs that have not started initiatives under Axis 1 and/or Axis 8 despite having a financial allocation.
- Survey of the people to whom the initiatives are addressed.
- Panel discussion with IBs and DBs representatives and other social agents.

### ● *Secondary information*

The evaluation used quantitative and qualitative secondary information referring to the POEJ and the context in which it has been applied, obtained from three groups of sources: documents, statistical initiatives, and databases of the MA and the IBs.

## 1.2 Description of the POEJ 2014-2020

The economic crisis that began in 2008 led to a strong increase in the number of people unemployed in Europe, mainly in countries in southern Europe, and very strongly affected the youngest people, among whom unemployment rates exceeded 50% in some regions, including several in Spain.

In February 2013, the European Council decided to launch a Youth Employment Initiative (YEI) to be applied within regions with youth unemployment rates above 25%. In view of this situation, on 28 February 2013 Spain's Council of Ministers for Employment, Social Affairs and Consumer Affairs agreed to establish the Youth Guarantee in Spain, and it was formally adopted by the Council on 22 April 2013.

In order to access YEI funds, the European Council established that Member States would be required to submit a National Youth Guarantee Implementation Plan by the end of 2013. Spain presented its National Plan on 19 December of that year.

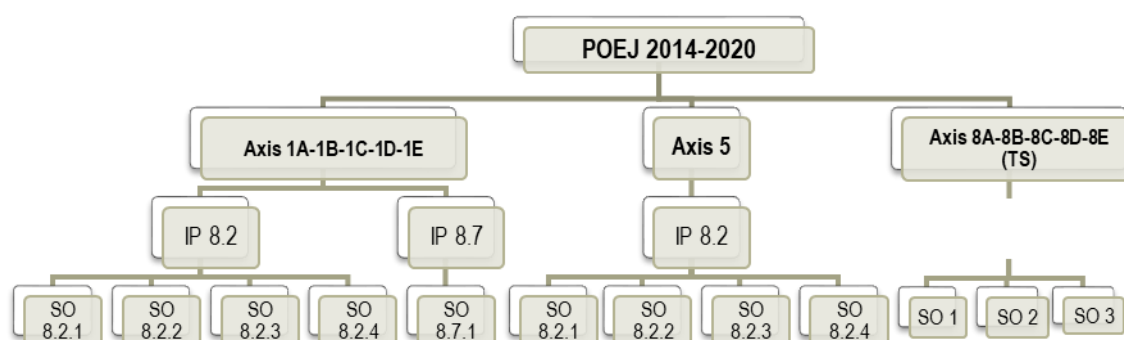
Spain's National Plan established the main characteristics of the POEJ, including its scope of action, time horizon, target audience, organisations involved in its management and catalogue of measures and initiatives.

Finally, the POEJ was approved via Implementing Decision of the Commission on 12 December 2014, as amended by Implementing Decisions taken on 18 July 2016, 18 December 2017, 17 September 2018 and 4 December 2018.

It is structured around five Axis 1, five Axis 8 (which integrate the different categories of region in Spain during the programming period 2014-20) and Axis 5, which relates to the Youth Employment Initiative (YEI) with a part of ESF.

- Axis 1: Promote sustainability and quality in employment and encourage labour mobility.
- Axis 5: Sustainable integration into the labour market of young people who are unemployed and not participating in education and training systems - in particular in the context of the Youth Guarantee.
- Axis 8: Technical Support.

Chart 2. Structure of the POEJ 2014-2020



Source: own elaboration based on POEJ Monitoring System 2014-2020.

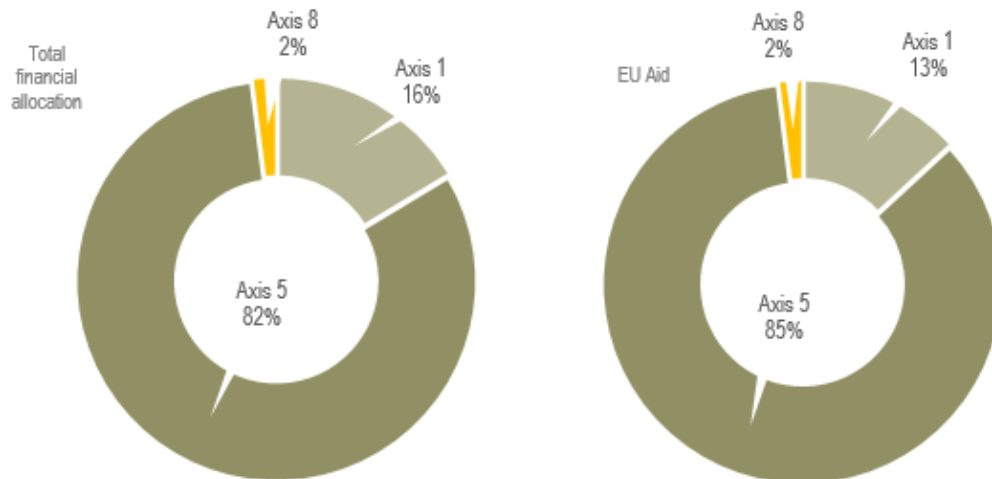
Table 1. Level of co-financing of EU aid by type of region

Axis	Types of regions	Co-financing ESF (%)	Spanish regions
1A 8A	More developed	50	Aragón Balears Castilla y León Cantabria Cataluña Comunidad Valenciana La Rioja Madrid Navarra País Vasco
1B 8B	More developed	80	Principado de Asturias Ceuta Galicia
1C 8C	In transition	80	Andalucía Murcia Castilla La Mancha Melilla
1D 8D	Less desarrolladas	80	Extremadura
1E 8E	In transition	85	Islas Canarias
5	---	91.89	All regions

Source: own elaboration based on POEJ Monitoring System 2014-2020.

The total programmed aid for implementing the POEJ, following reprogramming approved in December 2018, amounts to 3208.8 million euros, mainly from the YEI and the ESF equivalent (2723.3 million euros, 85% of total EU aid) and the remainder corresponding to the ESF not associated with the YEI.

Chart 3. Distribution of the total financial allocation and EU aid, by axis in the POEJ 2014-2020



Source: own elaboration based on POEJ 2014-2020.

## ■ Bodies and organisations involved in implementing the POEJ

The POEJ's Managing Authority (MA) is the Deputy Subdirector General for Management of the UAFSE (Spain's Administrative Unit for the European Social Fund). The MA has appointed 29 entities as IBs, 25 of which are public and 4 of which are private non-profit entities (10 are state level IBs, 19 are regional), to which it has delegated a range of functions, including the selection and implementation of the initiatives. Through competitive bidding, the MA has also selected 15 non-profit entities as direct beneficiaries (DBs), whose main function is to implement projects that contribute to the POEJ's objectives.

Table 2. Intermediary Organisations (IBs) and Direct Beneficiaries (DBs) of the POEJ Managing Authority (MA)

State level IBs	Regional level IBs
<ul style="list-style-type: none"> <li>– Consejo Superior de Investigaciones Científicas</li> <li>– Agencia Estatal de Investigación</li> <li>– Cámara Oficial de Comercio, Industria, Servicios y Navegación de España</li> <li>– DG de Cooperación Autonómica y Local</li> <li>– Entidad Pública Empresarial RED.es</li> <li>– Fundación Bancaria La Caixa</li> <li>– Fundación Escuela de Organización Industrial (EOI)</li> <li>– Fundación Instituto Cameral de Creación y Desarrollo de la Empresa (INCYDE)</li> <li>– Fundación ONCE</li> <li>– Servicio Público de Empleo Estatal</li> </ul>	<ul style="list-style-type: none"> <li>– DG de Fondos Europeos (Junta de Andalucía)</li> <li>– DG de Presupuestos, Financiación y Tesorería (Gobierno de Aragón)</li> <li>– DG de Asuntos Europeos y Cooperación con el Estado (Comunidad de Madrid)</li> <li>– DG de Fondos Europeos (Ciudad Autónoma de Melilla)</li> <li>– DG de Planificación y Presupuesto (Gobierno de Canarias)</li> <li>– DG de Política Financiera, Tesoro y Fondos Europeos (Junta de Galicia)</li> <li>– DG de Presupuestos y Estadística (Junta de Castilla y León)</li> <li>– DG de Presupuestos y Fondos Europeos (Región de Murcia)</li> <li>– DG de Financiación y Fondos Europeos (Comunidad Valenciana)</li> <li>– DG de Fondos Europeos (Gobierno de Islas Baleares)</li> <li>– DG de Política Económica y Empresarial y Trabajo (Gobierno Foral de Navarra)</li> <li>– DG de Empleo e Inclusión (Gobierno Vasco)</li> </ul>

<sup>1</sup> Calls for applications made via Resolution of 15 July 2015 by the Directorate General for Self-Employment, Social Economy and Corporate Social Responsibility, and Resolution of 4 July 2018 by the Secretary of State for Employment.

**Table 2. Intermediary Organisations (IBs) and Direct Beneficiaries (DBs) of the POEJ Managing Authority (MA)**

	<ul style="list-style-type: none"> <li>– DG de Empleo (Comunidad de La Rioja)</li> </ul>
<b>DBs</b>	<ul style="list-style-type: none"> <li>– PROCESA Sociedad de Desarrollo de Ceuta, S.A. (Ciudad Autónoma de Ceuta)</li> <li>– Secretaría General de Presupuestos y Financiación (Junta de Extremadura)</li> <li>– Servicio Cántabro de Empleo (Comunidad Autónoma de Cantabria)</li> <li>– Servicio Público de Empleo de Cataluña</li> <li>– Servicio Público de Empleo del Principado de Asturias</li> <li>– Viceconsejería de Empleo y Relaciones Laborales (Castilla-La Mancha)</li> </ul>
<ul style="list-style-type: none"> <li>– Cruz Roja Española</li> <li>– Fundación ONCE</li> <li>– Fundación Secretariado Gitano</li> <li>– Young Men's Christian Association (YMCA)</li> <li>– Fundación Acción contra el Hambre<sup>2</sup></li> </ul>	

Source: own elaboration based on POEJ Monitoring System 2014-2020.

## ■ Target population for activities

The POEJ was initially aimed at people over 16 and under 25, or under 30 in the case of people with a degree of disability equal to or greater than 33%, who were not employed or integrated into the education or training systems.

Under Resolution dated 29 July 2015 by the Directorate General for Self-Employment, Social Economy and Corporate Social Responsibility, the scope of application was extended to those over 25 and under 30 meeting the requirements set out under Act 18/2014.

## ■ Legal framework and context for the evaluation

The main rules delimiting this evaluation are listed below in order of date of approval:

- Regulation (EU) No1303/2013 of the European Parliament and of the Council of 17 December 2013 laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund and laying down general provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund and the European Maritime and Fisheries Fund and repealing Council Regulation (EC) No 1083/2006.
- Regulation (EU) No 1304/2013 of the European Parliament and of the Council of 17 December 2013 on the European Social Fund and repealing Council Regulation (EC) No 1081/2006.
- Commission Delegated Regulation (EU) No 480/2014 of 3 March 2014 supplementing Regulation (EU) No 1303/2013 of the European Parliament and of the Council laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund and laying down general provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund and the European Maritime and Fisheries Fund.
- Commission Implementing Regulation (EU) 2015/207 of 20 January 2015 laying down detailed rules implementing Regulation (EU) No 1303/2013 of the European Parliament and of the Council as regards the models for the progress report, submission of the information on a major project, the joint action plan, the implementation reports for the Investment for growth and jobs goal, the management declaration, the audit strategy, the audit opinion and the annual control report and the methodology for carrying out the cost-benefit analysis and pursuant to Regulation (EU) No 1299/2013 of the European Parliament and of the Council as regards the model for the implementation reports for the European territorial cooperation goal.

<sup>2</sup> It is incorporated as BD of the MA by Resolution of December 10, 2018, of the Secretary of State for Employment.

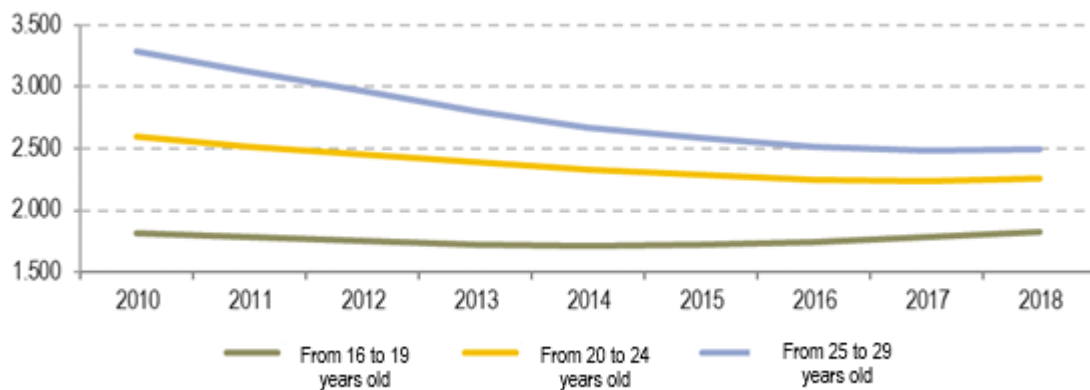
## ■ Analysis of the context of the POEJ<sup>3</sup>

### • Youth population

Between 2013 and 2018, the youth population in Spain fell by 340,200 (4.9%) - a trend that was moderately more negative among women than in men (5.4% and 4.5%, respectively).

The losses among the youth population have occurred in the two older segments - mainly in the 25-29 age group - which in 2018 had 306,200 fewer people than in 2013 (10.9%), with a worse trend among women than among men (11.3% and 10.6% less, respectively). This fall contrasts with a growth among the 16-19 age-group population - 100,300 more people in this period (5.8%), slightly more men than women (6.0% and 5.6% respectively).

Chart 4. Change among the youth population in Spain between 2010 and 2018 by age segment (thousands of people)

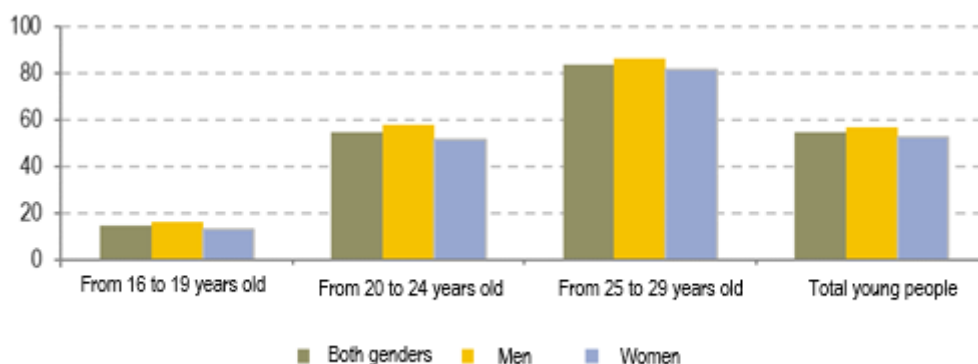


Source: own elaboration based on Labor Force Survey (INE)

### • Work activity

The activity rate among the young population was 54.9% in 2018 - lower than that of the general Spanish population (58.6%). The activity rate among men exceeded that of women by 4.3 percentage points (57.0% and 52.7% respectively).

