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# IMPLEMENTATION REPORT FOR THE ANNUAL EVALUATION PROGRAM OF QUALITY, IMPACT, EFFECTIVENESS AND EFFICIENCY OF THE OVERALL SUBSYSTEM OF VOCATIONAL TRAINING FOR EMPLOYMENT IN SPAIN 2012-2013

## ABSTRACT



## Preliminary notes

This document is an Abstract of the Implementation Report developed from April to November 2015, following the methodology of the Annual Evaluation Program of Quality, Impact, Effectiveness and Efficiency of the Overall Subsystem of Vocational Training for Employment 2012-2013, which was subject to report by the National Commission of Vocational Training for Employment, of the General Council of National Employment System on July 21<sup>st</sup>, 2015. Program available at [www.sistemanacionalempleo.es](http://www.sistemanacionalempleo.es). The Implementation Report was subject to report by General Council of National Employment System on April 19<sup>st</sup>, 2016.

Data included in this report may not necessarily match data from other official sources considering that a specific methodology, defined in the mentioned Annual Evaluation Program of Vocational Training for Employment 2012-2013, was used in the calculations.

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## 1 Background information

The Annual Evaluation Program of Quality, Impact, Effectiveness and Efficiency of the overall Subsystem of Vocational Training for Employment is developed by the Public State Employment Service and the pertinent authorities or organizations of the Autonomous Regions.

This program responds to the perspective given by the RD (Royal Decree) 395/2007, of March 23<sup>rd</sup>, for the definition of a Vocational Training for Employment model.

Thus, it claims to promote the subsystem evaluation for the purpose of introducing the necessary improvements in order to achieve certain quality levels that will allow employees to strengthen their employability and companies to reinforce their productiveness and competitiveness objectives.

The expertise acquired in previous years, after the development of the evaluation Programs 2010 and 2011, made it possible to identify some relevant aspects for the consolidation and improvement of the evaluation process.

These aspects, which were taken into consideration for the definition of the Program 2012-2013, are as follow:

- Progressive improvement of reliability and access to information in order to make it increasingly more complete.
- Consolidation of indicators, adapting or simplifying those which showed practical measuring difficulties.
- Removal of certain indicators' disaggregation, which offered an enormous amount of information, since the necessary resource dedication for its processing and analysis does not match the value of the obtained analysis.
- Delving deeper into the existing indicators and consolidate them in order to progress in the evaluations.
- Completing insertion indicators considering they add partial information which should not be used separately to draw any conclusion or take any decision.

### 1.1 Scope of the Annual Evaluation Program

The purpose of this evaluation is Job Training initiatives, managed by the different agents of the National Employment System which constitute the subsystem of Vocational Training for Employment, regulated by the RD (Royal Decree) 395/2007, of March 23<sup>rd</sup>.

Specifically, this evaluation process includes the following application areas:

- Demand training (companies' training actions and individual leave of absence for training).
- Supply training (training programs mainly addressed to employed workers, training actions mainly addressed to unemployed workers, specific programs, job training for imprisoned and military professionals).
- Training in alternation with employment (employment-training public programs).
- Projects and researches for the improvement of training.

### 1.2 Scope limitations

One of the main causes that explains the limitations found in the preparation of this report responds to the difficulty in obtaining certain data, necessary to carry out the indicators' calculation.

This meant that some training modalities subject to this analysis, in certain indicators, could not be included in this report.

The encountered cases are listed hereunder:

CAL03. % of training actions programmed altogether over the total of actions related to obtaining professional certificates. No Specific Programs (national call) related data available in 2012.

ECA01. Financial Implementation Degree. Given the methodology associated to this indicator, it is not possible to calculate it in the case of Individual Leaves of absence for training and of Projects and researches for the improvement of training.

ECA04. Average duration of professional internship. No Specific Programs (national call) related data available in 2012.

ECA07. Unemployed participants' rate who carry out professional internships. No Specific Programs (national call) related data available in 2012.

ECA09. Dropout rate for other reasons. Companies' Training Actions related data not available.

ECA10. Training success rate. No Specific Programs (national call) related data available.

ECA12. Coverage of employed workers rate. No se dispone de datos relativos a Permisos individuales. No Individual Leaves of absence for training related data available.

IMP01. Employment preservation rate. Neither Companies' Training Actions nor Individual Leaves of absence for training related data available.

IMP04. Participants in certified training rate. Neither Companies' Training Actions nor Individual Leaves of absence for training related data available in 2012.

Moreover, it has been difficult to get consistent data corresponding to every disaggregation variable described in the Evaluation Program. In some cases data was not available; in others there was inconsistency between disaggregated and overall data provided. This circumstance affected most of the indicators, in several disaggregation variables and training modalities.

### 1.3 Evaluation standards

The list of criteria under evaluation are:

- Quality: measuring and assessing the quality of training.
- Effectiveness and Realization: identifying results obtained by the subsystem in the development of its initiatives.
- Efficiency: establishing the optimization degree of the result obtained related to the financial resources and means used.
- Impact: evaluating the effect of development initiatives of vocational training for employment on employees and companies.

### 1.4 Annual Evaluation Program Methodology

The evaluation model defined in this Program is an ex-post evaluation model, results-related, over a period of time including the years 2012 and 2013.

This means that various training initiatives and modalities, included in the Vocational Training for Employment subsystem and developed in 2012 and 2013, were subject to evaluation.

The evaluation is mainly quantitative, based on the analysis of secondary information sources, predominantly the use of corporate data bases from the different agents managing these initiatives, as well as records or official statistics from other sources.

This Annual Evaluation Program 2012-2013 has included evaluative experiences developed by the agents in the National Employment System in their sphere of action.

