

ABSTRACT

**Implementation Report for the
Annual Plan for the Evaluation of the
Quality, Impact, Effectiveness and
Efficiency of the Whole System of
Vocational Training for Employment
in the labour Sphere 2019.**



The Implementation Report for the Annual Plan for the Evaluation of the Quality, Impact, Effectiveness and Efficiency of the Whole System of Vocational Training for Employment in the Labour Sphere 2019 was submitted to report by the General Council of the National Employment System on April 8, 2022.

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1 Presentation & Introduction

At the 2017 Social Summit for Fair Jobs and Growth in Gothenburg, EU leaders jointly proclaimed the European Pillar of Social Rights. It establishes the right to inclusive, quality education, training and lifelong learning for all as its first principle. Its fourth principle is the right to job search assistance, training and retraining, the right to transfer social protection and the right to training during career transitions.

The Conclusions of the European Council of 14th December 2017 identified training as a key element for building cohesive and inclusive societies and for maintaining European competitiveness. This placed education and training at the heart of Europe's political agenda for the first time.

Since then, great efforts have been made to strengthen and improve lifelong learning, both nationally and internationally. In the June 2021 European Council Conclusions, EU leaders welcomed the EU headline targets on employment, skills and poverty reduction set out in the European Pillar of Social Rights Action Plan. These targets are coherent with the Porto Declaration (Porto Social Summit, 2021), including the EU-level target of at least 60% of the adult population participating in training each year by 2030.

The Vocational Training System for Employment in Work is defined through the principles contained in Article 3 of Law 30/2015, of 9th September, *regulating the Vocational Training System for Employment in the Labour Market*. Those principles define a coherent framework for planning, efficient execution, monitoring and ongoing evaluation based on measuring the impact of training and a clear commitment to continuous improvement at all stages of the training process. It is also important to point out the leading role of collective bargaining and social dialogue in this system. They are essential tools for a more effective system oriented to meeting the real needs of companies and workers.

On the other hand, and also within the framework of these principles, it is important to highlight:

- The social partners' participation in governance bodies, particularly in the design, planning, control, monitoring and evaluation of the training provision.
- Coordination, collaboration and cooperation between regional governments within the national government's regulatory framework allow for flexibility and optimal use of the resources allocated to the System.
- Promotion of training programmed by companies.
- Management quality, effectiveness, efficiency and transparency.

Article 21 of Law 30/2015, mentioned above, requires the National Public Employment Service, in participation with the competent regional bodies and the most representative business and trade union organisations, to draw up a plan each year to evaluate the quality, impact, effectiveness and efficiency of the entire Vocational Training System for Employment in the Labour Market (PAE). The evaluation includes conclusions and recommendations and operational improvements. This annual evaluation plan is submitted to the General Council of the National Employment System for a report.

Since the first edition of this Plan in 2010, the training activity carried out across the whole system has been evaluated to improve the system. The main results and pertinent conclusions and recommendations have been presented in the corresponding implementation report.

The year 2020 was marked by the COVID-19 pandemic, which caused an unprecedented crisis across all areas. Activity in all economic sectors came to a standstill, and the lockdown forced people to change their habits and adapt to the new employment landscape. The Annual Plan for Evaluation (APE) 2019 happened in these circumstances and prevented the necessary steps being taken to hire a specialised, independent external body to prepare the

Implementation Report required by Article 21, paragraph 4 of Law 30/2015 of 9th September, *regulating the Vocational Training System for Employment in the Labour Market*. For that reason, this report describes the main results of the analysis of the indicators that make up the PAE 2019 system. It has been prepared by the SEPE in collaboration with the regional governments.

The system of SAP 2019 indicators for the whole of vocational training for employment in work, whose main results are included in this performance report, is presented grouped into five blocks that correspond to the five analysis criteria:

- Physical-Financial Performance and Efficiency
- Effectiveness
- Impact
- Quality
- Strategic priorities

Two new indicators have been included, on an experimental basis, to measure strategic lines of action, such as how well the training system adapts to the needs of certain specific groups, such as the rural population and young people. If training can respond to this group's needs, it can contribute to stabilising the rural population and avoiding depopulation.

Also, this edition includes numerous new indicators to evaluate training initiatives programmed by companies for their employees in the main body of indicators for this Plan. In previous years the PAE implementation reports included a summary of the results of the evaluation of this initiative, carried out by external consultants coordinated by Fundae. However, on this occasion, a summary of results is included and the system of basic indicators for the initiative.

The main results of this evaluation will be published on the National Employment System's website, complying with the provisions of Article 21.5 of Law 30/2015, of 9th September, about the publication of the results in an easily accessible and identifiable space for public information and consultation.

2 Indicator System

2.1. Indicator System Context

Vocational Training for Employment in the Work is one of the most important employment policies for people's professional development, improving their productivity and for companies' competitiveness. It is used to generate data about professional skills and optimise key skills and cross-cutting skills of workers while adapting to changing industry demands. So, it is a policy that makes it easier for people to get a job, progress in it, and keep it while also enabling us to respond to industry and social needs in accordance with the changing labour market.

The Vocational Training System for Employment in Work is regulated by Law 30/2015, of 9th September. It provides coverage to companies and workers anywhere in Spain. It is a coordinated, collaborative, and cooperative response by the central government, the regions, the leading business organisations, trade unions, and the other stakeholders to ensure a unified market and a strategic approach to training, respecting the existing skills framework.