Chart 5. Activity rates in 2018 among the youth population by age segment (%)



Source: own elaboration based on Labor Force Survey (INE).

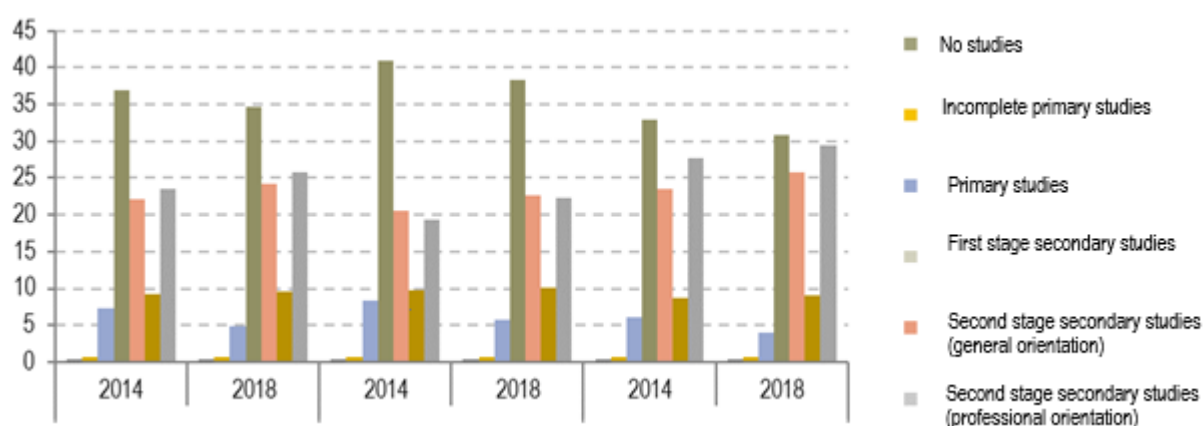
<sup>3</sup>The information used in this section of the report comes from Spain's EPA (Encuesta de Población Activa, or Economically Active Population Survey) conducted by Spain's INE (Instituto Nacional de Estadística, or National Statistics Institute), unless another source is stated. The figures are annual averages, taken directly from the EPA.

During the period 2014-18 there has been a 5.2 percentage points decrease in the activity rate among the youth population, slightly higher among women than among men (5.4 and 5.0 percentage points less). This decrease is mainly due to the increase in the number of young people who have chosen to study instead of entering the employment market, 363,300 more during this period (a 17.7% increase).

### • *Training the youth population*

The educational level of Spain's youth population has improved significantly during the time that the POEJ has been operational, mainly because there are 122,900 more people with "Higher Education" and 381,200 fewer people with training equal to or less than the "First Stage of Secondary Education" - an improvement that has been seen among both men and women.

Chart 6. Distribution of the youth population by level of education in 2014 and 2018 (%)



Source: own elaboration based on Labor Force Survey (INE)

### • *Employment*

In 2018, the employment rate among young people was 73.8%, practically the same for men and for women. This employment level was 10.9 percentage points lower than that of the Spanish population as a whole.

Between 2013 and 2018, the rate of employment among young people increased by 16.2 percentage points, with a higher rate of growth among men than among women (17.4 and 14.9 points respectively). This change has meant that the differential that existed in 2013 in favour of women in terms of employment rate (2.6 percentage points) has been balanced.

Chart 7. Difference between 2013 and 2018 in the employment rate by age segment (percentage points)



Source: own elaboration based on Labor Force Survey (INE)

## • Unemployment

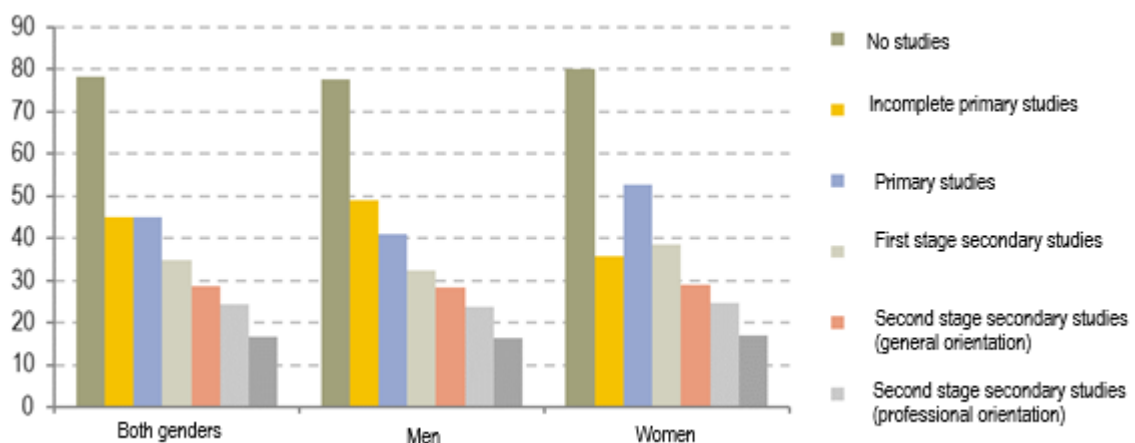
In Spain in 2018, a total of 945,100 young people were unemployed - 499,300 men and 445,800 women (52.8% and 47.2% respectively), mainly in the 25-29 age group (45.3% of the total). This age group had the highest number of unemployed women (48.7%); for men, it was the 20-24 age group (42.8%).

In 2018, a significant number - 282,600, 29.9% of the total - of unemployed young people were looking for their first job; a proportion that was slightly higher for women than for men (30.4% and 29.4% respectively).

Compared with 2013, in 2018 the number of unemployed young people had fallen by 817,600, 46.4% fewer - an improvement that benefited men somewhat more than women. This decrease put the 2018 unemployment rate at 26.2%, and was practically the same for men as for women. Those who suffered the highest unemployment rates were the youngest (49.7% for people 16 to 19).

The unemployment rate among Spain's youth population is strongly reduced according to the person's level of education, with a difference of 28.3 percentage points in 2018 between those with "incomplete primary education" and those with "higher education". There were no significant differences by gender.

Chart 8. Unemployment rate in 2018 based on the educational level of young people (%)



Source: own elaboration based on Labor Force Survey (INE)



## 2. Evaluation of the POEJ's Axes 1 and 8

### 2.1. Analysis of the intervention logic and the structure of the POEJ

#### ■ Axis 1

The analysis carried out under the framework of this evaluation of the situation of young people in Spain in 2018 has shown that some of the problems have been reduced and that progress has been made in the challenges set in 2014 - including the following improvements:

- Unemployment rate: ↓ 16.2 percentage points.
- Duration of unemployment: ↓ 4 months on average.
- Educational level: ↑ 7.8% of people with higher education.
- Contracts: ↑ 4.6% of people with permanent contracts.
- Working hours: ↑ 1.8 percentage points of people working full-time.

In spite of these advances, the needs to be met and the challenges to be faced remain very significant, given that the situation in 2018 was characterised by the following:

- Unemployment rate: 26.2% (10.9 percentage points more than the average for Spain's population).
- Duration of unemployment: 21.1% of young people have been out of work for more than 2 years.
- Activity rate: 54.9% (5.2 percentage points lower than in 2013).
- Training level: 40.4% with low levels of training.
- Entrepreneurship: 7.4% of young people are self-employed (3.1 percentage points fewer than in 2013).
- Contracts: 56.3% with temporary contracts.
- Working hours: 33.4% of young women work part-time.

Tackling this situation requires measures to be implemented that encourage young people into work, improve their employability, make it easier for companies and organisations to hire young people to perform quality jobs, and encourage them to set up their own businesses or professional activities.

These types of measures can be carried out under the IPs (Investment Priorities) forecast for Axis 1, and it is therefore appropriate to maintain them until the end of the POEJ.

The actions are consistent with the objectives set, as they all have a positive relationship with the objectives to which they are aimed. The results sought will be achieved in many cases, as they derive totally or fundamentally from the activity itself - such as, for example, activities related to getting people into work and employability.



In other cases, the results will depend on external factors - fundamentally the situation of the labour market - so there is no certainty that what is intended will be achieved, mainly under activities aimed at increasing permanent or sustainable recruitment of young people.

## ■ Axis 8

The specific objectives proposed for technical assistance remain as relevant as when the POEJ was designed given that, until it has been fully implemented, it will be necessary to ensure good quality management and ensure that the planned monitoring and evaluation activities are carried out and that the information is properly disseminated.

The actions envisaged to achieve these objectives are appropriate as they are likely to achieve the intended results and are consistent with the objectives pursued.

## 2.2. Evaluation of the implementation

### ■ Axis 1

#### • *Design and operation*

In its initial design, Axis 1 was complementary to Axis 5, given that, in order to implement the YEI, it was necessary to run other indirect activities that could not be co-financed under the YEI. In addition to this purpose, Axis 1 was designed to extend the activities across the entire 2014-20 programming period so that they applied to non-employed people who do not receive education or training, in view of the fact that Axis 5 had a financial allocation in the 2014 and 2015 financial years.

Under the framework of IP 8.7, Axis 1 initially considered activities aimed at implementing the National Youth Guarantee System (in Spanish, Sistema Nacional de Garantía Juvenil, or SNGJ) since, in order for this to be achieved, a series of far-reaching reforms were necessary - from the methodology used through to the implementation of adequate information and management systems, and the modernisation of public employment services.

#### • *Participation of agents*

Under Axis 1, finance is allocated to 23 IBs (4 of which are at state level, 19 at regional level and 4 non-profit entities as DBs of the MA).

During the period 2017-2018, 10 organisations and organisations launched initiatives - 37% of the total. The cost of initiatives started up until 2018 is 52.6 million euros, of which the ESF's aid is 33.2 million euros. Taking into account the fact that ESF support for Axis 1 after reprogramming amounts to 422.1 million euros, the initiatives launched represent 7.9% of the current provision.

#### • *Type of activities*

During the period 2017-2018, 111 initiatives were fully or partially implemented under Axis 1 of the POEJ, at a cost of 49.1 million euros up until 2018 and ESF aid of 31.1 million euros - amounts that mostly correspond to regional IBs.

Most of the initiatives - 99 of the 111 (89.2%) - carried out totally or partially under Axis 1 in the 2017-2018 period are aimed at getting into work young people who are neither employed nor integrated into the education or training systems, so that a small number of initiatives have been carried out in the other SOs (Specific Objectives) (12).

Table 3. Initiatives fully or partially implemented in 2017-2018. Axis 1.			
	Initiatives (n°)	Cost until 2018 (€)	ESF aid until 2018 (€)
State level IBs	85	1,218,790	799,814
Regional level IBs	17	45,552,483	28,930,960
BDs	9	2,329,167	1,423,282
Total	111	49,100,440	31,154,055

Source: own elaboration based on POEJ Monitoring System 2014-2020.

Almost all (97 of the 99) of the initiatives to help young people get into work have been indirect, and have been carried out mostly by state level IBs (85), with the remainder at regional level (5) and DBs (9). The two direct initiatives have been carried out by regional IBs.

As regards initiatives to strengthen employability and professional skills (SO 8.2.2), all have been defined by regional IBs and together cost 30.6 million euros, making it the SO to which most financial resources have been allocated (62% of the total). Under each of the other 2 objectives of IP 8.2, an initiative has been carried out with costs of 2.1 million euros and 9.8 million euros respectively.

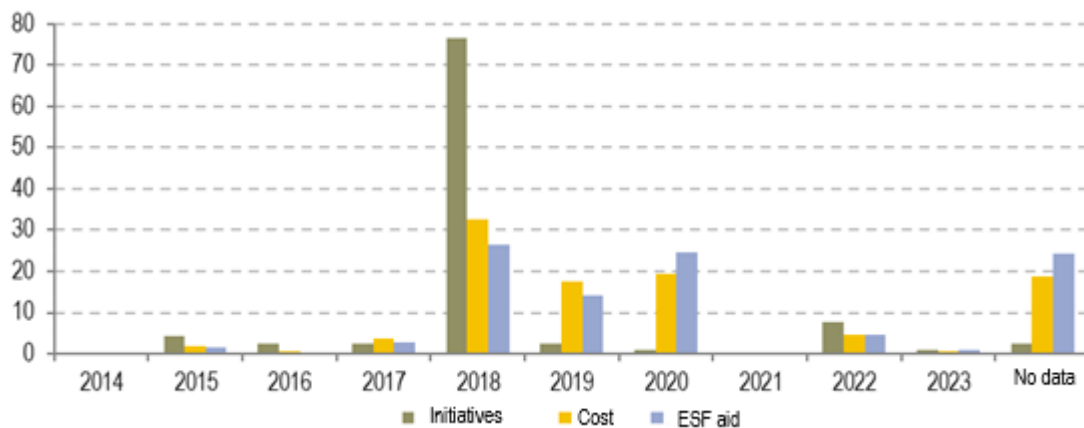
Table 4. Initiatives fully or partially implemented in 2017-2018 (IP 8.2 - Axis 1)					
	Initiatives (n°)				
	Activation (SO 8.2.1)	Employability (SO 8.2.2)	Self employment (SO 8.2.3)	Hiring (SO 8.2.4)	Total
State level IBs	85	0	0	0	85
Regional level IBs	5	7	1	1	14
BDs	9	0	0	0	9
Total	99	7	1	1	108
	Cost until 2018 (€)				
	Activation (SO 8.2.1)	Employability (SO 8.2.2)	Self employment (SO 8.2.3)	Hiring (SO 8.2.4)	Total
State level IBs	1,218,790	0	0	0	1,218,790
Regional level IBs	888,053	30,646,891	2,112,000	9,805,075	43,452,019
BDs	2,329,167	0	0	0	2,329,167
Total	4,436,011	30,646,891	2,112,000	9,805,075	46,999,977
	ESF aid until 2018 (€)				
	Activation (SO 8.2.1)	Employability (SO 8.2.2)	Self employment (SO 8.2.3)	Hiring (SO 8.2.4)	Total
State level IBs	799,814	0	0	0	799,814
Regional level IBs	583,237	17,512,714	1,940,717	7,844,060	27,880,728
BDs	1,423,282	0	0	0	1,423,282
Total	2,806,333	17,512,714	1,940,717	7,844,060	30,103,824

Source: own elaboration based on POEJ Monitoring System 2014-2020.

- **Implementation rate**

During the period 2014-2018, 102 initiatives have been completed under Axis 1 (86% of the approved initiatives under this Axis). 2018 was the year in which the greatest number of initiatives were completed - 91 (89%) - at a total cost of 16.5 million euros (84% of the total cost of the initiatives completed under Axis 1).

Chart 9. Distribution, by year, of number of completed of Axis 1 initiatives, cost of initiatives and ESF aid (%)



Source: own elaboration based on POEJ Monitoring System 2014-2020.

- **Coordination between agents**

Coordination with the UAFSE is viewed positively by the IBs and DBs that have started initiatives under Axis 1. Queries regarding coordination between the UAFSE and the IBs and DBs have most frequently been made via telephone or e-mail channels and these mechanisms are channels of information and resolution of queries and problems rather than of coordination.