An open and participatory method was chosen, where face-to-face meetings were combined with work via email. The Evaluation Program design counted on 282 contributions from autonomous regions work groups, SEPE (Public State Employment Service), FTFE (Tripartite Foundation for Employee Training) and social agents.

## 1.5 Conditioning factors

The development of the Annual Evaluation Program includes a series of factors that determine the successful process implementation. Some are listed below:

- **Breadth and diversity of the system under evaluation**

The diversity of training actions, heterogeneity of the tools, the number of involved agents and the territorial dispersion determine the methodology to apply to this subsystem group.

- **Lack of an overall approach for planning**

The lack of planning, of definition of interventions, of determination of preferential attention groups and quantitative goals which needed to be achieved for the nation and for every autonomous region, meant a conditioning factor when evaluating the level of compliance of the expected objectives until the year 2013.

Nevertheless, the setting of goals for employment activation policies, including the training policies, were taken into consideration for the first time in the PAPE (Employment Policies Annual Program) 2013.

- **Availability and quality of information**

The absence of common information procedures for the Vocational Training for Employment subsystem group proves a barrier when determining indicators that allow comparing results between the different initiatives and modalities.

This fact also limits the possibility of crossing databases for the purpose of knowing the degree and usage features of the different initiatives and modalities by the subsystem recipients.

However, as a result of the effort to improve this conditioning factor, it was possible to include two new indicators (CAL05) and (IMP06) for evaluation in the year 2013. It is worth highlighting that the IMP06 indicator was built thanks to the development of a specific and complex process of data crossing with files from the members of the Social Security System.

## 1.6 Methodology of the Implementation Report of the Annual Evaluation Program

The methodology used for the development of the implementation report of the Annual Evaluation Program took the following stages:

1º. Design and delivery of the templates, in spreadsheet format, to the System Agents by the PAE (Annual Evaluation Program) project team from SEPE (Public State Employment Service).

2º. Analysis and initial validation of the information provided by the System Agents in spreadsheet format.

- 3º. Integration of data in order to create the PAE (Annual Evaluation Program) database.
- 4º. Preliminary validation of the exploitation methodology, statistics to be used and final report model.
- 5º. Statistical exploitation and production of graphical information of the evaluation programs in 2012 and 2013.
- 6º. Review and validation by the System Agents.
- 7º. Proposal of judgement methodology, improvement suggestions and scorecard.
- 8º. Final validation of the implementation report by the System Agents and the Social Agents.

## 2 Main results

### 2.1 Quality indicators

CAL01	Participants' general satisfaction level after finishing the courses
CAL02	% of professional certificates with certified centers
CAL03	% of training actions programmed altogether of the total of actions related to obtaining professional certificates
CAL04	% of professional certificate training actions of the total of training actions.
CAL05	% of Vocational training for employment centers which have quality certificates (EFQM, ISO and others) (applicable exclusively in PAE 2013)

The degree of overall satisfaction of the training received (**CAL01**) is high and keeps constant during the four years the Annual Evaluation Program is valid. In all the training modalities it stands above the average rating of 3,44. Nevertheless, it should be noted that there was a light drop during 2013, which affected every method, except those training actions addressed mainly to unemployed workers and training addressed to imprisoned individuals and military professionals.

Despite the obvious increase in the number of published professional certificates, a constant increase in the certificate rate that counts on certified centers for teaching from 2010 to 2013 was noticeable. In 2013, 85,28% of certificates count with at least one certified center (**CAL02**).

Even though the percentage of training actions programmed altogether exceeds 25% of the total of programmed actions, this percentage has been decreasing since 2011 (**CAL03**).

In order to read the results correctly it should be taken into consideration the presence, in some regions, of a mainly modular programming in the professional certificate training. Also important are the particularities when encoding programmed actions into the computer system. Some may have led to modules or training units related to obtaining the same professional certificate, such as the internship module, which may have been registered as a training action not integrated in training action programmed altogether.

The evaluation results show a programming that tends, to a larger extent each year, to the inclusion of training actions that lead to obtaining professional certificates in the supply initiative. In the last two years of analysis the rate went from 18,99% to 33,98% (**CAL04**).

Regarding the inclusion of systems for monitoring, controlling and evaluating job training, in 2013 19,42% of Vocational training for employment centers had quality certificates (EFQM, ISO and others) (**CAL05**).



## 2.2 Performance indicators

REA01	Participants in public employment-training programs
REA02	Participants' physical implementation level in training actions
REA03	Number of projects and researches for the improvement of training.

During 2012 and 2013 a total of 35.802 people took part in public employment-training programs (**REA01**), although the participation rate in 2013 decreased in more than 50% compared to the previous year.

The total participation in the vocational training for employment program exceeds 4 million people (**REA02**) both in 2012 and 2013, though a decrease of 370.000 people was noted in the last year. This decrease in participation affects especially to the supply training since training managed by companies through training actions and individual leaves of absence for training increased more than 8%.

The training modality with a higher decrease (more than 310.000 students) is the training program for employed workers (autonomous region call), followed by programs for employed workers in the national call (60.193) and the actions initiative addressed to unemployed workers (47.934). On the contrary, the participation of imprisoned individuals increased in more than 800 students.

Regarding the number of projects and researches for the improvement of training (**REA03**) it is noticeable an obvious drop throughout the four evaluated years, meaning that in 2013 there were 315 less actions than in 2010.

