



# **Study for the Evaluation of ESF Support to Youth Employment**

Annex 5: Case Study - Germany  
(Contract VC/2018/0715)

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## List of abbreviations and acronyms

AIR	Annual Implementation Report
ALMP	Active Labour Market Policy
BA	Bundesagentur für Arbeit (Federal Employment Agency)
BIBB	Bundesinstitut für Berufsbildung (Federal Institute for Professional Education)
BMAS and	Bundesministerium für Arbeit und Soziales (Federal Ministry for Labour and Social Affairs)
CSR	Country-specific recommendations
DG EMPL	Directorate-General Employment, Social Affairs & Inclusion
EC	European Commission
EQ	Evaluation question
ERDF	European Regional Development Fund
ESF	European Social Fund
EU	European Union
EUR	Euro
FA	Förderaktion (support action)
FÖJ	Freiwilliges Ökologisches Jahr (Voluntary ecological year)
FSJ	Freiwilliges Soziales Jahr (Voluntary social year)
G.I.B. the	Gesellschaft für innovative Beschäftigungsförderung mbH (company of Land NRW)
IP	Investment Priority
ISCED	International Standard Classification of Education
IT	Information technology
JBA	Youth Job Agency
KoKo	Kommunale Koordinationsstelle (municipal coordination points)
LFS	Labour Force Survey
LMP	Labour market policy
LTU	Long-term unemployed
MA	Managing Authority
NEET	Person not in employment, education or training
NRW	North Rhine-Westphalia
OP	Operational Programme
PAX	Priority Axis
PES	Public employment service
pp	Percentage point
SME	Small and medium enterprise
TO	Thematic Objective
ÜLU	Überbetriebliche Lehrlingsunterweisung

YE	Youth Employment
YEI	Youth Employment Initiative
ZBFS	Zentrum Bayern Familie und Soziales (Bavarian Centre for Families and Social Affairs)

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## 1 Background and Context

### 1.1 Labour market context

In 2018, less than one in fifteen (5.9%) young people aged 15 to 24 in Germany were not in employment, education or training (NEET). This is one of the lowest rates in the EU (10.5%) and represents a small improvement since the beginning of the programming period in 2014 (6.4%, see Table 1). The proportion of active young people of the same age that were unemployed stood at 6.2% and was less than half of that seen across the EU (15.2%). Similarly, both NEET and unemployment rates for those aged 25 to 29 were also more favourable in Germany than at EU level and both have decreased noticeably since 2014 (see Table 1). For both age groups, unemployment rates for women are lower than those of men by about 2 pp, but NEET rates - especially for those aged 25 to 29 - are higher (15.4% vs 7.4% in 2018). Between 2014 and 2018, there has been a small increase in the rate of early school leavers<sup>1</sup> from 9.5% to 10.3%, which was similar to the proportion observed at EU level (10.6%). Early school leaving rates for female pupils tend to be lower than that of male ones and the difference between the two increased in the period 2014 to 2018.

The case study covers three regional Operational Programmes (OPs) – Bavaria, North Rhine-Westphalia (NRW), and Saxony-Anhalt– the first two are implemented in more developed regions while Saxony-Anhalt is a transitional region. There are important variations by region, with Bavaria having noticeably lower NEET, unemployment and early school leaving rates than at national level in both 2014 and 2018, despite a slight increase in NEET and early school leaving rates over the period (see Table 1). The national figures from the Statistical Office of Bavaria (Bayerisches Landesamt für Statistik) was lower at 6% in 2018.

In the other two regions both NEET and unemployment rates decreased, but still remain above those seen at national level. Early school leaving rates slightly increased in North Rhine-Westphalia (+0.8 pp to 12.0%) which is above the national rate of 10.3% and remained the same in Saxony-Anhalt (9.3%), see Table 1.

Table 1. Key figures on the labour market situation of young people, Germany, 2014 and 2018

	NEET rate (% pop.)		Unemployment rate (% active pop.)		Early school leaving rate (18- 24)		
	2014	2018	2014	2018	2014	2018	
EU28							
15-24	12.5	10.5	22.2	15.2	11.2	10.6	
25-29	20.4	17.1	13.6	9.2			
National level							
Total	15-24	6.4	5.9	7.7	6.2	9.5	10.3
	25-29	12.6	11.2	6.1	4.6		
Men	15-24	5.5	5.4	8.3	7.1	10.0	11.5
	25-29	8.7	7.4	6.9	5.3		
Women	15-24	7.2	6.5	7.1	5.1	8.9	9.1
	25-29	16.7	15.4	5.3	3.7		
Regional level (15-24)							
Bavaria	3.9	4.2	4.4	3.8	6.3	7.2	
North Rhine-Westphalia	7.5	6.8	9.3	7.1	11.2	12.0	
Saxony-Anhalt	9.1	7.1	12.1	9.5	9.3	9.3	

Source: Eurostat, Labour Force Survey (EU-LFS, yth\_empl\_150, edat\_lfse\_22, yth\_empl\_110, edat\_lfse\_16), data extracted on 26.06.19.

<sup>1</sup> The early school leaving rate refers to the proportion of people aged 18 to 24 who have attained at most lower secondary education and who are not currently (within the last 4 weeks) participating in any further education or training: [https://ec.europa.eu/eurostat/cache/metadata/en/edat1\\_esms.htm](https://ec.europa.eu/eurostat/cache/metadata/en/edat1_esms.htm)

## 1.2 National ALMP targeting young people

In Germany, the Federal Ministry for Labour and Social Affairs (BMAS) is responsible for youth employment policies including the establishment and management of the national Youth Guarantee scheme and the coordination with the associated partnerships across all levels and sectors. The Federal Employment Agency (BA, Bundesagentur für Arbeit) is the key service provider, offering a comprehensive range of employment, vocational education and training services for individuals, businesses, and other institutions. Job centres are operated either jointly by the local employment agencies and municipal providers, or separately as approved local providers. Job centres provide services such as placement and advice, activation and integration, vocational education, and training, continuing vocational training, and job placement with the aim of ending or reducing an individual's need level, and assistance towards living expenses.

During the programming period, young people residing in Germany could benefit from 40 active labour market policy (ALMP) operations funded only by national funds, but were identified as a specific target group in ten operations focusing mostly on further training and the acquisition of formal skills<sup>2</sup>.

Half (5) of the provided operations targeting young people in the period 2014-2018 referred to institutional training. One of the operations targeted pupils at risk of dropping out and offered career entry support (generally starting a year before pupils leave school) which was accompanied by "vocational training coaches". They help pupils to obtain a school-leaving certificate of a general education school, advise them on vocational orientation and choice of occupation and provide assistance for the search of a training place. One operation targeted young disabled people (mostly those without vocational qualifications), another targeted those who needed special facilities because of learning impairment or social disadvantage. The remaining two interventions are open to all young people with one of them preparing participants to continue their studies in an apprenticeship programme.

The traineeship intervention as well as two of the three apprenticeship interventions target mainly young people with learning difficulties or other disadvantages causing risks of dropping out. One of the apprenticeship operations specifically targets those that did not manage to find a regular apprenticeship. One operation offers mobility allowances for young apprentices who participate in vocational training in enterprises or external training centres away from their parental home.

Finally, there is an employment incentive intervention providing financial incentives to employers to hire young former apprenticeship applicants who did not graduate or those that graduated from a special school or Hauptschule.

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<sup>2</sup> Based on information from the LMP database:  
<https://ec.europa.eu/social/main.jsp?catId=1143&intPageId=3227&langId=en>

## 2 The ESF in Germany

### 2.1 Role of the ESF

The role of the ESF in Germany in terms of financial value is very small compared to the national funding for ALMP operations for young people (see Table 2). These figures are not completely accurate as they cover interventions in LMP categories 2-7 only (see also the note in the following table). Still, these figures provide an estimate of the scale of interventions funded by the ESF compared to national interventions.

*Table 2. Distribution of expenditure on young people (<25) participating in active labour market operations by source of funding and type of intervention (million and %), Germany, 2014-17*

Type of intervention	Distribution of expenditure			
	Nationally funded interventions		ESF (co)funded interventions	
	Million	%	Million	%
Institutional training	4 511.1	53.5%	0.03	1.7%
Traineeships	640.4	7.6%	0.34	18.6%
Apprenticeships	940.2	11.2%	0.00	0.0%
Employment incentives	251.9	3.0%	0.56	31.0%
Sheltered/supported employment	1 984.2	23.5%	0.00	0.0%
Direct job creation	57.1	0.7%	0.88	48.7%
Start-up incentives	41.9	0.5%	0.00	0.0%
Total	8 426.9	100%	1.81	100%

Source: LMP database, data extracted on 03.07.19.

Note: Data cover interventions in LMP categories 2-7 only. Expenditure on young people is estimated for each intervention as total expenditure times the proportion of young people (<25) amongst total participants (using the observation of average annual stock where available and otherwise entrants by age). Interventions with missing data on either expenditure or participants are excluded from the analysis. For Germany, information was available for 86.0% of expenditure. The source of funding for each intervention is based on responses to item 12 of the LMP questionnaire.

#### 2.1.1 CSRs addressed by the ESF

No Country specific recommendations were made regarding young people for Germany.

### 2.2 Programme architecture and monitoring system

This case study covers three ESF Operational Programmes at land level. They have been chosen to show the programme architecture and provide information related to the evaluation questions. The basis has been the Operational Programme, the AIR, evaluation studies that relate to the relevant operations and complementary interviews with Managing Authority and some Intermediate Bodies. It needs to be emphasised that the level of details varies between the three Operational Programmes, depending to the availability of evaluation studies and the responses by the interview partners (telephone interviews).

#### 2.2.1 Programme architecture

The German Operational Programmes follow a similar structure with the youth employment Investment Priority 8.ii actions being under Priority Axis 1 or A.

##### ESF Operational Programme Bavaria

The ESF Operational Programme Bavaria is focused on three main fields: the longer-term provision of skilled labour, the activation of potential labour (long-term unemployed and women) as well as support to schools in order to give young people a positive early start and make remedial actions less necessary later on. The support to young people is embedded in a preventive approach that also covers other Investment Priorities in addition to Investment Priority 8.ii, e.g. Investment Priority 8.v and, in

particular, Thematic Objective 10. Here we focus on Investment Priority 8.ii and the 'outside company' training for apprentices under Investment Priority 8.v as it is a significant programme compared to Actions 1 and 2. We also take into account the social innovation actions as they include pilot actions in the field of youth employment which are then mainstreamed<sup>3</sup>. Nevertheless, it is important to be aware that two thirds of the budget goes to schools and the support to disadvantaged school children.

The strategic approach follows the approach taken in 2007-2013 and some of the operations build on previous ones. It is, however, important to note that since then the situation on the labour market has improved with Bavarian companies offering more training (apprenticeship) places than young people requesting these.

Approximately 62% (EUR 185 679 943) of the overall ESF budget goes to Thematic Objective (TO) 8 and approximately 48% of the funds for Thematic Objective 8 are allocated to Investment Priority 8.ii.

#### ESF Operational Programme Saxony-Anhalt

The ESF Operational Programme Saxony-Anhalt is also focused on the longer-term provision of skilled labour to the local economy. The development of human resources is seen as an essential condition for the economic development of the region. This includes the support to young people and people with disadvantages in particular. The employment operations under Priority Axis 1 are supported by the concerted actions under Priority Axis 3 to prevent early school leaving and the improvement of pre-school and school education.

The modification to the Operational Programme in 2018 also prioritised Priority Axis 3. The aim of the Operational Programme modification was to further concentrate the funding. There was a reduction in the funding for Priority Axis 1 by EUR 23.5 million. This amount was mostly shifted to Priority Axis 3 (EUR 20 million) and to Priority Axis 2 (EUR 3.5 million).

The main actions funded under Priority Axis 1 of the ESF Operational Programme in Saxony-Anhalt are:

- BRAFO – Berufswahl Richtig Angehen Frühzeitig Orientieren
- RÜMSA: Regionales Übergangsmanagement
- ÜLU - Überbetriebliche Lehrlingsunterweisung
- ZAA: Zukunftschance Assistierte Ausbildung
- STABIL: Selbstfindung-Training-Anleitung-Betreuung-Initiative-Lernen

There is also the support to a voluntary ecological (FÖJ), social (FSJ) or cultural year (FSJ Kultur) where young people volunteer for various activities.

The main programme partners and interventions are:

- The Managing Authority, which is in the Ministry of Finance and responsible for the coordination of implementation,
- Intermediate bodies (first level) are located in line ministries, they implement operations on the basis of regulations (Förderrichtlinien),
- They delegate the approval and implementation of funding to the Investment Bank and State administration (Landesverwaltungsamt, second level Intermediate Body).
- Each of the involved Intermediate Bodies nominates a coordinator for ESF funding. The coordinator is responsible for uniform rules and processes, for the

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<sup>3</sup> One of the calls under 4.2 had the aim of supporting the educational maturity of young people (i.e. helping them gain the necessary maturity to participate in training). The contents of the projects include empowerment, activation, stabilisation, integrative methods, bringing people closer to a vocational training or the workplace, intercultural training, vocational qualification, company placements, mentoring through company employees or other organisations, language training and social responsibility training.

use of the monitoring data base efREporter in the respective institution, for reporting to the Managing Authority and for information and publicity operations.

- In order to assure an adequate participation of the economic and social partners in the monitoring and steering committee meetings a competence centre has been established (Wirtschafts- und Sozialpartner-Kompetenzzentrum (WKZ).
- There is also a high-level clearing at the level of the cabinet, which takes strategic decisions as regards the ESI Funds.

#### ESF Operational Programme North Rhine-Westphalia

North Rhine-Westphalia (NRW) is the biggest of the German Länder. To illustrate this: in terms of population and economic power, NRW matches or comes close to the Netherlands<sup>4</sup>. Notwithstanding, as a former old-industrial centre of Germany (coal mining and steel industries had been the economic heart and major employment providers until the late seventies) the Land still has to struggle with remnants of the past, and the intricacies of transition into economic modernisation. The key labour market figures clearly reflect this (see the figures for 2014 and 2018 in Table 1).

North Rhine-Westphalia has three major priorities in its overall labour market policies:

1. General target-group oriented operations, complementing regular national policies (SGB II, Social book II) as implemented via the Federal Employment Agency (Bundesagentur für Arbeit) and regional and local offices (employment agencies/Arbeitsagenturen), often in cooperation with or under exclusive auspices of municipalities. A special focus here – as under the other priority areas – is on the situation and specific needs of disadvantaged and/or handicapped people.
2. A long-standing systemic approach has been implemented towards the integration of (disadvantaged) youth into work by systematically developing and establishing a 'transition school to professional education and work' system, now covering finally all public schools (with obligatory job-orientation activities) and empowering local and regional stakeholders as 'drivers' for this system
3. Supporting employees and enterprises at ensuring adequate health-at-work conditions, skills development, fair jobs etc. Likewise, SMEs can get support at developing innovation strategies to strengthening their competitiveness.

The overall strategy follows a longer-term evolutionary approach, for instance with a view to decentralising decision making on implementation by establishing Regionalagenturen (regional agencies) as regional support structures, and supporting local networks of policy makers, implementers, schools, and administrative structures (counties, municipalities, townhalls) by funding personnel in the "Kommunale Koordinierungsstellen" (KoKo) to coordinate local strategies and priorities for use of public funding. The latter is an offspring of the policy initiative KAoA ("Kein Abschluss ohne Anschluss", i.e. 'no professional degrees without further perspectives', a general preventive approach).

Over recent ESF-funding periods, changes in existing, or introduction of completely new interventions seem to be rather moderate than disruptive, regardless of political changes in the Land's government.<sup>5</sup> In this context of a continuous evolution, the ESF is used for funding of activities complementary to national instruments. In particular ESF support aims at covering gaps in respect to specific target groups and needs, and to set-up and further develop the decentralised structures. The latter serve as a

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<sup>4</sup> A recently (Nov 2018) published statistical comparison: <https://www.it.nrw/die-niederlande-und-nordrhein-westfalen-der-eu-zusammen-sind-sie-stark-93679> (looked at: 2019-09-18)

<sup>5</sup> Of course, there were massive changes in national labour market policies (so called Hartz-reforms) in the years 2002 to 2005 (and also afterwards) that affected all Länder and their complementary policies, in particular those co-funded by the EU via ESF. This created major problems for instance for the CIP EQUAL (2000-2006ff) implementation, but – from a Land's perspective – those were changes due to kind of 'external shocks'.

systemic component for labour market operations in general, not only for youth-employment policies.

In the ESF-Operational Programme, NRW allocated about one third (34%) of its ESF funding (EU contribution EUR 627 million) to Investment Priority A.1 (i.e. sustainable integration of NEET, also addressing younger people in general) with two specific objectives, namely:

- the improved coordination at transition from school to work (the more systemic element) and
- fostering the integration of young people after leaving the general education system (interventions directly addressed at the target groups)

Young people are also targeted under other ESF priorities and Investment Priorities<sup>6</sup>

- 4.1 "Jugend in Arbeit plus" (youth into employment plus) - falling under Investment Priority B.1
- 5.1. "Lebens- und erwerbsweltbezogene Weiterbildung in Einrichtungen der Weiterbildung" - falling under Investment Priority C.1<sup>7</sup>

Considering Investment Priority A.1, interventions 1 to 5 (below) are covered by interviews.

Table 3. Interventions in the ESF Operational Programme NRW

Intervention	Dedicated to support ...
'Land's own strategic initiative „Kein Abschluss ohne Anschluss (KAoA)" ("No degrees without a perspective') (see Table 17 in the Annex) with its elements	<ul style="list-style-type: none"> <li>• Started in 2011</li> <li>• Local and regional bodies and stakeholders in the field of (professional) education and labour market policies</li> <li>• Students, apprentices</li> <li>• Apprentices, employees</li> </ul>
• Kommunale Koordinierungsstellen' (local coordination bodies)	
• Berufswahlpass 4.0	
• Jobmappe NRW	
Ausbildungsprogramm NRW (see Table 17 in the Annex)	<ul style="list-style-type: none"> <li>• Youth searching for apprenticeship in regions (counties or cities) with too little apprenticeship-places compared to applicants,</li> <li>• SMEs</li> <li>• about 43 municipalities fulfil the criterion and about 1 000 additional places for apprentices in SMEs are co-funded</li> <li>• new programme, second round of implementation under preparation</li> </ul>
Teilzeitberufsausbildung – Einstieg begleiten – Perspektiven öffnen (Förderlinie TEP) (see Table 17 in the Annex)	<ul style="list-style-type: none"> <li>• Young adults, lone parents, and family care-takers (NEET)</li> <li>• SMEs</li> <li>• in place since 2009</li> </ul>
Werkstattjahr (see Table 17 in the Annex)	<ul style="list-style-type: none"> <li>• A low-barrier operation preparing for a subsequent professional education for disadvantaged youths (NEET)</li> <li>• A modified relaunch of a former Werkstattjahr (since 2008/2009) that had been followed by (now finished) Production Schools</li> </ul>

<sup>6</sup> B.1 "Aktive Inklusion durch die Förderung der Chancengleichheit und aktiver Beteiligung und Verbesserung der Beschäftigungsfähigkeit" (Active inclusion via fostering equal opportunities, and active involvement, and increased employability), and C.1 "Förderung des gleichen Zugangs zum lebenslangen Lernen (Fostering equal access to life-long learning). (respective shares of ESF allocated overall amount to 21% for B.1 and 6% for C.1.).