The coordination requirements under Axis 1 have been limited due to the fact that few initiatives have been implemented, but greater coordination effort at territorial level will be necessary in the coming years to avoid overlaps when the number of initiatives being implemented increases.

## ■ Axis 8

- **Design and operation**

Axis 8 includes a set of technical assistance activities aimed at improving efficiency of use of resources allocated to the POEJ, for which, after reprogramming in December 2018, 88.3 million euros has been allocated in terms of total cost - or 2.4% of the total amount of the POEJ (63.3 million euros in ESF aid).

- **Participation of agents**

25 IBs are able to run initiatives under Axis 8 - 86.2% of the total (100% of IBs at state level and 79% of IBs at regional level).

The IBs have access to an average of 20,121 euros under Axis 8 for every million euros under Axes 1 and 5 following the reprogramming; this represents almost 10,000 euros more than under the initial programming (an 87.1% increase).

In 2017 and 2018, 17 IBs (68%) run initiatives, of which 6 are at state level and 11 are at regional level. The four BDs have also run initiatives under this Axis.

### • *Type of activities*

Under Axis 8, 170 initiatives were totally or partially run during the 2017-2018 period. Of this, 100 (59%) are related to POEJ management and quality control. These initiatives have a total cost up until 2018 of 19.1 million euros (88%).

Secondly, those intended to inform potential beneficiaries and society as a whole about the POEJ are placed by number and amount of cost (50 initiatives at a total cost of 2.3 million euros). The other 20 initiatives consisted of studies and evaluations (12% of initiatives and 1.5% of the total cost).

Table 5. Initiatives fully or partially implemented in 2017-18 under Axis 8				
	Initiatives (nº)			
	Management and quality control (SO 1)	Studies and evaluations (SO 2)	Inform potential beneficiaries and society (SO 3)	Total
State level IBs	42	14	24	80
Regional level IBs	42	2	10	54
BDs	16	4	16	36
Total	100	20	50	170
	Cost until 2018 (€)			
	Management and quality control (SO 1)	Studies and evaluations (SO 2)	Inform potential beneficiaries and society (SO 3)	Total
State level IBs	9,105,682	292,481	1,411,411	10,809,574
Regional level IBs	7,874,819	35,370	250,235	8,160,424
BDs	2,106,424	6,467	638,383	2,751,274
Total	19,086,925	334,318	2,300,029	21,721,272
	ESF aid until 2018 (€)			
	Management and quality control (SO 1)	Studies and evaluations (SO 2)	Inform potential beneficiaries and society (SO 3)	Total
State level IBs	6,212,469	175,547	967,399	7,355,415
Regional level IBs	4,511,285	22,125	187,688	4,721,098
BDs	1,345,776	4,900	394,646	1,745,322
Total	12,069,530	202,572	1,549,733	13,821,835

Source: own elaboration based on POEJ Monitoring System 2014-2020.

### • *Coordination between agents*

The IBs and DBs that have started initiatives under Axis 8 positively rate the coordination that has existed with the UAFSE for implementing initiatives. The most frequently used channels for coordination have been telephone or e-mail queries, which are more suitable for receiving information and resolving issues. Regular coordination meetings have also been held.

## 2.3. Evaluation of effectiveness

By carrying out an analysis of the effectiveness, it measured and assessed the degree of alignment of results from the financial and physical execution of the POEJ's axes up to 31 December 2018 compared with the values expected up to the end of the programming period (2023).

As the POEJ does not include forecasts for the year 2018, and in order to calculate the level of effectiveness, a reference value is required, for each indicator a linear extrapolation has been made between the base year (2014) and the value forecast for 2023 and an extrapolated value has been obtained for 2018.

Once the degree of effectiveness was determined (comparison for each indicator between the extrapolated value and the actual 2018 value), an evaluation scale linked to the coefficient of achievements was applied, which differentiates between three levels of achievement from the indicators:

Low (<50%)	Medium (50%-80%)	High (>80%)
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### ■ Effectiveness in the use of financial resources

#### • Axis 1

Financial effectiveness, measured by the amount of the eligible cost for the selected initiatives compared to the extrapolated value for 2018, reaches a high level and shows that the rate of approvals is appropriate, as in all cases (1A, 1B, 1C, 1D and 1E) it is above 80%.

In the relationship established between the programmed value for 2023 and that corresponding to the eligible cost of the selected initiatives, the situation is also generally positive, although 2 axes are slightly below 50% of the programmed cost, which would be the appropriate situation, as 2018 marks halfway through the eligibility period. These are axes 1C (47%) and 1E (41%).

Table 6. Degree of financial effectiveness of the eligible cost of initiatives (euros). Axis 1.

Axis	Expected cost (2023) [1]		Extrapolated cost (2018) [2]		Eligible cost accumulated value 2014-2018 [3]		Achievement Coefficient 2018 (%) [3]/[2]	Degree of effectiveness	Progress in the expected cost (%) (2023)
	Total cost	ESF aid	Total cost	ESF aid	Total cost	ESF aid			
1A	179,792,704	89,896,352	89,896,352	44,948,176	210,805,414	105,402,707	234.5%	High	117.3%
1B	49,824,345	39,859,476	24,912,173	19,929,738	100,944,999	80,755,999	405.2%	High	202.6%
1C	279,727,598	223,782,078	139,863,799	111,891,039	131,233,437	104,986,750	93.8%	High	46.9%
1D	31,285,439	25,028,351	15,642,720	12,514,176	20,937,338	16,749,870	133.8%	High	66.9%
1E	51,285,477	43,592,655	25,642,739	21,796,328	21,162,221	17,987,887	82.5%	High	41.3%
<b>Total Axis 1</b>	<b>591,915,563</b>	<b>422,158,912</b>	<b>295,957,782</b>	<b>211,079,456</b>	<b>485,083,409</b>	<b>325,883,213</b>			

Source: own elaboration based on POEJ Monitoring System 2014-2020.

If the relationship is established between the eligible cost figures declared on 31/12/2018 and the extrapolated cost for 2018, the financial effectiveness is drastically reduced. The IBs and DBs have hardly declared costs to the MA until the end of 2018, meaning that the degree of financial effectiveness is low.

In regard to axes, only 1A has reported to the MA an amount of eligible cost that exceeds 1% of the total extrapolated value for 2018 (3.4 million euros which represents 3.8%). For the other axes, the declared amounts are lower (ranging from 0.2% for Axis 1B to 0.7% for Axis 1C).

**Table 7. Degree of financial effectiveness of the eligible cost reported to the MA (euros). Axis 1.**

Axis	Expected cost (2023) [1]		Extrapolated cost (2018) [2]		Eligible cost declared by the beneficiaries to the MA 2014-2018 [4]		Achievement Coefficient 2018 (%) [4]/[2]	Degree of effectiveness	Progress in the expected cost (%)(2023)
	Total cost	ESF aid	Total cost	ESF aid	Total cost	ESF aid			
1A	179,792,704	89,896,352	89,896,352	44,948,176	3,430,047	1,715,024	3.8%	Low	1.9%
1B	49,824,345	39,859,476	24,912,173	19,929,738	48,257	38,606	0.2%	Low	0.1%
1C	279,727,598	223,782,078	139,863,799	111,891,039	925,066	740,053	0.7%	Low	0.3%
1D	31,285,439	25,028,351	15,642,720	12,514,176	53,725	42,980	0.3%	Low	0.2%
1E	51,285,477	43,592,655	25,642,739	21,796,328	69,686	59,233	0.3%	Low	0.1%
<b>Total Axis 1</b>	<b>591,915,563</b>	<b>422,158,912</b>	<b>295,957,782</b>	<b>211,079,456</b>	<b>4,526,780</b>	<b>2,595,895</b>			

Source: own elaboration based on POEJ Monitoring System 2014-2020.

## • Axis 8

For Axis 8, the rate of financial execution differs significantly.

- The financial execution with respect to the extrapolated value for 2018, reaches high levels for axes 8A and 8B, since for both the amount of the eligible cost of the selected initiatives is well above the extrapolated value, such that the rate of selecting initiatives is quite positive.
- In an intermediate situation is the financial execution of Axis 8D, reaching an average relationship between the eligible cost of the selected initiatives and the extrapolated value for 2018 (78.7%) and a percentage for the forecast value for 2023 that is close to 40%.
- The financial efficiency levels of axes 8C and 8E are low compared to the extrapolated value for 2018 (30% and 17% respectively), which translates into a very low percentage of eligible cost compared to the total expenditure value programmed up until 2023.

**Table 8. Degree of financial effectiveness of the eligible cost of initiatives (euros). Axis 8.**

Axis	Expected cost (2023) [1]		Extrapolated cost (2018) [2]		Eligible cost accumulated value 2014-2018 [3]		Achievement Coefficient 2018 (%) [3]/[2]	Degree of effectiveness	Progress in the expected cost (%) (2023)
	Total cost	ESF aid	Total cost	ESF aid	Total cost	ESF aid			
8A	25,446,942	12,723,471	12,723,471	6,361,736	29,065,250	14,532,625	228.4%	High	114.2%
8B	7,367,070	5,893,656	3,683,535	2,946,828	5,455,621	4,364,497	148.1%	High	74.1%
8C	46,962,963	37,570,370	23,481,482	18,785,185	7,122,243	5,697,794	30.3%	Low	15.2%
8D	2,292,122	1,833,697	1,146,061	916,849	902,107	721,685	78.7%	Medium	39.4%
8E	6,199,617	5,269,674	3,099,809	2,634,837	510,283	433,740	16.5%	Low	8.2%
<b>Total Axis 8</b>	<b>88,268,714</b>	<b>63,290,868</b>	<b>44,134,357</b>	<b>31,645,434</b>	<b>43,055,503</b>	<b>25,750,341</b>			

Source: own elaboration based on POEJ Monitoring System 2014-2020.

A situation similar to the previous one occurs if the relationship is established between the figures of eligible cost declared to the MA at 31/12/2018 and the extrapolated cost for 2018, given that the figures between axes show important differences:

- Under Axis 8A, the amount of eligible cost reported by beneficiaries to the MA is above the extrapolated value for 2018, and therefore the level of financial effectiveness is high. This is the only axis where expenditure reported to the MA exceeds 50% of the total forecast for 2023.
- Under Axis 8B, although a high value was reached in relation to the eligible cost of the selected initiatives, the reports of eligible costs only achieve average levels of effectiveness, standing at 68% of the extrapolated value by 2018 (around one third of the value programmed for 2023).
- Under Axes 8C, 8D and 8E, the beneficiary organisations have hardly declared costs to the MA up until the end of 2018, meaning that the degree of financial effectiveness is low. This negative situation is particularly intense under axes 8C and 8E (below 20% in relation to the extrapolated value for 2018 and below 10% in the value forecast for 2023).

Table 9. Degree of financial effectiveness of the eligible cost reported to the MA (euros). Axis 8.

Axis	Expected cost (2023) [1]		Extrapolated cost (2018) [2]		Eligible cost declared by the beneficiaries to the MA 2014-2018 [4]		Achievement Coefficient 2018 (%) [4]/[2]	Degree of effectiveness	Progress in the expected cost (%) (2023)
	Total cost	ESF aid	Total cost	ESF aid	Total cost	ESF aid			
8A	25,446,942	12,723,471	12,723,471	6,361,736	16,340,980	4,420,583	128.4%	High	64.2%
8B	7,367,070	5,893,656	3,683,535	2,946,828	2,489,123	2,353,974	67.6%	Medium	33.8%
8C	46,962,963	37,570,370	23,481,482	18,785,185	3,942,356	3,624,621	16.8%	Low	8.4%
8D	2,292,122	1,833,697	1,146,061	916,849	457,570	307,318	39.9%	Low	19.9%
8E	6,199,617	5,269,674	3,099,809	2,634,837	262,205	400,154	8.5%	Low	4.2%
<b>Total Axis 8</b>	<b>88,268,714</b>	<b>63,290,868</b>	<b>44,134,357</b>	<b>31,645,434</b>	<b>23,492,234</b>	<b>11,106,651</b>			

Source: own elaboration based on POEJ Monitoring System 2014-2020.

## ■ Effectiveness in products and results

### • Axis 1. IP 8.2

#### *Productivity indicators*

In the POEJ, no specific productivity indicator has been selected for monitoring IP 8.2, meaning that the calculation of effectiveness focuses on the common productivity indicators. There are 6 indicators selected within the POEJ for IP 8.2, all of which are related to the characteristics of the participants under the actions carried out.

In general, the degree of effectiveness has been very low, as only 16 indicators have counted beneficiaries (53% of those forecast) and 15 have not reached half of the value extrapolated for 2018. However, it should be pointed out that some of the actions carried out under this Axis are indirect in nature and, therefore, do not have as an immediate product an impact on young people. However, no indicators have been defined for this type of indirect activity.



The structure of Axis 1, made up of 5 regionalised areas, presents the results of the effectiveness calculated for the productivity indicators for each area.

#### 1A. Promoting sustainable and quality employment and labour mobility - ESF - MaD-50%.

Under Axis 1A, activities have been carried out in which 3,801 unemployed people took part, even the long-term unemployed [CO01], a figure that represents 32% of the extrapolated value for 2018, meaning that the level of effectiveness is rated as low. In a similar proportion is the implementation linked to the indicator that quantifies participants with primary or lower secondary education [CO09], which has reached 33% of the extrapolated value for 2018.

Showing lower progress in terms of implementation - in which participants represent no more than 5% of the extrapolated value for 2018 - are the indicators that quantify participants with secondary or post-secondary education [CO10]; tertiary education [CO11] or with some form of disability [CO16].

No participants were counted who were in a state of inactivity [CO04], meaning that the degree of effectiveness is nil.

#### 1B. Promoting sustainable and quality employment and labour mobility - ESF - MaD-80%.

With regard to Axis 1B, only participants up until 2018 have been counted, meaning that the degree of effectiveness in relation to the different groups of participants is nil.

#### 1C. Promoting sustainable and quality employment and labour mobility - ESF - T-80%.

Axis 1C is the only one under which actions have been carried out where people from at least one of the six groups selected to form part of the panel of productivity indicators for which an objective value for 2023 has been quantified, although the degree of effectiveness achieved is low in all cases. The percentages achieved with respect to the extrapolated value for 2018 range from 16% for indicator CO10 to 4% for indicator CO09.

#### 1D Promoting sustainable and quality employment and labour mobility - ESF - MeD-80%.

Within the framework of Axis 1D, initiatives in which participants have higher levels of education stand out, with this indicator [CO11] being the only one that has reached a medium level of effectiveness (both in total and as broken down by gender).

At a smaller proportion is the execution linked to the indicator quantifying unemployed participants [CO01], which reaches 15% of the extrapolated value for 2018 and, therefore, a low level of effectiveness. Among the remaining indicators, the percentage of actual participants with respect to the extrapolated value for 2018 is very low (in no case is 1% exceeded) or no participating person has been accounted for [CO04].

#### 1E. Promoting sustainable and quality employment and labour mobility - ESF - T-85%.

The situation in regard to Axis 1E is identical to Axis 1B, given that only participants up until 2018 have been counted, meaning that the degree of effectiveness in regard to the different groups is nil.



Table 10. Degree of effectiveness among common productivity indicators for IP 8.2.