Royal Decree 694/2017, of 3rd July, implementing Law 30/2015, establishes the regulation of the initiatives and programmes for vocational training for employment, the requirements and limits for training actions, their recipients and the ways to accredit the skills acquired by the workers. It also regulates the instruments for the integrated information system and the

operating regime for the vocational training for employment system. Also, certain key elements defined in Law 30/2015, such as the Catalogue of Training Specialisms, the register of training providers and the training account, are regulated by the corresponding ministerial orders, approved in 2019 to implement it:

- Order TMS/283/2019, of 12th March, regulating the Catalogue of Training Specialisms within the framework of the Vocational Training for Employment in Work system.
- Order TMS/368/2019 of 28th March implementing Royal Decree 694/2017 of 3rd July implementing Law 30/2015 of 9th September, regulating the Vocational Training System for Employment in the Labour Market in relation to the training provided by the competent administrations and its funding, and establishing the regulatory bases for the granting of public subsidies for its funding.
- Order TMS/369/2019, of 28th March, which regulates the National Register of Training Agencies of the Vocational Training for Employment in Work System, and the common processes for accreditation and registration of training agencies to provide training specialisms included in the Catalogue of Training Specialisms.

2.2. Indicator System Methodology

This implementation report is the result of the evaluation work carried out based on the content of the Annual Evaluation Plan for Vocational Training for Employment in Work 2019. That Plan sets out the objectives, methodology and scope of the evaluation. It was submitted to the General Council of the National Employment System for a report on 30th September 2020.

The SEPE, the National Foundation for Training in Employment, the regional governments, and the leading business organisations and trade unions are all involved in this evaluation.

The main elements of the overall evaluation system are:

Object Evaluated

The main object evaluated is the volume executed of the set of the System's training initiatives. These initiatives are incorporated in Article 8 of Law 30/2015. They are understood as vocational training for employment modes to provide an immediate response to the different needs of individuals and industry. This edition includes the following modes:

Company-run training (article 9, Law 30/2015 of 9th September).

Training provision for employed workers (article 10, Law 30/2015 of 9th September).

Sectoral training programmes (article 20, Royal Decree 694/2017, of 3rd July)

Industry-wide training programmes (article 21, Royal Decree 694/2017, of 3rd July)

Professional qualification and recognition programmes (article 22, Royal Decree 694/2017, of 3rd July)

Programmes for self-employed and social economy workers (article 23, Royal Decree 694/2017, of 3rd July)

Training provision for unemployed workers (Article 11, Law 30/2015).

Specific training programmes aimed at unemployed people with special training needs or difficulties with their insertion or professional requalification. (article 24.2 (b), Royal Decree 694/2017, of 3rd July)

Training programmes with a commitment to hiring (article 24.2 (c) Royal Decree 694/2017, of 3rd July)

Other training initiatives including:

Individual Training Leave (article 29 Royal Decree 694/2017, of 3rd July)

Work-linked training (article 30 Royal Decree 694/2017, of 3rd July)

Vocational training for employment for persons deprived of their liberty (article 32.1, Royal Decree 694/2017, of 3rd July)

Vocational training for employment for troop and navy military personnel temporary involved with the Armed Forces (article 32.1, Royal Decree 694/2017, of 3rd July)

Time Limits for Inclusion

The time limit for executing all these actions is the calendar year, so all training actions that ended between 1st January and 31st December 2019 are included in the evaluation.

Funding of Initiatives

Within the framework for financing the training initiatives under the Vocational Training System for Employment, it identifies funds from the General State Budget. The following concepts constitute the scope of its analysis:

Allocated budget: The budget allocated annually in the General State Budget for all vocational training initiatives for vocational training for employment in work.

Executed budget: The total sum of known obligations and the credit commitment for each of the different initiatives funded through subsidies, plus the sum of the rebates applied by the Social Security Treasury for the monthly files in training initiatives run by companies.

The criteria for operationalising each executed budget item are important because they affect efficiency analyses. Both the known obligations and the credit commitment and the rebates applied by the Social Security Treasury are the data available to the System on the dates on which the evaluation is carried out (the year following the year under evaluation). They are homogeneous and cumulative for all the initiatives. However, training activities often run over several years, so their budget execution covers more than one year. In other words, a budget executed within the framework of this evaluation does not necessarily lead to actual execution of the training.

Structural Objective and Analysis Criteria

The methodology is underpinned by the structural purpose of the evaluation derived from the purpose of the APE, as stated in Article 21 of Law 30/2015:

“Evaluate the extent to which the funded training initiatives/modes contribute to the fulfilment of the quality, impact, effectiveness and efficiency of the overall vocational training for employment in work.”

The system of indicators satisfies the analysis criteria and evaluation goals defined previously:

PHYSICAL-FINANCIAL PERFORMANCE AND EFFICIENCY: the scope of the system, taking as a reference the main fields of the evaluation: training actions, training companies, workers and financial resources.

EFFECTIVENESS: what direct effects the System has had on workers in terms of learning linked to aspects related to access to training, skills acquisition and improving qualification.

IMPACT: what indirect consequences the System has had on workers in terms of maintaining and improving their employability and labour insertion; and on companies and their competitiveness.