<sup>7</sup> While this case study was limited to IP A.1, for one of the interventions falling under C.1, namely "Grundbildung mit Erwerbserfahrung" (basic education with work-experience), an interesting evaluation report (in German only) can be downloaded from [https://www.mags.nrw/sites/default/files/asset/document/esf\\_evaluation\\_grundbildung\\_mit\\_erwerbserfahrung.pdf](https://www.mags.nrw/sites/default/files/asset/document/esf_evaluation_grundbildung_mit_erwerbserfahrung.pdf) (checked at: 2019-09-18)

Intervention	Dedicated to support ...
100 zusätzliche Ausbildungsplätze für Jugendliche mit Behinderungen (see Table 17 in the Annex)	<ul style="list-style-type: none"> <li>• Handicapped youth for which additional apprenticeship places are funded</li> <li>• SMEs</li> <li>• The action already was in place in 2008 (cf. <a href="https://www.qib.nrw.de/service/downloaddatenbank/Arbeitspapiere_28.pdf">https://www.qib.nrw.de/service/downloaddatenbank/Arbeitspapiere_28.pdf</a>)</li> </ul>
Kooperative Ausbildung an Kohlestandorten	<ul style="list-style-type: none"> <li>• SMEs in regions of former coal-mining,</li> </ul>
Förderung der betrieblichen Ausbildung im Verbund	<ul style="list-style-type: none"> <li>• SMEs</li> </ul>

Other operations, listed below (cf. Table 4) have not been subject to interviews following to decisions of the Managing Authority that those operations were not that relevant for the overall interview purpose. This refers to:

- 2.2 Starthelfende (ended 2018, and replaced by Ausbildungsprogramm NRW)
- 2.8. Prüfungsgebühren für Jugendliche mit vollzeitschulischer beruflicher Ausbildung (a small intervention with just EUR 10,000 p.a.)
- 8.1. A1-1 Einzelprojekte Verbesserte Koordinierung zur Förderung des Übergangs Schule in den Beruf
- 8.1. A1-2 Einzelprojekte Verbesserung der beruflichen Integration von jungen Menschen nach Austritt aus der Schule

With the first one providing systemic elements and strategic services (directly or indirectly addressing and serving target beneficiaries, but not as participants), the remaining (2 to 7) are specifically addressing and involving target groups as participants.

While the systemic elements are covering all specific target groups PLUS the regional and local stakeholders, the other interventions focus on the needs of rather specific (sometimes small by numbers) target groups. But they can also be dedicated to regional issues (like for instance the cooperative education in – former - coal-mining regions or the Ausbildungsprogramm NRW). Altogether, they constitute a complex but comprehensive system of interventions towards the needs of target groups and regions.

In particular the strategic initiative KAoA<sup>8</sup> is a good example of a complex, long-term evolutionary, and sustainable approach entailing also positive spill-over effects to other Länder and national instruments, and therefore deserving a more detailed description:

The initiative dates back to the year 2011, and is rooted in the ‘Ausbildungskonsens’ (consensus on professional education and apprenticeship)<sup>9</sup> that was already concluded as early as 1996 between all kinds of stakeholders in charge of and active in the field of professional and job-orientation for young people, with a central management unit in the Ministry of Labour and regionally coordinated by 16 chambers of Industry and Commerce.

For the initiative as such, no dedicated budget nor a time-line have been specified. Hence, this is more of a strategic approach than a programme, a common-sense based policy-orientation agreed upon. Its central goal is the development of preventive operations against youth long-term unemployment. This shall be achieved with a two-pillar strategy:

On the one hand, a systematic preparation of and assistance for young people starting with grade 8 has been set-up aiming in

- widening the spectrum of professions envisaged by young people

<sup>8</sup> cf. <http://www.berufsorientierung-nrw.de/landesinitiative/index.html>

<sup>9</sup> cf. <https://www.mags.nrw/ausbildungskonsens>

- helping them at identifying and specifying their own interests, and (self)-assessing and documenting their skills and (further) educational achievements
- thus, empowering them in avoiding premature drop-out of apprenticeship etc.

This preparation at school started in 2012 on a limited scale for testing and gaining experience and since 2016 the participation of public schools of all forms is required and obligatory. This is combined with a regular monitoring and annual reporting<sup>10</sup> on the 'standard elements of professional orientation'<sup>11</sup>. Schools have to use a specific web-based platform (BAN-Portal) for their reporting on all external courses booked from training providers and compliant to those standard elements<sup>12</sup>

For the time being, about 160 000 students annually enter into this system. Similar approaches had been established before in city-states (for instance Hamburg) but not in the other Länder.

In order to support students two portfolio-instruments have been developed:

1. Berufswahlpass (cf. <http://www.berufsorientierung-nrw.de/materialien/berufswahlpass/>), a tool for working with students at school to prepare their job-orientation and
2. Jobmappe (cf. [https://www.gib.nrw.de/service/downloaddatenbank/JM\\_Leitfaden.pdf](https://www.gib.nrw.de/service/downloaddatenbank/JM_Leitfaden.pdf)), consisting of a (printed) manual, complemented by electronic data-storage, and an online help. It is a document covering an individual's qualifications and achievements, intended as a life-long learning documentation and serves as background material for teachers, job and career coaches, and alike.

Both tools are compatible with each other, but the Jobmappe now is in its 13th edition, and soon both tools will be replaced by an integrated fully electronic and mobile accessible version, the Berufswahlpass 4.0, developed in cooperation with BIBB (the Federal Institute for Professional Education). This will also be implemented by other German Länder.

On the other hand, also the regional and local actors shall be empowered to

- better coordinate amongst themselves
- identify new trends and needs for skilled workforce
- improve professional education – where needed in cooperative ways
- provide for sufficient and matching the needs workforce on a regional level.

Clearly following the principles of voluntarism and subsidiarity, 53 coordination points (Koordinierungsstellen) have been established with ESF support. Ideally, their activities go beyond the field of professional education. Though there is a central coordination and support for staff-qualification (both performed by G.I.B.), there is no operative implementation at the central level. The key principles are local partnerships and self-management of stakeholders on local level (county and town-halls). Likewise, the set-up and internal position of coordination points inside the local administrations may vary between the administrative host-bodies (for instance they can be integrated into social-policy departments, school departments, or economic departments).

Although independent, the coordination points may also be supported and/or coordinated by 'their' respective Regional Agencies (there are 16 across NRW). Those agencies have been established as regional information and support structures for the implementation of ESF.

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<sup>10</sup> Latest report: <https://www.gib.nrw.de/service/downloaddatenbank/ergebnisse-des-monitorings-zur-umsetzung-der-standardelemente-der-beruflichen-orientierung-im-schuljahr-2017-2018> (checked: 2019-09-20)

<sup>11</sup> Cf <http://www.berufsorientierung-nrw.de/standardelemente/ueberblick-/index.html>

<sup>12</sup> Cf. <https://www.kommunale-koordination.com/ban-portal/> and <http://www.bo-instrumente-in-nrw.de/>

Table 4. Programme architecture

Programme architecture			Main Actions
OP	Action level		
	PAx	ESF/ YEI	
OP Bavaria	A	ESF	<ul style="list-style-type: none"> <li>• Action 1: Förderung von Ausbildungsstellen: "Fit for work" (Support for training places in enterprises)</li> <li>• Action 2: Arbeitsweltbezogene Jugendsozialarbeit (work-related youth social work)</li> <li>• Action 4.2: Social Innovation under Investment Priority 8.v</li> <li>• Action 8: Überbetriebliche Lehrlingsunterweisung (ÜLU) (outside of company apprenticeship training) under Investment Priority 8.v</li> </ul>
OP North Rhine-Westphalia	1	ESF	<ul style="list-style-type: none"> <li>• 2.1 Kommunale Koordinierung (municipal coordination)</li> <li>• 2.2 Starthelfende (coaching for starting into professional life; ended 2018, replaced by Ausbildungsprogramm/training programme)</li> <li>• 2.3 Kooperative Ausbildung an Kohlestandorten in Nordrhein-Westfalen (cooperative education at coal mining locations)</li> <li>• 2.4 Förderung der betrieblichen Ausbildung im Verbund (support of collaborative training in enterprises)</li> <li>• 2.5 Production School NRW (now replaced by the revised Werkstattjahr)</li> <li>• 2.6. Teilzeitberufsausbildung – Einstieg begleiten – Perspektiven öffnen (part time vocational training)</li> <li>• 2.7. 100 zusätzliche Ausbildungsplätze für Jugendliche und junge Erwachsene mit Behinderung in Nordrhein-Westfalen (additional apprenticeship training positions for young persons and persons with handicaps)</li> <li>• 2.8. Prüfungsgebühren für Jugendliche mit vollzeitschulischer beruflicher Ausbildung (exam fees for young people with full-time vocational training)</li> <li>• 8.1. A1-1 Einzelprojekte Verbesserte Koordinierung zur Förderung des Übergangs Schule in den Beruf (single projects for improving the transition from school to jobs)</li> <li>• 8.1. A1-2 Einzelprojekte Verbesserung der beruflichen Integration von jungen Menschen nach Austritt aus der Schule (single projects for vocational integration of young persons after leaving school)</li> </ul>
OP Saxony-Anhalt	1	ESF	<ul style="list-style-type: none"> <li>• BRAFO – "Berufswahl Richtig Angehen Frühzeitig Orientieren" (early choice of profession)</li> <li>• RÜMSA – Regionales Übergangsmanagement Sachsen-Anhalt (regional transition management)</li> <li>• ÜLU - Überbetriebliche Lehrlingsunterweisung</li> <li>• ZaA – Zukunftschance assistierte Ausbildung (future chance for assisted vocational training)</li> <li>• STABIL - Selbstfindung-Training-Anleitung-Betreuung-Initiative-Lernen (self-identification training and accompanied learning)</li> <li>• 'Voluntary years' in the field of ecology, social action and culture</li> </ul>

### 2.2.2 Operational Programme monitoring system

#### ESF Operational Programme Bavaria

The monitoring system for Thematic Objective 8 is managed by the Bavarian Centre for Families and Social Affairs (ZBFS). The ZBFS is a central state authority with responsibility for a range of social benefits and services in Bavaria. It is directly subordinate to the Bavarian Ministry of Labour and Social Welfare, Families and Integration. It deals with all the project applications, the selection process, and gathers the data on the projects. The projects feed the database, the "ESF-Bavaria",

themselves, from the online application to the reporting of outputs. The invoicing is also done through the database, contributing to e-cohesion. Projects are required to provide data on participants by gender and to indicate whether the operation has contributed to the improvement of the employment of women<sup>13</sup>. In the case of Action 1 of Priority Axis A of the ESF Operational Programme, the data is updated daily. In the case of Action 2, monthly and in the case of Action 8, which is managed by the Chamber of Crafts, updated data is available to evaluators on a yearly basis.

#### ESF Operational Programme Saxony-Anhalt

The monitoring system for Saxony-Anhalt is called efREporter3. It is used to monitor implementation, produce standardised reports on commitments and payments as well as material indicators. . "IB Clearing", which is located at the Investitionsbank Sachsen-Anhalt (granting authority) is contracted by the managing authority. Main tasks include the development of the monitoring system (IT) and the monitoring of the implementation. The IB-Sachsen-Anhalt<sup>14</sup> is the federal state bank of the Land, which provides aid programmes to public and private entities in the field of economic development, communal finance, housing, culture and other fields of public interest.

#### Managing Authority

At the operation level the beneficiaries are obliged to provide data at the beginning and during the project. For these data on projects and participants the eCohesion portal<sup>15</sup> may be used (but it is not obligatory), which serves the communication between the beneficiaries and the intermediate bodies and the audit bodies.

#### ESF Operational Programme North Rhine-Westphalia

The monitoring system has

#### A. Two principal technical components:

1. The integrated central system **BISAM** that covers data on projects and funding, where data on participants are like micro data. BISAM is used for standard and ad-hoc reporting
2. **ABBA**, the online-interface for project implementers to enter data on participants and their respective socio-economic characteristics at entry, and results of participation

Participants' data are following the common set of characteristics for ESF reporting and – since the current funding period – are equally applied across all programmes.

For some programmes - but only on a voluntary basis – smaller complementary sets of data on participants exist, managed by G.I.B. for additional and specific analytical purpose.

The system provides a high availability of data (updated daily). Data-entry can be done continuously for both technical components. As a minimum data on participants have to be entered with each payment claim and this ensures that participant data is never older than three months.

#### B. For all relevant interventions, i.e. more detailed than by the aggregated level of ESF-Investment Priorities, it can provide:

1. Participant micro-data by socio-economic characteristics as provided aggregated with the annexed Excel-sheet
2. Together with information on cost and expenditure declared, this allows at least to calculate financial participation rates by groups and gender.

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<sup>13</sup> ESF OP Bayern\_new version.

<sup>14</sup> IB is for investment bank.

<sup>15</sup> <https://www.foerderung.sachsen-anhalt.de/pages/hinweise>

C. Several partners with different roles and functions are involved into strategic monitoring and detail planning of implementation:

1. The Managing Authority itself and the monitoring committee (MC), plus the ministry departments in charge of interventions
2. Land owned G.I.B. as a central service structure (cf. ESF-Förderhandbuch 2014-2020, p.39)
3. Five district offices (Regierungsbezirke) in the function of intermediate bodies (ibid. p. 36ff)
4. 16 Regional agencies informing stakeholders on a regional level on funding opportunities and activities supported, and assisting them at applications (cf. ESF-Förderhandbuch 2014-2020, p. 40ff /Operational Programme p.18)
5. 53 "Kommunale Koordinierungsstellen", coordinating points at county-level (Kreise und kreisfreie Städte) shall help to focus on local needs, and coordinate respective relevant activities in a model of local partnership (established as action-field 4 in the frame of Land's own initiative "KAoA – Kein Abschluss ohne Anschluss – Übergang Schule-Beruf NRW")

Participant monitoring is more centralised in the current period, in order to better fulfil the EU requirements regarding availability of respective data.

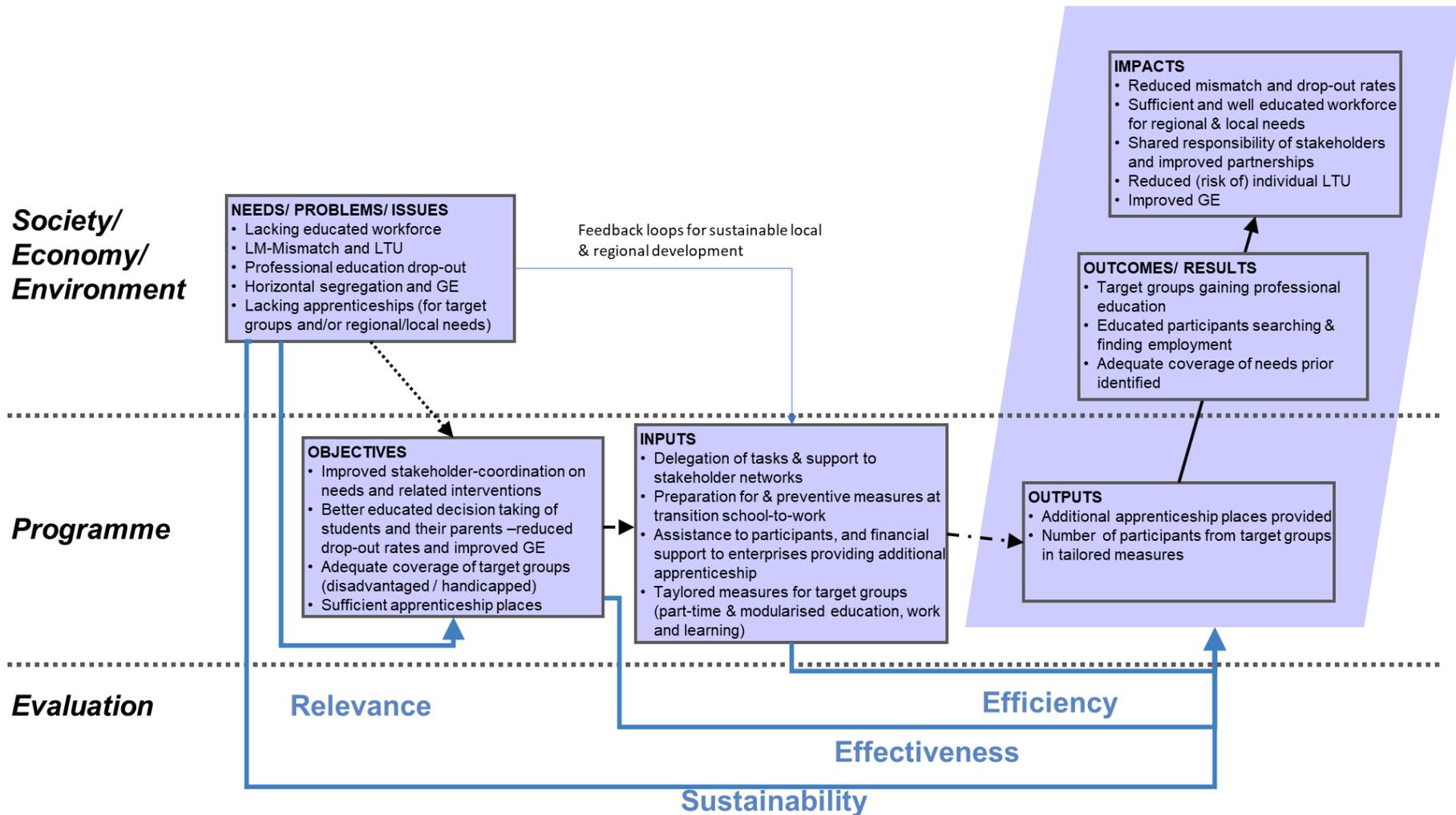
This also led to a more restricted focus on fulfilment of ESF-data requirements and specifications. Only for a small set of interventions, some additional data on participants (output and/or results) are still collected for internal analysis, but on a strictly voluntary base.<sup>16</sup>

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<sup>16</sup> Sources: Interviews with Managing Authorities and other documentation

### 2.3 Intervention logic

Figure 1. Combined Intervention Logic for youth operations in three German Operational Programmes (Bavaria, NRW, Saxony-Anhalt)



Sources: Chapter 1 and 2 of this report, interview

### ESF Operational Programme Bavaria

The intervention logic of the Bavarian Operational Programme is driven by the principle that everybody should have a second chance and nobody should be left behind. This idea is particularly relevant for disadvantaged young people who are in danger of being left behind if they are not supported. The support to young people therefore extends well beyond that offered under Actions 1 and 2 under Investment Priority 8.ii. The policy mix approach means that, in particular under Thematic Objective 10, much is done to support young people, e.g. through additional German courses for refugees and migrants who arrived recently, so that they are quickly brought to a level where they can follow the lessons. The idea is to support the children before they leave school so that they do not need remedial actions. The approach is integrated and offers a chain of support for young people across policy fields, i.e. there is a policy mix which can be used flexibly to respond to the needs of the target group.