ID	Indicator	Axis	Expected value (2023) [1]			Extrapolated value (2018) [2]			Accumulated value 2014-2018 [3]			Achievement Coefficient 2018 [3]/[2]			Degree of effectiveness		
			Total	M	W	Total	M	W	Total	M	W	Total	M	W	Total	M	W
CO01	Unemployed, including long-term	1A	70,474	35,237	35,237	11,746	5,873	5,873	3,801	2,421	1,380	32.4%	41.2%	23.5%	Low	Low	Low
		1B	19,261	10,016	9,245	3,210	1,669	1,541	0	0	0	0%	0%	0%	-	-	-
		1C	86,786	43,393	43,393	14,464	7,232	7,232	881	388	493	6.1%	5.4%	6.8%	Low	Low	Low
		1D	9,080	4,631	4,449	1,513	772	742	223	115	108	14.7%	14.9%	14.6%	Low	Low	Low
		1E	14,718	7,359	7,359	2,453	1,227	1,227	0	0	0	0%	0%	0%	-	-	-
CO04	Inactive, not ineducation or training	1A	31,662	15,831	15,831	5,277	2,639	2,639	0	0	0	0%	0%	0%	-	-	-
		1B	7,123	3,704	3,419	1,187	617	570	0	0	0	0%	0%	0%	-	-	-
		1C	27,406	13,703	13,703	4,568	2,284	2,284	561	247	314	12.3%	10.8%	13.7%	Low	Low	Low
		1D	2,712	1,383	1,329	452	231	222	0	0	0	0%	0%	0%	-	-	-
		1E	5,172	2,586	2,586	862	431	431	0	0	0	0%	0%	0%	-	-	-
CO09	With primary (ISCED 1) or lower secondary education (ISCED 2)	1A	62,814	31,407	31,407	10,469	5,235	5,235	3,466	2,250	1,216	33.1%	43.0%	23.2%	Low	Low	Low
		1B	16,227	8,438	7,789	2,705	1,406	1,298	0	0	0	0%	0%	0%	-	-	-
		1C	68,228	34,114	34,114	11,371	5,686	5,686	420	218	202	3.7%	3.8%	3.6%	Low	Low	Low
		1D	7,252	3,698	3,554	1,209	616	592	1	1	0	0.1%	0.2%	0%	-	-	-
		1E	12,232	6,116	6,116	2,039	1,019	1,019	0	0	0	0%	0%	0%	-	-	-
CO10	With upper secondary (ISCED 3) or post-secondary education (ISCED 4)	1A	21,449	10,725	10,724	3,575	1,788	1,787	188	94	94	5.3%	5.3%	5.3%	Low	Low	Low
		1B	5,541	2,881	2,660	924	480	443	0	0	0	0%	0%	0%	-	-	-
		1C	23,980	11,990	11,990	3,997	1,998	1,998	657	287	370	16.4%	14.4%	18.5%	Low	Low	Low
		1D	2,476	1,263	1,213	413	211	202	4	1	3	1.0%	0.5%	1.5%	Low	Low	Low
		1E	4,176	2,088	2,088	696	348	348	0	0	0	0%	0%	0%	-	-	-
CO11	With tertiary education (ISCED 5 to 8)	1A	17,363	8,681	8,682	2,894	1,447	1,447	95	41	54	3.3%	2.8%	3.7%	Low	Low	Low
		1B	4,485	2,332	2,153	748	389	359	0	0	0	0%	0%	0%	-	-	-
		1C	19,412	9,706	9,706	3,235	1,618	1,618	199	64	135	6.2%	4.0%	8.3%	Low	Low	Low
		1D	2,004	1,022	982	334	170	164	218	113	105	65.3%	66.5%	64.0%	Medium	Medium	Medium
		1E	3,381	1,860	1,521	564	310	254	0	0	0	0%	0%	0%	-	-	-
CO16	Participants with some form of disability	1A	1,880	940	940	313	157	157	11	7	4	3.5%	4.5%	2.5%	Low	Low	Low
		1B	473	246	227	79	41	38	0	0	0	0%	0%	0%	-	-	-
		1C	2,014	1,007	1,007	336	168	168	42	20	22	12.5%	11.9%	13.1%	Low	Low	Low
		1D	206	105	101	34	18	17	2	1	1	1.0%	5.6%	5.9%	Low	Low	Low
		1E	355	178	177	59	30	30	0	0	0	0%	0%	0%	-	-	-

Source: own elaboration based on POEJ Monitoring System 2014-2020.

## Output and results indicators

There are two output indicators for which a value to be achieved in 2023 has been quantified and, therefore, on which the degree of effectiveness under IP 8.2 can be calculated. In both cases, these are relative indicators (expressed as a percentage of the total number of participants from a specific group).

For the 5 regionalised axes, a different target value was established for the performance indicator which measures the percentage of unemployed participants who are part of an education or training systems, who obtain a qualification, or a job, including self-employment, after they have taken part [ER63]. The percentages range from 69% for Axis 1C to 77% for Axis 1E.

Achievements have been very uneven. Thus, under Axes 1B and 1E, as no participants have yet been counted, the degree of effectiveness is nil. Under Axes 1A and 1C, the achievement rate is above 80% of the level planned for 2023, meaning that the degree of effectiveness is high. Lastly, under Axis 1D, an average level of implementation effectiveness has been measured for this indicator.

The percentage of unemployed participants completing the subsidised intervention [ER62] was set for 2023 at 84% for Axes 1A and 1C, having achieved a high degree of effectiveness under Axis 1A (with an achievement coefficient of 94%) and a low degree of effectiveness under Axis 1C (49% overall, but over 50% for men). For Axis 1B, the predicted value for 2023 was 73%, but as no participants have yet been counted, the degree of effectiveness is nil.

Table 11. Degree of effectiveness in terms of performance indicators for IP 8.2

ID	Indicator	Axis	Expected value (2023) [1]			Cumulative value base productivity indicator (2014-2018) [2]			Accumulated value 2014-2018 [3]			Achievement Coefficient 2018 (%) [3]/[2]			Degree of effectiveness		
			Total	M	W	Total	M	W	Total	M	W	Total	M	W	Total	M	W
ER62	percentage of unemployed participants completing the subsidised intervention	1A	84%	84%	84%	3.801	2.421	1.380	2.988	1.873	1.115	94%	92%	96%	High	High	High
		1B	73%	73%	73%	0	0	0	0	0	0	0%	0%	0%	-	-	-
		1C	84%	84%	84%	881	388	493	366	165	201	49%	51%	49%	Low	Medium	Low
ER63	percentage of unemployed participants who are part of an education or training systems, who obtain a qualification, or a job, including self-employment, after they have taken part	1A	72%	72%	72%	3.801	2.421	1.380	2.682	1.726	956	98%	99%	96%	High	High	High
		1B	71%	71%	71%	0	0	0	0	0	0	0%	(%)0%	0%	-	-	-
		1C	69%	69%	69%	881	388	493	564	277	287	93%	103%	84%	High	High	High
		1D	76%	76%	76%	223	115	108	87	46	41	51%	53%	50%	Medium	Medium	Medium
		1E	77%	77%	77%	0	0	0	0	0	0	0%	0%	0%	-	-	-

Source: own elaboration based on POEJ Monitoring System 2014-2020.

## • Axis 1. Investment Priority 8.7

### Productivity indicators

The common productivity indicator selected for the POEJ for IP 8.7 is the "number of projects intended for public administrations or public services at national, regional or local level" [CO22]. In the POEJ programming document approved in December 2018, this indicator is measured at 1 for the 5 regionalised axes, and this project is the SNGJ's implementation and development, which is already fully implemented among all Autonomous Communities and Spain's two Autonomous Cities.

## Output and results indicators

The effectiveness of the "Computer application development (%)" [ER64] performance indicator is complete for the five axis 1, as the computer application linked to the SNGJ is operational in all Autonomous Communities and Spain's two Autonomous Cities.

### • Axis 8.

## Productivity indicators

There are 3 productivity indicators selected under Axis 8, but in no case has a goal been established for 2023, and therefore a linear extrapolation cannot be made that would allow a reference value to be calculated for 2018. And nor, therefore, an assessment of the degree of effectiveness with which these axes are being implemented.

The implementation data show significant differences between the axes according to the type of region. Thus, the values of the indicator for on-site verifications [AT01] range from 1246 verifications carried out on Axis 8A initiatives to 31 verifications carried out on Axis 8E initiatives. However, the number of verifications is linked to the number of total initiatives and, as discussed below under analysis of performance indicators, the percentage of expenditure covered is high across all axes.

Table 12. Degree of effectiveness among common productivity indicators for Axis 8							
ID	Indicator	Axis	Expected value (2023)	Accumulated value 2014-2018	2018 (%)	2017 (%)	Degree of effectiveness
AT01	On-site verifications	8A	-	1.246	74%	26%	-
		8B	-	123	69%	31%	-
		8C	-	223	56%	44%	-
		8D	-	819	79%	21%	-
		8E	-	31	65%	35%	-
AT02	studies and evaluations carried out	8A	-	5	80%	20%	-
		8B	-	2	50%	50%	-
		8C	-	2	50%	50%	-
		8D	-	2	50%	50%	-
		8E	-	2	50%	50%	-
AT03	Communication campaigns related to the OP	8A	-	24	50%	38%	-
		8B	-	17	47%	41%	-
		8C	-	23	52%	39%	-
		8D	-	14	57%	29%	-
		8E	-	11	64%	27%	-

Source: own elaboration based on POEJ Monitoring System 2014-2020.

The number of studies and evaluations carried out [AT02] is the same for all axes (1 in 2017 and 1 in 2018), except for Axis 8A, where 5 studies/evaluations have been carried out (4 in 2018 and 1 in 2017). However, it should be noted that this indicator only counts studies and/or evaluations carried out by IBs and DBs on a case-by-case basis, not including the general evaluations of the POEJ included in the Specific Evaluation Plan of the POEJ 2014-2020, which have been carried out in accordance with this Plan and affect all axes 8, and are accounted for under the framework of the Technical Assistance OP.

With respect to the communication campaigns related to the POEJ, indicator AT03 does not present such a marked dispersion as AT01, with values ranging between 24 communication actions carried out under Axis 8A and 11 under Axis 8E.

### *Output and results indicators*

Each of the common productivity indicators selected under Axes 8 is directly related to an output indicator, although information is available for only two of them.

For the indicator that quantifies the percentage of expenditure covered by on-site verifications [ATR1], the value established for all regional axes is 15%, this percentage having been exceeded in all of them. Of particular note are axes 8A and 8B, where the value of this indicator is 31% and 28% respectively.

With regard to the percentage of recommendations proposed in the evaluations carried out that have been addressed [ATR2], only one positive value has been recorded under Axis 1A, which is below the forecast level and the degree of effectiveness achieved is average. It is important to note that this indicator refers to the recommendations included in evaluations carried out individually by the IBs and DBs, not including the recommendations made under the POEJ's general evaluations, 85% of which, as explained in section 4.1 of this document, have been met in full, and the remaining 15% partially.

The results from the "percentage of young people who are aware of the actions co-financed through the campaigns" [ATR3] indicator will be included in the Evaluation Report of the POEJ's Communication Strategy, which is expected to be completed by the end of 2019.

**Table 13. Degree of effectiveness of productivity indicators for Axis 8**

ID	Indicator	Axis	Expected value (2023) [1]	Accumulated value 2014-2018 [2]	Achievement Coefficient 2018 (%) [2]/[1]	Degree of effectiveness
ATR1	Percentage of expenditure covered by on-site verifications	8A	15%	31%	204%	High
		8B	15%	28%	187%	High
		8C	15%	17%	116%	High
		8D	15%	24%	158%	High
		8E	15%	22%	149%	High
ATR2	Percentage of recommendations proposed in the evaluations carried out that have been addressed	8A	80%	53%	67%	Medium
		8B	80%	-	-	-
		8C	80%	-	-	-
		8D	80%	-	-	-
		8E	80%	-	-	-
ATR3	Percentage of young people who are aware of the actions co-financed through the campaigns	8A	53%	-	-	-
		8B	53%	-	-	-
		8C	53%	-	-	-
		8D	53%	-	-	-
		8E	53%	-	-	-

Source: own elaboration based on POEJ Monitoring System 2014-2020.

## 2.4. Evaluation of efficiency

The Specific Evaluation Plan of the POEJ 2014-2020 contains a methodology for analysing the efficiency of its execution. However, as already stated in the Second Evaluation of Youth Employment Initiative (YEI), the assessment of efficiency could not be addressed, since no information is collected that directly relates eligible expenses to the number of participants according to type of initiative.

The opinions of the IBs and DBs on the efficiency of implementing the POEJ are set out below.

- **Axis 1**

More than half of the IBs and DBs consider that the real costs of implementing the initiatives carried out under Axis 1 were in line with expectations (56%), and a third even believe that the costs were lower than planned. Only 11% of cases show that the real costs are exceeding forecasts, with these assessments being justified by the fact that vulnerable groups require a longer, more intense, more personalised and more costly intervention.

In view of the question raised as to whether other initiatives with similar results could have been carried out at a lower cost, 70% of the IBs and DBs state that they "probably do not" and the remaining 30% do not have a clear opinion on this question.

- **Axis 8**

The IBs and DBs that implemented initiatives under Axis 8 mostly stated that the efficiency with which the initiatives were implemented was higher (62%) or much higher (10%) than expected, and 24% considered that the actual costs were fully in line with the forecasts.

## 2.5. Compliance with the Performance Framework (2018) and progress in the 2023 Goals

This section examines whether the PF was met in 2018, which is one of the key aspects of this evaluation, given that the EC will conduct a performance review of all ongoing operational programmes in 2019.

The PF must be established for each Axis, meaning that each Axis 1 had its own PF programmed, in which a final objective (Goal) was set for 2023 along with an intermediate objective (2018 Milestone) in regard to a financial implementation indicator and a productivity indicator (in the 5 cases, the indicator selected was "unemployed participants, including long-term unemployed").

These PFs were reviewed during the 2018 process of redeveloping the programme, and a significant amendment was made in view of the fact that the PFs of Axes 1A; 1B; 1C, 1D and 1E of the POEJ "implementation milestones" were selected instead of values for financial and productivity indicators.

Specifically, taking into account the direct link between Axis 1 and the implementation and development of the SNGJ, the effective implementation of the SNGJ was set as the 2018 implementation Milestone. Therefore, compliance with the PF with regard to the 2018 Milestone is total across all Axes 1, given that the SNGJ is fully implemented and under development across all regions of Spain.

As for progress in meeting the goals set for 2023, during the process of redeveloping the programme new values were established for the Axis 1 financial and productivity indicators. At the end of 2018 the progress achieved was much reduced among all of them, and in two Axes (1B and 1E) still there are no unemployed persons counted who have been worked with under initiatives under the framework of these axes.