## 2.3 Effectiveness indicators

ECA01	Financial implementation level
ECA02	Average duration of training
ECA03	Average duration of individual leaves of absence
ECA04	Average duration of internships
ECA05	Multiple participation rate
ECA06	Percentage distribution by training teaching method
ECA07	Rate of unemployed participants undertaking an internship
ECA08	Drop-out rate due to job placement
ECA09	Drop-out rate due to other causes
ECA10	Successful training rate
ECA11	Coverage of unemployed workers rate
ECA12	Coverage of employed workers rate
ECA13	Coverage of companies' bonus rate

The allocated budgets for the overall subsystem of Vocational Training for Employment are 1.821.665.966 euros in 2012 and 1.763.962.881 euros in 2013. Over the 4 years under evaluation while the PAE (Annual Evaluation Program) was valid, the drop in the allowance amount was continuous in every supply training modality, except in training actions mainly addressed to unemployed workers. However, and though in 2013 it became stagnant in relation to the previous year, the demanded training had a budget that has been increasing since 2010.

As with the allocated budget, the financial implementation percentage (**ECA01**) has also dropped in general terms, going from 75,74% in 2012 to 68,14% in 2013. In training methods, variable data is obtained. In the demanded training initiative and in training programs for unemployed workers the implementation level increases in 2013 related to the previous year while the other modalities drop.

Nevertheless and regardless of the year, programs promoted by autonomous regions reach the lowest implementation level: employed workers' programs, around 60% and actions addressed to unemployed workers reach lower percentages while the rest of modalities achieve an implementation of around 95%-100%. As it was already detailed in the Implementation Report, it is necessary to take these results with caution due to certain issues with the calculation method defined for the indicator.

The evaluation results 2012-2013 show three differentiated sections regarding the average duration of the training actions (**ECA02**). The first includes training addressed to imprisoned individuals and military professionals, in which the average duration of the actions exceeds 400 hours. In a second section we find training actions mainly addressed to unemployed workers and specific programs which reach an average duration between 250 and 350 hours. Lastly, training modalities with shorter actions, between 40 and 85 hours, are the training actions in companies and training programs for employed workers.

The realization of individual leaves of absence for training has considerably increased since 2010 with 3.335, until 2013 with 30.226. The participation in this training is mainly masculine: men took in 2013 more than 80% of the completed individual leaves of absence. The duration of this training modality (**ECA03**) ranges between 50 and 80 hours, depending on the year under evaluation. Since 2010 (83,20), there has been a gradual decrease in the average duration, until 2012 (53,08) and raising slightly in 2013 (61,90).

The multiple participation rate (**ECA05**) for the overall subsystem of Vocational Training for Employment is 1,35 in 2012 and 2013. The number of participations per student varies slightly depending on the training modality. In training actions in companies the results are identical to those obtained in general; however, in national call training programs, the multiple participation rate is lower (1,26 in 2012 and 1,14 in 2013). Training promoted by autonomous regions gets variable rates depending on the year of evaluation and training type, but in any case they are between 1,32 and 1,62.

The percentage distribution of hours by teaching method (**ECA06**) is very similar in 2012 and 2013. Classroom method actions have a greater presence in training promoted by the autonomous regions (employed and unemployed workers). However, in training programs mainly addressed to employed workers at national level, online actions have a higher presence. In training actions in companies the prevailing training type is the distance learning. The main difference between 2012 and 2013 is the almost total disappearance in the last year of distance learning actions in training programs for employed workers.

The rate of unemployed participants undertaking an internship (**ECA07**) reaches 27,03% in 2013, which means a noticeable increase in relation to the result obtained in 2012 (20,46%). The average duration of these internship programs (**ECA04**) drops in 2013, from 111,06 hours to 78,05 hours.

The drop-out rate due to job placement (**ECA08**) is lower than the drop-out rate due to other causes (**ECA09**). The evaluation results show a decrease in both indicators between the years 2012 and 2013. In the last year, the drop-out rate due to job placement is 3,97% and the drop-out rate due to other causes is 7,37%.

The successful training rate (**ECA10**) keeps high since 2010 (96,50%) and we could note a light increase over the years until it reached 97,06% in 2013.

Coverage of unemployed workers rate (**ECA11**) is 7,67% in 2012 according to EPA (Labour Force Survey), and 9,44%, according to the registered unemployment rate, showing a decrease of approximately 3 percentage points in 2013. In this regard, in 2013 training programs mainly addressed to unemployed workers reach 3,27% (according to the registered unemployment rate)

and 2,61% (according to EPA). Likewise, the overall subsystem of training programs mainly addressed to employed workers, at national and autonomous regions level, reached 2,76% (according to the registered unemployment rate) and 2,21% (according to EPA).

Regarding the coverage of employed workers rate (**ECA12**) it remains steady during the years the PAE (Annual Evaluation Program) is valid, hardly changing throughout time, being at around 16% for the overall supply and demand initiatives.

The coverage of companies' bonus rate (**ECA13**) is 31,10% in 2012, slightly decreasing in 2013 when it reaches 29,99%. Sectors with a higher percentage of companies participating in subsidized training are Industry and Commerce, with a rate near 40% and 30% respectively.

## 2.4 Efficiency indicators

ECI01	Average cost by completed participant and training hour in supply training
ECI02	Average cost by completed participant and training hour in demand training

The average cost by completed participant and training hour in supply training (**ECI01**) increases in every training modality from 2012 to 2013, being for this last year and the overall initiative in 5,33 euros. In demand training, the average cost by participant and training hour (**ECI02**) is higher, around 7,00 euros, and a light increase is also noted in 2013 in relation to the previous year.

## 2.5 Impact indicators

IMP01	Employment preservation rate
IMP02	Labor market insertion, wage employed, in non-certified training rate
IMP03	Labor market insertion, wage employed, in certified training rate
IMP04	Percentage of participants in certified training
IMP05	Percentage of labor market insertion, wage employed, in public employment-training programs after finishing the project
IMP06	Labor market insertion rate according to the Social Security membership (exclusively applicable in PAE 2013)

The challenges in obtaining the necessary information in order to calculate the percentage of trained workers who preserve their job after training (**IMP01**) do not recommend making a comparative analysis including the different annualities of the PAE (Annual Evaluation Program) to date. Nevertheless, the results obtained with the data provided by regions that had that information available are 79,35% in 2012 and 80,47% in 2013.