For Bavaria, the evaluation of Förderaktion 1 offers a good example of how to describe the programme logic.

### ESF Operational Programme North Rhine-Westphalia

The ESF in NW has a complex intervention logic to tackle the complex problems faced by target groups and enterprises.

The overall approach is driven by the idea of a client-centred policy, overcoming administrative/legal barriers ("Rechtskreisübergreifende Zusammenarbeit") and avoiding 'silo-politics'. The intervention-logic can be characterised by:

- gap-plugging where the national policy instruments do not provide enough support
- avoiding overlapping and duplication of interventions of the different stakeholders in charge
- supporting the principle of subsidiarity, i.e. empowering decentralised priority setting and decision taking for a tailored implementation

Regarding target groups, it follows:

- first a preventive approach, starting early at school (8th grade) to preparing youths for opportunities and challenges of professional education (KAoA, Job-Mappe, Berufswahlpass), and
- second come more 'curative' operations including a support-chain approach that allows even for the most disadvantaged a step by step (re-)integration into the labour market system (for instance with Werkstattjahr, TEP, and the Ausbildungsprogramm).

This is accompanied by efforts in:

- motivating and supporting enterprises with provision of (additional) apprenticeships within the German Dual-System of professional education (Ausbildungsprogramm, TEP, Programm 100)
- motivating and empowering stakeholders to cooperate with regard to the identification of needs and setting priorities for a tailored public policy implementation and funding at regional and local levels (the Kommunale Koordinierungsstellen).

### ESF Operational Programme Saxony-Anhalt

The intervention logic of the ESF Operational Programme Saxony-Anhalt is focused on providing a coordinated series of actions to integrate young people into the local labour market. The youth employment activities under Priority Axis 1 are coordinated with the educational activities under Priority Axis 3. The focus is also on filling the skills gap and the development of human resources for the local economy.



## 2.4 Scale of ESF investment

Table 5. Allocations to Youth Employment ESF + YEI – including Operational Programme amendments until 2018

OP	ESF <sup>17</sup>		YEI <sup>18</sup>		Total		Share of total funding allocated to IP 8.ii of TO8 in %
	EU amount EUR M	Total EUR M	EU amount EUR M	Total EUR M	EU amount EUR M	Total EUR M	
ESF OP Bavaria	89.5	179.0	-	-	89.5	179.0	48%
ESF OP North Rhine-Westphalia	204.4	408.8	-	-	204.4	408.8	58%
ESF OP Saxony-Anhalt	142.0	177.7	-	-	142.0	177.7	49%
<b>Grand total</b>	<b>435.9</b>	<b>765.5</b>	<b>-</b>	<b>-</b>	<b>435.9</b>	<b>765.5</b>	<b>53%</b>

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

Changes were made in Bavaria in 2018. The main reason was the change in demand for training places. Bavaria has an excess of company training places thus leading to companies hiring disadvantaged young people to fill the places even without ESF support.

In Saxony-Anhalt the change in the Operational Programme reacted to challenges of migration and incoming refugees, the decline of youth unemployment and the digitalization. Funds were shifted from Priority Axis 1 (-23.5 mio EUR) to Priority Axis 3 (training) and Priority Axis 2 (social inclusion). Also funding for CLLD in ESF was increased.

Table 6. Changes to Youth Employment allocations in Operational Programmes since the programming

OP	ESF <sup>19</sup>		YEI <sup>20</sup>		Total	
	EU amount in Mio. EUR	Total in Mio. EUR	EU amount in Mio. EUR	Total in Mio. EUR	EU amount in Mio. EUR	Total in Mio. EUR
ESF OP Bavaria	19.5	39.0	0	0	19.5	39.0
ESF OP North Rhine-Westphalia	-2.0	-4.0	0	0	-2.0	-4.0
ESF OP Saxony-Anhalt	-8.4	-10.5	0	0	-8.4	-10.5

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

Table 7. Overview of the financial progress - ESF / YEI

OP / IP 8.ii	Allocated budget to YE in Mio. EUR	Eligible costs reported in Mio. EUR	Project selection rate IP8.ii (%) 2018	Project selection rate TO8 (%) 2018	Expenditure declared in Mio. EUR	Expenditure declared IP8.ii (%) 2018	Expenditure declared TO8 (%) 2018
ESF							
ESF OP Bavaria	179.0	73.2	41%	64%	41.5	23%	36%
ESF OP North Rhine-Westphalia	408.8	273.5	67%	67%	206.5	51%	56%

<sup>17</sup> Excludes ESF allocations to YEI

<sup>18</sup> Includes ESF allocations to YEI

<sup>19</sup> Excludes ESF allocations to YEI

<sup>20</sup> Includes ESF allocations to YEI

OP / IP 8.ii	Allocated budget to YE in Mio. EUR	Eligible costs reported in Mio. EUR	Project selection rate IP8.ii (%) 2018	Project selection rate TO8 (%) 2018	Expenditure declared in Mio. EUR	Expenditure declared IP8.ii (%) 2018	Expenditure declared TO8 (%) 2018
ESF OP Saxony-Anhalt	177.7	145.5	82%	69%	64.3	36%	29%

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

Table 8. Financial progress

OP / IP 8.ii	Project selection rate (%)				% expenditure declared			
	2015	2016	2017	2018	2015	2016	2017	2018
ESF – IP8.ii								
ESF OP Bavaria	4%	20%	34%	41%	0%	4%	16%	23%
ESF OP North Rhine-Westphalia	18%	36%	49%	67%	9%	18%	34%	51%
ESF OP Saxony-Anhalt	0%	19%	49%	82%	0%	5%	17%	36%
ESF EU-28 IP 8.ii				77%				36%
YEI EU-28 IP 8.ii				98%				49%

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

### 3 Effectiveness

EQ 1 – How effective is the YEI, and other ESF-funded youth employment operations, in achieving their objectives?

#### 3.1 Data based on the AIR 2018

This sub-section provides basic data from the AIR 2018 relevant to effectiveness.

##### 3.1.1 Outputs

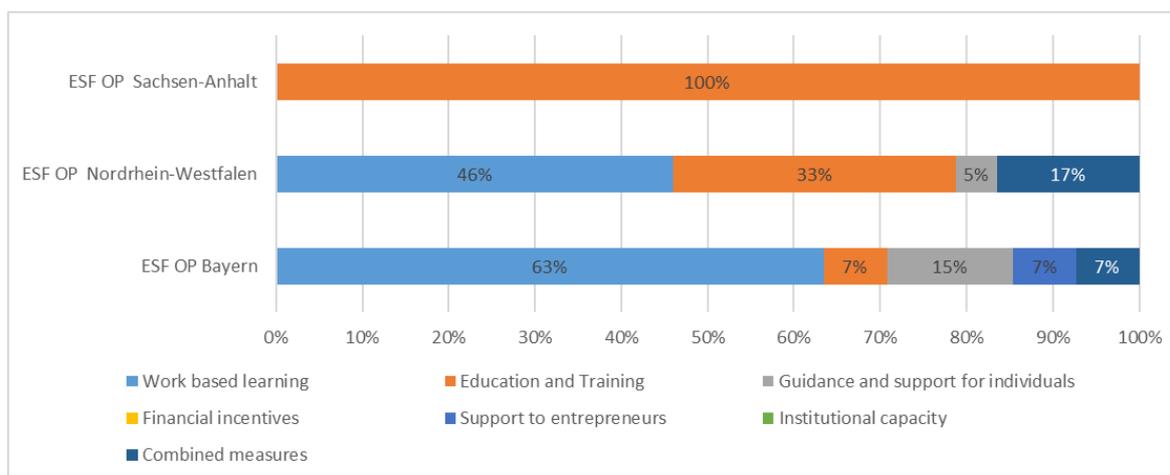
Table 9. Number of participations under Investment Priority 8.ii (ESF and YEI)

OP / IP 8.ii	ESF <sup>21</sup>			YEI <sup>22</sup>			Total number of participations	Share of total number of IP 8.ii participation of TO8 in %
	Total number of participations	Share of women in %	Share of participations <25 years in %	Total number of participations	Share of women in %	Share of participations <25 years in %		
ESF OP Bavaria	4 411	29%	99%	-	-	-	4 411	4%
ESF OP North Rhine-Westphalia	21 334	41%	87%	-	-	-	21 334	95%
ESF OP Saxony-Anhalt	45 942	39%	96%	-	-	-	45 942	79%
Grand total	71 687	39%	94%	-	-	-	71 687	38%

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

##### 3.1.2 Type of operations

Figure 2. Share of eligible costs by type of intervention, 2015-2018



Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

##### 3.1.3 Results

In Germany, no YEI was implemented. Therefore, no data can be provided.

##### 3.1.4 Target achievement

Table 10. Overview of number of indicators with targets under Investment Priority 8.ii

	Total number of indicators	Number of indicators with a target
Output indicators–ESF	465	57

<sup>21</sup> Excludes ESF allocations to YEI

<sup>22</sup> Includes ESF allocations to YEI

	Total number of indicators	Number of indicators with a target
Output indicators–YEI	0	0
Total output	465	57
Result indicators–ESF	201	39
Result indicators–YEI	0	0
Total result	201	39

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

Table 11. Average achievement rate of targets by Operational Programme

	Average achievement rate under IP 8.ii (%)				Benchmark in (%)	
	ESF		YEI		TOS Achievement rate	EU-28 IP 8.ii
	Total	Women	Total	Women	Total	Total
<b>Participations</b>						
ESF OP Bavaria	35%	28%	-	-	54%	67%
ESF OP North Rhine-Westphalia	143%	132%	-	-	103%	67%
ESF OP Saxony-Anhalt	55%	56%	-	-	60%	67%
<b>Results</b>						
ESF OP Bavaria	53%	50%	-	-	64%	59%
ESF OP North Rhine-Westphalia	30%	59%	-	-	43%	59%
ESF OP Saxony-Anhalt	50%	49%	-	-	44%	59%

Empty fields mean that no targets have been defined by Operational Programme in that MS for youth employment

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

## 3.2 Answers to the Evaluation Questions

### 3.2.1 EQ 1.1 – To what extent have the financial implementation and the achievement of the expected outputs progressed according to the targets set in the programmes? What were the main factors involved (delays in implementation, ESF absorption...)?

#### Overall view

Technicalities, and (changes in) eligibility criteria did lead to some rejections of applications– in particular those of unexperienced SMEs. Also, in Bavaria there was less need for certain support schemes due to the better labour market situation.

To maintain an implementation base-system for assistance to the disadvantaged, a more reliable institutional funding is required, complementing a participant-related output-/result-based funding as provided by ESF.

Besides, funds' absorption rates, and output and result indicators of the interventions at stake look very good.

#### ESF Operational Programme Bavaria

The action 'Fit for work – Chance Ausbildung' (Fit for work – training opportunity) under Förderaktion 1 (Action 1) of the ESF Operational Programme and the Action 2 – Arbeitsweltbezogene Jugendsozialarbeit" (work-related youth work) address the needs in the labour market (unfilled apprenticeship places due to an over-supply of

vocational training places in companies compared to young people applying<sup>23</sup>) and also the prospective skills gap on the labour market. Part of the under-recruitment in the field of apprenticeships is due to the low skills of the applicants (skills mismatch), hence the targeted funding to try to redress this gap with support to the companies for taking on young people with disadvantages (FA1) on the one hand, and support to the young people who do not manage to find an apprenticeship place (FA2) on the other.

#### *Action 1*

The implementation rate is quite low, partly because many applications by companies did not fulfil the eligibility criteria, in particular concerning the disadvantaged young people criterion. This is because the former programme did not have this criterion. It is also the case that the companies concerned do not have much experience applying for such public support, and especially not the ESF. As a consequence, there is a high rate of applications being refused. The implementation rate has risen considerably in 2018, also due to the fact that the target indicators were reduced for Action 1 along with the funding.

#### *Action 2*

Although the emphasis was meant to be on the preparatory projects, the implementation rate of the training projects was higher (59% of the total budget implemented of EUR 54.05 million). However, Action 2.2, the training projects, will be paid for out of the Bavarian regional budget in the next financial year as there are far fewer training places needed and the organisations offering training places need a more consistent funding than that which is possible under the ESF. The ESF offers evidence based individual support and not funding for organisations. The organisations, however, need some kind of more consistent support, also because the group of disadvantaged young people can be quite volatile, e.g. missing classes without a doctor's note, leaving the course without finishing it, etc. The ESF is unable to fund these kinds of lacunae in the provision.

#### ESF Operational Programme Saxony-Anhalt

With regard to the achievement of expected outputs, the EC indicators have been nearly achieved or over-achieved. The milestone of the EC indicator ESF-PO01 (under-25 years-olds who took part in career orientation courses) of 33 590 has been nearly achieved at 29 151 (86.8%). The milestone of the EC indicator ESF-PO02 (Under 35-year-olds who took part in projects to prepare them for the workplace or received training support) of 12 700 was over-achieved at 15 046 (118.5%). Under Priority Axis 1, 70% of all funding was allocated to selected projects.

Also, in terms of the achievement of result indicators, the ESF Operational Programme Saxony-Anhalt is doing well under IP8ii. There was a significant increase in indicator ESF-CR03 in 2018 compared to the year before. In addition to increasing levels of participation, there are now also results in terms of people leaving. This is reflected in the rise in common and programme specific result indicators. The cumulative total of the programme specific result indicator "under 25-year-old participants who have achieved a certificate or diploma (people)" at the end of 2018 was 61.50%. The cumulative total of the programme specific result indicator "under 35-year old participants who have achieved a qualification (people)" at the end of 2018 was 77.76%.

#### ESF Operational Programme North Rhine-Westphalia.

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<sup>23</sup> In 2017, the overhang (surplus) of offers compared to demand was 107.1%, approximately 7.100 positions, in 2017. This is an increase of +3.1% compared to 2012 (baseline for the OP). In 2017, 14,361 apprenticeship positions could not be filled. In 2012, it was 9.471. (Evaluation der Förderaktion 2: Arbeitsweltbezogene Jugendsozialarbeit, Bayern 2014-2020, ISG, 2019)

Commitments are already reaching into the year 2021. Thus, a good absorption of funds provided is ensured. The highest share of funds committed to allocated shows priority A with 87% (2018-08-16)

Considering outputs, the figures look equally good. Already by the end of 2018, many of the agreed upon ESF-output-indicators showed figures way above or close to 100% of what was agreed as target for 2023, in particular the indicators for Investment Priority A.1 (A1.10 at 100%, A1.20 114%, A1.30 at 214%);

### **3.2.2 EQ 1.3 – To what extent were the target groups reached by the operations, including disadvantaged persons, those from marginalised communities and those leaving education without qualifications? To what extent was gender balance<sup>24</sup> achieved?**

#### **Overall view**

Outreach to target groups overall has been working well. In particular for the disadvantaged persons (including people with a migration background), more tailored activities in the form of support-chains, and dedicated preventive systems of assisted transition from school to work have been successfully established with ESF-support. The latter explicitly in North Rhine-Westphalia (KAoA/KoKo) and Saxony-Anhalt (RÜMSA/BRAFO), also providing an example for dissemination of good practice.

Gender equality: in terms of a gender-balanced participation, quite typical patterns emerge related to female participation rates in close-to-business operations being rather small, and clearly below a fifty-fifty share. This reflects a reality of the German professional education system and labour market, where in the dual-system male apprentices prevail, while girls prevail in the school-based systems. This also reflects gender-specific horizontal segregation with its all well-known consequences for future earnings and career prospects. Amongst school drop-outs from general education, boys prevail while girls tend to have better school grades.

Such confirmation of segregation in practice of implementation often is considered 'gender-neutral' (also by evaluators, following 'official' terminology also found in EU-documents) although it is confirming an existing - and in some regard critical - gender-bias instead of softening it. For clarity reasons, the term 'gender-blind' or 'affirmative' might be a better choice instead.

#### ESF Operational Programme Bavaria

##### *Action 1*

The FA1 was targeted exclusively at disadvantaged young people. These were reached with 81% being young men – which actually mirrors the high numbers of young men in the target population. Half the young people had a migration background, including refugees with settled status<sup>25</sup>. Half had already tried to get a place the year before and failed. The target group was reached through a number of channels. Partly, the young people were already known to the companies through a summer placement or a supported placement. Sometimes, they had been in so-called Praxisklassen<sup>26</sup> and the teachers knew the companies. Sometimes, the schools had good contacts to the companies. Some young people had received support in the framework of 'assisted training' and were in touch with the companies through the vocational training centres of the Bayerische Wirtschaft (bfz). Finally, some were recruited due to family contacts (e.g. when the parents work in the company etc.).

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<sup>24</sup> Under gender balance, we understand not only parity (50/50) but evidence of the extent to which the different needs of men and women in accessing labour market are taken to account in the programmes. Please distinguish between specific interventions for women and gender mainstreaming. Please also mention, if possible, which political goal is being pursued in relation to gender (glass ceiling, horizontal segregation, integration of migrant women with a migration background, etc.).