**Table 14. Progress in achieving the 2023 Goals for the PF. Axis 1.**

Axis	Region	PF indicators		2023 Goals			2014-2018 accumulated value			Progress in the 2023 Goals (%)		
				Total	M	W	Total	M	W	Total	M	W
1A	MaD-50%	CO01	Unemployed, including long-term	70,474	35,237	35,237	3,801	2,421	1,380	5.4%	6.9%	3.9%
		F1	Financiero	179,792,703			3,430,047			1.9%		
1B	MaD-80%	CO01	Unemployed, including long-term	19,261	10,016	9,245	0	0	0	-	-	-
		F1	Certified expenditure (€)	49,824,345			48,257			0.1%		
1C	T-80%	CO01	Unemployed, including long-term	86,785	43,393	43,392	881	388	493	1.0%	0.9%	1.1%
		F1	Certified expenditure (€)	279,727,598			925,066			0.3%		
1D	MeD-80%	CO01	Unemployed, including long-term	9,080	4,631	4,449	223	115	108	2.5%	2.5%	2.4%
		F1	Certified expenditure (€)	31,285,439			53,725			0.2%		
1E	T-85%	CO01	Unemployed, including long-term	14,718	7,359	7,359	0	0	0	-	-	-
		F1	Certified expenditure (€)	51,285,476			69,686			0.1%		

Source: own elaboration based on POEJ Monitoring System 2014-2020.

## 2.6. Impact Assessment

In order for impacts to be generated, a certain amount of time must elapse after the activity has ended (six months according to EU Regulation No 1304/2013 and therefore only initiatives completed before 1 October 2018 can have their impact evaluated (if these are measured on 1 April 2019).

The impacts of the POEJ are generated by the initiatives in Axes 1 and 5, since the consequences beyond the immediate results generated by Axis 8 initiatives are not among those referred to under EU Regulation No 1304/2013. Therefore, only the impacts under Axis 1 are assessed in this chapter.

Under Axis 1, five direct initiatives can have their impacts evaluated. They benefitted 3,404 people of whom 1,253 were women and 2,138 were men.

**Table 15. Axis 1 initiatives that have had their impacts assessed**

Initiatives	Total cost (€)	Beneficiaries			
		Total	M	W	No data
Innovation and Talent Programme (ITP) - Alternating Training with Employment*	4,883,165	111	60	51	0
Young People for Employment 2016-17. Tutoring and training activities	11,718,538	2,902	1,892	997	13
Young People for Employment 2016-17. Work experience initiatives	1,556,640	420	282	138	0
TLN Mobilicat 2017 Programme	1,200,000	153	67	86	0
Self-employment *	2,112,000	238	119	119	0
Total	21,470,343	3,404	2,138	1,253	13

Note: The operations indicated with (\*) have benefited a greater number of people than the one shown in the table. This figure corresponds to people who have completed their participation in the projects prior to October, 2018.

Source: own elaboration based on POEJ Monitoring System 2014-2020.

### Innovation and Talent Programme (ITP) - Alternating Training with Employment

<b>Type</b>	The intended impact is that the people with whom activities are undertaken achieve employment that matches their training, especially in activities linked to change in the productive model and in the strategic areas of knowledge for intelligent specialisation. The ITP is therefore linked to Extremadura's RIS3.
<b>Dimension</b>	<p>Of those who completed their participation in the IT prior to 1 October 2018, 60.7% were in work on 1 April 2019 - a proportion that is moderately higher among women than men (62.5% and 59.4% respectively). The main characteristics of these people's jobs were as follows:</p> <ul style="list-style-type: none"> <li>- 88.9% employed by others.</li> <li>- Two thirds of jobs were of a temporary nature - mainly fixed-term contracts (54.2%).</li> <li>- The majority of jobs were full-time (96.8%).</li> <li>- Part-time jobs averaged 12 hours a week.</li> <li>- A further 12.5% of those whose participation in the ITP ended prior to 1 October 2018 had found a job by 1 April 2019, but by that date were unemployed. All these people were employed by others, with an average of 140 days of work.</li> </ul> <p>Therefore, almost three quarters of the people who participated in the ITP found work: 92.3% of them as employees with contracts mostly of a temporary nature (78.9%).</p>
<b>Durability</b>	<p>Given that two-thirds of the contracts held by ITP beneficiaries on 1 April 2019 were temporary, their durability will be reduced, although temporary contracts may be extended or become permanent once companies become aware of their capabilities.</p> <p>In any case, thanks to the ITP, a group of young people have improved their employability and this impact will endure until the knowledge and experiences they have acquired become obsolete due to organisational, technological or other changes.</p>
<b>Other aspects</b>	The ITP has had a greater reach thanks to ESF aid, as a greater number of projects have been supported with more financial resources and, therefore, more young people have benefited.

### Young People for Employment 2016-17. Tutoring and training activities

<b>Type</b>	This initiative is part of the Young People for Employment Programme launched in 2014 by Catalonia's Public Employment Service. The aim is to help get young people into the labour market or return them to the educational system, combining guidance, tutoring, individualised follow-up, training and the acquisition of professional experience in companies.
<b>Dimension</b>	<p>As at 1 April 2019, 49.1% of people who took part in this initiative were employed, with the employment rate of women being much higher than that of men (61.3% and 40.9% respectively). These people's jobs at that date had the following characteristics:</p> <ul style="list-style-type: none"> <li>- They were all employed roles.</li> <li>- 76.4% were of a temporary nature, and all were on fixed-term contracts.</li> <li>- 47% of the jobs were full-time.</li> <li>- Part-time jobs averaged 12 hours a week, 60% full time.</li> <li>- 26% of participants had found a job before 1 April 2019, but by that date were unemployed. All had been in temporary employment, with an average of 107 working days after their work experience period ended.</li> </ul> <p>Therefore, 75% of those who participated in this initiative found work, all of whom were employed by someone else, under contracts mostly of a temporary nature (84.6%).</p>
<b>Durability</b>	53% of the employment contracts held by beneficiaries of this initiative as at 1 April 2019 were temporary, meaning that their durability will be reduced, except where contracts are extended or are converted to permanent roles once companies become aware of those people's capabilities. The improved employability that these people have achieved with the guidance and training they have received is likely to be more enduring, as they have reduced some of the deficiencies they faced in getting a job.
<b>Other aspects</b>	The impacts of the Young People for Employment Programme are partly due to ESF aid, as without this funding fewer initiatives would have been undertaken and would probably have had less reach without those resources.



### Young People for Employment 2016-17. Work experience initiatives

<b>Type</b>	This initiative is part of the Young People for Employment Programme launched in 2014 by Catalonia's Public Employment Service, which aims to get young people into the employment market or return them to the educational system. This combines guidance, tutoring, individualised follow-up, training and the acquisition of professional experience within companies.
<b>Dimension</b>	<p>As at 1 April 2019, 64.0% of people who took part in this initiative were employed, with the employment rate of women being slightly higher than that of men (65.0% and 63.3% respectively). Their jobs had the following characteristics:</p> <ul style="list-style-type: none"> <li>- They were all employed roles.</li> <li>- 65.6% were of a temporary nature - mainly fixed-term contracts (95.0% of temporary roles).</li> <li>- Half the jobs were full-time.</li> <li>- Part-time jobs averaged 28 hours a week (around 70% full time).</li> <li>- 20% of participants under this initiative had found a job before 1 April 2019, but by that date were unemployed. All had been in temporary employment, with an average of 165 working days after their work experience period ended.</li> </ul> <p>In summary, 84% of those who participated in these work experience initiatives found work, all of whom were employed by someone else under contracts mostly of a temporary nature (84.6%).</p>
<b>Durability</b>	Almost two-thirds of employment contracts held by beneficiaries of this initiative were temporary, meaning that their durability will be reduced, except where contracts are extended or are converted to permanent roles once companies become aware of those people's capabilities. The improvement in employability achieved by participants will endure longer because the lack of work experience is a factor that reduces the chances of finding a job and this initiative has removed that restriction, at least in part.

### TLN Mobilicat 2017 Programme

<b>Type</b>	The impact sought is to get into stable work young people who have not completed post-compulsory education or who, having completed them, have not yet had their first work experience.
<b>Dimension</b>	<p>As at 1 April 2019, 55.2% of people who benefitted from this initiative were employed, with the employment rate of women being much higher than that of men (60.9% and 50.0% respectively). The main characteristics of these jobs were as follows:</p> <ul style="list-style-type: none"> <li>- 88.9% were employed by others.</li> <li>- 59.4% of the jobs were of a temporary nature - mainly fixed-term contracts (40.6% of the total number of employed roles).</li> <li>- 78.1% of employed jobs were full-time.</li> <li>- Part-time jobs averaged 11 hours per week, although with notable variances (from 6 to 25 hours).</li> <li>- A further 13.2% of those who completed their involvement in Mobilicat had found a job by 1 April 2019, but as at that date were unemployed. All these people were employed by others, with an average of 144 days of work from the end of their participation in the programme.</li> </ul> <p>Therefore, 66.2% of the people who took part in Mobilicat found work - 93.3% of them as employees, and 69.0% of them on temporary contracts.</p>
<b>Durability</b>	The durability of temporary jobs will be reduced. However, temporary contracts may be extended or be changed to permanent once companies become aware of their aptitudes and skills.
<b>Other aspects</b>	The impact that the initiative had was partly due to ESF aid - as these financial resources enabled the programme in 2017 to have a greater reach than it would otherwise have had without this funding.



## Self-employment

Type	The intended impact of this activity is for people starting a business or self-employed professional activity to remain in the market longer than they would have done otherwise without the technical and financial assistance granted to them. As a consequence of surviving for longer in the market, other impacts will be generated - such as job creation (of the self-employed person him/herself and of the people they hire), as well creating different types of income (salaries etc) that are mainly direct, but also indirect and consequential.
Dimension	<p>Of the 238 people supported under this initiative, 61.9% would not have started a business or professional activity as a self-employed person without the subsidy granted ("probably", "very probably" or "certainly" would not have done so) - a proportion that does not show significant differences between men and women (62.1% and 60.6% respectively).</p> <p>The other 38.1% "probably", "very probably" or "certainly" would have become self-employed without the support provided (37.9% for men and 39.4% for women).</p> <p>As at 1 April 2019, 96.8% of those supported under this initiative were still self-employed - that is, 230 people: 114 men and 116 women. The proportion of people remaining self-employed is very similar for both sexes: 96.6% for men and 97.0% for women.</p>
Durability	<p>The durability of the impact over the coming years will depend much more on the conditions of competition within the market segments in which those who have been supported under this initiative work, and on their ability to adapt to new market situations, than on the economic-financial effect of the aid provided, given that this effect is diluted after a short time.</p> <p>This is because the amount of aid generally represents a low proportion of the financing needed of created companies. As far as technical assistance is concerned, knowledge and criteria for defining a business plan is provided, but not for managing it through the growth and consolidation phases, especially if the environment is not stable.</p> <p>In any event, the durability will probably be greater for people who start a business or professional activity in Extremadura over the next 12-24 months without public aid, since a condition for granting such aid is that the people who are supported remain self-employed for 2 years.</p>
Other aspects	The impact would have been much lower had the ESF aid not been available, as SEXPE (Extremadura's Public Employment Service) would have supported far fewer people in starting their own business or self-employed professional activity.

## 2.7. Progress on horizontal aspects and value-added community aspects

### ■ Analysis of community added value

#### • Axis 1

The effect of ESF aid on the volume and scope of intervention has been very positive under Axis 1, given that more activities have been carried out than would have been the case without these financial resources and the characteristics of the initiatives that would have been carried out without this support have changed. This is why having ESF funding has led to more ambitious objectives for active employment policies and to more young people being reached than would have been the case without these funds.

## • Axis 8

ESF co-financing has had a significant impact on the volume and scope of interventions under Axis 8, as more activities have been carried out than would have been the case without this funding and initiatives have been changed due to the availability of this funding.

### ■ Equality between men and women and non-discrimination

The activities under the framework of the POEJ aimed at young people who are neither employed nor integrated into the education or training systems have ensured adherence to the principle of equal opportunities for all candidates who can be offered advice, training options, internship contracts or support for entrepreneurship.

The Equality Ruling issued by "Institute for Women" was included as an appendix to the POEJ document, which concludes positively that the principle of equality between women and men was taken into account throughout the programming process.

As an additional control measure, the Department of Health, Social Services and Equality's Sub-Directorate General for Equal Treatment and Non-Discrimination supports the IBs and DBs in the process of monitoring the principle of equal treatment and non-discrimination within the framework of the POEJ. This Sub-Directorate also collaborates with the regional autonomous units responsible for the matter.

The following are other specific measures for incorporating a gender focus and for the effective incorporation of the principle of non-discrimination that have been applied within the framework of the implementing the POEJ, differentiating the phases of its application:

Programming	<ul style="list-style-type: none"> <li>– Identification of the main gender gaps within the economic, social and territorial diagnosis carried out.</li> <li>– Participation of the equality body in the constituted partnership.</li> <li>– Preparation of a favourable gender ruling by the equality body.</li> </ul>
Selection of initiatives/implementation	<ul style="list-style-type: none"> <li>– Consideration of the principle of equal opportunities in the selection criteria for approved activities.</li> <li>– Existence of a Strategic Equal Opportunities Plan.</li> <li>– Selection of social and labour improvement measures aimed at disadvantaged groups.</li> <li>– Selection of people from at-risk groups and/or with disabilities to participate in POEJ activities.</li> </ul>
Monitoring	<ul style="list-style-type: none"> <li>– Use of productivity and performance indicators established by the Regulations, broken down by gender.</li> <li>– Participation of the equality body in the POEJ's Monitoring Committee.</li> </ul>
Assessment	<ul style="list-style-type: none"> <li>– Analysis of the integration of the gender perspective with a view to introducing possible improvements.</li> </ul>
Communication and awareness-raising	<ul style="list-style-type: none"> <li>– Application of inclusive language and non-sexist images in communication and advertising.</li> <li>– Specific training and awareness-raising activities on the promotion of equality between women and men and non-discrimination.</li> <li>– Design of materials adapted to different types of disability.</li> </ul>
Other measures	<ul style="list-style-type: none"> <li>– Enabling access and adapting of spaces to meet the needs of participants with disabilities.</li> </ul>

- **Axis 1**

Female participation in activities under Axis 1 stands at 42% (2,301 women), which is lower than the percentage anticipated during the programming phase (49.8%). There were 55 participants with disabilities within the five Axis 1 sub-axes (49% women).

In terms of the opinion of the IBs and DBs, the majority consider that the principles of equality and non-discrimination have been adequately taken into account under Axis 1 activities, with 80% considering that both principles have been "quite" or "fully" considered.

As for whether there have been differences between men and women in terms of the impact generated by the activities carried out under Axis 1, the majority of the IBs and DBs consider that they have not been significant (77.8%), since work is generally carried out in selecting participants to balance participation according to gender.

- **Axis 8**

The opinions of the IBs and DBs regarding the extent to which the principles of equality and non-discrimination have been considered under Axis 8 activities are positive overall, with 76.2% and 81%, respectively, considering that the principle of equality between men and women and the principle of non-discrimination have been "quite" or "fully" considered.

The most frequent opinion among the IBs and DBs on obtaining learning on the subject of equality between men and women by carrying out activities in Axis 8 is that "some" have been achieved (57%). The rest are almost equally distributed between those who consider that "many" or "very many" learnings have been achieved and those who think that "little" or "nothing" has been learned (24%).