The rates obtained for labor market insertion, wage employed, are similar to the non-certified training (**IMP02**), around 34%-37%, and certified training (**IMP03**) around 36%-40% in the last two years subject to evaluation.

Additionally, in public employment-training programs (**IMP05**) the labor market insertion rate, wage employed, is lower, even though it raises in 2013 (25,39%) in relation to 2012 (24,36%).

The greater presence in programming of training actions related to the obtaining of professional certificates, previously pointed out, reinforces the gradual increase in the percentage of participants in certified training over the total of participants (**IMP04**) which is observed since 2010, being at 33,59% in 2013, for all of the training modalities in the Supply Initiative.

Finally, 42,41% of people that finished their training with a positive evaluation in 2013 became members of the Social Security in the next six months after finishing their training action (**IMP06**).

### 3 Judgement

The methodology used to face the judgement stage of the Evaluation Program 2012-2013 consists of making an assessment based on a series of evaluation questions, formulated by the evaluating team after the descriptive analysis of the noted results in the overall indicators of the program, whom will try to answer the main question of the program, this being: **Has the Subsystem of Vocational Training for Employment shown a good performance during the years 2012-2013?**

The list of questions, many of which integrate results from different indicators, is presented as a group under training evaluation criteria.

#### 3.1 Quality. Participants' perception of satisfaction in the Subsystem and features of the supply and training net.

- **Does the given training reach an appropriate degree of satisfaction in participants?**

The satisfaction level revealed by participants can be considered as very positive during the years 2012 and 2013, with average values of satisfaction of 3,56 and 3,53, respectively, over a maximum rating of 4.

- **Has the launch of PAE (Annual Evaluation Program) managed to increase the level of satisfaction of participants?**

The progress of the degree of satisfaction from 2010 until 2013 shows a steady behavior, with changes in each initiative and modality below 5 hundredths; accordingly an increase in the levels of satisfaction since the launch of PAE (Annual Evaluation Program) cannot be demonstrated.

- **Is the repertoire of professional certificates being introduced in Spain in a balanced way, by professional families, attending to the presence of certified centers in every region?**

There is a low level of equilibrium in the display of the repertoire of professional certificates in Spain, existing, in general, a very high concentration of certified centers for the teaching of professional certificates of a limited number of professional families.

- **Was it possible to promote the implementation and display of the repertoire of professional certificates properly, by families, and according to the specific importance of each sector in the labor market?**

It is possible to conclude that there are potential imbalances between the existing training net and its adaptation to the real qualifying necessities of the labor market, which require a deeper study and evaluation in order to identify and face its causes.

- **Do subsystem's collaborator training centers show an appropriate degree of implementation of quality management certificate systems?**

Taking as reference the ISO 9001 Quality Management System standard in Spain in 2013, below 4% of the total of companies according to the ISO Survey 2013, the participant training centers in the Subsystem of Vocational Training for Employment possess a high degree of quality certificate implementation, being 19,42% of the total of centers which hold a quality certificate.

- **Was the use of Information Technologies for Education a priority in the programmed off-site training actions?**

In the case of demand training, during 2012 and 2013 the use of information technologies for education was not prioritized in off-site training, since more than 80% of the total of this training was taught with a lack of systematic use of technology, by means of the traditional distant-learning method.

In the case of supply training, in its modality of training mainly addressed to employed workers in the entire country, it is noted, not only an obvious improvement in relation to 2012 (when its use was 43% of the total of the distant-learning training) but an excellent result since in 2013 the volume of off-site training taught with the use of information technologies for education reached 100%.

Finally, in the case of supply training mainly addressed to employed workers, at an autonomous region level, it is equally visible a very high degree of prioritization of information technologies for education in the off-site training, since in 2013 it reaches a 90% of actions using technologies, with a significant improvement in relation to 2012 (71%).

Even with the satisfying results commented above, it will be necessary to offer resources and alternatives that will allow the digital divide existing in the group of workers in Spain to not become an insuperable obstacle in the access to training.

- **Has the training actions planning, which combine theoretical and practical training in companies, been sufficiently stimulated?**

From the evolution of the results obtained between 2012 and 2013, it can be stated that an important stimulus of training, including the undertaking of an internship in companies, has taken place. Thus, the rate of participants undertaking an internship went from 20,46% in 2012 to 27,03% in 2013. In absolute terms, it has increased in more than 14.200 the number of participants undertaking an internship.

### 3.2 Coverage. Capacity of the Subsystem to satisfy the potential training necessities of companies and workers

- **Have public resources, which the Subsystem of Vocational Training for Employment counted on, expanded in Spain?**

The financial resources the Subsystem of Vocational Training for Employment counted on, in the supply modalities, kept steady during 2012 and 2013, showing a slight decrease of 0,39% between the two annuities.

Nevertheless, it is necessary to point out that, in the period of 2010-2013, the accumulated decrease was very important, reaching in this initiative a budgetary reduction of 42%.

In the case of the demand initiative, the available budget remained unchanged during 2012 and 2013. In any case, it is necessary to emphasize that the accumulated increase of available resources was higher than 13% in the period of 2010-2013.

- **Has the coverage that the Subsystem of Job Training offers for the qualification improvement of workers, employed and unemployed, improved?**

The coverage of unemployed workers in Spain, based on the number of unemployed people according EPA (Labor Force Survey), has worsen considerably in the period of 2010 to 2013. This decrease was 40%, going from 8,60% of the total unemployed workers in 2010, to 5,16% in 2013. In relation to the progress seen in 2012 and 2013, the coverage rate went from 7,67% to the 5,16% mentioned above.