<sup>25</sup> Evaluation der Förderaktion 1 „Förderung von Ausbildungsstellen“ 1. Zwischenbericht, 2017

<sup>26</sup> Vocationally oriented classes in schools.

The work with the target group of disadvantaged young people caused additional burden to three quarters of the companies surveyed by the evaluation <sup>27</sup>. These reported additional time needed to supervise, explain and even help the apprentices carry out their tasks, i.e. doing it for them. The apprentices sometimes did not attend their vocational school which also led to time consuming meetings with the schools and/or parents. Communication with the parents often was difficult due to the specific social background of the families.

In many cases the companies were quite pleased or at least satisfied with the practical work of the apprentices. One quarter was not. Often the companies identified language and cultural challenges related to young people with a non-German background. But in most cases, these were compensated by the young people's friendliness and willingness. Three quarters of the companies were happy with the social integration of the apprentices. In one quarter of the cases, they reported that the young people had not integrated well. This was mainly due to a lack of self-confidence or a difficult background. The extra efforts needed from their trainers was also found to be an additional burden.

Three quarters of companies expected their supported apprentices to finish their training successfully. About half can seriously imagine employing the apprentice after the completion of their training.

One third of the companies hiring apprentices with the support of the ESF under the Förderaktion FA1 "Förderung der Ausbildungsstellen" were in rural areas. The evaluation<sup>28</sup> says this is very positive as it is both difficult for young people and companies in rural areas to find a training place/apprentice due to various reasons linked to accessibility (lack of transport infrastructure) and the lower numbers of potential candidates.

The gender balance in this action was 20% women to 80% men. This was mostly due to the type of apprentices required on the labour market, as part of the aim of the action was to fill the skills gap faced by the regional enterprises. These tend to be small enterprises in the technical field which appeal more to men than women, despite efforts to attract women. Indeed, the gender distribution between the sectors remains rather traditional with female participants working in floristry and in the service sector and male participants in technical and processing jobs. The outside company training (FA 8) is also 80% male.

This imbalance is not considered a problem because it reflects the situation on the labour market. It is mainly young men who drop out of school and look for vocational training places. Young women tend to be more oriented towards school operations.

However, overall, one can say that the gender participation in the ESF Operational Programme is more or less balanced.

With regard to migration or refugee background, the FA1 evaluation found that it was mainly larger, older companies that took on young people with a refugee status (granted asylum). This is probably out of a sense of social responsibility towards the large numbers of refugees that came to Germany in recent years. No other reason could be found for this phenomenon.

### *Action 2*

Whereas FA1 deals with the same skills mismatch problem from the company side while ensuring the necessary support for young people in the company through the financial support, FA2 focuses directly on the disadvantaged young people and developing their "training maturity". The action has two main strands: the so-called "Vorschaltprojekte" ("preparatory projects") and the training projects. Some 70% of the participants are in the preparatory projects which have the aim of preparing the

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<sup>27</sup> Evaluation der Förderaktion 1 „Förderung von Ausbildungsstellen“ 1. Zwischenbericht, 2017

<sup>28</sup> Evaluation der Förderaktion 1 „Förderung von Ausbildungsstellen“ 1. Zwischenbericht, 2017

young people for participation in education or an apprenticeship, i.e. achieving the maturity needed to participate in vocational training. To date, 2 045 young people (up to 25) have participated in the preparatory projects and 848 in the training projects. 37% of the former are women and 31% of the latter. The characteristics of the participants are broken down by type of project (preparatory or training).

The majority of participants in the preparatory projects (70%) were unemployed and 27% were inactive, whereas 56% of the participants in the training projects had been employed and 29% were inactive. The participants in the preparatory projects often did not have a school leaving certificate: 34% compared to 16% in the training projects; or a secondary school leaving certificate (46% compared to 71%). Women have slightly better school qualifications than men. The young people in the preparatory operations had more heterogeneous characteristics than those in the training projects.

While the participants did not have to give their migration status, and 25% did not, the existing figures show that 25% of the participants in the preparatory projects and 23% in the training projects had a migration background. The figures are probably higher as it can be assumed that a good number of those who chose not to answer did have a migration background.

With regard to gender, the projects in FA 2 were more balanced than the company operations. There were also preparatory projects just for women or just for men, e.g. anti-aggression training.

#### ESF Operational Programme Saxony-Anhalt

##### RÜMSA

With regard to youth employment, Saxony-Anhalt has an umbrella programme – RÜMSA (regional transition management from school to work) – which seeks to coordinate all the available ESF and national programmes and operations for young people and to help them navigate through these offers. It is a flagship programme which has shown considerable success in establishing constructive working relationships between all the key stakeholders in the region and thus ensuring that young people find the right offer and so not fall through the gaps in the system. The coverage of young people is thus significantly improved. It also funds projects (under its second pillar) which also fill gaps in the provision.

##### BRAFO

BRAFO is an early careers' orientation initiative that provides pupils in all types of schools except grammar schools with one week of career orientation under module 1. Module 2 is for those pupils with greater disadvantages and offers two-week practical training in the school holidays. The programme has a broad reach in that it practically reaches all pupils (with the exception of the grammar school children who are not included as their career path is expected to go from the school-leaving exam to university which can be critically questioned as 30% of grammar school children drop out of school early). BRAFO provides a basis for future careers orientation offers, e.g. under RÜMSA.

The success factor of BRAFO is that it is quite in-depth. Pupils can choose four out of 12 fields of activity and spend four days gaining practical experience of this field. They are able to see how they themselves assess their performance as well as being observed by the trainers. The experience gives them a sense of the direction in which they might like to go. It allows girls to explore MINT which they may not have considered otherwise.

ÜLU - Überbetriebliche Lehrlingsunterweisung (training of apprentices at industry level)

The ÜLU supports the provision of specialised training at a level covering groups of enterprises. These are courses on topics which the individual company cannot provide.

Chamber of Crafts are the beneficiaries and provide such training. ÜLU courses complement the apprenticeship trainings. However, no specific information on this operation was available.

ZaA – Zukunftschance assistierte Ausbildung (Future prospects assisted training)

ZaA is very successful in reaching disadvantaged and 'hard to place' young people. It is an instrument of the social code (SGB III) which makes it less flexible but is embedded in the regular labour market system. The young people are reached through the career-advisors but also through the chambers. The latter are instrumental in helping young people find apprenticeships. The filling of the places is also therefore not a problem, although the number of young people completing the programme could be improved. The ZaA provides a service to both young people and to the enterprises involved in the programme. The providers offer coaching for the companies on how to deal with young people with problems on the one hand and social worker assistance to young people with problems on the other. The programme can also offer additional schooling to the weaker young people. The interviewee from the social ministry would like to see the programme become even more service oriented.

#### ESF Operational Programme North Rhine-Westphalia

The Managing Authority considers the reach-out to target groups as generally well achieved. In greater detail the following observations can be summarised: some under-reporting has been observed by the Managing Authority regarding sensitive personal characteristics (such as categorised as voluntary information). For instance, with regard to people with disabilities/handicaps a dedicated programme is reporting 50% of 'no item' chosen.

There is no specific intervention for homeless people, and in practice, 'homeless' translated into 'no regular address' available; but typically, these are not 'people without shelter' but rather youth 'drifting' between places of friends

No specific approach to assisting 'ex-offenders', but partially people of that group are included into programmes "Production schools/Werkstattjahr"

Considering NEET specifically, the data provided by the Managing Authority (cf. Excel-sheet) indicate about 3 300 NEET out of a total of 43 000 entries (including operations 4.1 and 5.1 of Investment Priority B.1 and C.1, about 22 000 entries all in all), whereas LTU count to nearly 10,000 entries (again, half of these out of B.1 and C.1)

Entries of Lone Parents, the specific target group for the operation TEP amount to about 3 800

The vast majority of all entries is at ISCED 1-2 (or no ISCED) with more than 32 000 participants, ISCED 3-4 is about additional 10 000 participants

Considering gender-balance the Managing Authority states that:

- Horizontal segregation should be tackled by KAoA/KoKo, as those are the stakeholders at local level responsible for identifying and targeting needs.
- Lone parents (99% female entries until 15.08.2019) are specifically targeted and covered by TEP.
- Individual training vouchers (a so-called bagatelle-intervention and therefore not subject to the interview sessions) also show a strong female participation rate of 60%, but – according to the Managing Authority - there is a specific sector-bias towards therapeutic professions. Likewise, training vouchers implemented via enterprises have a good female share of about 50%.
- In total, programmes relevant for youth and output by gender show an overall female share (entries) of 41% (Dashboard table provided by the Managing Authority, 15.08.2019).

- Looking into the more specific Excel-sheet provided, the female share in entries is at 42.2%, while their (calculated) financial share is even a bit higher at 45%.<sup>29</sup>
- Considering other aspects of gender-balance cf. also the respective section 7 below

### **3.2.3 EQ 1.4 – What was the quality and timeliness of the offers received by the participants?**

#### **Overall view**

While preparatory and preventive systems can have an important positive effect, also the involvement of the national PES (attributing young people into operations) with its own internal rules, procedures, and priorities. Thus, much depends on a good systemic coordination and cooperation between the national and regional/local level stakeholders.

Apparently, none of the MAs has a monitoring system that covers the internal PES monitoring, and thus in a context of shared responsibility they have to rely on the quality assurance of PES in that respect.

As far as implementers are concerned, much depends on the quality of their – typically certified – standard operations, and how far these can be (and are) adjusted to 'non-standard' clients, i.e. those in need of a more individualised support.

In any case, socio-pedagogic assistance and support to the participants and enterprises involved are considered essential for the achievement of goals.

#### ESF Operational Programme Bavaria

According to the evaluators of the Operational Programme, the quality of the offers is not easy to judge as these are closely linked to the standard training curriculum of the companies and vocational schools in the region, especially in the case of Action 1 and 8. ESF contributes a small amount to the companies to help them train apprentices with disadvantages.

All project promoters are certified, so there is a quality criterion. The quality of the individual training experience depends on a number of factors and is difficult to generalise.

For Action 2.1, the preparatory projects, that help participants gain enough maturity to participate in regular vocational training, the support is highly individualised. Again, general statements about quality are not available

Sometimes it was difficult to find placements for the young people in Action 2.1. This has led to some frustration because it is very useful for the participants to get in contact with companies.

One result of the evaluation was that young participants benefited from the socio-pedagogical assistance. But when only supported by the technical staff in the company the impact was lower. Thus, the social assistance work is essential for the integration of these disadvantaged young people.

With regard to the timeliness of the offers, apart from some delays at the beginning of the programming period due to the new database, there were no problems in timeliness.

#### ESF Operational Programme Saxony-Anhalt

RÜMSA: The evaluation of RÜMSA showed that the coordination of all the offers was not that easy to operationalise. Issues arose, such as whether there should be a joint

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<sup>29</sup> Calculation has been made in three steps: 1. calculating intervention-wise per-capita investment as expenditure declared divided by total participants, 2. multiplying these intervention-wise with numbers of participants by gender, this way coming to expenditure by gender per intervention, and 3. summing-these expenditures by gender across the interventions.

“brand name” for the joint guidance system or whether the different actors should continue to act under their own names. A further issue was how to present the coordinated offers to the target group. Such issues took time to resolve and led to delays. They also had a positive effect in that they led to a better understanding of the issues and of the need for a central coordination centre. The greater transparency concerning the offers and the issues coordinating them highlighted the difficulties involved in planning joint actions, avoiding parallel structures, and creating support chains to help young people in the transition between school and the labour market.

BRAFO: The quality of the BRAFO operations was generally good according to the Ministry of Work, Social Affairs, and Integration. Of course, there are project promoters who have a better reputation than others and at the end of the day, the quality also depends on the project promoters.

#### ESF Operational Programme North Rhine-Westphalia

There is no regular information specifically available on this subject. Typically, participants get attributed by the national PES-system with its local implementation structures (job-centres). There is no direct insight from the Managing Authority via monitoring procedures into the activities of those PES structures. It is like a partnership /shared responsibility, and the Land has to rely on the internal procedures of PES ensuring quality of service to their clients.

But the transition-system (KAoA) shall help ensuring timeliness and needs-orientation. KAoA – as already described above - has a systemic approach with its structural component KoKos bringing together representatives of central administrations, local stakeholders (municipalities, chambers) and national PES local branch offices (Job-centre).

Furthermore, the functionality of KoKos varies across the respective administrative bodies. For instance, not all municipalities use fully the funding available for coordinators, because of the co-funding required.

### **3.2.4 EQ 1.5 – Which types of interventions were the most effective and most sustainable, for which groups and in which contexts (e.g. more developed, less developed and transition regions; urban and rural areas etcetera)?**

#### **Overall view**

Comparing the interventions is not feasible, as the interventions have been set-up tailored to the needs of the individual target groups. Therefore, one and the same operation actually is not necessarily relevant for other target groups and their specific needs. NRW is categorised as ‘more developed’ a region (as is Bavaria too), while Saxony-Anhalt still has the status of a ‘transition region’ – in reality, regarding youth unemployment and structural problems, NRW and Saxony-Anhalt have more in common than NRW and Bavaria.

Apart from this more general statement, it appears that:

1. systemic and preparatory operations (school-to-work preparation, stakeholder coordination/local partnership), and
2. individual-focused assistance (socio-pedagogic support) for youths and SMEs offering apprenticeship on the other hand

are crucial for supporting and integrating into work the disadvantaged, hard-to place youth.

#### ESF Operational Programme Bavaria

##### *Action 1*

The FA 1 fits the typology of action ‘work-based learning’. It relates to finding apprenticeships for disadvantaged young people. Approximately two thirds of the

companies concerned found the disadvantaged young people more of a challenge to employ than other young apprentices. Still, one quarter said their behaviour was similar to other young people and to be expected (given the age of the apprentices of between 15 and 25). Language barriers faced by young migrants and refugees (settled status) slowed down the work process, also because some of the language classes were during working hours. As this was expected by the companies, it was largely not seen as a big issue.

Particularly helpful in the work of the companies with the young people was the support of the "Ausbildungsbegleitenden Hilfen" ("help for trainees during their training") and the "Assistierte Ausbildung" ("assisted training"). Communication with the counsellors helped motivating the young people and this help was appreciated by the companies.

A positive factor in the action was that around half of the apprentices were being trained in professions where there was a lack of qualified people (so-called top bottleneck jobs). Therefore, their job prospects after finishing their training were better than average.

On the whole FA 1 was considered an effective action. Improvements could be made in providing more support for the young people in the school-related aspects of the apprenticeship. The cooperation with the schools was not that good and the main problem with the disadvantaged apprentices was that they often missed school and did not show much application in learning.

#### *Action 2*

FA 2 was the continuation of the same action in the programming period 2007-2013 with three significant differences:

- the emphasis was more on the preparatory projects as there was more demand for this type of support
- the classes had participant limits of between eight and 20 (as the evaluation of the action in the previous period showed that it was ineffective to have too large classes)
- flat rates were introduced to reduce administrative burden.

Quite a high number of participants leave the projects early, not always with a positive result. Some 39% of those who left early during the preparatory projects and 31% during the training projects did not go to employment or training afterwards; 29% and 19% respectively did.

If one takes only those who finished the interventions, 33% were employed immediately after leaving the preparatory projects and 52% were participating in education or vocational training. 51% of the participants in the training projects are employed after completing their participation and 21% in education or vocational training.

The target values of the projects were realised also for the longer-term indicators. Six months after leaving, 35% of participants in preparatory projects were in qualifying training courses (target: 25%). 45% of those in training were employed (in a position which offers full social security coverage). Younger participants who leave the projects early do not have such positive results. Women and young people without a school leaving certificate have lower chances of finding a job.

Overall, more than two thirds of participants in both types of project found a job, transitioned to training and education, or were in a vocational training operation. The targets were set relatively low due to the experiences of the previous period. Nevertheless, an improvement in the labour market situation of the participants could be noted over time. Comparisons with the previous period (2007-2013) are not very robust as the survey methods were different. The improvements can partly be attributed to positive developments of the labour market. Participants are more likely

to be able to support themselves and participants reported having progressed in their personal development, gained useful professional experience, and improved their self-confidence. However, a majority of participants were still not sure which career best suited them or how to deal with personal or family issues.

There are also a significant number of participants who did not note any improvement in their personal situation and who feel that the project did not help them at all, or maybe even made things worse. See below for possible explanations of why projects may not have helped some target groups (personal and psychological problems, difficult family situation, overwhelmed training staff, language barriers...).

In future, in order to gain more insight into the longer-term effects of the training projects, an evaluation could try to link participant data to PES data to be able to follow participants in their vocational pathway.

A standardised survey is being carried out about among participants in the preparatory projects to assess personal assessment of their situation at the beginning and at the end of the project.

What can be said about the sustainability of ESF interventions is that they have, in the past, been mainstreamed into national funding. This is, for example the case with the so-called 'Altbewerber' support (young people who tried to get an apprenticeship in the previous year and failed). The support has been taken up in the Sozialgesetzbuch III (SGB III), meaning that it is now law, unlike the voluntary nature of the ESF.

#### ESF Operational Programme Saxony-Anhalt

With regard to the effectiveness of the different types of operations, the main message to emerge from the interview with the Ministry was that the coordination of the various efforts is key. For example, while the career orientation operation in schools (BRAFO) is a success among pupils of the seventh grade, it only has a long-term impact if the schools also implement later careers-orientation for their pupils and if there is a systematic connection to other career-orientation systems.

#### ESF Operational Programme North Rhine-Westphalia

As already mentioned at the beginning of this section, the interventions cannot be compared across the target groups, as they have been specifically tailored to their respective needs.

Moreover, with KoKo, a central systemic element of the whole implementation strategy, this is not really easily accessible to any meaningful quantified effectiveness analysis, as KoKo is essential for the well-functioning of all related interventions. Thus, the success cannot simply be isolated from this systemic context.

Since these operations have evolved over time and have been continued (some with smaller adjustments) and integrated into a strategic coordination system, we conclude that the approach is adequate and sustainable. Looking at the interventions one by one, the interview partners stated the following:

- Ausbildungsprogramm – an intervention only recently inserted into the Operational Programme and therefore not yet much quantification is available – its start actually was a bit hampered by the fact that final approvals came a bit late considering the regular professional education year starting in late summer. But having this one-time effect in mind, it is considered working well, and bringing target groups successfully into professional education - as intended.
- Kooperative Ausbildung – implementing organisations (Träger) are formally in the legal role of 'employer' for the apprentice while internships (praxis-modules) are organised in partnering enterprises with the option to transfer the professional-education contract completely to an enterprise.