- **Sustainable development**

Given the nature of the initiatives co-financed by the ESF, under the POEJ no activities with specific environmental objectives are carried out, meaning that its contribution to sustainable development is based on improving the education and training systems required to align the necessary skills and qualifications, the improvement of professional skills, and the creation of new jobs in environment-related sectors.

In terms of both Axes 1 and 8, in 80% of cases, the IBs and DBs agree that the principle of sustainable development has been taken into account when selecting activities, while around 20% consider that this principle has not been taken into account.

With regard to the amounts of ESF aid that has been earmarked for climate change objectives, a table was included in the POEJ which estimated that these values for Axis 1 (€4.9m distributed by regional axes), but no information is available to assess whether the forecasts are being met.

## 2.8. POEJ contribution to the Europe 2020 Strategy

### *Contribution in regard to employment*

The output indicator selected in the Europe 2020 Strategy (E2020) for measuring improvement in employment is defined as the percentage of the population aged between 20 and 64 who have a job, and sets the 2020 goal for the whole of the EU at 75%; and in Spain at 74%. The values for 2018 put Spain at 68.4%, with an increase of almost 10 percentage points since 2013.

The impact of the POEJ on the employment objective is being achieved through the actions implemented under Axes 1 and 5<sup>4</sup> under IP 8.2. Under Axis 1, a total of 3,333 unemployed participants were counted who obtained a qualification or a job, including self-employment, after their participation (39% women), of whom some will have obtained a job, contributing to this E2020 goal. Furthermore, if one considers that the youth population has characteristics that make it very difficult for them to enter the labour market, the qualitative assessment of this contribution is more significant.

### *Contribution in regard to R&D*

The selected E2020 output indicator to measure progress in terms of R&D is the percentage of expenditure allocated to these subjects in relation to GDP, with a target for 2020 being set for the whole of the EU at 3%; and, for Spain, at 2%. The values for 2017 (the latest available data) put Spain at 1.2%, having undergone a slight decrease compared with 2013.

The POEJ's contribution to this objective is considered positive. Specifically, under Axis 1 the contribution is materialised through activities in which their purpose is to carry out practices (labour and non-labour) and the awarding of contracts to organisations and companies with R&D activity<sup>5</sup>.

### *Contribution in regard to fighting against poverty and social exclusion.*

The fight against poverty and social exclusion is measured in the E2020 by comparing the current number of people in a situation of or at risk of poverty and social exclusion with that of 2008. The goal for 2020 is to reduce the number of people in one of these situations across the EU as a whole by 20 million people and in Spain by 1.04 million people.

The available data show that in Spain the number of people at risk of poverty and social exclusion has increased by 1.45 million since 2008. This situation would have been worse if some of the POEJ's activities had not been carried out, including several Axis 1 activities, involving 1,300 people (44% women) in a situation or risk of social exclusion.

### *Contribution in regard to education*

Two performance indicators have been selected under the E2020 to measure progress in terms of education: the percentage of people leaving school early among the 18-24 population, with a goal for 2020 for the EU as a whole of 10% and for Spain, 15%; and the percentage of the 30-34 population with tertiary education, with a target for 2020 for the EU as a whole of 40% and for Spain, 44%.

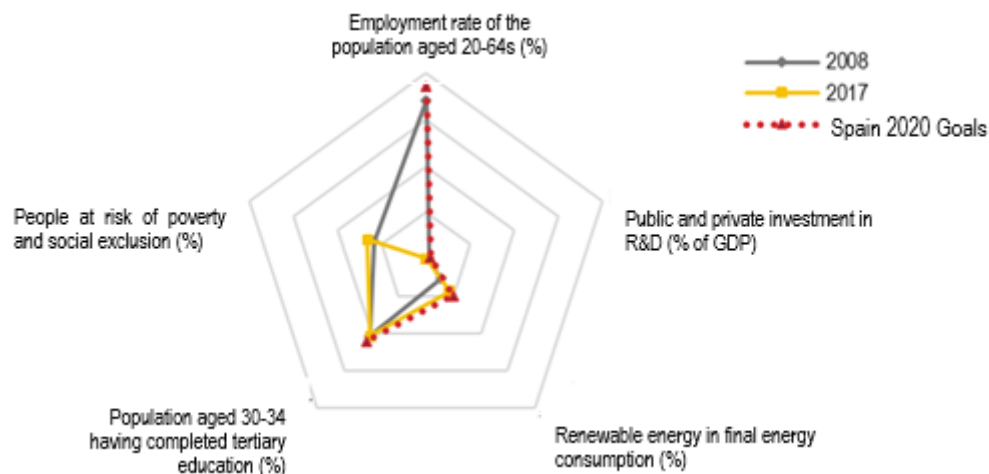
<sup>4</sup> The cumulative value until 31/12/2018 of participating unemployed people who obtained a qualification or job, including self-employment, after their participation [CR03] in Axis 5 activities amounts to 196,635 (53% women).

<sup>5</sup> This contribution is considerably higher if one considers Axis 5 initiatives conducted by the AEI (Agencia Estatal de Investigación, or National Research Agency), the Centro Superior de Investigaciones Científicas (Higher Scientific Research Centre) and certain regional IOs that have also carried out initiatives that have an impact on R&D&I.

Data for Spain show that school drop-outs declined from 23.6% in 2013 to 21.7% in 2018 (1.9 percentage points less). As regards the percentage of the 30-34 population with tertiary education, there has been a slight decline from 42.3% in 2013 to 42% in 2018 (-0.3 percentage points). It should however be noted that the percentage of women aged 30-34 with tertiary education in 2018 was 48.6% of the total - a figure higher than the target set for Spain.

The POEJ's contribution to the first of these educational objectives can be approximated on the basis of the number of young people with primary education (ISCED 1) or lower secondary education (ISCED 2) [CO09] with whom activities have been undertaken, as this participation could have had an impact on reducing early school leaving (3,886 participants under Axis 1, of whom 37% were women)<sup>6</sup>. Indirectly, staying in the education system also affects the percentage of the population with tertiary education, since the previous education stages must be overcome.

Chart 10. Europe 2020 Strategy - advancing targets for Spain



Source: own elaboration based on Eurostat.

Another important issue is the contribution of the POEJ to the advancement and consolidation of the principles and rights contained in the "European Pillar of Social Rights", the content of which was jointly approved by the European Parliament, the EU Council and the EC on 17 November 2017. The POEJ establishes that its contribution to progress in achieving the principles and rights of the Social Pillar is materialised under four principles in a multi-faceted way, and under two principles as part of Axes 1 and 5.

Table 16. Contribution of the POEJ 2014-20 to advancing the European Pillar of Social Rights

Chapter	Rights	Type of contribution	Contribution Intensity
I: Equal opportunities and access to the labour market	2. Gender equality	Cross-cutting approach	High
	3. Equal opportunities	Cross-cutting approach	High
	4. Active support to employment	Axis 1 / Axis 5	Medium
II: Fair working conditions	5. Secure and adaptable employment	Axis 1 / Axis 5	Medium
	8. Social dialogue and involvement of workers	Cross-cutting approach	High
III: Social protection and inclusion	17. Inclusion of people with disabilities	Cross-cutting approach	High

Source: own elaboration based on The European Pillar of Social Rights and POEJ Monitoring System 2014-2020.

<sup>6</sup> In order to quantify the POEJ's total contribution, the data for Axis 1 should be added to the data for Axis 5 in relation to the data for the indicator [CO09], which as at 31/12/2018 reached an accumulated figure of 353,743 participants (44.4% women).

## 2.9. Best practice

Best practice must serve as a model for future interventions, so that the selection process takes account of the potential for transferring to other geographies and/or type of target groups and people.

The selection of these two initiatives carried out under Axis 1 has been due to the fact that they incorporate innovative elements in the form of improving the employability of people who have problems in obtaining quality work that is in line with their level of training - whether this situation is due to their lack of training or because they do not have the work experience required by companies and organisations offering jobs. They are as follows:

- Innovation and Talent Programme (ITP) - Alternating Training with Employment.
- TLN Mobilicat 2017 Programme

The main characteristics are summarised below.

BP 1. Innovation and Talent Programme (ITP) - Alternating Training with Employment	
<b>Objectives</b>	The ITP aims to improve the prospects of young unemployed people with university degrees or intermediate or higher education getting into work, especially into activities linked to changing the productive model and innovative activities in the areas of strategic knowledge for specialising in intelligence within Extremadura.
<b>Party Responsible</b>	Servicio Extremeño Público de Empleo (Extremadura Public Employment Service, or SEXPE).
<b>Implementation</b>	Announcement of subsidies through non-competitive bids.
<b>Beneficiary Organisations</b>	ITP beneficiaries may include private organisations, regardless of their legal form, that have work centres in Extremadura.
<b>Target groups</b>	Unemployed people under 30 registered under SEXPE, who are beneficiaries of the SNGJ and who are also university graduates or have the intermediate or higher education required to access the project, may participate in ITP projects.  The selection of participants is done by the project promoter organisation, with the training centre giving its approval for their match with any access profile set out in the project report.
<b>Activities</b>	ITP projects run for 9 months, of which 25% is devoted to training in technology centres in Extremadura or the University of Extremadura, and 75% to actual work in the company or private non-profit organisation promoting the project, which are alternated in the manner determined for each project.
<b>Results</b>	ITP projects approved in the 2017 call for applications have benefited 224 people who have improved their employability as a result of the training received and, fundamentally, from the work experience they have had in applying their professional knowledge. 60.7% of people gained employment 6 months after completing the initiative.  In the 2018 call for applications, projects benefiting 209 young people were approved.
<b>Transferability</b>	The keys to transferability are as follows: <ul style="list-style-type: none"> <li>- Define the content of the projects based on the needs of the companies in the territory in which they are run.</li> <li>- Incorporate the latest technological and organisational innovations into the process.</li> <li>- Select as projects participants people who are really interested in working on the activities that they will be trained on.</li> </ul>

<b>BP 2. TLN Mobilicat 2017 Programme</b>	
<b>Objectives</b>	The general aim of the Programme is to help into work registered young people who are beneficiaries under the SNGJ register on the date immediately prior to the project starting.
<b>Party Responsible</b>	Public Employment Service of Catalonia.
<b>Implementation</b>	The Programme is implemented through subsidies via competitive bidding.
<b>Beneficiary Organisations</b>	Organisations that are publicly- or privately-owned non-profits and have operational premises in Catalonia, and that have previously carried out transnational mobility initiatives may be beneficiaries of these grants.
<b>Target groups</b>	The Programme is aimed at people who are of legal age and under 30, registered as beneficiaries within the SNGJ Register immediately prior to the start of the initiative, and who have intermediate or higher specialist education studies which they have abandoned early or finished but do not have work experience in their specialist field.
<b>Activities</b>	<p>The Programme anticipates a series of activities organised into two phases:</p> <p>Phase 1: Preparation and training.</p> <ul style="list-style-type: none"> <li>(a) Pedagogical support.</li> <li>(b) Linguistic training of participants.</li> <li>(c) Development of the implementation plan for the Partnership Agreement with the European partners.</li> </ul> <p>Phase 2: Unpaid work placements in EU countries.</p> <ul style="list-style-type: none"> <li>(a) Learning by doing in a company.</li> <li>(b) Complementary pedagogical activities.</li> <li>(c) Language training activities during the work placement phase.</li> </ul>
<b>Results</b>	The 2017 edition of the Mobilicat Programme benefited 153 people, and their employability improved thanks to the language training they received and the work experience they gained. 55.9% of people gained employment 6 months after completing the initiative.
<b>Transferability</b>	<p>The keys to transferability are as follows:</p> <ul style="list-style-type: none"> <li>- Adequately select the companies in which the work experience will be carried out - mainly in terms of the use of technological, organisational and market innovations.</li> <li>- Have people who can deliver tutorials with high levels of experience who are involved in improving the employability of the people taking part in the projects.</li> <li>- Appropriately select the people who will be trained during the projects.</li> </ul>



## 3. Overall evaluation of the POEJ

### 3.1. Evaluation of YEI (Axis 5)

The application of the YEI in Spain has been subject to two evaluations since it was approved pursuant to Article 19.6 of Regulation (EU) No 1304/2013.

The first of these referred to the activities carried out up until December 2015, the purpose being to assess the degree of application of the YEI, its contribution to unemployed young people's sustainable integration into the labour market and the effectiveness and efficiency with which it operated.

The second evaluation of the YEI ran from its inception until December 2017 and was conducted following a results and impact approach, as set out in the POEJ's Specific Evaluation Plan. Its findings and conclusions have been included, along with the results from the second evaluation of Axes 1 and 8, into the overall assessment of the POEJ up until 2018. Given that the timeframe for the aforementioned YEI evaluation is up until 2017, the financial and implementation data of Axis 5 have been updated up until 2018 in this joint evaluation of the POEJ.

### 3.2. Assessment of the POEJ as a whole

#### ■ Implementation

To implement the POEJ, the MA has appointed 29 organisations as IBs (25 of which are public and 4 are private non-profit entities) to which it has delegated a range of functions, including the selection and implementation of the activities. Of these organisations, 10 are state-level and 19 are regional-level. Through competitive bidding, the MA has also selected 4 non-profit entities as DBs, whose main function is to run projects that contribute to the POEJ objectives.

Since the POEJ started to be implemented until 2018, 2,785 activities have been selected, most of them under Axis 5 (88%) and promoted by regional-level IBs (76%), meaning that the results achieved are mainly due to the initiatives run by these IBs under Axis 5 (69% of the total).

The number of started initiatives has grown year by year, with the exception of 2018, with very high growth rates in 2016 and 2017 (48.4% and 91.2% respectively), which were years during which the POEJ reached a good rate of implementation.

Axis 5 is also the most relevant in terms of financial implementation, as the initiatives selected during the period 2014-18 represent 83% of total funding and 87% in terms of community aid. One national IB - the "Cámara Oficial de Comercio, Industria, Servicios y Navegación de España" (Official Chamber of Commerce, Industry, Services and Navigation of Spain) has started almost two-thirds of all initiatives (62%), thus distancing itself considerably from the rest.

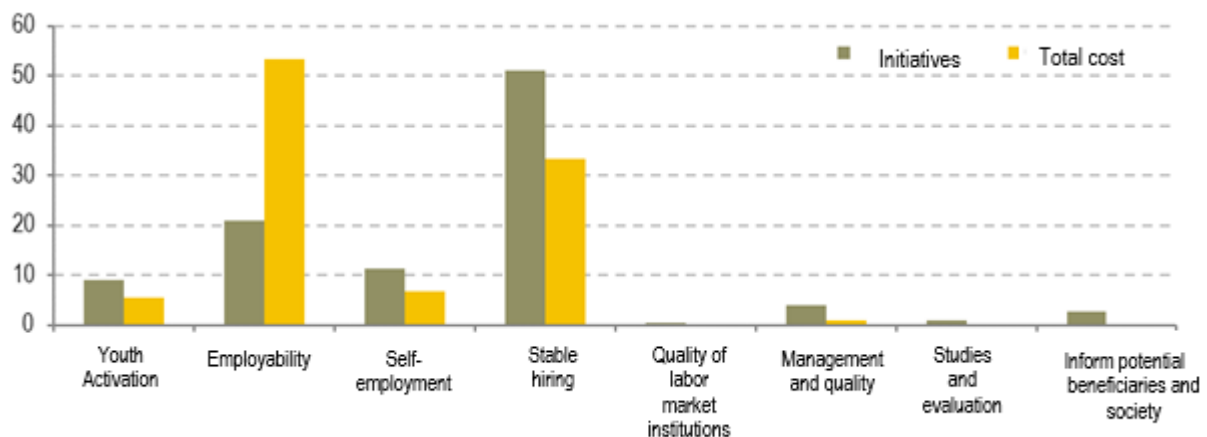
Under Axis 5, all IBs and DBs have carried out initiatives, but this is not the case with the other two axes, as 15 that had funds allocated for carrying out initiatives under Axis 1 have not started any and under Axis 8 this happened in 10 cases (63% and 32% respectively of the IBs that had funding under those Axes).



