



Rumos

Programa Operacional de Valorização
do Potencial Humano
e Coesão Social da RAM

INTERIM EVALUATION STUDY OF THE OPERATIONAL PROGRAM FOR THE ENHANCEMENT OF HUMAN POTENTIAL AND SOCIAL COHESION (2007-2013) - RUMOS PROGRAM

Final Report – Executive Summary

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Os melhores RUMOS para os Cidadãos da Região



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EXECUTIVE SUMMARY

The final report is organized in six chapters: (i) executive summary; (ii) object of the evaluation; (iii) methodology; (iv) time framework of the study; (v) responses to the evaluation questions; (vi) main conclusions and recommendations.

The **object of the evaluation**, based both on an innovative and deepening approach, is reported to the period from January 2008 to December 2011 and covers outputs, outcomes and impacts. The intervention typologies of the Operational Program for the Enhancement of Human Potential and Social Cohesion of the RAM, called RUMOS Program, were not subject to a uniform assessment: some of them were excluded from the analysis: others, which revealed a low implementation level or weak internal relevance, were submitted to a brief evaluation; finally, typologies with higher implementation level and strong internal relevance were subject to detailed evaluation (deepening approach). This last group, where the methodological innovation has been more prominent, encompasses the following typologies: Vocational Courses (1.1.2); Education and Training Courses (1.1.3); Vocational Training of the Public Administration (1.2.2); Recognition, Validation and Certification of Competences (1.2.6); Programs and Scholarships (1.3.2); Professional Internships (2.1.1); Training-employment (2.2.5); Occupation of Unemployed People (2.3.4).

The **evaluation questions**, declined in sub-questions, have been focused on the following issues: (i) socioeconomic changes in problem-dimensions; (ii) pertinence and relevance of the structure and program priorities in relation to the current needs of the education, training and employment systems; (iii) achievement of outputs, outcomes and impacts indicators; (iv) effective versus expected performance profile; (v) trajectories of achieving impacts taking into account the achieved outputs and results profile; (vi) outcomes that could be anticipated; (vii) contributions to the strategic priorities of the Human Potential Operational Agenda¹.

From the **methodological point of view** it is important to emphasize the innovation introduced by the evaluation study, especially what concerns to the treatment of typologies subjected to in-depth analysis. The figure presented on the last page of this executive summary resumes the methodological innovation that has been conceived through the analytical development of the chain of results and outcomes from that particular group of typologies. The methodological innovation also included the use of Control Groups (pioneer in this kind of studies in Portugal) in the following typologies: **Recognition, Validation and Certification of Competences** and to **Professional Internships**. The three analytical steps Control Groups methodology is accurately described in the report and represents a high potential to be generalized in other studies. A diversified set of interviews, a great amount of surveys (with significant rates of response) oriented to project promoters entities and final beneficiaries and two case studies (vocational training of the public administration and occupation of unemployed people) complete the methodological framework. The study was developed during the period between September 2011 and the date of the publication of the current final report.

The **main conclusions** of the report, based on analytical and synthetic contents of the answers to the evaluation questions, were the following:

- **The problem-dimensions of the OP Rumos significantly changed between the programming and the implementation phase:** the impact of the international crisis on the Madeira regional economy, the significant increase of the rate and volume of the registered employment as well as the financial constraints generated by the bailout of the Portuguese economy changed radically programming context. The OP revealed a high level of flexibility to

¹ The Human Potential Operational Agenda encompasses a variety of interventions aimed at promoting academic and vocational qualifications of the Portuguese, fostering employment and social inclusion and the conditions for enhancement of gender equality and full citizenship.

tackle this change of context, although the financial constraints tended to penalize the absorption capacity of the programming assumed commitments.