- TEP –specifically addressing lone parents and generally people with family caretaking tasks – and thus in effect women – it also is the only operation that has a clear dominance of female participants (3 748 out of 3 796 or 98.7%)
  - Primary effect intended: enterprises to be prepared and ready for offering part-time professional education.
  - Difficult to get enterprises on board as partners.
  - 73% apprentices start in part-time and 26% fulltime.
  - Transit from part-time to full-time is possible.
- Werkstattjahr: due to success-categories pre-defined by ESF, for some target groups it is difficult to make visible what is considered a positive outcome, namely the 'transition into a regular professional preparatory operation'. Such result is simply not foreseen as success-category in the official EU-definitions, although relevant for the target groups at stake. For the current implementation, figures remain low as the intervention started late (replacing the Production School).
- Verbundausbildung – modules are managed by chambers of craft/commerce and therefore no direct insights

### **3.2.5 EQ 1.6 – What main factors (geographical, socioeconomic, organisational...) had a bigger impact in the effectiveness of ESF and YEI operations in the field of youth employment, by type of operation?**

#### **Overall view**

Given the socioeconomic context, prior educational achievements, language skills, and personal attitudes of participants are considered key factors for success. For NRW, an interesting finding is that migration background is a factor less relevant as such. For instance in the programme "Jugend in Arbeit plus" (Priority Axis B of the Operational Programme) 44% of participants with ISCED 1-2 have a positive outcome, while 65% of the participants with ISCED 3-8 have 65%. Such clear differences can be seen for nearly all operations in Investment Priority A.1 too, but the number of cases is bigger and more balanced in this programme, so the comparison here is statistically more reliable.

Therefore, individualised support in combination with a good stakeholder cooperation and coordination can provide leverage. In that context, Bavaria did without an apprenticeship-levy and offered funding for additional places instead. But the other Länder Operational Programmes offered financial compensation for additional apprenticeship places for target groups as a well-functioning approach.

#### ESF Operational Programme Bavaria

The improvements in the labour market in Bavaria and the fact that a significant proportion of vocational training places and apprenticeships are not filled, makes the situation easier for the projects to find placements for their clients and for young people to find jobs upon leaving.

Personal contacts between the young people and the companies through training days and placements helped the young people and the companies "find each other". Good contacts between the vocational training schools and the companies were also considered useful for the success of the participants.

For both types of operation, the personal deficits of the participants were a major factor. Even in the training projects, which were meant for young people who were mature enough to participate, significant problems could be noted. Participants were not punctual, did not turn up for work, and were often sick. There was also a rise in participants with psychological problems. Young people often had a precarious family background and therefore few resources on which to draw. For this reason, a better

cooperation with youth workers, the PES, etc. should be encouraged in the selection of candidates for the training projects to ensure they have the necessary maturity. The project staff also feel unable to deal with the issues of the participants and would need more support through social workers.

The language barriers were also a significant hindrance to successful project participation. The evaluation suggests that vocational language courses might be a useful component.

Both project types have mid-to long-term goals, the achievement of which cannot be adequately covered by this evaluation. However, it would seem that the long-term labour market integration of participants in the training projects is more evident than in the preparatory projects. The effect of the preparatory projects can mainly be seen coupled with a subsequent participation in training.

It is also worth mentioning that Bavaria took the attitude that it would not fine enterprises that did not take on apprentices as was the case in other Länder ('Ausbildungsplatzabgabe' / training place levy), but would offer a 'carrot' in terms of funding if they did take on disadvantaged young people. This policy of rewarding rather than penalising enterprises paid off.

For many years, there was more funding for enterprises in the rural area of Bavaria (Bayerischer Wald) on the border with the Czech Republic as they had greater difficulties recruiting qualified young people than the cities. Now this is no longer necessary and the funding has been taken up in the SGB III. There was also a project in the Bayerischer Wald managed by a public private partnership between BMW and Boston Consulting which set itself the aim of eliminating youth unemployment. This model project still exists.

Similar innovative projects are being funded under Action 4.2 Social Innovation. Under this Action, there has been a call for projects with the aim of supporting the educational maturity of young people (i.e. helping them gain the necessary maturity to participate in training). The contents of the projects include empowerment, activation, stabilisation, integrative methods, bringing people closer to a vocational training or the workplace, intercultural training, vocational qualification, company placements, mentoring through company employees or other organisations, language training and social responsibility training.

#### ESF Operational Programme Saxony-Anhalt

Regarding the influence of contextual factors, the RÜMSA evaluation found that two were significant for the implementation of RÜMSA. These were the coordination of RÜMSA and other programmes and operations and the cooperation with schools. The idea of RÜMSA is to avoid duplication of offers (this is also something which is also systematically avoided between the national and regional ESF Operational Programmes). So, other programmes funded by the ESF (e.g. BRAFO and STABIL) were taken into account. With regard to BRAFO, any new projects in relation to careers advice are coordinated with BRAFO. Similarly, with Zukunftschance assistierte Ausbildung (ZaA) and STABIL. This is helped by the overall responsibility for the programmes by the Ministry for Work, Social Affairs, and Integration.

Concerning the cooperation with schools, the monitoring data shows that the 92% of the 13 project locations cooperated with schools. This was mostly the regional education authority, school directors and school social workers. However, the case studies in the framework of the evaluation showed that it was not easy to cooperate with the schools as these often already had their own careers orientation concepts and also were involved in so many different projects. There was a need for good arguments to persuade the schools to cooperate, especially as there was no recommendation from the education ministry to support the programme.

#### ESF Operational Programme North Rhine-Westphalia

According to the Managing Authority, evaluations have shown that:

- socio-pedagogical assistance has positive effects on the outcome of interventions (for instance: so-called "Kümmerer" – caretaker) assisting apprentices and SMEs and moderating/mediating conflicts
- and regarding socio-economic factors:
  - prior educational achievements are considered a strong predictor for success
  - migration background apparently has no significant /measurable effect shown

### **3.2.6 EQ 1.7 – To what extent ESF contributed to structural changes in national education systems, vocational training systems, public employment systems or youth policies?**

#### **Overall view**

Structural change is not an aim in Bavaria. In Saxony-Anhalt and NRW, however, the two initiatives RÜMSA and KAOA, which bring together all the relevant actors in the field of youth employment in the region, aim at bringing about a system change by coordinating support offered to young people. KAOA has potential to spin-off into a broader municipal policy making and coordination tool.

Differences between Bavaria and the other two Operational Programmes can be considered rooted in the lasting economic advantage of Bavaria compared to other German Länder which comes with substantial lower unemployment rates, and low youth unemployment in particular.

#### ESF Operational Programme Bavaria

There is no evidence of structural changes being made in education systems, etc. as a result of the ESF interventions. However, as mentioned above, some ESF actions enter into law (SGB III) and thus become mainstreamed.

#### ESF Operational Programme Saxony-Anhalt

The RÜMSA programme aims at triggering system change by bringing together all relevant actors in the region concerned with youth employment and creating a transparent and permanent cooperation and support structure for young people on the interface between school and work. These include the youth welfare office, the job centre, the PES, schools and other organisations. The actors are all gathered under the roof of a central coordination point. Municipalities can apply for funding for such a central coordination point and other support operations.

According to the RÜMSA evaluation, even before the programme started, the stakeholders began to collect information on the various support operations and options open to young people and identified gaps in the provision. They also became aware of the large number of support options open to young people at the transition from school to work. The systematic collection of information was also useful for the subsequent provision of information to young people. A joint intranet was set up to store the information centrally.

The evaluation found that RÜMSA was key in implementing the youth job agencies in cooperation between the three key stakeholders (PES, Land and youth departments). By 2018, all locations had set up regional control groups, coordination groups, and regional working groups ("Regionale Arbeitskreise" - RAKs).

The coordination groups (job centres, PES, youth department of the regional ministries, schools and social workers) have a central role in the programme. The members are usually middle management so they can make decisions. Key financial decisions are made by the RAK.

The programme also follows a bottom up approach, involving representatives of all partners. Across the board, the cooperation in the working groups and workshops is considered very useful for coordinating offers and establishing a chain of support. The

programme also allowed exchanges where employees of one agency could get to know the work of another agency. There is also joint case management in which the agencies come together to discuss individual cases where an individual's problems concern more than one authority (e.g. health issues or housing as well as careers orientation or job search). One issue in the above informal exchange between agencies on cases is how to institutionalise it respecting data protection issues.

Regarding the concrete Youth Job Agencies (JBA), six regions have agreed on a location, three are in the process of doing so and four have not yet reached an agreement. There are three models for the agencies: a concrete central location, decentralised locations (e.g. in schools) and virtual centres in the form of online platforms, which both previous models also have planned. Cities tend to be planning to have model 1 and the more rural regions model 2.

The ESF funding under RÜMSA has significantly contributed to the implementation of a concrete youth job agency in the different locations. The coordination needed to establish such agencies is very demanding but has the positive effect of raising the acceptance for the idea at the end of the day.

For the young people, the programme has ensured an improved and more coordinated offer (under pillar 1) and projects to support the integration of young people into the labour market (under pillar 2). Concrete outputs are websites, databases of different offers of support, a common corporate design for the activities on the interface between school and the labour market, PR campaigns including flyers, roll-ups, giveaways and videos.

RÜMSA has developed a corporate design and websites which provide greater transparency and a regional identity to the field of transition from school to work.

Success factors for the work of the coordination groups is their embeddedness in the administration and their link to the strategic level. Also, it is important to secure their future existence after the end of the funding as, in the words of one interviewee, it would be difficult to explain why structures that had taken a long time to set up were not continued. Also, the ability of the working groups to make decisions and get things done and for employees to be involved so that they identify with the idea of the JBA is very relevant. For the establishment of the JBA itself, the following factors were found to be important: the location (should be central), the "neutrality" of the décor, and clarity with regard to the staffing of the JBA. The JBA should also be available to promote the offers of independent organisations working in the field.

Young people themselves were asked rather late in the day what they need and what the websites and other communication operations should look like in order to reach them.

#### ESF Operational Programme North Rhine-Westphalia

ESF clearly is considered a 'driver', needed for innovation, for instance:

- Improvement of data-availability for specific dimensions of needs (municipality based 'prevention-chains' "together in the quarter", Land's own policy initiative "No child left behind").<sup>30</sup>
- KAOA has potential to spin-off into broader municipal policy making and coordination.
- Certain adjustments to national policy framework (e.g. §16 SGB II) can be considered inspired by ESF funded policy.
- Berufseinstiegsbegleitung (Transition school to job) shall become a regular element of land-own policy system.

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<sup>30</sup> So high-lighted the study on municipality based prevention operations the need for a socio-economic micro-data based analysis (there, ch. 3b) instead of using aggregated data from regular statistics (cf. [https://www.mags.nrw/sites/default/files/asset/document/esf\\_kaoa\\_materialband\\_iaq.pdf](https://www.mags.nrw/sites/default/files/asset/document/esf_kaoa_materialband_iaq.pdf))

- TEP – part-time professional education has not yet got the momentum that was hoped for, but still considered as 'having potential' (mobilisation of enterprises to consider part-time education a good option).
- Teilqualifizierung – modularised, partial qualification certificates allowing for a stepwise professional education - even with interruptions - is currently in piloting phase. Modularisation has taken some steps forward, as an additional incentive for participants, a bonus-system for successfully completed modules is currently under testing too (an element of the revised Werkstattjahr).

## 4 Efficiency

EQ 2 – How efficient has the YEI, and other youth-employment operations funded by the ESF, been in the achievement of their objectives?

### 4.1 Data based on the AIR 2018

This sub-section provides basic data from the AIR 2018 relevant to efficiency, providing also information on cost per output / result.

Table 12. Eligible expenditures declared to EC per participation

OP	ESF			YEI		
	Total participation on 8.ii	Expenditure declared 8.ii in EUR	Overall unit cost 8.ii in EUR	Total participation	Expenditure declared in EUR	Overall unit cost in EUR
ESF OP Bavaria	4 411	41 530 969	9 415	-	-	-
ESF OP North Rhine-Westphalia	21 334	206 519 523	9 680	-	-	-
ESF OP Saxony-Anhalt	45 942	64 293 523	1 399	-	-	-
EU-28 – IP8.ii average			3 591			3 096

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

#### ESF Operational Programme Bavaria

The cost for 22 months of “Förderung der Ausbildungsstellen” (Action 1) at maximum EUR 200 per month was EUR 4 400.

The average total cost (ESF+national) of the preparatory projects under Action 2 was EUR 328 894. The average cost of the training projects was EUR 348 185. This average does not reflect the costs of the projects very well, as some projects have very few participants (and cost more per person) while others attract more participants and have lower unit costs. There are 24 organisations carrying out these projects. Those in the cities have fewer difficulties attracting participants while those in the rural areas with a low population density have considerable difficulties.

#### ESF Operational Programme North Rhine-Westphalia

For the ESF Operational Programme in NRW the following costs per output can be reported:

- The Ausbildungsprogramm is funding EUR 400 p.m. for an additional apprenticeship place for a period of 24 months, i.e. EUR 9 600 per place in total. Due to a delayed implementation (late approval of the new programme), implementation targets could not be achieved for the first education-year, but in January there were already 500 cases funded (plus another 100 that did not provide sufficient evidence for the additionality criterion, but were exceptionally funded nonetheless). The programme also is supporting three months preparatory activities (acquisition of enterprises) and reimbursing personnel-cost for one staff per 36 places mobilised.
- TEP is providing lump sum support of EUR 300 per place up to 12 months including three (maximum six) months of preparatory activities for acquisition. Currently there are 42 projects supporting about 540 places.

#### ESF Operational Programme Saxony-Anhalt

The costs per participant are much lower in this Operational Programme, as the nature of the operations is different to the other Operational Programme tackled in this case study.

Table 13. Eligible expenditures declared to EC per immediate result achieved

OP	ESF			YEI		
	Total results 8.ii	Expenditure declared 8.ii in EUR	Overall unit cost 8.ii in EUR	Total results	Expenditure declared in EUR	Overall unit cost in EUR
ESF OP Bavaria	2 804	41 530 969	14 811	-	-	-
ESF OP North Rhine-Westphalia	11 619	206 519 523	17 774	-	-	-
ESF OP Saxony-Anhalt	34 044	64 293 523	1 889	-	-	-
EU-28 – IP8.ii						1 483

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

#### 4.1.1 EQ 2.1. – To what extent were operations cost-effective? What types of operations were more and less cost-effective? In what contexts? What were the determining factors?

##### Overall view

The idea of cost-effectiveness much relies on the option to compare different instruments implemented for the very same, or sufficiently similar target groups and doing this under a well-documented variety of context-conditions. Such a scenario is difficult to be found for the interventions at stake: those are mostly very specific for target groups (also, a side-effect of the gap-plugging, ESF is used for).

As far as standardisation of interventions and cost is feasible, this clearly contributes to efficiency but there are limitations considering the specific and detailed needs of disadvantaged participants. One has to remember that – at least under the more prosperous German labour market conditions over the past years – disadvantaged people really are in need of more tailored support, and those in need for ESF-funded support face additional problems compared to their peers that can anyway benefit from the national systems in place (PES).

With regard to enterprises involved and considering the growing scarcity of skilled work-force, allegedly there might be some deadweight-loss to be expected when supporting enterprises at apprenticeship-provision. But still, the focus is on young disadvantaged people that pose for various reasons some challenges for apprentice-giving enterprises.

##### ESF Operational Programme Bavaria

Given the very good situation of the economy, there may be some deadweight effects with companies being supported to take on apprentices they would have taken on anyway (for lack of alternatives). However, the companies do have an additional workload with disadvantaged apprentices and also see the EUR 200 per month support as a sort of compensation for their social commitment.

##### ESF Operational Programme Saxony-Anhalt

BRAFO is a very efficient programme in a way that RÜMSA cannot be. In its current form, module 1 is a very broad programme and therefore efficient through critical mass. It was also supported under the 2007-2013 programming period, so the actors are well-versed and therefore more efficient.

The mass operations (BRAFO) were efficient as all pupils (with the exception of the grammar schools' pupils) took part in a standardised programme. RÜMSA can be described as a structural change programme encouraging cooperation between institutions (PES, schools, youth organisations, the labour market) and in this sense not efficient. The interview partner from the Ministry of labour, social affairs and integration insisted that such structural, institutional capacity building programmes

are very important alongside the programmes for individuals. They provide the longer-term effects.

#### ESF Operational Programme North Rhine-Westphalia

The idea of cost-effectiveness much relies on the option to compare different instruments implemented for the same target groups, under a well-documented variety of context-conditions.

Such scenario currently is not to be found in NW as interventions are specific for target groups (a side-effect of the gap-plugging, ESF is used for). In future, an opportunity for such comparison could be given with the two similar interventions "Ausbildungsprogramm" vs. "Ausbildungsprogramm Kohlestandorte". But for the time being the (new) Ausbildungsprogramm still has too little implementation to provide relevant data.

#### **4.1.2 EQ 2.2. – Are there significant cost differences between regions in the implementation of the operations? What are these differences related to? Please be specific with regard to the cost structure and whether the costs are programmed, committed, or declared/certified.**

##### **Overall view**

Within the Operational Programmes, there is no significant cost-difference for any intervention in a break-down by regions. Partially, as these are mono-region type Operational Programmes, partially as implementation works based on guidelines for funding. These do not provide a respective variety of funding conditions by regional socio-economic patterns, and work with lump sums for personnel cost.

A special case, but in future an opportunity for comparison, could be given by NRW with the two similar interventions "Ausbildungsprogramm" vs. "Ausbildungsprogramm Kohlestandorte", the latter providing some extra support to creating additional apprenticeship-places based on regional profiles. But for the time being the (new) Ausbildungsprogramm still has too little implementation to provide relevant data for such analysis.

#### ESF Operational Programme Bavaria

Bavaria has what is called a technical co-financing. This means that the co-financing comes from the Hartz IV support for individual participants. The co-financing is only eligible if the people are actually there. This makes the Bavarian programme less flexible than the NRW or Saxony-Anhalt programmes which are co-funded through national funding.