With regard to the IBs that have not started initiatives under Axis 1, for 85% of these the fundamental cause is the priority given to Axis 5, whilst for 15% it has been the difficulty of defining initiatives, as seen in the survey that was carried out. 46% of these IBs have not yet defined initiatives for Axis 1, and there is therefore the risk of them being unable to implement all available funds.

Progress under Axis 5 is practically the same as that for the POEJ as a whole, due to the high proportion it represents in terms of the total number of initiatives started. Progress under the other two axes has been more irregular - mainly that of Axis 1, given that 76% of its initiatives started in 2015.

Chart 11. Initiatives started and total cost of initiatives per SO (% of total POEJ)



Source: own elaboration based on POEJ Monitoring System 2014-2020.

The POEJ is being implemented mainly through grants (73% of the total), although this only occurs under Axis 5, as under Axis 1 only 10.9% of initiatives have been implemented through them and under Axis 8 they have not been used.

Under Axis 1 the most frequent was direct management using in-house resources (83.2% of initiatives) and under Axis 8 public procurement and direct management using in-house resources were the most commonly used methods (42.8% and 47.3% respectively). The initiatives started correspond mainly to IP.8.2, with a notable number for SOs 8.2.2 and 8.2.3. These two objectives account for 72% of initiatives started and 87% of the total cost of initiatives up until 2018.

## ■ Effectiveness and efficiency

### *Financial effectiveness*

The financial effectiveness with which the POEJ 2014-20 is being implemented has been assessed on the basis of the eligible cost of initiatives approved up until 2018 and the eligible cost reported by beneficiaries to the MA up until 31/12/2018 compared to the extrapolated value for 2018.

Taking as a reference the ratio between the eligible cost of initiatives approved up until 2018 and the extrapolated value for 2018, the results obtained indicate that the financial effectiveness with which the POEJ as a whole is being implemented is at a high level (171%). This ratio also shows high values for each of the main priority axes - especially Axis 5 (174%), although the results from Axis 1 (164%) and Axis 8 (98%) must take into account the differences between the different axes that form part of them.

**Table 17. Degree of financial effectiveness of the eligible cost of initiatives (euros). POEJ 2014-2020.**

Axis	Expected cost (2023) [1]		Extrapolated cost (2018) [2]		Eligible cost accumulated value 2014-2018 [3]		Achievement Coefficient 2018 [3]/[2]	Degree of effectiveness	Progress in the expected cost (2023 )
	Total cost	EU aid (ESF/YEI)	Total cost	EU aid (ESF/YEI)	Total cost	EU aid (ESF/YEI)			
Axis 1	591,915,563	422,158,912	295,957,782	211,079,456	485,083,409	325,883,213	163.9%	High	82.0%
Axis 8	88,268,714	63,290,868	44,134,357	31,645,434	43,055,503	25,750,341	97.6%	High	48.8%
Axis 5	2,963,614,592	2,723,321,500	1,481,807,296	1,361,660,750	2,579,014,916	2,369,856,807	174.0%	High	87.0%
<b>Total POEJ</b>	<b>3,643,798,869</b>	<b>3,208,771,280</b>	<b>1,821,899,435</b>	<b>1,604,385,640</b>	<b>3,107,153,828</b>	<b>2,721,490,361</b>	<b>170.5%</b>	<b>High</b>	<b>85.3%</b>

Source: own elaboration based on POEJ Annual implementation report 2018 (AIR 2018).

If the relationship is established between the eligible cost figures declared on 31/12/2018 and the extrapolated expenditure for 2018, the financial effectiveness is drastically reduced, but achieves a higher level of 82% for the POEJ as a whole.

**Table 18. Degree of financial effectiveness of the eligible cost reported to the MA (euros). POEJ 2014-2020.**

Axis	Expected cost (2023) [1]		Extrapolated cost (2018) [2]		Eligible cost declared by the beneficiaries to the MA 2014-2018 [4]		Achievement Coefficient 2018 [4]/[2]	Degree of effectiveness	Progress in the expected cost (2023 )
	Total cost	EU aid (ESF/YEI)	Total cost	EU aid (ESF/YEI)	Total cost	EU aid (ESF/YEI)			
Axis 1	591,915,563	422,158,912	295,957,782	211,079,456	4,526,780	2,595,895	1.5%	Low	0.8%
Axis 8	88,268,714	63,290,868	44,134,357	31,645,434	23,492,234	11,106,651	53.2%	Medium	26.6%
Axis 5	2,963,614,592	2,723,321,500	1,481,807,296	1,361,660,750	1,466,253,416	1,355,711,355	99.0%	High	49.5%
<b>Total POEJ</b>	<b>3,643,798,869</b>	<b>3,208,771,280</b>	<b>1,821,899,435</b>	<b>1,604,385,640</b>	<b>1,494,272,430</b>	<b>1,369,413,901</b>	<b>82.0%</b>	<b>High</b>	<b>41.0%</b>

Source: own elaboration based on POEJ Annual implementation report 2018 (AIR 2018).

This result is mainly due to the good rate of beneficiaries' reporting eligible costs under Axis 5, which stands at 99% of the extrapolated value for 2018 and represents almost all of the declared cost (99%), given that under Axis 1, the eligible costs declared to the MA account for 2% of the extrapolated value for 2018. Axis 8 is in an intermediate position, with slightly more than half of the declared cost compared to the extrapolated value for 2018.

### *Effectiveness of productivity indicators*

The result obtained regarding the degree of general effectiveness with which the POEJ is being implemented, taking as a reference the progression of the productivity indicators, can be considered as high, since it is strongly linked to the implementation of Axis 5, under which 5 of the 6 selected productivity indicators achieve a performance coefficient of over 80% versus the extrapolated value for 2018.

Under Axis 5, actions have been carried out with 689,669 unemployed young people<sup>7</sup> [CO01] up until 2018, a figure that represents 91% of the extrapolated value for that year (89% for men and 93% for women), achieving a high degree of efficiency in general and in terms of breakdown by gender.

<sup>7</sup> This is the only productivity indicator for which the POEJ has set a value for 2018 under the PF.

A high degree of efficiency is also achieved with respect to the extrapolated values for 2018 under the indicators that measure the participation of young people with primary [CO09], secondary [CO10] and tertiary [CO10] education levels and young people with disabilities [CO16]. The only exception is inactive young people [CO04] for whom there is a low level of effectiveness (25% of the extrapolated value for 2018), due to the difficulty of activating and working with people in this group.

In IP 8.2 of the five Axis 1, the degree of effectiveness has been very low, as only 16 indicators have counted beneficiaries (53% of the forecast) and 15 have not reached half the value extrapolated for 2018. However, it should be noted that many of the activities carried out under this Axis are of an indirect nature and, therefore, direct activity with young people is not an immediate output. In the case of IP 8.7 of Axis 1, a level of overall effectiveness has been reached with respect to the productivity indicator, as it corresponds to the launch of the SNGJ.

There are 3 productivity indicators selected under Axis 8, but in no case has a target value been established for 2023, and therefore a linear extrapolation cannot be made in order to estimate a value for 2018; and nor, therefore, an assessment of the degree of effectiveness with which these axes are being implemented.

**Table 19. Summary of the degree of effectiveness achieved for productivity indicators, by axis**

Axis	Productivity indicators (n°)			Degree of effectiveness		
	Total	With 2023 Goals	With quantification until 2018	High	Medium	Low
1A	7	7	6	1	-	5
1B	7	7	1	1	-	-
1C	7	7	7	1	-	6
1D	7	7	6	1	1	4
1E	7	7	1	1	-	-
5	6	6	6	5	-	1
8A	3	-	-	-	-	-
8B	3	-	-	-	-	-
8C	3	-	-	-	-	-
8D	3	-	-	-	-	-
8E	3	-	-	-	-	-

Source: own elaboration based on POEJ Annual implementation report 2018 (AIR 2018).

### *Effectiveness for output indicators (degree of progress in achieving the 2023 Goals).*

Based on an analysis of the values achieved for the output indicators defined under the framework of each priority Axis, an assessment has been made of the POEJ's degree of effectiveness in achieving the results expected by the end of the period (2023 Goals).

A moderate degree of progress has been made in regard to the POEJ's objectives for 2023, as the degree of effectiveness achieved across the 24 output indicators on which this calculation could be made was high among 8 indicators, average among 5 indicators and low among the remaining (7).

The output indicators under Axis 5 that show greatest progress are those which quantify the percentage of long-term unemployed participants completing the intervention funded by the YEI [CR04]; the percentage of unemployed participants completing the intervention funded by the YEI [CR01]; and the percentage of inactive participants not following any education or training and completing the intervention funded by the YEI [CR07],

showing a degree of effectiveness of 78%, 75% and 74%, respectively, versus the percentage forecast for 2023.

An average degree of effectiveness is being achieved under the indicator that measures the percentage of inactive participants who are not in education, do not undertake any form of training, do not pursue a qualification and do not have a job (including self-employment) after their participation [CR09], with a 51% degree of effectiveness versus the percentage forecast for 2023 (and lower for men, at 49%). For the remaining Axis 5 output indicators (YEI), the level of effectiveness is low, ranging from 38% to 48% of the value forecast for 2023.

In the five Axis 1, the degree of effectiveness in achieving the results expected by 2023 has been very uneven, with Axis 1A standing out positively as the two output indicators [ER62] and [ER63] have exceeded 80% of the value expected by 2023, implying a high degree of effectiveness. Under Axis 1C, the degree of effectiveness achieved has been high for indicator ER62 and low for indicator ER63. Only indicator ER63 was quantified under Axis 1D, for which an average level of effectiveness has been achieved. Under Axes 1C and 1E, as no participants were counted up until 2018, there are no results yet.

A 2023 Goal was established for the 3 performance indicators for Axis 8, although data relating to the indicator that measures the percentage of the POEJ's target community who are aware of co-financed actions [ATR3] will be provided in the Evaluation Report of the POEJ's Communication Strategy that is expected to be completed by the end of 2019.

The degree of progress for the indicator quantifying the percentage of expenditure covered by on-site verifications [ATR1] has reached a high level among the five Axis 8. And in regard to the percentage of recommendations proposed during evaluations that have been addressed [ATR2], the degree of progress is average (67%) under Axis 1A, which is the only area for which a value has been collected up until 2018.

**Table 20. Summary of the degree of effectiveness achieved for output indicators, by axis**

Axis	Output indicators (n°)			Degree of effectiveness		
	Total	With 2023 Goals	With quantification until 2018	High	Medium	Low
1A	2	2	2	2	-	-
1B	2	2	0	-	-	-
1C	2	2	2	1	-	1
1D	1	1	1	-	1	-
1E	1	1	0	-	-	-
5	12	12	12*	-	3	6
8A	3	3	2	1	1	-
8B	3	3	1	1	-	-
8C	3	3	1	1	-	-
8D	3	3	1	1	-	-
8E	3	3	1	1	-	-

\* Note: under Axis 5 (YEI), of the 12 common performance indicators selected, in 3 cases it has not been possible to calculate the degree of efficiency with which they are being implemented because the base productivity indicator (CR10, CR11 and CR12) has not been established.

Source: own elaboration based on POEJ Annual implementation report 2018 (AIR 2018).

## *Efficiency*

The assessment of efficiency could not be addressed, by applying the methodology set out in the Specific Evaluation Plan as no information has been collected that directly relates eligible costs to the number of participants, by type of initiative.

Assessment of the POEJ's efficiency has been done on the basis of qualitative information collected under the survey processes carried out among the IBs and DBs as part of this second evaluation of Axes 1 and 8 and under the evaluation of the YEI, with the general perception being that the real costs of execution have been in line with what was forecast and where the real costs exceed those that are forecast, this is due to the fact that the vulnerable groups require a longer, more intense, more personalised and more costly intervention.

### ■ Compliance with the PF and progress on 2023 Goals

Across the POEJ as a whole, the PF was quantified for each Technical Assistance axis (Axis 8 under the POEJ), therefore for Axes 1A, 1B, 1C, 1D and 1E and for Axis 5.

Following the reprogramming process carried out in 2018, the PFs for Axes 1A, 1B, 1C, 1D and 1E were changed, and for 2018 an "implementation milestone" was selected instead of values for financial and productivity indicators. This implementation milestone was defined as "the effective implementation of the SNGJ". Therefore, compliance with the PF with regard to the 2018 Milestone is total across all Axes 1, given that the SNGJ is fully implemented and under development across all regions of Spain.

In regard to Axis 5, the financial indicator for 2023 corresponds to the total financial allocation for this Axis (€2963.6m) and the common productivity indicator "unemployed participants, including long-term unemployed" was selected as an implementation indicator, the scope of which was quantified at 1,017,140 participants.

In order to establish the 2018 Milestones, the 2015 financial allocation for this Axis was taken into consideration and a calculation was done of the proportional share of "unemployed participants, including long-term unemployed" who were intended to be the target segment for this allocation; it was quantified at 759,637 participants.

Applying the methodology set out in the "Guide for Carrying Out the 2019 Evaluation of the Objectives/Results from the ESF Operational Programmes", it was found that the PF for Axis 5 was not met because under the Axes with 2 indicators, the PF is met if they all reach at least 85% of the Milestone, whereas the degree of achievement in terms of the financial indicator was 72% of that forecast for the 2018 Milestone. Productivity indicator CO01 is met to a high degree - both in total (91%) and when broken down by gender (93% among women, 89% among men).

However, this is not a serious shortfall, as it exceeds 65% of the financial milestone. The reason for the shortfall is due to a certain delay in IBs and DBs reporting expenditure to the MA, as the cost of approved initiatives is considerably higher, bearing in mind that 2018 is in the middle of the implementation period (87% of the total forecast for 2023).

It is also significant to note that the established financial Milestone was higher than the amount corresponding to adhering to the POEJ's N+3 rule for 2018 (given that the Milestone includes the advance received) and that the POEJ's N+3 rule as a whole has been adhered to.

**Tabla 21. Performance framework (PF) Axis 5 (YEI)**

ID	PF indicators	Expected values						2014-2018 accumulated value			Compliance with 2018 Milestones					
		2018 Milestones			2023 Goals											
		Total	M	W	Total	M	W	Total	M	W	Total	M	W	Total	M	W
CO01	Unemployed, including long-term	759,637	381,338	378,299	1,017,140	498,399	518,741	689,669	338,753	350,916	90.8%	88.8%	92.8%	High	High	High
F1	Certified expenditure (€)	2,053,491,980			2,963,614.,592			1,475,332,947			71.8%			Low		
PF COMPLIANCE [YES, NO] (*)		No														
SERIOUS NON-COMPLIANCE [YES, NO] (**)		No														

Source: own elaboration based on POEJ Monitoring System 2014-2020.