In the case of the employed workers, the coverage rate has slightly improved, with 1,45% in the period of 2010 to 2013, going from 15,85% to 16,08%. Meanwhile, in the period of 2012-2013 it remained steady, showing a light decrease, going from 16,13% to 16,08% respectively.

- **Was it possible to encourage the participation of groups that, due to age and gender, have more difficulties in accessing the labor market, in terms of coverage of unemployed population?**

Paying attention to the gender variable, women's participation has been moderately prioritized, being the group with the greatest difficulties when accessing employment, in every supply training modality. In this sense, the coverage rate was superior to men's in 1,11% in 2012, decreasing in 0,84% in 2013.

In relation to the overall demand training, there is a clear underrepresentation of women related to their presence in the labor market, with a 2,82% in 2012 and 2,26% in 2013, thus being a slight improvement.

Regarding the training programs in alternation with employment, during 2012 and 2013 the percentage difference in women and men's participation offers an unfavorable balance for women with 15,87% and 14,51% respectively. Comparing the situation with that of 2010, this difference has raised in almost 10%.

In the case of age groups with greater difficulties to access employment, unemployed workers aged 16-19 and an unemployment rate close to 75% and aged 20-24 with 51% approximately in 2012 and 2013, it is possible to declare that their participation in the supply training has been moderately prioritized given that both groups are amongst the three with the highest achieved coverage rates.

- **Is there homogeneity in terms of participation opportunities in vocational training for employment actions for unemployed and employed workers in Spain?**

In relation to unemployed workers, we can conclude that there is no appropriate homogeneity in participation opportunities in the Subsystem of Job training in the different regions of the National Employment System.

Regarding the employed workers, it can be stated that the homogeneity degree, though it shows more positive results in relation to the ones obtained for unemployed workers, is improvable.

- **Has the level of participation of micro and medium business in the demand training initiative improved?**

Given the data gathered for the modality of training actions in companies, it can be stated that the participation of micro and medium business in the Subsystem of Vocational Training for Employment in Spain remained steady with a slight drop during 2012 and 2013.

Nevertheless, paying attention to the period 2010-2013, a positive evolution can be confirmed, with an increase of more than 10% in the first case and of more than 13% of the percentage of companies which develop demand training.

### 3.3 Effectiveness. Results obtained by the training programs

- **Has the percentage of fulfillment of learning processes by participants in training improved?**

The level of training fulfillment by unemployed participants has significantly improved between 2012 and 2013, the abandonment rate decreasing for causes non-related to labor market insertion,

from 12,37% to 9,73% in the case of actions mainly addressed to unemployed workers in relation to the total of participants.

- **Does the training given reach an ideal level of success in terms of overcoming the established evaluation processes?**

The level of success in training actions mainly addressed to unemployed workers should be considered excellent, according to the established evaluation systems, given that during the four years the PAE (Annual Evaluation Program) was valid, it remained over 96%, being 96,64% in 2012 and 97,06% in 2013.

In any case, and given the high difference existing between this learning area and other educational environments, it would prove very useful to delve deeper into the existing evaluation mechanisms for the purpose of reinforcing its credibility in regards to companies and workers, increasing their perceived value of the Subsystem.

- **Was it possible to increase the training results in terms of acquiring, by the participants, a professional qualification with official recognition?**

The Subsystem of Vocational Training for Employment in Spain managed to improve significantly their results when it comes to supplying a certified qualification to their participants.

In this regard, every supply training modality shows an important increase, reaching 74,22% in the case of training actions mainly addressed to unemployed workers in 2013, against the 26,60% registered in 2010.

- **Do participants in training actions leading to obtaining professional certificates show better labor market insertion rates than those who take non-certified training?**

Paying attention to similar data corresponding to 2012 and 2013, the participants' percentage who gained access to labor agreements in the next six months after completing their training action is superior in actions leading to obtaining professional certificates opposite to non-certified training.

## 4 Proposals for improvement

### 4.1 Proposals related to the improvement of the Annual Evaluation Program of Quality, Impact, Effectiveness and Efficiency of the Overall Subsystem of Job Training: analysis and meta-evaluation