In the interview with the Managing Authority, it was said that it is very difficult to speak of cost-effectiveness when talking about operations which are introduced as a policy decision. The FA 1 was much more cost-effective than the FA 2 because it created 12 000 more training places. Nevertheless, the FA 2 is worthwhile as it reaches those who need it most.

Concerning apprenticeships, it could be mentioned that compared to how much the companies themselves spend on an apprentice (on average EUR 16 000), the contribution from the ESF even if it is quite small it provides an incentive to employ more disadvantaged young people.

#### ESF Operational Programme Saxony-Anhalt

The socio-economic situation differs significantly between cities and towns and rural areas due to accessibility and public transport, historical and current settlement and economic structures and demographic development. The level of existing cooperation is also quite diverse with some regional authorities having a good basis and others less so. The evaluation also found that the people involved made a difference.

One finding was that a central Youth Job Agency (JBA) was more feasible in an urban setting whereas a more dispersed offer made more sense in a more rural setting with fewer young people and longer distances to travel. The regions appreciated the possibility to use a regionally tailored approach offered by RÜMSA. Coordinated by the municipalities, the social code VIII, schools and further networking partners are involved in the process of transition between school and job.

Important factors for the success of the regional approach were:

- Agreeing on goals and the budget. This committed partners to the process and acted as a motivator. Some municipalities set themselves too ambitious goals and suffered under the ensuing pressure, others found the pressure to get things done positive.
- The regional actors find the budgets for the projects under Action Pillar II very attractive and motivating, although the administration of the funding is considered quite burdensome.

#### ESF Operational Programme North Rhine-Westphalia

No significant differences were found for systematic reasons: first of all, funding is based on common guidelines and second, there is lump sum funding of personnel costs.

#### **4.1.3 EQ 2.3. – To what extent were the organisational arrangements, including management and control systems at all levels conducive to the effectiveness of operations? Was there administrative burden, in particular gold plating involved?**

##### **Overall view**

Positive effects can be seen across the Operational Programmes by establishing decentralised coordination mechanisms, by applying lump sums and simplified cost options (although not always appreciated), and by further pushing forward online electronic data-entry and exchange (e-cohesion).

#### ESF Operational Programme Bavaria

The existing management and control system was considered efficient and functional<sup>31</sup> by both the audit authority and the EC. In the current period, the number of ministries and departments has been reduced to three ministries and 10 departments. Simplified cost options have also been introduced. These factors should reduce the burden for project promoters. Through the simplification of the database, ESF Bavaria, the administrative burden for beneficiaries should be reduced. The following types of simplified cost options have been introduced: Standard costs for indirect costs, standard unit costs and lump sums.

Nevertheless, half the companies involved in the FA1 interventions found the administrative burden considerable, in particular at the beginning of the period in 2015 where the applications were first on paper but then had to be transferred into the electronic system. There was also a combination of online and written applications until the electronic signatures were introduced. All these factors added up to the quite heavy process. The proof of expenditure was also found burdensome. That said, half the companies found the effort appropriate.

During the interview, the Managing Authority mentioned that some of the project promoters were unwilling to use simplified cost options.

#### ESF Operational Programme Saxony-Anhalt

According to the RÜMSA evaluation, the regional actors sometimes wanted greater flexibility and freedom to manage the budget locally for the projects under Action Pillar

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<sup>31</sup> See Chapter 10 of the ESF OP Bayern

II. This option was discussed before the directive for the project funding was passed. In discussions at Land level, the State administration (Landesverwaltungsamt) and the Managing Authority for ESF/ERDF found that such a decentralised approach would be risky – especially for the municipalities. While free budgets would mean greater flexibility on how to use the money at municipal level, the project promoters would still have to provide proof of use/spending. The latter involves considerable expertise in the field of approval of funding subsidies on the part of the coordination bodies and the regional providers. The process currently foresees an advance examination of the project as a security operation for the municipalities. The funding allocation process provides for proper expenditure before the event in order to avoid difficulties further down the road. A frank exchange between the State administration and the beneficiaries is seen as a necessary step towards a smooth approval process.

Under Action Pillar III, the state networking point promotes the inter-municipal exchange of know-how. The advisory role of the networking point was revised in 2018 on the basis of the experience to date. The main modification was to clarify that the networking point could not offer ready-made solutions but 'help people to help themselves'. The advice is thus process-oriented advice and training to help the decision-makers make the right decisions.

The RÜMSA steering committee is important for the strategic direction of the regional transition management. Through the steering committee, the personal and institutional cooperation between the social ministry, the State administration, and the regional branches of the public employment service of Saxony-Anhalt and Thüringen. The cooperation of the main actors at State level is an important basis for the efficient implementation at municipal level.

#### ESF Operational Programme North Rhine-Westphalia

Support structures show positive effects (for instance G.I.B., the Land owned dedicated agency). Bezirksregierungen, which are regional delegated administrative bodies holding the function of intermediate bodies for ESF-implementation (applications, commitments, control) are well functioning. A lump sum funding (Pauschalierung) is widely applied.

There is a reduced and harmonised data set with output and result indicators across all actions. Technical solutions for participant data-entry have been found. Gold-plating can be found with highly complex procedures for integrating funds (ESF, ERDF) under programmes supporting local-development (Quartiersentwicklung), where integrated actions (Handlungskerne) are implemented.

#### **4.1.4 EQ 2.4. – In particular, how timely and efficient were the procedures for reporting and monitoring?**

##### **Overall view**

Over the past programming periods, monitoring systems have further evolved, and also benefitted from standardisation of data-requirements (for instance, more clear definitions of indicators) that also had been used to reduce data-sets. Online data-entry and linking payment flows to data-entry on outputs and achievements also led to more up-to-date data availability. Introducing new IT-systems typically led to initial obstacles. But those could be handled. Now systems are considered to be working well and provide information as needed and on-time.

#### ESF Operational Programme Bavaria

Bavaria has a new monitoring database, "ESF Bavaria" which is used for all processes - from project applications to entering monitoring data and invoicing. The project selection was slightly delayed at the beginning of the period due to inception problems of the new system, but overall it has made procedures less complex and faster.

#### ESF Operational Programme North Rhine-Westphalia

NRW has a monitoring system, that is updated on a daily basis. Implementing bodies have to enter participants data within four weeks after entry. There are obligatory data-transmission to Managing Authority (bound to payment claims, five times a year). Consequently, data from implementing bodies are not older than three months. This is much more advanced than related public register data (e.g. PES data), which have a typical time lag of one year.

#### **4.1.5 EQ 2.5. – How visible were ESF-funded youth employment operations?**

Visibility is an issue for the promotion of the interventions and therefore addressed under efficiency.

##### **Overall view**

Publicity works well and, where needed, improvements are carried out, e.g. in Saxony-Anhalt. Websites of Managing Authority, host-ministries, intermediate bodies and support structures inform about policy goals and the role of ESF in achieving these, about ESF in general, specific funding opportunities. They provide direct guidance on specific topics (like target groups, horizontal priorities). Good practice examples are usually disseminated on a systematic basis. AIR and/or additional reports and evaluations are 'accessible' to the public. Coordination and cooperation networks of stakeholders have the key functions to promote ESF interventions to enterprises.

##### ESF Operational Programme Bavaria

Most of the companies who used FA 1 interventions for involving disadvantaged young people did not know about these interventions before. Applicants, teachers and social workers (mainly through interventions like "Praxisklassen" (practical classes in schools where weaker students can learn basic skills and gain practical experience in a workplace) made them aware of. Also, chambers played a role in addressing enterprises. Some companies found out about the ESF support by actively asking the chambers. The evaluation concludes that this shows the importance of multipliers in the context of ESF funding.

##### ESF Operational Programme Saxony-Anhalt

The Ministry of Work, Social Affairs and Integration stated that there were still gaps in improving the publicity and visibility of the ESF-funded operations in Saxony-Anhalt. Project descriptions have recently been added to the homepage of the Ministry. The europe-website of Saxony-Anhalt also publishes relevant information on the ESF, including success stories, and programme documents.

##### ESF Operational Programme North Rhine-Westphalia

The visibility of ESF operations is well organised via:

- websites of the Ministry hosting the Managing Authority and the G.I.B as support structure
- annual implementation reports (AIR) and "Information to the citizens" reports<sup>32</sup>, the communication strategy<sup>33</sup> and annual publicity reports published on the website of the Managing Authority
- good practice examples and map of ESF-projects and examples in German, English and French language, with breakdowns by region, and cross-regional activities<sup>34</sup>.

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<sup>32</sup> [https://www.mags.nrw/sites/default/files/asset/document/esf\\_buergerinformation\\_2018.pdf](https://www.mags.nrw/sites/default/files/asset/document/esf_buergerinformation_2018.pdf)

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[https://www.mags.nrw/sites/default/files/asset/document/esf\\_kommunikationsstrategie\\_nrw\\_2014\\_2020.pdf](https://www.mags.nrw/sites/default/files/asset/document/esf_kommunikationsstrategie_nrw_2014_2020.pdf)

<sup>34</sup> <https://www.mags.nrw/esf-beispiele-landkarte-nrw>

## 5 Relevance

EQ 3 – How relevant is the YEI, and the other ESF-funded youth employment operations?

### 5.1 EQ 3.1 – To what extent were the objectives and the operations funded by the YEI relevant to the needs of young people in the Member State/region? To what extent were the objectives and operations of other ESF funded youth employment operations relevant for them?

#### Overall view

There is evidence of relevance as ESF in Germany mainly has the function of gap-plugging labour market interventions by supporting very specific target groups and their needs. In quantitative terms, the relevance of ESF for the active labour market policies has to be seen in the context of the national system. To illustrate this: for labour market integration in the cities of Cologne and Dortmund alone, both PES local bodies have budgets higher than the entire ESF Operational Programme of NRW, with the NRW Operational Programme having the largest funding from all Länder Operational Programmes.

Having said that, and as already mentioned throughout this report, the structural or systemic components in support of local and regional partnership coordination (not only for youth operations) contribute largely to the relevance and needs-based implementation of ESF and to its well-functioning. Another relevant feature is dissemination and mutual learning in order to mainstream good practice.

#### ESF Operational Programme Bavaria

The operations in Bavaria are monitored for their ongoing relevance. This is partially determined by the form of co-financing of the ESF actions through the “technical co-financing” meaning that the participants’ Hartz IV benefits are used as co-financing. If the participants do not comply with the scheme (e.g. they do not turn up in the labour market service), the co-financing is not applicable. This leads to a problem of absorption. Therefore, the project promoters and the Managing Authority must ensure that the actions are filled and fit for purpose.

As explained above, the two 8.ii operations in Bavaria are relatively small compared to the Action 8: “Outside company apprenticeship training” (Überbetriebliche Lehrlingsunterweisung (ÜLU)). The latter has significantly more participants (nearly 80 000 compared to just over 1 600 in Action 1 and 2 176 in Action 2.1 and 839 in Action 2.2). Even the social innovation action had 1 600 participants, i.e. as many as Action 1<sup>35</sup>. Hence, it is important to consider the whole range of actions in the Operational Programme, when talking about relevance. The necessity for specific actions for disadvantaged young people is declining, as the skills gap is so pronounced, that the companies are prepared to take on disadvantaged young people as well. Nevertheless, there is still a need for support of the young people and the enterprises, as a significant proportion are not mature enough to enter and benefit from an apprenticeship. Therefore, the relevance of support as offered through the Actions 1, 2 and 4.2. is highly relevant.

#### ESF Operational Programme North Rhine-Westphalia

In order to put things into a realistic perspective: As a benchmark for the quantitative relevance of ESF-funding and interventions one has to consider (according to the Managing Authority) that for supporting people in need of labour market integration in the cities of Cologne and Dortmund alone, both have a national PES budget bigger

<sup>35</sup> From micro-data grid supplied by Managing Authority.

than the whole ESF Operational Programme of NRW. The output achieved so far is considered adequate for the targets. A decentralised and coordinated stakeholder involvement system is established via a monitoring committee, 16 regional-agencies, and finally the KoKos (municipal coordination points) under the KAoA initiative.

## **5.2 EQ 3.2. – To what extent were Operational Programmes flexible and able to adapt to changes in the implementation context, notably the evolution in the situation of youth employment?**

### **Overall view**

No problems were reported regarding lacking flexibility of Operational Programmes to changes following any strategy adjustments. To the contrary, flexibility is considered granted, provided Operational Programmes have not been specified by defining interventions in too many details.

#### ESF Operational Programme Bavaria

As explained above, the socio-economic situation for young people in the labour market in Bavaria has changed significantly in the past few years. There are now more training places available than trainees looking for these. This led to a change in the Operational Programme in 2018, with fewer funds going to Action 1.

#### ESF Operational Programme North Rhine-Westphalia

The Operational Programme is considered sufficiently flexible for the adjustments needed. New programmes and calls could be implemented/launched, for instance basic language courses in response to increased migration influx (refugees). In this regard, the ESF-Förderhandbuch (ESF guidance manual) clearly states that the Operational Programme as a primarily strategic document does not define specific interventions. Thus, interventions can be adjusted and modified, terminated, or set-up as long as they are compliant with the framework strategies and contributing to their goals. The Operational Programme is considered as strategic plan and does not refer (in most cases) to individual ESF funding programmes. This allows flexible and timely adaptation, as long as these are within the given strategic guidelines and objectives.

## **5.3 EQ 3.3. – Were the most relevant groups, in the different socioeconomic contexts (e.g., more developed, less developed and transition regions; urban and rural areas etcetera), targeted from the design stage? Were the most important needs of these groups addressed? How were gender issues addressed?**

### **Overall view**

The ex-ante evaluations and experiences from on-going implementation show that the strategies chosen were adequate to the needs. Where needed, smaller adjustments of interventions or set-up of new ones had been achieved. During the refugee-crisis, ESF support was at hand and was able to master this extraordinary and previously unforeseen situation.

Regarding gender-issues addressed, the picture is mixed, as none of the programmes had dedicated gender policy funding lines. As a demand-driven (and less normative) implementation, the ESF stabilises existing gender biases. These root in traditional stereotypes and horizontal segregation, both being still pertinent amongst young people as well as among many entrepreneurs.

However, gender-mainstreaming as a general strategic approach is not questioned. There are specific activities (like for instance part-time professional education) to support family caretakers. Still, these caretakers are typically female. This can be conceived as 'reconciliation of family and work', and is in fact supporting women, but it is not yet a dedicated GE-instrument.

Formally spoken, all applicants have to deal with GE to a certain extent. The degree at which this is fulfilled in practice is still questionable. Nonetheless, the ESF plays an important role at putting GE on the agenda. It provides respective guidance and specific trainings to stakeholders within and outside the administration, and also to implementers.

#### ESF Operational Programme Bavaria

The ESF in Bavaria has previously supported actions in rural areas specifically with more funds or additional targeting. This was for example the case in the Bayerische Wald (a rural area on the Czech border) where the beneficiaries received higher funding than their counterparts in the cities because their job was more difficult. However, the situation has changed and the tailoring of the funding to the rural areas is no longer an issue.

One quarter of the participants in Action 1 were defined as disadvantaged by the Managing Authority<sup>36</sup>, but the majority were ISCED 1-2 and inactive. For Action 2.1 it was half and for Action 2.2 it was just under half. For Action 8, it was 8 % and for the social innovation action (Action 4.2) it was half.

The gender issue was difficult due to the economic structure of the region and the target groups. There are a lot of small and micro-enterprises working in the technical field in Bavaria. These attract mostly young men. As a consequence, the actions targeted at company training/apprenticeships are highly skewed towards men. Above that, the young men in the region tend to have more school problems than the young women. In Action 1, only one quarter of participants were women, in action 2 it was more or less half, but in Action 8 it was again only one quarter. For the social-innovation action it was almost half.

There are other actions, such as the part-time apprenticeships under 8.v, which involve more women than men. The reason is that it is mainly women who have e.g. caring duties which makes it difficult for them to participate in full-time vocational training.

#### ESF Operational Programme North Rhine-Westphalia

As already mentioned above, the ex-ante evaluation considered the strategy as adequate to needs identified, and also the mix of intervention instruments as well chosen (cf. ex-ante evaluation p.18ff) and complementing each other.

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<sup>36</sup> In micro-data table

## 6 Coherence

EQ 4 – How coherent are YEI and the other ESF-funded youth employment operations among themselves, and with other actions in the same field?

### 6.1 EQ 4.1. In which manner were the ESF-funded youth employment operations complementary with each other? What were the main factors in this regard?

#### Overall view

The operations considered are mostly complementary to each other and also to the national system. As mentioned above, they focus on gap-plugging, which makes them complementary to the national system anyway. Moreover, the local PES branches (job-centres) are involved considerably in implementation, as many participants actually are allocated through the PES-systems. The Operational Programmes – in particular with regard to young people as target groups – have a strong focus on support-chains, offering step-by-step advancement for those far from the labour market. Also, they start early with preparatory and preventive operations at the transition from school to work.

To overcome obstacles created by the complexities of national, regional and local strategies, the ESF-supported partnership-networks of stakeholders is an important instrument.

#### ESF Operational Programme Bavaria

The ESF Operational Programme has a mixed policy approach and all the actions and Investment Priorities are coordinated amongst each other.

#### ESF Operational Programme Saxony-Anhalt

Saxony-Anhalt faces the same problems as Bavaria, though it is a much less prosperous Bundesland. There is a lack of apprentices for the potential apprenticeships available in companies (on average 1.2 apprenticeships per apprenticeship-seeker).

Often positions cannot be filled, and above that, about one third of apprenticeships end prematurely (34.4%). This share is significantly higher than the national average of one quarter (25.8%).

Given the difficulties, there is a need for support of young people in the transition from school to work. The existing system is not always transparent, as a number of organisations is involved in careers orientation, advice and support operations to prepare young people for the workplace, as well as in vocational training. Most of the operations are funded through the social codes (Sozialgesetzbücher) I, II and III. The municipalities have different systems in place, depending on the national or regional programmes they are involved in. Due to this complex landscape, the provision of support is not sufficiently coherent. This is particularly problematic for disadvantaged young people, for whom the gaps in coverage cannot be identified and catered for. This is where RÜMSA ("Regionales Übergangsmanagement Saxony-Anhalt") comes in. The youth centre (Jugendamt), PES, Jobcentre, and other actors – in particular schools – work together to better coordinate their offers and develop joint advisory services.