QUALITY: how well the System meets and responds to industry's needs (workers, companies and the labour market).

The System's indicators make it possible to obtain quantifiable, standardised information. This information allows cross-comparisons and ensures the minimum information input needed to effectively perform the Vocational Training for Employment in Work System evaluation exercise.

Information Sources

The system of indicators used to evaluate the overall Vocational Training for Employment in Work System is based on a statistical analysis of secondary sources from management databases.

One of the main problems involved in statistical analysis based on databases is the diversity of sources and the need to standardise them. The primary sources that have fed into the indicator system so far are:

- Declaratory data templates completed by SNE agents.
- Common SNE training databases (DCF, FSILBD).
- Fundae database

Integrating all this information into a single format that allows the aggregate data analysis means manually integrating the information. The process is very labour-intensive, and capturing and integrating all the information takes a long time. Declarative data is also incorporated with information extracted across a wide range of dates, which is one of the main limitations of the evaluation.

2.3. Indicators

As part of the Annual Plan to evaluate the overall quality, impact, effectiveness and efficiency of the Vocational Training for Employment in Work System in 2019, the complete set of indicators analysed in the period were:

APE 2019 Indicators		
Physical-Financial Performance and Efficiency	REA01	VOLUME OF PARTICIPANTS IN PUBLIC EMPLOYMENT-TRAINING PROGRAMMES
	REA02	VOLUME OF PHYSICAL EXECUTION WITH PARTICIPANTS IN TRAINING ACTIONS
	REA03	RATE OF PARTICIPANTS COMPLETING NON-WORK VOCATIONAL EXPERIENCE
	REA04	NON-CONTINUATION RATE BY PLACEMENT
	REA05	NON-CONTINUATION RATE DUE TO OTHER CAUSES
	REA06	AVERAGE DURATION OF TRAINING COURSES PROVIDED
	ECI01	AVERAGE COST PER COMPLETED PARTICIPANT PER HOUR IN SUBSIDISED TRAINING
	ECI02	AVERAGE COST PER PARTICIPANT COMPLETED AND HOUR OF TRAINING PROGRAMMED BY COMPANIES AND INDIVIDUAL TRAINING LEAVE

APE 2019 Indicators		
	ECI03	LEVEL OF FINANCIAL EXECUTION
Effectiveness	ECA01	MULTI-PARTICIPATION RATE
	ECA02	COVERAGE RATE OF UNEMPLOYED WORKERS
	ECA03	COVERAGE RATE OF EMPLOYED WORKERS
	ECA04	COMPANY REBATE COVERAGE RATE
	ECA05	TRAINING SUCCESS RATE
Impact	IMP01	JOB RETENTION RATE
	IMP02	RATE OF EMPLOYABILITY IMPROVEMENT THROUGH TRAINING FOR CREDIT AWARDS
	IMP03	LABOUR MARKET INSERTION RATE FOR EMPLOYEES IN PUBLIC EMPLOYMENT-TRAINING PROGRAMMES AT PROJECT COMPLETION
	IMP04	LABOUR MARKET INSERTION RATE BY SOCIAL SECURITY AFFILIATION
Quality	CAL01	OVERALL DEGREE OF SATISFACTION OF PARTICIPANTS COMPLETING COURSES
Strategic priorities	EST01	PARTICIPATION BY YOUNG PEOPLE IN TRAINING INITIATIVES
	EST02	VOLUME OF PARTICIPANTS FROM RURAL AREAS IN TRAINING INITIATIVES

2.3.1 Physical-Financial Performance and Efficiency Indicators

REA01	Volume of participants in public employment-training programmes
REA02	Volume of physical execution with participants in training actions
REA03	Rate of participants completing non-work vocational experience
REA04	Non-continuation rate by placement
REA05	Non-continuation rate due to other causes
REA06	Average duration of training courses provided
ECI01	Average cost per completed participant per hour in subsidised training
ECI02	Average cost per participant completed and hour of training by companies and individual training leave and individual training leave
ECI03	Level of financial execution

There has been a considerable increase in **participants in Public Employment-Training Programmes (REA01)** compared to 2018: 6,545 compared to 15,369 in 2019, an increase of 139 %.

The number of students in Workshop Schools and Trade Schools rose from 2,367 to 4,700, an increase of over 98%. In Employment Workshops, the increase was over 150%, from 4,178 students to 10,669.

Only three regions have offered both types of training.

The **total number of participants in the Vocational Training System for Employment (REA02)** in 2019 was **5,373,403** people, an increase of more than 10% (518,954 participants) compared to 2018.

In the year analysed, the number of participants in all initiatives and modes was higher than in the previous year, especially highlighting the Individual Training Leave and the Occupational Training Plans (national programme). Participation rose from 1,577 to 140,095 and 181,426 to 345,541 respectively.

Regarding **participants doing non-work vocational experience (REA03)** from 2012 to 2019, the percentage of participants has fluctuated across the different years in a similar way for both sexes.

This indicator dropped from 2013 to 2015, standing at 10.73% this year. It increased in 2016 and 2017 but fell again in 2018, putting it at 19.98% and 12.04% in 2019.