- The relationship between the changes observed in the programming context and the problem-dimensions of the OP is diverse:** the dimension “human potential and social cohesion” is the one which has a greater evolution due to the gradual reduction of the school failure and dropout as well as the slowly but continuous improvement of population skills; in terms of “innovation, entrepreneurship and knowledge society”, the programming performance is critical and presents a weak capacity demand; as far as the field “territorial cohesion and balanced development” is concerned, the coverage of preschool education and the employability of specific groups are identified by evaluation as domains requiring specific monitoring in the future.
- The Rumos programming continues to reveal a consistent degree of strategic relevance in terms of problem- dimensions of the Region, although there are areas with permanent needs of higher demand capacity:** the improvement of the population skills remains as a strategic dimension of continued effort; training targeted at the employability of unemployed people acquires a greater relevance; the advanced training courses needs higher demand capacity requiring new interventions in the organizational front; the transition of the employment active policies towards employability policies will be crucial.
- High values of commitment and implementation with high global levels of goals achievement in results and outcomes:** the evaluation underlines the capacity of response regarding the deterioration of the programming context and the evidence of the great region’s experience in ESF programming. The axis II “Employment and Social Cohesion” presents values of commitment and implementation higher than the OP as a whole.

Financial execution of the OP Rumos (31/12/2011)

Priority Axis	Approved		Expenditure		Commitment rate (1)	Certified expenditure rate (2)
	Public cofinanced	ESF	Public cofinanced	ESF		
Axis I	114.819.657	91.855.725	54.835.453	43.868.362	100,2%	47,8%
Axis II	46.284.679	37.027.743	35.764.262	28.611.410	121,0%	93,5%
Axis III	2.619.806	2.226.835	1.483.842	1.261.266	82,5%	46,7%
Total	163.724.142	131.110.304	92.083.557	73.741.037	104,9%	59,0%

(1) Approved as % of forecast; (2) Expenditure as % of forecast

- Intervention needs and priority target groups with good level of response and coverage in the typologies of the Axe I, although with margins of progress** to exploit: sustained dynamic of vocational courses with dual certification showing the existing professionalism of the tourism schools and vocational schools; still prominent difficulties in public schools in type 2 and 3 CEF (Education and Training Courses) regarding the professional qualification outcomes; very diversified demand regarding the adaptability and apprenticeship lifelong, with an increment in the quality of the training course planning and design; the training to the public administration needs a greater consistent link with the regional strategy of training and upgrading in training needs analysis; the CNO (New Opportunities Centre) network is under pressure with a huge demand by unemployed with more restrictions for the certification of skills; advanced training with high demand but weak relation between employability and scientific research.
- The situation is not so different on Axis II:** strong regional receptiveness to the different types of supported professional internships; programs of training-employment with decreased demand; high demand for unemployed occupation programs, still with a low employability rate

(35%, although above the goal of 25%) and without evidences that “job search” skills are being disseminated; challenging innovation focused in conceiving training programs to unemployed people without unemployment benefits.

The detailed evaluation of some typologies allowed relevant developments regarding the expected impacts.

▪ **Vocational training courses**

- **The self assessment of training providers** reflects a strong contribution of the courses to the school qualification levels, fight against drop-outs and school failure, development of specific technical skills and of integration into the labour market and a minor influence in terms of employability conditions of young people.
- **Rising and solid recognition of the courses among employers** particularly in hotel industry and tourism.
- **Strong contribution to the implementation of the goals regarding the reduction of the drop-out and school failure**, mainly of vulnerable young people;
- **Rising challenge** to tackle the demand of young people looking for better employability conditions.

▪ **CEF**

- **The self assessment of training providers** shows a relevant contribution to fight against drop-outs and school failure and to improve professional and educational qualifications;
- **The crossed utilization of different information sources** demonstrates a considerable contribution to decrease drop-outs and school failure;
- **The evaluation still has reserves** concerning the contributions to continuing the studies (exception in hotel industry and tourism) and regarding the consolidation of professional competences.