#### ESF Operational Programme North Rhine-Westphalia

The main policy goals are bridging the gaps in the national system and avoiding overlaps of funds and duplication of activities.

Important functions and tasks of the KoKos are the following:

- Offering transparent information on interventions and funding opportunities, be that regional, national or EU-funding

- Integrating stakeholders and improving cooperation amongst these – reconciling different strategic goal sets (for instance those centrally defined by national PES with those of regional and local stakeholders)
- Fostering a paradigm-shift towards:
  - client centring
  - breaking up policy-silos and bridging gaps between different legal frames (Rechtskreise) (for instance between social code books II and III in Germany)
  - fostering common responsibility and embed actions therein

Coherence is given and ensured by:

- the coordination of the ESF Operational Programme with national ESF Operational Programme and
- national PES operations
- also, participants are allocated to ESF via PES branch offices (job-centres)

NRW is not implementing YEI

- The NRW policy is focused on support-chains, for instance the Werkstattjahr as a low-barrier individual preparation for e.g. the more advanced training programme (Ausbildungsprogramm).

## **6.2 EQ 4.2. – To what extent were they complementary and coherent with other policy objectives funded by the ESF and other EU programmes and policy initiatives oriented to young people and youth-employment (e.g. ERDF, EAFRD, EMFF, Erasmus+, Eures...)?**

### **Overall view**

Coordination between national and regional EU-funded activities from a vertical as well as a horizontal angle are considered to be functioning well. This is achieved in joint committees at national level, and through governmental central offices (Staatskanzlei) at regional level.

There is – if at all – little direct interaction between the funds mentioned above. But if there is a cooperation of funds for an intervention, this may become very cumbersome due to variations in respective implementation ‘regimes’. This already was mentioned as an example for gold-plating.

#### ESF Operational Programme Bavaria

There is no real point of contact with EURES or other EU-funded actions.

#### ESF Operational Programme North Rhine-Westphalia

There is a common call of ESF and ERDF: “Starke Quartiere, starke Menschen” (strong neighbourhoods, strong people). For this case the remark on gold-plating from above applies. Coherence and demarcations to other funds have been specified in the Operational Programme (for instance the demarcations between National-Operational Programme and NW-Operational Programme). The investments of the various funds in NW are coordinated in a governmental central office (Staatskanzlei).

## **6.3 EQ 4.3. To what extent were they complementary and coherent with other national/regional activities oriented to young people and youth employment at national/regional level?**

### **Overall view**

In all three cases, the Managing Authority saw a strong and well-functioning coordination in place, with a view to avoid overlapping and duplication of /competition between funding instruments. Moreover, at regional and local level, partnership

networks of all relevant stakeholders have been successfully implemented – also for adjusting regional to local need assessments and strategies.

#### ESF Operational Programme Bavaria

There is very strong coordination between the ESF actions and ALMP in the region as some of the ESF funded pilot actions are then mainstreamed. There are also efforts to coordinate the regional ESF actions with the federal Operational Programme's actions as it is not allowed for the regional and national Operational Programmes to perform the same activities.

#### ESF Operational Programme North Rhine-Westphalia

- cf EQ 4.1<sup>37</sup>

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<sup>37</sup> Sources in relation to EQ 4 are interviews and the focus group.

## 7 Added value

EQ 5 – What is the EU added value of the YEI and other ESF-funded youth employment operations?

### 7.1 EQ 5.1 – To what extent did the ESF-funded operations produce effects at the national and regional level that would not have taken place without the EU intervention?

#### Overall view

Support infrastructures and networks of stakeholders contributed to effectiveness. Likewise, they can be considered helpful for mainstreaming ESF-funded operations into national systems, for instance 'assisted training'.

Certain target groups could much more easily /spontaneously be integrated via ESF as it is possible with the national regular systems.

Nonetheless, mainstreaming to national level requires respective central funding to be provided, which is not always considered to be working sufficiently well.

#### ESF Operational Programme Bavaria

The action 'Fit for work – Chance Ausbildung' under FA 1 of the ESF Operational Programme was a deciding factor for nearly half the companies offering disadvantaged young people an apprenticeship place. For more than half, it was not considered decisive. However, a number of the companies in the latter group did find the support helpful and they did consider it as a guarantee in case problems arose later with regard to the disadvantaged young people. The potential deadweight effect is increased through the low demand on the labour market for training places. If the demand was higher, the companies would probably not take on disadvantaged young people without the financial support from the ESF. As it is, they have to take what is on offer.

According to the interview with the Managing Authority, there is very strong value added in Bavaria. Many ESF funded actions in the past were mainstreamed under the SGB III, e.g. the assisted training and the Altbewerber (people who have tried to find a training place in the previous year). The ESF often provides the innovative impetus. On this basis the actions are then mainstreamed.

#### ESF Operational Programme Saxony-Anhalt

The interview partner from the Ministry of Labour, Social Affairs and Integration in Saxony-Anhalt noted that the idea of mainstreaming ESF programmes does not work in practice, as there is usually no national funding to replace ESF, even when the programmes run very well. This underlines how important ESF funding is for innovative actions.

#### ESF Operational Programme North Rhine-Westphalia

ESF – considering its relative size compared to national funding for labour market policies – mainly has structural effects in terms of gap-plugging and experimenting. This refers to target groups, where the ESF is more flexible than national systems based on PES (for instance support to refugees). Also, funding support structures and partnership networks of stakeholders are an essential value added that otherwise might not have been possible to achieve.

## 8 Sustainability

EQ 6 – How sustainable are YEI and the other ESF-funded youth employment operations?

### 8.1 EQ 6.1. To what extent the effects of the ESF support are likely to continue after the end of the funding, both at individual and youth employment policy level?

#### Overall view

Many interventions already have some history of implementation starting from previous funding periods and continued and further developed since then. The ESF has shown some continuity and this can be expected also for the future. Of course, there will be adjustments to reduced funding and updated needs assessments.

In particular ESF has supported the integration of regional and local strategies and the involvement of relevant stakeholders. Through this the effectiveness of interventions and sustainability of their effects are fostered. Consequently, the continuation of appropriate support and network structures is very important in the future, too.

In addition, there is already some experience of ESF-funded operations that were mainstreamed into regular national funding (for example funding of participants that once were not eligible due to legal restrictions). Likewise, in professional education a modularised, or part-time approach, also involving mainstreaming seems to be an option for the future.

#### ESF Operational Programme Bavaria

The ESF Operational Programme Bavaria builds on the Operational Programme from the previous period with small changes to eligibility criteria and some new operations. It is also flexible, so the Operational Programme can adapt to new situations on the labour market (e.g. the influx of young refugees in 2015 or the decrease in the number of unemployed in 2018). This continuity contributes to the sustainability, not also for the labour market approach, but also for the support structures.

As mentioned above, a number of ESF-co-financed operations have been integrated into mainstream programmes. This also contributes to sustainability.

#### ESF Operational Programme Saxony-Anhalt

The aim of RÜMSA is to create a sustainable structure for coordinating youth employment operations. The interviewee from the Ministry mentioned how important it was for the ESF to support structural interventions in order to build sustainable structures in the Member States, and not just focus the funding on individuals.

The operations such as BRAFO are sustainable if they are coordinated with other careers' advice operations.

#### ESF Operational Programme North Rhine-Westphalia

The high degree of continuity of interventions combined with their further evolution already has been mentioned. Albeit, some gradual shifts into national policies are visible, and also takeover of some costs by national funding, for instance:

- PES now is paying for participants of Werkstattjahr – if they are falling under SGB II
- there is chance for similar treatment of participants under programme KAoA

## 9 Gender sensitivity

### Overall view (cf also EQ 1.3 and EQ 3.3 above)

Regarding gender issues addressed in ESF, the picture is mixed, as none of the programmes had dedicated gender policy funding lines. As already argued, ESF interventions are rather demand driven and do not follow much normative principles. Thus, the ESF indirectly supports existing gender biases. These root in traditional stereotypes. Horizontal segregation still is pertinent amongst young people as well as among many entrepreneurs.

At the same time gender-mainstreaming as a general strategic approach is not challenged. There are also specific activities (like for instance part-time professional education) to support family caretakers. These are typically female. But this can also be framed as 'reconciliation of family and work'. Effectively this operation supports women, but it cannot not yet be identified as a dedicated gender equality instrument.

Formally all applicants have to deal with gender equality in some respect, but how much this is substantiated in practice still depends on individual cases. Nonetheless, the ESF is important for putting GE on the agenda repeatedly. ESF also provides guidance and specific trainings to stakeholders within and outside the administration.

With regard to gender balanced participation, quite typical patterns emerge, with female participation rates in close-to-business operations being rather small. This reflects the gender bias of the German professional education system and labour market, where in the dual-system male apprentices prevail, while girls outbalance boys in the school-based systems. This leads to a horizontal gender segregation with well-known impacts on later income and career prospects. Also, school drop-out rates from general education, are higher for boys, whereas girls tend to have better school-grades.

Such confirmation of segregation in practice of implementation often is considered 'gender-neutral' (also by evaluators, following 'official' terminology also found in EU documents). But in fact, it is tightening an existing - and in some respect even critical - gender bias, instead of mitigating it. For clarity reasons, the term 'gender-blind' or 'affirmative' might be a better wording instead.

### ESF Operational Programme North Rhine-Westphalia

No dedicated approach has been specified to any eventual benchmarking for female participation in ESF-operations, like for instance an active Gender Budgeting, or setting numeric participation goals for women in ESF-funded operations. The Operational Programme explicitly refers to the dual approach of Gender Mainstreaming and specific operations. For instance, the following topics have been named as overall tasks with regard to Gender Equality:<sup>38</sup>

- sustainable employment for women
- fostering professional advancement of women
- fighting the feminisation of poverty and child poverty (lone parents)
- fighting stereotypes and horizontal segregation
- reconciling family and work, and fair share at care work
- reducing misleading tax incentives at national level, hampering female employment

In addition, considering GM as a strategy, in 2001 a network of Gender Experts has been set-up and since then been actively supported by G.I.B.<sup>39</sup> Also, since 2005 there is a (short) guidance on assessing applications for funding regarding to their gender

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<sup>38</sup> Cf. <https://www.gib.nrw.de/themen/themenubergreifend/geschlechtergerechtigkeit>

<sup>39</sup> Cf. <https://www.gib.nrw.de/themen/themenubergreifend/geschlechtergerechtigkeit/gender-netzwerk-nrw>

relevance and adequacy<sup>40</sup>, and the Regional Agencies have to check this aspect when assessing applications.

Considering the practice of implementation and referring to the specific data provided on Investment Priority A.1, the conclusions are the following:

- The overall shares of women in participation and funding have been already mentioned (cf. above Table 10).
- Apparently, without a very specific operation TEP, female shares would look much weaker than they are in an aggregated view.
- Interventions that have a closer link to enterprises and youth in enterprises (for instance 2.3 cooperative professional education in coal mine regions, 2.4 overarching professional education) only have very small female participation rates (1 to 22%), reflecting as well the specific regional contexts and the gender bias of the dual education system in industry and crafts. Other interventions (like Werkstattjahr/Production school, or Youth in employment plus) seem to be better balanced in terms of gender, but still show only around 30% to 40% female participation rates.

In a small evaluation study (conducted in October 2015) on the implementation of the horizontal priority "Equal Opportunities and Non-Discrimination", the evaluator (ISG, Cologne)<sup>41</sup> assessed the Gender-relevance of all ESF-funding guidelines ("Förderrichtlinien") to be in force by then. The analysis explicitly refers to a concept of 'factual equality', in contrast to a mere formal concept of 'equality of opportunities', narrowed down to 'equal treatment' (cf. p.2), whereas the study conceded that the ESF faces restrictions of the broader context (ibid, FN 2). Therefore, the study also looks into guidelines with a view to identify not only blunt discriminatory issues but also more subtle, indirect discriminatory settings.

The overall assessment can be summed up as follows (cf. ibid. p.35ff)

1. All funding guidelines are gender-relevant.
2. Actually, many of these have potential to fostering gender equality.
3. Only a few already have set-up the preconditions for fully exploiting this potential. These are namely "TEP" (Investment Priority A.1) and "Fachkräfte" (Investment Priority A.2). They are recommended as 'role-model', and in addition it is suggested to demand from applicants more concrete descriptions of how GE (and other horizontal themes) shall be supported by projects (incl. specific and regionalised needs-analysis), and to provide a more specific audit-trail on the subject matter, combined with trainings for relevant stakeholders (an exemplary training plan is part of the study).

Finally, on its web-site the Ministry of Labour, health and Social Policy (MAGS) explicitly highlights specific actions with a topical focus on gender equality and/or a high female share in participation, and informs about relevant activities, events, publications, good practice examples, and model-projects (cf. <https://www.mags.nrw/esf-gleichstellung>)

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<sup>40</sup> On the web-site of G.I.B. additional links are provided to additional sources, like for instance to the Agency for Horizontal Priorities in the National ESF, Berlin.

<sup>41</sup> Download at

[https://www.mags.nrw/sites/default/files/asset/document/esf\\_kurzstudie\\_chancengleichheit\\_nrw.pdf](https://www.mags.nrw/sites/default/files/asset/document/esf_kurzstudie_chancengleichheit_nrw.pdf) (last checked: 2019-09-23)

## 10 Conclusions

The ESF Operational Programmes analysed in this case study are all considered as relevant for the priorities identified. They have reached out successfully to the target groups specified within the strategies. Thus, they are effective in that respect. Also, they show adequate awareness of the complexity of issues at stake, and react with a well-tailored portfolio of specific interventions to the specific needs of target groups and (potential) employers.

The interventions are offered in combination with support to stakeholders and emphasis coordination and cooperation between regional local stakeholders. This, too, contributes to the effectiveness and relevance of operations.

Due to various factors, efficiency (to be more precise: cost-effectiveness) of operations is very difficult to assess on the basis of monitoring data for the following reasons:

1. In most cases, operations are very specifically designed for narrowly defined target groups, which are often small by numbers. This reflects the fact that ESF in Germany is a small funding instrument, compared to regular national policy instruments.
2. Therefore, ESF is used as a gap-plugging instrument. So, it is rather in this way, ESF contributes to the effectiveness and efficiency of national operations.
3. Consequently, a comparison of cost-effectiveness of one and the same operation for different target groups is not reasonable (with the monitoring data available). The same holds true for cross-comparisons of cost-effectiveness of different operations for one and the same target-group.
4. Above that, there are further technical issues with data-availability (programmes are not yet finalised, i.e. outputs and cost not yet clear), data-adequacy (pre-aggregated vs. micro-data), too vague result definitions etc.

Having said this, it might be more useful to look for other than just monitoring-based statistical approaches for identifying operations that are efficient or cost-effective.

Examples from NRW and Saxony-Anhalt – and also from Bavaria, even though not underpinned with a dedicated instrument – show that programmes involving regional and local partnerships work very well. The main reason is that they offer accompanying activities for the implementation of specific interventions for target groups and enterprises.

Also, preventive operations starting at school and helping students and their parents to:

- avoid wrong decision when it comes to professional education
- widen the views to potential beneficial – but may be non-traditional – professional education
- better assess own potentials and competencies.

Last but not the least, the individualised approach for assisting and supporting youths (in particular those most in need), and enterprises ready to provide professional education (and/or employment) for these target groups is working well, it improves the effectiveness of operations and consequently also the efficiency (even if this cannot be measured directly).

In a broader perspective, the fact that exactly this type of 'managing complexity' (in particular with the early and preventive interventions, but also for flexible path-way approaches, and partnership-network support) seems to be used in a wider way across the Operational Programme. This may be taken as a signpost for an emerging successful policy approach. In concrete terms, this implies that Managing Authority and policy stakeholder focus on such quality approaches, rather than on technical implementation of monitoring (and evaluation) data.