The lowest **Non-continuation rate by placement (REA04)** occurred in 2012 and 2013 (4.19% and 3.97%, respectively). From 2014 to 2019, the rate remained at around 6%, fluctuating in a range from (6.83%) in 2015 to (5.99 %) in 2016. In 2019 the rate was similar to that in 2018.

Regarding the **Non-continuation rate due to other causes (REA05)** in the Subsidised training initiative, since 2014, the indicator gradually rose from (6.64%) in 2014 to (10.96%) in 2019.

In 2019 there was a slight increase in all modes analysed compared to 2018.

Regarding **the Average duration of training courses provided (REA06)** in Training actions by companies, the average duration of the training provided has been decreasing across all the years evaluated, from 48 hours in 2010 to 27.17 hours in 2019. This initiative had the lowest average duration, followed by the Training Programmes for Employed Persons (regional programmes).

In the training actions aimed at the unemployed, the average duration was over 250 hours in all the years evaluated. The highest was in 2011 with 357 hours and the lowest in 2016, with 259 hours. Since 2011 overall average durations have dropped to 281 hours in 2019.

The highest average durations were for prisoners and military personnel, over 300 hours.

Analysing the overall average of the evolution of the indicator **Average cost per completed participant per hour (ECI01)** shows that the trend for average cost per completed participant and training hour has gone up and down, with the highest average cost in 2017 (€5.27) and the lowest in 2018 (€1.64). This trend is common across all the training modes considered.

Regarding the **average cost per participant completed and hour of training by companies (ECI02)** in 2019, the cost increased slightly in the training actions with private co-funding (€19.55 in 2018 and €19.91 in 2019). The cost for the actions without private co-funding dropped a little: €7.89 in 2018 compared to €7.80€ in 2019.

From the perspective of the **level of financial execution (ECI03)**, the mode that dropped the most was Actions aimed primarily at the unemployed, which fell by more than €394 million between 2010 and 2015. In 2016, this mode recovered slightly compared to 2015 to €10,336,599. It went up again in 2017 (by €157,353,342 compared to 2016) and again in 2018, although to a lesser extent.

In 2019 **allocated budgets** remained similar to 2018 (the General State Budget Law was prolonged) except in troop and navy military personnel, for which there was a significant increase of €3,448,320 and Workshop School Programmes, Trades Schools and Employment Workshops of €76,899,166.

2.3.2 effectiveness Indicators

ECA01	Multi-participation rate
ECA02	Coverage rate of unemployed workers
ECA03	Coverage rate of employed workers
ECA04	Company rebate coverage rate
ECA05	Training success rate

The **multi-participation rate (ECA01)** has changed differently for each training mode.

In company training actions, it has been increasing over time but fell by 0.01 in 2019. On the contrary, in the training provision for working people (national programme), the rate decreased until 2013, rose slightly in 2014 and 2015 and, in 2018, increased considerably, after having dropped in 2017. In 2019, the rate was down 0.04 from 2018.

In the 2019 APE, the way the **Coverage rate of unemployed workers (ECA02)** indicator is calculated was changed to more clearly reflect the reality of the scope of employment training on unemployed workers. As in previous editions of the APE, this indicator calculates the percentage of unemployed job seekers who have participated in training actions. But the novelty is that in this edition, it is calculated from the total number of job seekers who have requested the service and/or those to whom it has been recommended. The change has meant that the System's agents have had to adapt to collecting data for the new denominator. For this reason, we have not always been able to collect complete information for calculation in the different breakdowns of the analysis.

A total of **255,037** unemployed claimants have participated in training actions across the different provisions. Specifically, there were 48,650 participants in training programs for the employed (national programme), 45,620 in the training programs for the employed (regional programme) and 160,767 in the training actions for the unemployed.

The coverage rate of unemployed workers by **training mode** in modes for which complete data has been provided that allows the calculation to be made yields the following data: Training actions aimed at the unemployed had a coverage rate of **43.31%**, while training programmes for the employed (regional programmes) were **23.69%**. No specific programmes were run. The global average is **36.93%**.

The **coverage rate of employed workers (ECA3)** shows a decline starting in 2011, which continued over the years until reaching the lowest value in the series in 2015. In 2016, the rate rose abruptly by almost 10 per cent compared to 2015. In 2017, there was a notable fall again. However, it went up again in 2018.

In 2016 the rate recovered almost 10 per cent over the 2015 level. In that year, the number of participants fell, and the number in employment rose.

In 2017, the number of participants dropped considerably from the previous year (by approximately 24%) but went up again slightly in 2018, although not remarkably, an increase that continued through 2019.

The overall **Company rebate coverage (ECA04)** increased until 2012 when it peaked and systematically fell from 2013 to 2019.

Overall, analysing the change in the company rebate coverage rate between 2010 and 2019, it fell for smaller companies (10 or fewer employees and 11 to 49) and increased for larger companies (50 to 249, 250 to 1,000 and over 1,000).

Concerning the training success rate (ECA05), the overall average shows a downward trend since 2014. Analysing each of the training initiatives corroborates this trend in all of them.

Specifically, concerning initiatives for which information is available in 2019, Training actions aimed at the unemployed increased slightly from 2017 to 2018 but fell again in 2019, the same as Specific Programmes. The Deprived of Liberty initiative followed a downward trend, with slight increases in 2016 compared to 2015 and 2019 compared to 2018. Finally, the troop and navy military personnel initiative was slightly lower in 2019 than in 2018.