▪ **Public Administration Vocational Training**

- **The self assessment of training providers and trainees** shows a useful and strong contribution of the training, both for the professional performance and for the increase of service quality.
- **The crossing of different information sources** reveals a relevant contribution (specific technical skills) to improve the adaptability conditions of the involved workers and to the additional motivation provided by vocational retraining.
- **There is no solid evidence** regarding the OP contribution to increase the efficiency and effectiveness of the regional public administration. The link between training and modernization strategies of the services is not really evident, or at least, does not have a crucial influence on the design of the training programs.

▪ **Recognition, Validation and Certification of Competences**

- **More relevant contribution** of the process to the improvement of school qualification levels;
- **There is some evidence** of difficulties regarding the adaptation to a higher level of unemployed and respective implications in terms of competences certification methodologies.

- **Advanced training:** it will be necessary a stronger involvement of employers and the empowerment of host institutions in order to improve the integration of advanced training results.

- **Employment and Social Cohesion**
 - **Strong contribution** of professional internships to achieve the employability goals – 56% of beneficiaries is in the labour market 6 months after concluding the internship, without influence of the skills levels.
 - **The same can be said regarding the “training-employment” typology:** 77% is employed 6 months after conclude the internship, however the skills variable has an influence on the employability results;
 - **Occupational Programs for the Unemployed** with lower employability: 35% is employed 6 months after conclude the program, with influence of the educational levels.
 - **Job creation** greatly penalized by the deterioration of economic context.

- **Expected impacts in terms of achievement of the program’s general objectives:** fuzzy and different outcomes.
 - **Higher level of implementation of the objective** “*Guarantee the significant increase of educational and training levels*” mainly through vocational training courses and Education and Training Courses of dual certification: 1/3 of the students from vocational courses continue studying; training to the public administration and the RVCC process cover 11,8% of the population between 25 and 64 years; advanced training is particularly influent in the qualification of master courses.
 - **Moderate impact** in technology-based skills training due the low rate of scholars in science and technology areas.
 - **Job creation objective** is impacted mainly through the implementation of better employability conditions, particularly through internships; higher probability in getting a job for ex-trainees than for the analyzed control group (63,3% against 46,5%).

- **There is no solid evidence** regarding the program contribution to the objective “*Improvement of the regional governance efficiency*” with difficulties in focusing training on specific reorganization processes;

- **The Objective “increase the social cohesion”** is strongly dependent on the improvement of skills levels of the most disadvantaged population and with less intensity from the occupational programs for the unemployed; greater contribution to reduce their risk of social exclusion.

- **The analysis of a Control Group** (adults that abandoned or suspended their RVCC processes) does not allow definitive conclusions regarding the effects in the professional situation. However those who conclude these processes present positive indicators in terms of personal development, evolution of income and lifelong training processes.

- **Regarding the OP Rumos contributions to the strategic priorities of the APH (Operational Agenda for Human Potential)**
 - **The correction of the structural skills deficits should be highlighted:** 16% of the young people that in 2009-10 were in the 3rd basic and secondary education cycle involved in dual certification; increase of 7% of the school enrollment since the start of the program; 1500 adults involved in RVCC processes;
 - **Regarding the adjustment of the structural skills deficits of Madeira’s labour force (employees and unemployed):** 45% of the certificated with a secondary RVCC participated in one vocational training action in the 6 months before the inquiry whereas in the dropout groups only 26% have gone through this situation; 9% of the certificated with secondary RVCC joined in an post-secondary course or in a graduation after conclude the process;

- Concerning the **promotion of scientific knowledge and of the regional human resources innovation**, the program has a modest effect in the development of science and technology areas.
- Regarding the **job creation and job quality of Madeira's population**, the internships are responsible for the increase of the employability levels, despite the crisis situation.