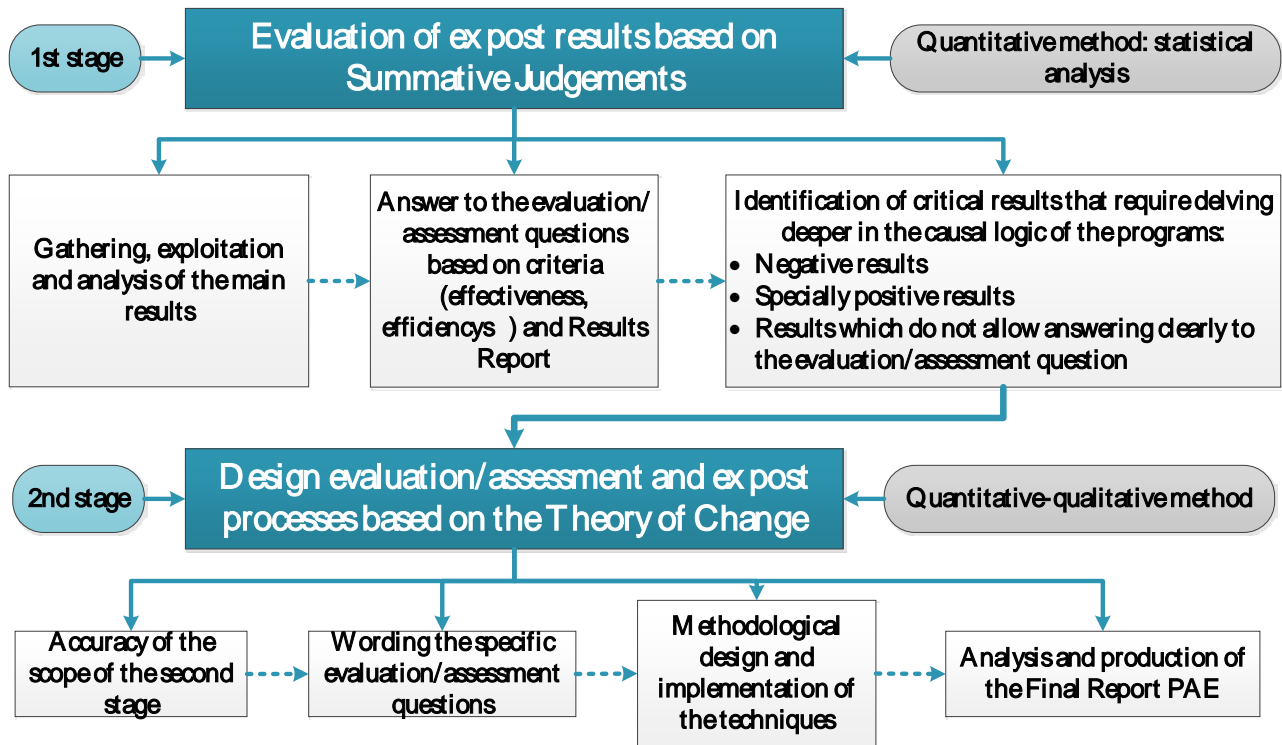
#### Proposal for improvement N. 1. Evaluation PAE (Annual Evaluation Program) in two stages: System results by means of Final Judgements and explanation of critical areas by means of Theory of Change

With this proposal, on a *strategic level* for the Evaluation Program, the goal to start an evolution that delves deeper into the virtues and importance the program itself had during the four years of validity. To this effect, a proposal for enriching the current evaluation approach is made, *based on Final Judgements*, incorporating a second stage of the evaluative process which includes investigation about the Subsystem internal procedures, by means of introducing the evaluative perspective of the *Theory of Change*.

Essentially, a first evaluation stage is promoted based on final judgments, of quantitative nature. Once the most critical areas and indicators had been identified (because of its value as a good practice or for its specially negative result), a second stage would be launched, of qualitative and quantitative nature, that would allow the understanding of these results, the answering about that positive or negative results, the formulation of specific improvement proposals and the

establishment of standards for good practice in the programs promoted by the different agents of the system.

Below there is a chart representing, in a simplified form, the two stage evaluation cycle proposed:



### Proposal for improvement N. 2. Change in the definition process of evaluative necessities and the evaluation matrix of PAE (Annual Evaluation Program): Evaluation areas, criteria, questions, indicators, standards, sources and techniques

Once the PAE (Annual Evaluation Program) evaluation method has been deeply analyzed, we propose to provide the evaluation process with even greater methodological strength by means of a previous reflection exercise that will allow reaching the following knowledge sequence:

- 1ª. Clear definition of the evaluation areas (design, processes, structure and results) and evaluation criteria which constitute the information necessities of PAE (Annual Evaluation Program).
- 2ª. Wording the specific evaluation questions.
- 3ª. Establishment of the catalog of indicators and standards.
- 4ª. Selection of resources, methods and techniques for gathering information.

In fact, in any of the two stages mentioned in the previous proposal, and even maintaining the current PAE (Annual Evaluation Program) methodology, this evaluating team considers it necessary to specify in further detail the questions meant to be answered by this evaluation exercise, establishing from that first decision, the definition of indicators, standards, techniques and resources following that logical working sequence.

In this regards, from the understanding of the current definition of evaluation criteria, indicators and orientation for the interpretation of the indicators established in PAE (Annual Evaluation Program) 2012-2013, it is possible to identify to a greater or lesser extent the following improvement actions:



- Unfold in more specific and understandable criteria the current ones in order to define more clearly what makes vocational training for employment valuable.
- Accurately compose the evaluation questions associated to each criterion.
- Transform descriptive indicators into evaluative ones by modifying the calculation method, thus making it easier for a direct and simple judgement.
- Generalize the use of standards about each indicator so that it allows a positive or negative valuation of the Subsystem performance.
- Add complementary disaggregations that allow delving deeper into the analysis of resulting indicators.

### **Proposal for improvement N. 3. Redefinition of evaluation criteria applied in the PAE (Annual Evaluation Program): specific inclusion of the Coverage and Adaptation**

- Coverage. The coverage evaluates whether the Subsystem reaches target workers, employed or unemployed, and companies and the reason there are entry obstacles or access breaches.
- Adaptation. The adaptation evaluates the level of adaptation to real necessities of the labor market actors in order to guarantee the compliance of the Subsystem final goals.

### **Proposal for improvement N. 4. Reconsideration of the impact indicators IMP01, IMP02, IMP03, IMP05 and IMP06 associated to the training results in terms of access or preservation of employment**

Regarding this catalog of specific indicators associated to the achievement of final goals of training from the unemployed participant workers' perspective, we share a specific set of suggestions, applicable to every indicator.

- Guarantee that the access to employment or the preservation of the job are related to the training completed, that is to say, labor market insertion rates are attributable to a direct and clear influence of training in the positive registered result.

For the purpose of reinforcing the validity of this catalog of indicators, it is be advisable to make a methodological election from these two impact evaluation methods:

- a. Impact evaluation based on the use of a Comparison Group (control group) or a development over time (time series) choosing a quasi-experimental design within random logics.
  - b. Impact evaluation based on Modelling. Identification of possible variables participating in the observed results (access to employment or preservation of it), statistical control of them and establishment of the real contribution of the training program through correlation or association.
- Associate the National Classification of Occupations and the National Catalog of Professional Qualifications, performing a traceability analysis in order to evaluate the insertion level that training causes to each family and professional area, specifically to those particular occupations or professional activities to which the training is focused on.
  - Evaluate, using redundant quarterly files from the Social Security membership, the employment duration variable as an employment quality factor accessible after the training.