2.3.3 Impact Indicators

IMP01	Job retention rate
IMP02	Rate of employability improvement through training for credit awards
IMP03	Labour market insertion rate for employees in public employment-training programmes at project completion
IMP04	Labour market insertion rate by social security affiliation

Job retention rates (IMP01) remained stable across all years. The only training mode with a noteworthy change is the Training Programmes for Employed Persons (regional programmes), which increased from 17.89% in 2016 to 37.13% in 2017 but fell back to 25.97% in 2019.

Regarding the **Rate of employability improvement through training for credit awards (IMP02)**, there is a very favourable change in the indicator, except for 2014, where the percentage of training actions for credits decreased slightly in the Provision Initiative compared to the previous year. This indicator also followed a downward trend after 2016 for training actions aimed at people in Deprivation of Liberty situations. Finally, Training Programmes for Employed Persons (nationwide programmes) followed went up and down throughout the period analysed.

Analysing the **Labour market insertion rate for employees in public employment-training programmes at project completion (IMP03)**, the indicator increased gradually in the labour insertion rate for employees (not self-employed) in public employment-training programs during the period analysed. One exception of note was 2014, when there was a sharp drop, but it went back up in 2015 by 14.07%, which continued in 2016 with an increase of 9.74% compared to 2015. Also noteworthy is the slight decrease observed in 2018, close to 5%.

The **Labour market insertion rate by social security affiliation (IMP04)** rose progressively in all the years analysed in all training modes until 2019 when it decreased compared to 2018. Specifically, the percentage of participants who were awarded a pass for the training and then affiliated to the Social Security system within six months after completion increased steadily for the Training Programmes for Employed Persons (nationwide programmes) but fell by 7.15% in 2019 compared to 2018. Training Programmes for Employed Persons (regional programmes) fell by 8.56%, and training actions for the unemployed by 1.53%.

Analysing the indicator by year and training mode for training actions aimed primarily at the unemployed, the increase of more than 5% for this training mode in 2016 with respect to 2015 is particularly noteworthy, and it continued at that rate in 2017 and 2018.

The specific programmes show a steady increase in the insertion rate until 2015, followed by a fall of just under 5% in 2016 and a remarkable increase of approximately 23% in 2017.

2.3.4 Quality Indicators

CAL01	Overall degree of satisfaction of participants completing courses
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Regarding the **Overall degree of satisfaction of participants completing courses (CAL01)**, generally, the overall satisfaction levels of the entire Vocational Training for Employment

System have been progressively increasing from 2014 to 2018, with a decrease of 0.11% in 2019 compared to the previous year.

It should be noted that the years with the greatest increase in the degree of satisfaction were 2016, with an increase of 0.09% compared to 2015, and 2017 with an increase of 0.13% compared to 2016.

Analysing by training mode, it is observed that until 2018 there was a progressive increase of the indicator in all modes except, exceptionally, in Deprived of Liberty, for which, in 2016, the degree of satisfaction fell slightly compared to 2015 and the Training programs for employed persons for which the same happened in 2017 compared to 2015 (also 0.07%) (there was no programme in 2016). In 2019 the only three training modes for which the indicator increases are Training actions programmed by companies (0.08%) and Deprived of liberty and Military troop and navy military personnel (both modes went up by 0.01%).

Finally, it should be noted that for the different initiatives and training modes, in general, the results obtained reveal high levels of participant satisfaction.

2.3.5 Strategic Priority Indicators

EST01	Participation by young people in training initiatives
EST02	Volume of participants from rural areas in training initiatives

Participation by young people in training initiatives (EST01) amounted to 863,131 people. Analysing this participation **by initiative and training type** shows that 79.45% of the total number of young participants took part in training initiatives programmed by companies, while the other 20.55% participated in training actions under other initiatives.

By training mode, the greatest participation of young people was in training actions programmed by companies with 685,748 participants (79.45% of all young people in the VTE System), followed by training actions aimed at the unemployed with 79,696 young participants, or 9.23%.

The training initiative with the most participants under thirty years is the Training programmed by companies with 685,748 young people (79.45%). That was followed by the Training provision for the employed with 88,328 participants (10.23%) and the Training provision for the unemployed with 80,467 (9.32%). Finally, Other training initiatives had 8,588 young participants (0.99%).

With regard to the **volume of participants from rural areas in training initiatives (EST02)**, it can be seen that almost half of the participants, 47.48%, took part in training programmes for the employed (nationwide programme), followed by training actions aimed at the unemployed (31.83%) and training programmes for the employed (regional programme) (20.69%). There have been no participants in the Programme mode.

2.4 Evaluation of Training Initiatives Programmed by Companies and Individual Training Leave (ITL)

2.4.1 Methodology Sheet

Project name: Evaluation of the Training initiatives by companies and Individual Training Leave (ITL) executed in 2019, within the framework of Law 30/2015.

Contracting agency: National Foundation for Training in Employment (FUNDAE)

Evaluation company: GROUPLANCE.

Year of completion: 2021.