With these global evaluation results, one may conclude that the OP Rumos:

- Reveals, so far, a relevant capacity to use the conditions offered by the programming in order to react to the deterioration of the regional economic situation;
- To this conclusion it's not indifferent the learning experience cumulated in managing ESF programmes and the growing consolidation of the training offer and of the education and training system;
- For a programming that reflects a deep knowledge of the regional economy problems that can be addressed by ESF's interventions, the high levels of outputs and outcomes already achieved indicate relevant impacts regarding the implementation of the defined strategic objectives, principally to improve the levels of education and training of Madeira's population.
- The greatest challenge faced by programming is related with the transition to new demand needs generated by the intensification of the unemployment phenomenon; in some cases, particularly the RVCC processes and occupational programs for the unemployed, the new demand needs will have deep implications in training providers capacity in order to enhance the interventions quality.
- There are domains where we can find some focus deficit of intervention and projects: the relations with scientific and technological development of the regional economy, the improved integration of the advanced training with the organizational strategies of the host companies and the need of greater link of training for the public administration with reorganizational and modernization strategies;
- The OP programming still has the chance to enhance in the Region a transition of employment policies model towards another one of employability policies, where Rumos can have a relevant contribution;
- All this in a dynamic of strong alignment with the priorities of the human potential agenda.

The evaluation final report concludes with a **solid proposal of recommendations** organized according to a dual logic: aspects that result from context changes and from the programming relevance; each recommendation is linked to a specific set of conclusions and specifies the addressed entities of those recommendations.

Regarding the first ones, it is recommended:

- To increase funding for the OP, subjected to guidelines of priority allocation to intervention typologies related with the interface training/ employment (ative employees and unemployed training, RVCC processes, internships and occupational programs for the unemployed);
- A combined approach of reprogramming the ERDF (European Regional Development Fund) and ESF interventions in Madeira, in order that fostering entrepreneurship and economic development (areas of the Intervir+ Programme²) could benefit of the priority status of being

² Operational Program for the Enhancement of Economic Potential and Territorial Cohesion of the Autonomous Region of Madeira.