Table 22. Performance framework (PF) synopsis. POEJ 2014-2020.

Axis	PF indicators		2018 Milestones			2023 Goals			2014-2018 accumulated value			Compliance with 2018 Milestones (%)			Progress in the 2023 Goals (%)		
			Total	M	W	Total	M	W	Total	M	W	Total	M	W	Total	M	W
1A	CO01	Unemployed, including long-term	0	0	0	70,474	35,237	35,237	3,801	2,421	1,380				5.4%	6.9%	3.9%
	F1	Certified expenditure (€)	0			179,792,703			3,129,178						1.7%		
	HI1	Implementation of the SNGJ	100			100			100			100%			100%		
1B	CO01	Unemployed, including long-term	0	0	0	19,261	10,016	9,245	0	0	0				0.0%	0.0%	0.0%
	F1	Certified expenditure (€)	0			49,824,345			28,170						0.1%		
	HI1	Implementation of the SNGJ	100			100			100			100%			100%		
1C	CO01	Unemployed, including long-term	0	0	0	86,785	43,393	43,392	881	388	493				1.0%	0.9%	1.1%
	F1	Certified expenditure (€)	0			279,727,598			594,252						0.2%		
	HI1	Implementation of the SNGJ	100			100			100			100%			100%		
1D	CO01	Unemployed, including long-term	0	0	0	9,080	4,631	4,449	223	115	108				2.5%	2.5%	2.4%
	F1	Certified expenditure (€)	0			31,285,439			50,549						0.2%		
	HI1	Implementation of the SNGJ	100			100			100			100%			100%		
1E	CO01	Unemployed, including long-term	0	0	0	14,718	7,359	7,359	0	0	0				0.0%	0.0%	0.0%
	F1	Certified expenditure (€)	0			51,285,476			301,055						0.6%		
	HI1	Implementation of the SNGJ	100			100			100			100%			100%		
5	CO01	Unemployed, including long-term	759,637	381,338	378,299	1,017,140	498,399	518,741	689,669	338,753	350,916	90.8%	88.8%	92.8%	67.8%	68.0%	67.6%
	F1	Certified expenditure (€)	2,053,491,980			2,963,614,592			1,475,332,947			71.8%			49.8%		



## ■ Impact

The impacts generated by the POEJ from its launch up until 2018, have mainly related to initiatives carried out under Axis 5, as most of the completed initiatives have been under that area and many of the initiatives in Axis 1 do not by themselves have an impact on beneficiaries' employment.

Under Axis 1, five initiatives have been completed whose impact can be assessed. Four of these were carried out with the specific objective of strengthening employability and professional skills (SO 8.2.2) and one was aimed at boosting young people's entrepreneurship (SO 8.2.3). These initiatives have benefited 3404 people, of whom 2138 are men and 1253 are women (63% and 27% respectively).

Employment rates of beneficiaries of initiatives under SO 8.2.2 are low as at 1 April 2019, ranging from 49% to 64% (rates lower than the average rates in the regions where these people reside). This is in part due to the fact that there has been a short time since they concluded their participation in the initiatives, meaning that employment rates are likely to increase in the coming months as a result of their improved employability from taking part in the POEJ.

With regard to the initiative carried out under SO 8.2.3, beneficiaries had an employment rate of 98.6%; that is, almost all of them continued to work for themselves at least 6 months after starting their business or professional activity.

The YEI evaluation found that levels of getting into work 12 months after the end of taking part in initiatives were generally not high: 55% on average, and that employment stability was low in most cases (around 20% on average).

These indicators differed significantly according to the type of activity. Those who had benefited from initiatives relating to getting hired or into apprenticeships were those who had the highest rates of getting into employment within 12 months (74.7% and 62.5%) and who enjoyed the greatest stability in employment (31.0% and 33.3% respectively) - well above those who participated in the other types of initiative, in particular those who took part in initiatives relating to guidance or education.

Within 12 months of completing the initiative, women showed a lower rate of getting into work than men under all types of initiative with the exception of hiring (3 percentage points more), with low levels of difference with the exception of learning initiatives (3.9 percentage points in favour of men). The same was true for job stability, which was higher for men under all types of initiative, with an average difference of 3.1 percentage points and a maximum of 6.6 percentage points under learning initiatives.

Rates of getting into work increases in relation to the number of days that the person benefited from spending more days on the initiative, either because of an increased number of initiatives or because of longer initiatives over time. The rates of finding work after 12 months for those who participated in activities that ran for a week or less was 50%, whereas for those who participated in activities running for more than a year was 58.9%.

As regards Axis 8, the initiatives carried out do not have an impact on the situation of young people.



## ■ Horizontal principles and community added value

### *Community added value*

The POEJ has led to many more actions being undertaken in favour of the youth population than would have been the case if it had not been implemented, and to more far-reaching initiatives, making the objectives regarding active employment policies for young people more ambitious and benefiting a greater number of young people.

This effect has occurred under the three axes of the POEJ, with greater intensity under Axis 5 than in the other two areas, due to its much higher levels of co-financing, which has significantly increased the capacity of the IBs and DBs to carry out actions aimed at improving the employability and occupation of young people.

### *Equality between men and women and non-discrimination*

The application of the horizontal principles of gender equality was very much a part of the design and programming phase of the POEJ, and measures have been put in place to ensure that it remains active throughout the implementation period. In particular, measures have been implemented that include these principles when selecting initiatives and participants, when monitoring and evaluating initiatives and the POEJ as a whole, and with regard to the format and types of materials to be used in awareness-raising and communication activities.

The perception of IBs and DBs in this regard is generally positive, with the majority (almost 80% of the total) considering that the principles of equality and non-discrimination have been adequately taken into account, although the other 20% are of the opinion that these principles should be applied more intensively.

Out of a total of more than 750,000 people, the participation of women in initiatives carried out under the POEJ was slightly higher than that of men, with 50.3% of participations.

With regard to vulnerable groups, in quantifying participants who are immigrants, of foreign origin, ethnic minority, disabled and other persons considered to be disadvantaged, a cumulative number of more than 250,000 participants has been recorded up until 2018, highlighting the significant levels of attention that has been devoted to people with disabilities under Axis 5 (79,364 people). In terms of gender, the participation of women stood at 44%:

### *Sustainable development*

Within the framework of the POEJ, no activities with specific environmental objectives are carried out. However, there is a significant contribution to this horizontal principle that materialises in different ways. The most frequent activities carried out by the IBs and DBs have been to include environmental criteria in the selection of projects and application of environmental management measures. In addition, some IBs and DBs are developing training activities within environmental sectors and run environmental awareness-raising sessions.

The opinions of the IBs and DBs regarding the extent to which the principle of sustainable development has been taken into account in POEJ initiatives are somewhat divergent: although most of them (around 80%) consider that this principle has been taken into account when selecting initiatives, almost a fifth consider that it has not.

## 4. Conclusions and recommendations

### 4.1. Conclusions

Relevance	<ul style="list-style-type: none"> <li>- High relevance of the POEJ's Axes 1 and 5, as youth employment problems and needs continue to exist despite the improvements achieved since 2014. Axis 8 is also relevant to ensure proper implementation and dissemination of the POEJ.</li> <li>- Correct logic behind the intervention, bearing in mind that the initiatives should generate the desired results (getting young people into work, improving their employability, and so on) and these influence the desired impacts (higher rates of employment, better quality jobs, etc.).</li> </ul>
Implementation	<ul style="list-style-type: none"> <li>- Good rate of implementation of initiatives under Axes 5 and 8, but not under Axis 1, which has been strongly determined by the priority that the IBs have given to Axis 5 initiatives and by the difficulty of carrying out indirect initiatives.</li> <li>- Limited number of initiatives to inform youth and society about the POEJ, as well as studies and evaluations to improve the design of initiatives.</li> <li>- High likelihood that some IBs will not use all the funds allocated to Axis 1, as they have so far neither started nor defined any initiatives under that Axis (May 2019).</li> <li>- Decline in the relevance of Axis 1 after reprogramming, due to the reduction in funds allocated to regional IBs. However, the allocation of state-level IBs has increased.</li> <li>- Problems with applying simplified costs, which have been solved in order to achieve a reduction in administrative burdens, although there are still some problems from the point of view of the IBs and DBs.</li> <li>- Reduced number of initiatives completed under Axis 1, leading to lower results and impacts than could have been achieved at a higher rate of execution. Initiatives being run will generate results and impacts as they are completed, primarily in 2019 and 2020.</li> <li>- Sufficient level of UAFSE coordination with the IBs and DBs, but insufficient coordination between the organisations operating in each region, which leads to overlaps and lower synergies than could be obtained with coordinated action.</li> </ul>
Effectiveness	<ul style="list-style-type: none"> <li>- High level of financial effectiveness across all axes in terms of the cost of initiatives. Effectiveness in relation to the declared cost is also high under Axis 5, but not in the other axes (low in Axis 1 and medium in Axis 8).</li> <li>- High level of effectiveness with respect to IP 8.2. productivity indicators, with relevant differences between axes, given that, in five of the six Axis 5 indicators, the levels achieved are high whilst under Axis 1 all the indicators reflect a low level of progress. For IP 8.7, a level of overall effectiveness has been reached versus the productivity indicator, as it relates to the launch of the SNGJ.</li> <li>- Varying results in terms of specific objectives pursued, seeing as initiatives have been mainly aimed at increasing the hiring of young people on a permanent or stable basis (SO 8.2.4) and strengthening their employability and professional skills (SO 8.2.1).</li> <li>- Improvement in the employability level of people who have participated in the initiatives. Any changes that could occur in terms of requirements to perform jobs and advance in the digitalisation of the economy will affect these people's employability.</li> </ul>

Effectiveness	<ul style="list-style-type: none"> <li>- Total compliance with the PF across all Axes 1, given that the SNGJ is fully implemented and under development across all regions of Spain. Under Axis 5, the PF has not been met because the financial indicator has not reached 85% of the milestone value for 2018. This is not considered a serious shortfall, and as this Axis does not have an associated effective reserve, there is no financial impact. In addition, it should be noted that the POEJ's N+3 as a whole has been met.</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>- Diversity of views among IBs and DBs on the efficiency with which Axes 1 and 8 initiatives have been implemented, although more consider that the execution has been efficient - mainly under Axis 8. With regard to Axis 5, the most efficient initiatives according to the IBs and DBs are contract bonuses, workshop schools, individualised advice and career guidance.</li> </ul>
Impact	<ul style="list-style-type: none"> <li>- In regard to the impact of the initiatives up until 2018, it has been noted that this continues to be limited, in spite of the fact that the rate at which beneficiaries have got into work 12 months after their participation ended is above 70% for "Employment" types of activity, and that the average is 55.5%.</li> <li>- Greater number of days of affiliation in the Social Security scheme among POEJ beneficiaries versus young people who have not participated in the initiatives, both at the 18-month and 24-month points after the end of their involvement.</li> <li>- Reduced durability of impacts, given that the jobs secured by beneficiaries of the initiatives are largely of a temporary nature.</li> </ul>
Horizontal principles and community added value	<ul style="list-style-type: none"> <li>- Correct application of the principle of equality between men and women, with women's participation (50.3%) in initiatives run under the POEJ being slightly above that of men.</li> <li>- High participation in initiatives by people from vulnerable groups, with a notable number of disabled people. The proportion of women in situations of vulnerability who have participated in initiatives is lower than that of women as a whole (6 percentage points less).</li> <li>- Positive contribution of the POEJ to sustainable development through training on environmental issues and incentivising jobs in sectors related to the environment.</li> <li>- Significant community added value, given that EU aid has led to initiatives that would not have been run without this funding and many of those that would have been carried out without this aid have enjoyed a greater scope of action.</li> </ul>
Best practice	<ul style="list-style-type: none"> <li>- The existence of best practice to improve young people getting into work among the activities run by IBs and DBs, the content, procedures and forms of intervention of which can be transferred to other IBs and DBs so that they can incorporate them into their operations.</li> <li>- Insufficient knowledge about best practice among the IBs and DBs, meaning that there is scope to improve the implementation of activities that have been successful in getting young people into work.</li> </ul>

## 4.2. Recommendations

In 2017, the First Intermediate Evaluation of the POEJ (for the period 2014-2016) was carried out. In this, 13 recommendations were made, 10 of which related to implementation and 3 to execution and results obtained. The implementation of these recommendations has been analysed, and it has been noted that 11 of the recommendations have been fully followed and two partially followed (speeding up the pace of implementing POEJ initiatives and all IBs having online access to frequently asked questions and their answers).

The recommendations proposed as a result of this evaluation process are the following:

<b>POEJ implementation</b>	<u>Recommendation 1</u>
	It is recommended that the financial routes for Axes 1 and 5 be linked in such a way as to ensure a good rate of implementation under Axis 1 and thus ensure that all allocated financial resources are used.
	<u>Recommendation 2</u>
	It is recommended that funds be increased to inform young people and society about the POEJ, disseminate its results, and achieve a greater participation of young people in its initiatives.
	<u>Recommendation 3</u>
<b>Effectiveness</b>	It is recommended that the number of studies and evaluations on young people getting into work be increased, in order to obtain evidence with which to improve the design and implementation of the POEJ.
	<u>Recommendation 4</u>
	It is recommended that a coordination mechanism for initiatives in each region be created, in order to avoid overlaps between the IBs and DBs and to achieve maximum synergies across activities carried out.
	<u>Recommendation 5</u>
	It is recommended that the UAFSE continue to inform and advise the IBs and DBs on simplified costs, via the existing expert group, and review any cases that prove problematic for some of the IBs and DBs when using them, with a view to eliminating existing uncertainties in this respect, increasing the rate of certification, and reducing administrative burdens.
<b>Effectiveness</b>	<u>Recommendation 6</u>
	It is recommended that the IBs and DBs speed up the pace of certification of eligible costs and thus enable the financial targets set for 2023 to be achieved.
<b>Effectiveness</b>	<u>Recommendation 7</u>
	It is recommended that as soon as possible IBs define initiatives under Axis 1 of a financial dimension commensurate with unused funds, in particular IBs that have not begun initiatives under that Axis.

<b>Impact</b>	<p><u><a href="#">Recommendation 5</a></u></p> <p>It is recommended to direct funds mainly to self-employment and work experience initiatives, due to their greater impact on helping young people get into work.</p>
<b>Integration of horizontal principles</b>	<p><u><a href="#">Recommendation 9</a></u></p> <p>It is recommended that the number and scope of initiatives aimed particularly at vulnerable groups at risk of social exclusion be increased with a view to improving the employability of young people who have the most difficulty in finding employment.</p>
<b>Best practice</b>	<p><u><a href="#">Recommendation 10</a></u></p> <p>The UAFSE is recommended to intensify the dissemination of best practice in the field of employability and helping young people get into work, whether through activities run under the POEJ or other Active Employment Policy programmes.</p>



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