Aims and Objectives:

- Evaluate the effectiveness, impact and quality of the initiatives.
- Evaluate the extent to which the initiatives encourage lifelong learning for workers to improve their professional skills, employment & training pathways, and professional and personal development.
- Evaluate the extent to which the initiatives contribute to improving the businesses' productivity and competitiveness.
- Evaluate the extent to which the training programmed by companies meets labour market requirements and the companies' needs, providing workers with the appropriate skills, knowledge and practical experience.
- Evaluate the extent to which initiatives improve worker employability, especially of those with greater difficulties in maintaining employment or entering the labour market.
- Evaluate the extent to which initiatives engage workers with the benefits of ICT, shrinking the digital divide and ensuring accessibility to them.
- Evaluate the efficiency and transparency of public resources management.

Phases and methodology: This evaluation was carried out in four phases: Phase I: Evaluation design and documentation analysis. Phase II: Experimental. Phase III: Analysis. Phase IV: Conclusions and Recommendations.

The evaluation matrix includes the necessary indicators, including the evaluation indicators included in the Annual Plan for Evaluation (APE) for the quality, impact, effectiveness and efficiency of the Vocational Training for Employment System in the labour sphere.

Information Sources:

Primary quantitative:

- Survey of a representative sample of 386 training companies that participated in 2019. Multi-stage random sampling, proportional allocation by region, company size and training company type. Sampling error: $\pm 5\%$, 95% confidence level. Application: CATI.
- Survey of a representative sample of 389 workers. Multi-stage random sampling. Sampling error: $\pm 5\%$, 95% confidence level. Application: CATI.

Primary qualitative:

- There were 29 in-depth interviews with experts from the training agencies, experts from the agencies managing the initiative and companies that do not organise training for their employees.
- Delphi panel with the participation of managers of centres that train workers and managers of the initiatives.
- Discussion group with initiative managers.

Secondary: Fundae databases, other statistical sources, regulations, studies and reports.

2.4.2 Evaluation of Effectiveness, Impact and Quality of the Initiatives

The evaluation's objectives were to analyse the extent to which the initiatives have fulfilled their intended purposes.

2.4.2.1 Promoting lifelong learning for employed workers to improve their professional skills, employment & training pathways, and professional and personal development.

In 2019, 4,619,901 participants (2,944,535 workers) were trained, 4.67% more than in 2018. The participant training coverage rate was 34.24%, and the population coverage rate was 21.82%. Madrid, Catalonia and Andalusia are the regions with the most participants, accounting for around 55% of the total.

The variable that most determines participation is company size. Those with 10 to 49 (15.05%) and those with 1,000 or more workers (39.40%) access it most. Participation is growing in all segments except that for 1 to 5 workers, which loses participants every year.

With respect to the multi-participation rate, each employee carries out an average of 1.57 training actions. The participation rate was 56.90%.

Workers' awareness of the companies-programmed training initiative is very low. When they do train in their own companies, 35.48% do not always know that it has been run as part of the initiative.

A total of 357,497 training actions were carried out and 715,000 training groups. The year-on-year variation rate is positive, with increases of 2.91% and 2.05%, respectively, over the previous year. The duration of training tended to be lower in 2019: 14.31 hours.

Most participants are trained in sectoral technical skills (4,233,507), mainly in the safety & prevention and administration & auditing areas. Between them, they accounted for 45% of the participants trained.

Participation in cross-cutting skills decreased by 9.67% in 2019. The most taught contents were Key Skills and Foreign Languages.

Although being able to apply the training to work is highly valued (74.8%), the proportion of participants who say that it has helped them take on new tasks or functions (56.28%) or get promoted in the company (41.64%) is significantly lower. Furthermore, it is even lower for workers whose job at the company is insecure.

A total of 5,621 ITLs (individual training leaves) were completed in 2019, an increase of 8.56% over 2018. Workers in large companies and those with 10 to 49 employees have higher educational levels (around 65% have university degrees). Most are aged between 30 and 49. In general, men participate more than women.

The highest proportion of companies with completed ITL is in manufacturing industry, commerce, professional scientific and technical activities, and the education and health sectors.

Of the workers surveyed, 96.77% stated that the training provided in the ITL met their needs completely or reasonably well.

The main degrees to which the ITLs give access are a university degree (39.39%), an official master's degree (19.79%), an official bachelor's degree (10.54%) and Official Language School studies (7.02%).

One of the main factors determining access to the ITL initiative is that companies are aware of the link between training leading to a formal degree and its contribution to improving business processes. This link is because personal development is particularly important with this initiative, and the achievement of academic qualifications may (or may not) impact job performance. Awareness of the initiative by workers and companies is another decisive factor. Twenty per

cent of training companies and 80% of workers state that they are not aware of the ITL initiative.

When an employee requests this leave, companies usually grant it, and it is only very rarely denied, and always for organisational or production reasons, which are those established in the regulations.

2.4.2.2 Contributing to improved productivity and competitiveness of businesses

Participation by training companies shows a downward trend even though productive fabric continued to grow in 2019. There were 339,846 training companies in 2019, 5.61% fewer than the previous year. This fall was mainly due to the loss of the smallest companies (-9.95% among those with 1 to 5 workers, and -4.06% among those with 6 to 9). Other companies followed an upward trend.