### **Proposal for improvement N. 5. Integration in PAE (Annual Evaluation Program) of the structure of the PAPE (Employment Policies Annual Program) indicators to assimilate to the**

## evaluation the level of achievement of the pointed objectives in the training-related components

First of all it is necessary to highlight the previous work of analysis and integration of the catalog of indicators of PAE (Annual Evaluation Program) 2011 with the training components defined in PAPE (Employment Policies Annual Program) 2014. This document was prepared by a Work Group, all the components being members of all the agents of the National Employment System, for the Annual Evaluation Program and prior to the passing of the Evaluation Program 2012-2013.

This previous work made it possible to strengthen the catalog of indicators of PAE (Annual Evaluation Program) including specifically some recently created as a PAPE (Employment Policies Annual Program) component.

Admitting in any case the different purposes of both instruments, the Evaluation Program and the Employment Policies Annual Program, it seems advisable to incorporate to the Evaluation Program, the evaluation of the compliance level of objectives to which every agent of the National Employment System becomes engaged. These are different components associated to the strategic objective "Improvement of professional qualification" and to the structural objectives of the Axis 2 Training.

## Proposal for improvement N. 6. Other particular technical improvements associated to specific indicators

- **Proposal for improvement of the indicator CAL01, associated to the exploitation of the evaluation survey on training quality**

It is suggested to complement the statistics average analysis with any of these two choices:

- % of training courses whose average value of satisfaction is below an established standard.
- % of training courses that show in the question "general satisfaction level with the course" a % of answers with values ranging 1 and 2 (dissatisfaction) higher than an established standard.

Both alternatives, supplementary to the average value of the indicator CAL01, would provide clarity about the homogeneity degree that is being reached in the quality perception of the participants. In addition it would highlight the location of the main dissatisfaction results for the overall Subsystem.

- **Proposal for modifying the text that defines the indicator ECA05. Multiple participation rate.**

It is proposed to change the definition that this indicator presents in the Annual Evaluation Program for the purpose of adapting it to the established calculation method, and therefore, to the information meaning it offers, substituting the current for the following: "Average number of fulfilled courses per trained person with different identifier".

- **Proposal for modifying the calculation basis of indicators ECA01 and ECI01.**

In relation to both indicators, upon which there seems to be an agreement regarding their problems as reliable information sources, specifically training promoted in the supply area by autonomous regions, it seems necessary to make a different analysis, considering that even though they both use "recognized obligations" in their calculation, being the main source of the problem, there are different possible solutions.

In any case, it should be pointed out that problems with the use of "recognized obligations" as part of both indicators reside in the fact that this concept, that is, *"the justifying conditions of grants*

*management for training [...]*” necessarily implies the existence of a slant that complicates the analysis in a comparative way between the different agents of the National Employment System.

This happens given that the condition of economic justification of the different training calls does not necessarily coincide with the natural year subject to evaluation. Thus, by not including these costs which are still under processing, the value of recognized obligations could turn out being considerably undervalued in some training modalities and agents of the National Employment System.

### **ECI01. Average cost by completed participant and training hour in supply training.**

This indicator tries to measure the unit cost (hour of training per participant) of training.

Therefore, and given the adjustment problems caused by calls for grants, which will not necessarily start and end according to the natural year, it is suggested to disassociate these from the calculus of cost participant/hour.

Thereby, by not assimilating neither the recognized obligations nor the drawee payments, nor the substantiated costs or paid off amounts, all concepts linked to the grants processing stages, it would be possible to really establish what theoretical cost will mean for the public funds, by participant and hour, the training carried out in each year object of the PAE (Annual Evaluation Program).

In this proposal, then, the indicator calculation method considers maintaining the same denominator: “Summation of the number of participants who completes each training action multiplied by the duration in hours of each training action”.

In order to have the numerator being coherent with that effective training carried out during that natural year (not necessarily linked to the calls of that natural year), it is suggested to use the following calculation method: “Summation of the product of the number of participants who complete each training action during the year of evaluation, multiplied by the duration in hours of each training action and by the unit cost of the grant of each training action”.

Given that a perfect indicator is not possible, the chosen proposal shows a flaw, that is, during the account of expenses and even so in the paying off stages, grants finally acknowledged may be less than those which were allocated theoretically to those participants who finish training.

After analyzing several alternatives, it is understood that it is possible to accept that flaw considering that even if there is a certain loss in the accuracy of the real cost for the public funds, the approximation will be realistic enough to be useful as an evaluation indicator.

### **ECA01. Financial Implementation Degree, only applied to the supply training.**

As opposed to the previous indicator, in this case, and for the supply initiative, it is suggested to maintain the connection, in relation to the implemented budget, with the costs that each call meant. Choosing this formula resides in the fact that calls for grants are the annual instrument of the agents of the National Employment System for developing the training policies that were funded in every annual budget.

If the annual budget was combined with costs corresponding to programs of different natural years, the possibility of evaluating the effectiveness of the provision of training services would be lost, based on the considered objectives in the budget allocation.

However, and depending on the objective under evaluation, two possibilities unfold:

1. If the goal is knowing in what extent agents of the National Employment System were able to spread the budget funds in the year they were estimated, as a valuable measure of their capability for planning and management.