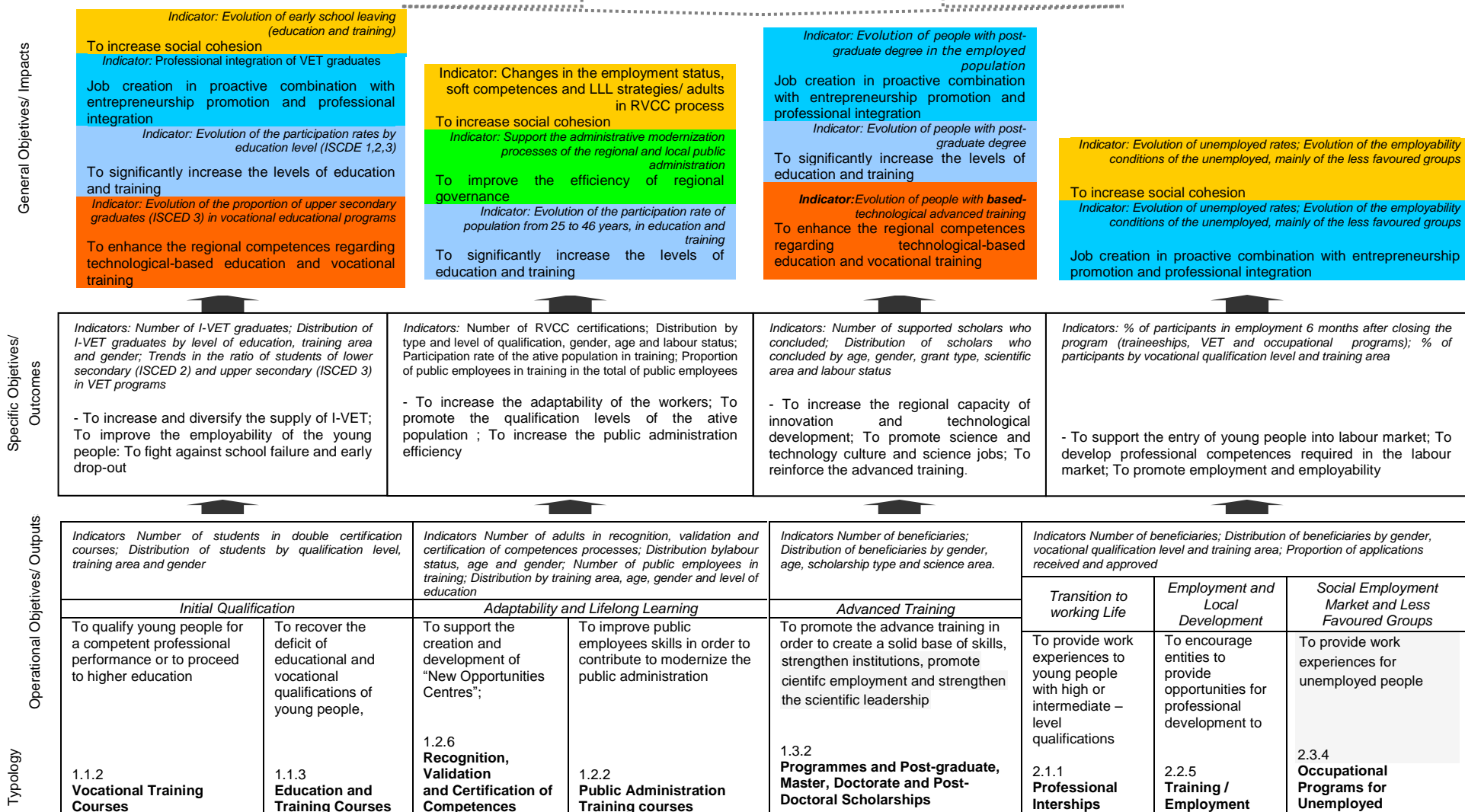
a critical variable of the regional public policies, namely through fostering business investments and according a higher priority to criteria related to maintenance, and especially job creation.

Regarding the second ones, it is recommended:

- Enlargement and diversification of responses targeted at education improvement and reduction of young drop-outs from 15 to 24 years, as part of the action in the Initial Qualification, extending schools network to private training centres and qualifying the socioeducational interventions (training needs analysis, trainers qualification and methodologies).
- On the subject of the action concerning the Adaptability and Lifelong Learning, it would be helpful to enlarge the covered target groups through educational training interventions and improve the courses quality towards a more effective adjustment between training and regional employer needs.
- To articulate the training courses design for public administration with public services qualification and modernization projects, identifying in those projects prospective training needs.
- To improve the methodologies used in CNO (New Opportunities Centres) regarding adult education and training, namely by the reinforcement of know-how related with recognition, validation and certification of informal and non-formal learning.
- To enlarge the offer / stimulate the demand of Postgraduate, Masters, Doctorate and Postdoctoral Scholarships, enhancing the proposed contributions with the Advanced Training Courses regarding catching the attention of foreign scholars and the reinforcement of R&D abilities, and creating conditions to a more effective integration of advanced skills in scientific institutions and employing organizations.
- To increase funding for Internships and at the same time, set priorities which discriminate positively the support to young graduate by initial education and training (Training Courses and Technological Courses) that reinforce the skills valued by the employers.
- To stimulate the typologies Training/Employment and Local Development for its relevance to enhance the links between training and employment in the business context and to encourage entrepreneurship in the Region.
- To increase funding for the Typology Occupation for Unemployed in order to fit the growing universe of unemployed without unemployment benefits who fulfil the eligibility requirements and can find by this way the support instruments to a labour market reentry

Outcomes and impacts chain of the OP Typologies subjected to in-depth analysis

Other factors: context evolution, policy instruments (Regional Employment Plan, Regional Integration Plan, ...), others OP Rumos typologies





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