There are relevant differences between production sectors: The Agricultural sector accounted for 4% of all training companies, but the coverage rate was particularly low (6.30%). The Industrial sector (12% of all training companies) with a coverage rate of 33.84%. The Construction sector (13% of all training companies) with a coverage rate of 25.60%. Trade (22% of training companies) showed a significant drop. The Hotel & Catering sector accounted for 13.27% of all training companies, with a coverage rate of 18.61%.

By regions, Andalusia, Catalonia, Madrid and Valencia have the most training companies. These four had almost a 60% share, in line with their weight in Spain's productive fabric.

For companies, the main gateways to the system are agencies and external bodies, and these are especially important for smaller companies. Three quarters of the companies surveyed tend to always work with the same external bodies, and they were very satisfied with them.

One of the main factors affecting access is company size. The larger ones find it easiest to participate. They participate the most and do it every year because training is an integral part of their production processes. Another factor affecting access is a company's need to comply with certain legal requirements. Compliance may either be because training is mandatory (74.60%) or included in the company's quality plan (40.84%).

The continuation rate has remained relatively stable in recent years, with a slight upward trend until 2019 (61.53%). The non-continuation rate is 38.47%.

Group training is used by 90.72% of training companies, while 3.16% do self-training and 2.11% combine self-training with groups.

Of the companies surveyed, 30% stated that if they did not have credit to train their workers, they would either not train them or do not know if they would do so.

The main factors for not organising training are lack of time (66.06%) and lack of financial and human resources (37.61%), reasons that are most common in companies with fewer than 49 workers.

Training companies' rating of Fundae's guidance is good (59% of those surveyed). However, 41.45% of bodies state that the information available is either insufficient or difficult to find. Fundae's management support got a better score, and around 70% say that this support is adequate or very adequate.

This initiative's contribution to improving company productivity is more highly valued by larger companies, who do more training and organise it themselves. The average ratings on these

aspects are as follows: incorporate innovation and specialisation (6.27); improve their teams' productivity (5.98); improve the work environment (5.75); improve the company's competitiveness (5.88); access new markets (5.12), and internationalising at only 3.96 was the lowest-rated aspect.

The benefits that the companies perceived regarding the contribution of individual training leave centre around improving worker productivity and increasing their specialisation. They value this initiative to the extent that it contributes to improving production.

2.4.2.3 Meeting labour market requirements and business needs, providing workers with appropriate skills, knowledge and practical experience

Companies with more resources (larger ones, with a training plan and training more workers) usually have procedures for detecting needs. On the other hand, smaller companies (1 to 9 workers) more frequently lack these procedures. The human resources or training departments, together with team leaders, are mainly responsible for carrying out the training needs detection processes. In large companies, workers are more involved due to the obligation to inform the Workers' Legal Representation (RLT) of the training they plan to undertake.

External entities have a relevant role in designing the programmed training: Nearly 64% of the companies surveyed usually choose the training from an external agency's catalogue.

40.93% of the companies stated that they had a training plan, with significant differences depending on the company's size. Between 30% and 40% of the companies stated that they provide training for their employees because it is included in the training plan.

98.45% of the companies said they were aware of the training priorities established for their sector and that they take them into account when scheduling training for their employees (91.31%). 92.23% of the companies stated that the training was directly related to their business, and 86.24% considered it sufficient.

The companies surveyed said that, in addition to specific training, their primary training needs are focused on training actions for entering new markets and cross-cutting skills, together with training related to compliance with legal regulations. Almost three-quarters of the companies report that the training they programme for their workers is mandatory (always or sometimes). 64.27% of the participants perceive training as a business requirement.

The workers who participate in the programmed training are, in general, well disposed towards it and are satisfied; only 15.68% said that they did it out of obligation. The main motivations for participating are the need for training to perform their work or to obtain a particular professional qualification. About 71% of the participants indicate that the adequacy of the training to their needs is high or very high.

The primary demand from employees is for more specific training directly related to the company's business and of a more practical nature (40.36% consider that the training received was not sufficiently practical).

70.95% of the workers perceive the training provided by the company as an opportunity to improve, update and improve their skills and abilities and as a possibility for promotion.

The participants' overall satisfaction rating was 3.63 (on a scale of 1-4, where 1 is the worst and 4 is the best). When training is transferable to the job, it is rated highest (3.61), as well as when it contributes to the employee's personal development (3.49). Workers who participated in the

initiative in 2019 would recommend the training received (8.01 out of 10). The quality rating shows very small differences depending on some variables, such as e-learning being rated somewhat lower than face-to-face training.

2.4.2.4 Improving worker employability, especially of those with greater difficulties in maintaining employment or entering the labour market.

75% of participants have secondary school level education, followed by those with university degrees. Participants with lower educational levels (primary school and below) account for less than 12%. Almost half of the participants trained were skilled workers.

Workers in companies with between 1 and 9 jobs (microenterprises) are the most difficult to access, with a participation rate of 7.75% and a coverage of 10.21%.

Participation by women was 2,035,027 (44.05%), with similar proportions for PIFs. Likewise, the coverage rate for women participants is lower than for men.

The variation in participation in the initiative by those over 45 years old is upward, although the upward trend was starting to flatten out in 2019. A total of 1,905,936 participated, with a coverage rate of 35.14%.

Workers under 30 years old played a minor role, not more than 15%, although their participation has increased in recent years. This group is also conditioned by tending to have fewer stable jobs.