In this case, and given that probably neither the recognized obligations, nor the drawee payments nor the substantiated costs or paid off amounts will be able to gather complete information for each call by the time of preparation of the PAE (Annual Evaluation Program) corresponding to that year, it is suggested to maintain the current definition of the indicator denominator and the following for the numerator: "Summation of the product of number of participants who completed training actions funded in a call for grants during the year of evaluation, multiplied by the duration in hours of each training action and by the unit cost of the grant for each training action".

2. If the goal is knowing in what extent allocated annual funds have finally been implemented.

In this other case, the given proposal accepts that this particular indicator cannot be subject to evaluation during the following natural year after the one that should correspond according to the allocated budget.

Indeed, and assuming that calls for grants will not end homogeneously and including their stage of substantiated costs, paying off and payment in that natural year, it is suggested that the measuring of this indicator takes place in the PAE (Annual Evaluation Program) corresponding to the second year after the one with the allocated budget under evaluation.

For instance, it would be suggested to evaluate the implementation level of the allocated budget for the supply training of 2014 in the PAE (Annual Evaluation Program) 2016.

However, while acknowledging the exception this may cause in relation to the other indicators, this alternative would allow for assimilating, as a possible calculation method, some that could really describe the exact final costs that training corresponding to the allocated budget under evaluation meant.

By assuming this time gap, it is suggested to equally maintain the denominator as it is already defined and value some of the following calculation alternatives for the definition of the numerator:

- Substantiated costs corresponding to calls charged against the allocated budget under evaluation.
- Drawee payments corresponding to calls charged against the allocated budget under evaluation.
- Settled grant corresponding to calls charged against the allocated budget under evaluation.

The election of the calculation method will depend, in this case, of the availability of precise information that all agents of the National Employment System have by the time of the evaluation.

### **Proposal for improvement N. 7. Advice for the process of extraction, systematization and submission of data amongst the different agents of SNE (National Employment System) and SEPE (Public State Employment Service)**

- Regarding the data gathering from agents of the SNE (National Employment System).

The use of a specific software is suggested for the submission of on-line surveys, one of the many existing on the market and with proven reliability, allowing the submission of the same survey to every agent of the Subsystem with all the data, whose online completion of the questionnaire will allow gathering automatically in the same file, with no manual treatment, all the data that should be submitted.

- Regarding the previous validation of the data after their submission by the agents of the SNE (National Employment System).

To complement the previous proposal, it would be advisable to develop, in a spreadsheet or computerized database, a previous data validation tool that automatically detects inconsistencies (incorrect format data, incoherent disaggregations, contradictions among values of linked indicators...) that inevitably happen given the enormous amount of data required to the agents of the SNE (National Employment System).

#### 4.2 Notes on processes: Global Assessment and Monitoring System of FPE (Vocational Training for Employment) in Spain in the context of the established trends in the Act 30/2015, of September 9th, regulating the Vocational Training for Employment System in the work environment

In the following section, we attempt to formulate the main processes for the development of the evaluation system of vocational training for employment in Spain, focusing on the objectives, principles and instruments defined by the recent legal reform of the system.

First of all, the inclusion in the regulatory law of the overall Subsystem of two principles, essential for a steady, structured and effective development of an evaluation system that may contribute decisively to the compliance of the FPE objectives in Spain, proves significant by itself.

Their inclusion as principles of the Law means an incentive and command for the interaction of the new evaluative instruments assimilated in the system that will later take place. To the same extent it represents a support of the initiatives that have already been developed in terms of evaluation by the different agents of the SNE (National Employment System).

From a strategic point of view, it adds *the necessity to assemble in an integrated way* those evaluation efforts in order to make the most of lessons previously learnt, *the responsibility of being coherent in the evaluation activity* in the overall National Employment System and the *essential objective of being efficient so that the evaluation purpose results intensely in the improvement of the system*.

The main processes, according to the opinion of the evaluating team, which should be modelled are:

- Definition of an integrated evaluation model of vocational training for employment in Spain.
- Consistency and integration between the Annual Evaluation Program and the permanent evaluation devices of the competent authorities for the programming of the vocational training for employment.
- Feedback from the evaluation function towards introspection and detection of training needs in a multi annual scenario.
- Contribution of the evaluating function from the National Employment System to the State Registration of Training Organizations.
- Formalize the participation of business and union organizations in the conception, implementation and review of the evaluation processes.

### 4.3 Challenges of the System of Vocational Training for Employment based on the Annual Evaluation Program 2012-2013

Below are shown, in terms of challenges and lines of improvement of the System, the main conclusions reached after the judgement carried out based on the Annual Evaluation Program 2012-2013 data.

All of them, for their concretion in operational measures and to guarantee the expected success with their display, require an evaluation additional to the current PAE (Annual Evaluation Program) as it was mentioned earlier.

- Encourage creation and certification of training organizations for teaching professional certificates, improving the existing representation of the total of professional families in regards to employment.
- Continue promoting the effective inclusion of information technologies for education in the training net of the System of Vocational Training for Employment.
- Improve the practical training utility in companies providing a larger coverage with significant duration and contents in the acquisition of professional competences.
- Increase the budget allocation and real coverage of the System of Vocational Training for Employment, especially during financial crisis and weakness of the labor market.
- Improve the utility of the System of Vocational Training for Employment as instrument to compensate the imbalance in the access to employment of those groups with larger difficulties.
- Adjust the participation opportunities in the System of Vocational Training for Employment of companies and workers, employed and unemployed, in Spain.
- Strengthen current strategies and develop alternative measures for the small size companies' participation in the System in order to overcome the current access to training limitations for their workers.
- Make adjustments in programs with a higher abandonment rate for the purpose of increasing the compromise with the participants' training.
- Encourage a higher introduction of training leading to obtaining professional certificates in the training area for employed workers, inciting its viability and credibility as real and updated instrument for the certified acquisition of professional competences.