Unskilled workers accounted for only 7.81% of participants in 2019.

90% of workers reported that they continued working, either in the same or in another company. 65% say that the training helped them keep their jobs, with those under 30 years of old perceiving it as worse.

2.4.2.5 Engaging workers with the benefits of ICT, shrinking the digital divide and ensuring accessibility to these technologies

In 2019, 261,018 participants received digital skills training (4.67% more than in 2018). The most frequently-programmed training actions were those related to ICT (end-user computing, computers in general and office computer use) (49.62%) and general computer use actions.

The largest group of workers trained is university graduates, followed by those with an educational level comparable to the second stage of secondary education.

The company-run training is mainly face-to-face (74.22%), compared to 25.49% online and only 0.29% mixed. E-Learning by companies is rated slightly lower than classroom training; 35.26% said so.

Office computing content: 48.30% of companies have programmed these, and 25.64% say they need more. Workers say that they have received sufficient training and consider it very necessary.

28.24% of companies have programmed training with digital content, and for 52.39% of these, it has been sufficient. 97.10% of the workers say that it is very necessary.

30.31% of companies received training about digitalising management processes, and 61.54% said it was sufficient. All workers consider it necessary, and 79.75% consider it to have been sufficient.

Training in teaching methodologies is one of the areas in which companies have trained their employees the least (29.02%), but these say that it has been sufficient (78.57%). 95.08% of workers consider it necessary, and 72.13% consider it sufficient.

2.4.2.6 Evaluating the efficiency and transparency of public resources management

In 2019, the training companies had an allocated credit of €875.32 million. They drew on €547.24 million and reconciled a total of €495.39 million. The spending rate (percentage of credit drawn down relative to the allocated credit) is 62.52%. The usage rate (percentage of credit reconciled relative to credit drawn) is 90.53%.

Companies with 10 to 49 employees account for the largest proportion of credit allocated and drawn. Companies with 6 to 9 workers had the least credit allocated and drawn. Concerning the reconciled credit in 2019, there are no significant differences with respect to the proportions of the credit drawn.

Private spending on training in 2019 reached an all-time high: €1,352,885,575.96.

The average cost was €20.47 per participant hour. When private spending is added to total funding (public plus private), the main differences by employee strata are evident. They rise considerably as the size of the company increases (in companies with 1 to 5 employees, the cost is €8.90, while with over 1000 employees, it rises to €26.98).

The average costs of the public part of training funding vary between industrial sectors. It ranged from €7.78 per hour per participant in services to €9.96 per hour per participant in industry.

As a final analysis of this evaluation, we would remark that we observed a considerable ignorance of the different parts of the process and the tools that Fundae provides to training and organising companies to manage the initiative. This is because most companies access the initiative in groups. The external agencies carry out all the processes for management and justification of the training carried out, so they are familiar with these procedures.

Only 36.52% of training companies are aware that they can reserve credit. 59.23% consider that it favours implementing more effective training for their employees.

The possibility of sharing credit between companies in the same group is an alternative known to 60% of the companies surveyed with the capacity to do so; 75.61% state that this possibility favours more effective training for workers.

3. Evaluation of the Vocational Training System for Employment in the Labour Market 2019: Highlights

- ✓ The number of participants in the overall Vocational Training for Employment in the labour sphere in 2019 increased by more than half a million compared to the results of 2018, reaching the record number of 5,373,403.

- ✓ There was a higher volume of participation in company-run training, a net increase of 203,000 people trained in companies with respect to the previous year, and a reduction in the gender gap.
- ✓ There was a significant increase in the participation of employed workers thanks to the contribution of state calls and a less intensity in the unemployed training, reaching 485,636 and 260,772 participants respectively.
- ✓ The average duration of the Unemployed Training Actions remained similar to that of 2018, reaching 281 hours in 2019. In contrast, the average duration of training offered to employees and company-run training fell to 62 and 27 hours, respectively.
- ✓ The degree of funding execution at the level of credit commitment in 2019 was more than ten per cent higher in the Training for employed workers, both in the company-run training initiative and the subsidised training for the employed mode, with respect to subsidised training for the unemployed.
- ✓ The rebate coverage rate for companies stayed very high in 2019 for companies with more than 1000 employees (91%) and low for those with fewer than 10 (12.2%). Coverage was higher in the Industrial sector (28.7%), followed by Construction (20.4%), with the Agriculture sector showing the lowest coverage (4.9%).
- ✓ The labour market insertion of participants who complete the training actions offered for the unemployed reached 50%, a rate very similar to that of previous years. However, for the unemployed participating in and completing actions in the Subsidised training for the employed mode, the rate fell by 8% compared to 2018.
- ✓ Young people are a strategic priority of active employment policies but account for 16% of the volume of participation in the entire system of vocational training for employment in the labour sphere. The training initiative that caters the most to young people is Company-run training, representing 79% of youth participation in the System in 2019, followed by Subsidised training for the unemployed (9.3%).
- ✓ As a first attempt to analyse the contribution by the entire system of vocational training for employment in the labour sphere to stabilising the rural population (understood as those residing in the provinces covered by the Agricultural Promotion Programme), it was found that the coverage of the Subsidised training initiative stood, in 2019, at 22%. Subsidised training for employed workers at national level contributes about half of the participants in this geographic scope receiving training.