## 11 Good Practice

<b>Internship pilots – district of Harz (Praktikalotsen - Landkreis Harz (HS II))</b>
<p>The objective of the project "Internship pilots" (Praktikalotsen) is to match the demand of young students for internships with regional enterprises offering such internships. The activities include dissemination, quality standards for internship posts and involvement of students and their parents to improve the occupational choice. Six pilots are engaged to achieve the matching between students and enterprises.</p> <p>This project should allow young people early insights into jobs in companies, they can test their professional ideas in a realistic way and improve their chances of finding a training place. In return, the companies get to know their prospective and potential apprentices and thus gain more security in the allocation of training places. This also reduces the risk of dropouts.</p> <p>The pilots accompany the young people in their career orientation process and help in the search for a suitable internship. If the pupils are interested and after consultation with the parents, they will acquire a suitable internship, organise the job interview, help with the preparation of application documents and organize the transport to and from the internship. By securing the trips, young people in rural areas in particular can make good use of these offers.</p> <p>The project is carried out by a group of educational institutions from the region (by AWZ-Ausbildungszentrum GmbH Halberstadt in association with VHS-Bildungswerk GmbH Quedlinburg and Teutloff Bildungszentrum Wernigerode – Gemeinnützige Schulgesellschaft mbH) It has been put in place in November 2017, and is co-financed by the district Harz and ESF, within the regional transition programme of Saxony-Anhalt (Regionales Übergangsmanagement Sachsen-Anhalt).</p>
<p>© District of Harz  Honoured with the internship seal 2018 in the district of Harz  Project coordinator: Christiane Müller  Phone: +49 3941 698012  E-mail: <a href="mailto:christiane.mueller@awz.net">christiane.mueller@awz.net</a>  <a href="https://ruemsa.Sachsen-Anhalt.de/gute-praxis/wirtschaft/praktikalotsen/">https://ruemsa.Sachsen-Anhalt.de/gute-praxis/wirtschaft/praktikalotsen/</a></p>

<b>Practice days (Tage in der Praxis (TIP) - Altmarkkreis Salzwedel)</b>
<p>The project "Days in Practice (TIP)", supports students in grades 8 and 9 in the transition from school to vocational training in two ways. In the first half of the school year, students receive a first assessment of their professional inclinations and skills. In an apprenticeship workshop they receive the first professional and technical training on the job. This first phase lasts for a week. Phase two is scheduled for the second half of the year, where students carry out a total of 10 days of internship, implemented either as one block or in one day every fortnight. The process is coordinated with the school and monitored and serviced by coaches through all phases.</p> <p>The project started in May 2017 and is scheduled to last till autumn 2019. Within the first half year 235 students were prepared for an internship in the second semester of 2018, with more than 50% of the students in professions suffering from a shortage of skilled workers (like construction/crafts, nursing/health/social services).</p> <p>The core of the project is the job coach who acts as direct link between the student and the enterprise or institution. The coach follows up on the process and supports the students in targeting and applying for appropriate jobs, which in turn increases the self-esteem of young people at the transition from school to the labour market. At the same time professions with lack of qualified workforce are targeted. One bottleneck turned out to be the capacity for free time in schools to allow for participation.</p> <p>The project is implemented by an association supporting education and is implemented within the regional transition programme of Saxony-Anhalt (Regionales Übergangsmanagement Sachsen-Anhalt) in a district in Saxony-Anhalt.</p> <p>Further information can be found at: <a href="http://www.jungekoepfe.info">www.jungekoepfe.info</a></p>
<p>Contact details  Project office: Verein zur Förderung der Bildung  VFB Salzwedel e.V.-, Alte Pumpe 11, D-29410 Salzwedel  Tel: +49 3901 30149-0  E-Mail: <a href="mailto:kontakt@vfb-saw.de">kontakt@vfb-saw.de</a>  <a href="https://ruemsa.sachsen-anhalt.de/gute-praxis/wirtschaft/tage-in-der-praxis-tip-mit-zitat/">https://ruemsa.sachsen-anhalt.de/gute-praxis/wirtschaft/tage-in-der-praxis-tip-mit-zitat/</a>  The Land's own initiative KAOA with its Municipal Coordination Points in NRW (KoKo) (cf.</p>

<https://www.mags.nrw/kaoa-gute-praxis>)

Under this link a broad collection of good practice examples from all four action fields of KAoA is provided to interested stakeholders and implementers

The action fields are:

1. professional orientation (30 cases)
2. systematisation of transition school to work (one case)
3. attractiveness of the Dual System (eight cases)
4. municipal coordination points (three cases)

A most recent (2019-09-03) structured summary overview of all examples is provided under [https://www.mags.nrw/sites/default/files/asset/document/arbeit\\_kaoa\\_bgp\\_uebersicht.pdf](https://www.mags.nrw/sites/default/files/asset/document/arbeit_kaoa_bgp_uebersicht.pdf)

For the programme "Aktion 100" (additional apprenticeship places for people with handicaps) seven good practice examples have been provided on <https://www.mags.nrw/ausbildung-mit-behinderung-praxis>

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Documents **received from NRW (hard-copy by source, or download link) with reference to evaluation questions**

Title, or monitoring table/chart (MT/MC) description	referring to EQ N°	Hard-copy	(download-) link (all checked 2019-08-27)
MT programmes: participants ISCED – entries, exits (status, reason, status after) 15.08.2019	4.4.6	MA	
MT programmes: funding, participants: female share entries, exits (status, reason, status after) 15.08.2019		MA	
MT programmes: ESF output-indicators, targets 2023, current value (31.12.18), achievement rate	1.1 4.4	MA	
MC Level of commitments to attributions by Priority Axis (16.08.19)		MA	
MT (monthly dashboard): youth programmes number & funding (ESF/nat) of projects, participants by socio-economic characteristics (gender, age-groups, migrant background, handicaped, educational achievements, LTU etc)	4.4.3	MA	
Grundlage zur Platzverteilung im Ausbildungsprogramm NRW ab 2019 /allocations of places funded by municipalities according needs (statistics)		MA	
Leaflet - Ausbildungsprogramm NRW – (for enterprises)			
Leaflet - Ausbildungsprogramm NRW – (for youth)			
Leaflet – Kompetenzen sichtbar machen und Berufswege planen – Jobmappe NRW.			
Beispiele guter Praxis aus der Arbeit der Kommunalen Koordinierungsstellen. Kein Abschluss ohne Anschluss. Übergang Schule-Beruf in NRW		G.I.B.	
Beispiele guter Praxis aus der Arbeit der Kommunalen Koordinierungsstellen. Stadt Leverkusen Handlungsfeld 1: Berufliche Orientierung		G.I.B.	
Beispiele guter Praxis aus der Arbeit der Kommunalen Koordinierungsstellen. Stadt Dortmund Handlungsfeld 2: Systematisierung des Übergangs		G.I.B.	
Beispiele guter Praxis aus der Arbeit der Kommunalen Koordinierungsstellen. Stadt Bielefeld		G.I.B.	

Title, or monitoring table/chart (MT/MC) description	referring to EQ N°	Hard-copy	(download-) link (all checked 2019-08-27)
Handlungsfeld 4: Kommunale Koordinierung			
Beispiele guter Praxis aus der Arbeit der Kommunalen Koordinierungsstellen. Rheinisch-Bergischer Kreis Handlungsfeld 3: Steigerung der Attraktivität des dualen Systems		G.I.B.	
Presentation: Kommunale Koordinierungsstellen (Kein Abschluss ohne Anschluss – Übergang Schule-Beruf in NRW) 15.08.19, Christiane Siegel		G.I.B.	
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Action 100 - Individual exemplary case report		G.I.B.	<a href="https://www.mags.nrw/ausbildung-mit-behinderung-gute-praxis-oberhausen">https://www.mags.nrw/ausbildung-mit-behinderung-gute-praxis-oberhausen</a> <a href="https://www.mags.nrw/aktion-100-ausbildung-tiermedizinische-fachangestellte">https://www.mags.nrw/aktion-100-ausbildung-tiermedizinische-fachangestellte</a>
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Title, or monitoring table/chart (MT/MC) description	referring to EQ N°	Hard-copy	(download-) link (all checked 2019-08-27)
Ergebnisbericht: Statistische Analyse der IC3- und ICF-Daten im Modellprojekt „Chance Zukunft“, 2018			<a href="https://www.mags.nrw/sites/default/files/asset/document/esf_bericht_chance_zukunft_2018.pdf">https://www.mags.nrw/sites/default/files/asset/document/esf_bericht_chance_zukunft_2018.pdf</a>
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## 12.2 Interviews

### Interview Partners Bavaria

Herr Moser und Frau Jell, ESF Verwaltungsbehörde in Bavaria, 31.08.19

Frau Dr Jenny Bennett, ISG Institut für Sozialforschung und Gesellschaftspolitik GmbH, 02.08.19

### Interview Partners Saxony-Anhalt

Fr. Dr. Kristin Körner, Ministerium für Arbeit, Soziales und Integration, Saxony-Anhalt, 13.09.19

### Interview Partners NRW

#### G.I.B. (15.08.2019)

- Dr. Georg Worthmann (Abteilungsleitung M & E)
- Frau Julia Mahler (Abtlg. M & E), □ Schule & Beruf, KAoA, TEP, Sondererhebungen
- Frau Christiane Siegel (Abtlg. Jugend & Beruf), (Kein Abschluss ohne Anschluss / Job-Mappe)
- Herr Jürgen Kempken (Abtlg Jugend & Beruf) – (Kein Abschluss ohne Anschluss / Kommunale Koordinierungsstellen, Ausbildungsprogramm NRW, künfig: Aktion 100

#### Managing Authority NRW (16.08.2019)

- Mr Daniel Jansen (Head of Managing Authority ESF)

- Dr. Christoph Ehlert (M & E expert within the Managing Authority)

### 13 Annex

Table 14. Overview of Interventions in the ESF Operational Programme NRW

Programme architecture			Main Actions	Descriptions
OP	Action level			
	PAX	ESF/ YEI		
OP Bayern	A	ESF	Förderaktion 1: Förderung von Ausbildungsstellen: „Fit for work“ (Support for training places in enterprises)	The purpose of the "Fit for Work - Opportunity Training" is to increase the chances of finding a training place for young people who are having difficulty finding an apprenticeship. The aim is to encourage young people who, due to the situation on the training market, their personal life situation, education or qualification deficits or lower social and personal competencies, have not been trained (disadvantaged young people), and that successful completion of vocational training is supported. Training companies may receive a grant for training allowance expenses when completing an in-company training relationship with young people from the target group and providing training.
OP Bayern	A	ESF	Förderaktion 2: Arbeitsweltbezogene Jugendsozialarbeit (work-related youth social work)	The operation promotes the permanent integration of socially disadvantaged and / or individually disabled young people into the labour market. The focus of the operations of youth social work is on the promotion of training maturity and employability in the context of preliminary operations (Action 2.1). The aim is to improve the educational maturity so that it can be integrated into school or company training. If young people have the necessary educational qualifications, they should, if necessary, be given the opportunity to obtain a state-recognised vocational qualification in the context of an external company qualification establishment (Action 2.2).
OP Bayern	A	ESF	Förderaktion 4.2: Social Innovation under IP8v – Call 'Business: actively promoting young people' – Improvement of the vocational training conditions of disadvantaged young people	The aim of the call is to improve the training requirements of disadvantaged young people, young adults and/or young refugees with a secured residence in public and private partnerships, especially in the responsibility of business enterprises. The main topics of the project are the promotion of training

Programme architecture			Main Actions	Descriptions
OP	Action level			
	PAX	ESF/ YEI		
				maturity and / or employability in public and private partnership with companies. The aim is to apply various and combined actions that are carried out in (partial) partnership with companies or networks of companies.
OP Bayern	A	ESF	Förderaktion 8: Überbetriebliche Lehrlingsunterweisung (ÜLU) (outside of company apprenticeship training) under IP8v	The courses of the inter-company apprenticeship training (ÜLU) supplement and support the in-company training in craft enterprises and thus represent an important building block in the dual system of vocational training. They ensure the consistently high quality of training in the trades of craft. The ÜLU courses are one-week or multi-week practical, practical lessons, starting from the first up to the fourth year of training in inter-company training centres.
OP Nordrhein-Westfalen	1	ESF	2.1 Kommunale Koordinierung (Municipal coordination)	With the state initiative "No degree without connection - transition school-occupation in NRW" all young people are supported at an early stage with vocational orientation, occupation choice and with the transition to training or a degree. The aim is to provide young people after school with a follow-up perspective for vocational training or tertiary education as quickly as possible and to avoid unnecessary waiting patterns through an effective, municipal coordinated overall system.
OP Nordrhein-Westfalen	1	ESF	2.2 Starthelfende (Start-helping)	Both companies and young people are to be facilitated with the help of the program "Start Helper" the entry into the training. Companies are supported in the search for suitable apprentices, young people in their training place search. But even with concrete problems during the training the helpers offer support. Dropouts should be avoided and both young people and companies can contact them in case of conflict.
OP Nordrhein-Westfalen	1	ESF	2.3 Kooperative Ausbildung an Kohlestandorten in Nordrhein-Westfalen (Cooperative training at coal sites in North Rhine-Westphalia)	The cooperative training at coal sites promotes development away from the carbon intensive mining industry.

Programme architecture			Main Actions	Descriptions
OP	Action level			
	PAX	ESF/ YEI		
OP Nordrhein-Westfalen	1	ESF	2.4 Förderung der betrieblichen Ausbildung im Verbund (Promotion of on-the-job training in a network)	On the one hand, it supports the creation of new apprenticeships and, on the other hand, helps to ensure the quality of training and the demand for skilled workers.
OP Nordrhein-Westfalen	1	ESF	2.5 Werkstattjahr (workshop year) (since September 2018 successor of Production School NRW)	Werkstattjahr aims at young people who have left a general education school without adequate operational and training maturity and who are expected to fail the standard vocational preparation programs for integration success, but who show a recognisable willingness to work and learn and who have not reached the age of 19 when entering the operation. The target group is mostly young people with multiple labour market placement barriers. The aim is to introduce adolescents and young adults to training and gainful employment in the general labour market by linking work and learning in real / operational service and production processes. At the same time placement in company internships has a special significance. During the operation, the young people should obtain training and be motivated to develop a learning and working attitude that enables them to take up training or employment subject to social security contributions. The participants receive a performance-related bonus in the workshop year.
OP Nordrhein-Westfalen	1	ESF	2.6. Teilzeitberufsausbildung – Einstieg begleiten – Perspektiven öffnen (Part-time job training – accompanying entry – opening perspectives)	The aim of the programme is to offer young mothers and fathers new ways to successfully enter the profession through part-time training. The Society for Innovative Employment Promotion (G.I.B.) accompanies the implementation of the state program and advises the project participants. G.I.B. promotes the professional exchange of the participating labour market players as well as the transfer of specialist events and the preparation of good practice examples. It also supports the regional networks for part-time vocational training in the regions and compiles evaluations of the program in the context of monitoring.

Programme architecture			Main Actions	Descriptions
OP	Action level			
	PAX	ESF/ YEI		
OP Nordrhein-Westfalen	1	ESF	2.7. 100 zusätzliche Ausbildungsplätze für Jugendliche und junge Erwachsene mit Behinderung in Nordrhein-Westfalen (100 additional training places for young people and young adults with disabilities in North Rhine-Westphalia)	The initiative promotes 100 additional training places for adolescents and young adults with disabilities in North Rhine-Westphalia. The project Chance Zukunft focuses on the challenges of labour market integration of young people with multiple problems. An essential focus of this approach is the outreach work with the participants.
OP Nordrhein-Westfalen	1	ESF	2.8. Prüfungsgebühren für Jugendliche mit vollzeitschulischer beruflicher Ausbildung (Examination fees for young people with full-time vocational training)	The Land takes over the examination fees for young people.
OP Nordrhein-Westfalen	1	ESF	8.1. A1-1 Einzelprojekte Verbesserte Koordinierung zur Förderung des Übergangs Schule in den Beruf (= Titel eines Spezifischen Ziels) (Individual projects improved coordination to promote transition school to work, i.e. title of a specific objective)	No specific information available.
OP Nordrhein-Westfalen	1	ESF	8.1. A1-2 Einzelprojekte Verbesserung der beruflichen Integration von jungen Menschen nach Austritt aus der Schule (= Titel eines Spezifischen Ziels) (Individual projects Improving the vocational integration of young people after leaving school, i.e. title of a specific objective) A single operation of this action is „Kein Abschluss ohne Anschluss – Übergang Schule – Beruf in NRW“	The planned flanking of the "no completion without follow-up" strategy concerns the transition from school to work and university in several ways. The strategy is intended to support students of all types of school at an early stage in their career and study orientation, choice of career and entry into training or studies.
OP Sachsen-Anhalt	1	ESF	BRAFO – „Berufswahl Richtig Angehen Frühzeitig Orientieren“ (Appropriately addressing career choice early orientation)	The Land programme BRAFO develops the career choice of young people and supports this career choice process. The pedagogical guiding principle is the consistent focus on equality, inclusion, diversity and gender equality. BRAFO is carried out by educational institutions and has a modular structure. It consists of the "competence and interest exploration" (module 1) and the "enterprise exploration" (module 2).
OP Sachsen-Anhalt	1	ESF	RÜMSA – Regionales Übergangsmanagement Sachsen-Anhalt (Regional transition management Saxony-Anhalt)	RÜMSA serves to create a transparent and lasting cooperation and support structure for young people at the transition from school to work. The career start should be facilitated for young people by more closely coordinating

Programme architecture			Main Actions	Descriptions
OP	Action level			
	PAX	ESF/ YEI		
				the various offers of the youth welfare office, the job centre, the employment agency, the schools and other institutions. This gives young people easy and uncomplicated access to opportunities and prospects in the regional labour market.
OP Sachsen-Anhalt	1	ESF	ZaA – Zukunftschance assistierte Ausbildung (Future prospects assisted training)	With the operation "Future Prospects Assisted Training", young people with difficult starting conditions and a high need for special needs are supported in successfully completing a regular education through appropriate preparation and intensive socio-educational help. The support is provided holistically and individualised by an educational institution as a central point of contact and contact for both the young person and the training company.
OP Sachsen-Anhalt	1	ESF	STABIL - Selbstfindung-Training-Anleitung-Betreuung-Initiative-Lernen (Self-discovery – training – manual – care – initiative – learning)	STABIL is aimed at young people in need of assistance who are usually under the age of 25, in justified cases up to the age of 30, who have completed their compulsory education but no vocational qualification, are unemployed and do not benefit from the support offered by the Employment Agencies or basic social security institutions or cannot be achieved anymore. The aim of the funding is to develop the educational and employability of the participants so that they can be integrated into training (also using the Assisted Learning or Employment Country Programme or other appropriate further operations).
OP Sachsen-Anhalt	1	ESF	(CLLD) (Community Led Local Development)	

Table 15. Total common outputs for participations ESF/YEI under IP8.ii, cumulative until 2018, by Operational Programme and indicator

Description Common Output indicator	OP Bavaria			OP North Rhine- Westphalia			OP Saxony-Anhalt			Total		
	ESF			ESF			ESF			Total	%	% of women
	Total	%	% of women	Total	%	% of women	Total	%	% of women			
<b>Employment status</b>												
<b>CO01</b> Unemployed	1 686	38%	31%	11 708	55%	43%	4 448	10%	40%	17 842	25%	41%
<i>CO02 of which long-term unemployed</i>	823	19%	32%	4 370	20%	51%	1 948	4%	39%	7 141	10%	45%
<b>CO03</b> Inactive	1 984	45%	28%	6 898	32%	36%	29 448	64%	46%	38 330	53%	44%
<i>CO04 of which not in education or training</i>	1 065	24%	38%	1 253	6%	72%	1 173	3%	58%	3 491	5%	57%
<b>CO05</b> Employed, including self-employed	741	17%	29%	2 728	13%	41%	12 046	26%	20%	15 515	22%	24%
<b>Total CO1+CO3+CO5</b>	4 411	100%	29%	21 334	100%	41%	45 942	100%	39%	71 687	100%	39%
<b>Age</b>												
<b>CO06</b> Below 25 years of age	4 384	99%	29%	18 592	87%	34%	44 308	96%	39%	67 284	94%	37%
<b>CO06a</b> Between 25-54 years of age	27	1%	48%	2 740	13%	85%	1 634	4%	28%	4 401	6%	64%
<b>CO07</b> Above 54 years of age	0	-	-	2	0%	0%	0	-	-	2	0%	0%
<i>CO08 Above 54 years of age who are unemployed, or inactive</i>	0	-	-	1	0%	0%	0	-	-	1	0%	0%
<b>Education level</b>												
<b>CO09</b> With primary or lower secondary education (ISCED 1/2)	3 932	89%	28%	18 948	89%	39%	42 074	92%	39%	64 954	91%	38%
<b>CO10</b> With upper secondary or post-secondary Education (ISCED 3/4)	475	11%	40%	2 266	11%	54%	3 766	8%	40%	6 507	9%	45%
<b>CO11</b> With tertiary education (ISCED 5 to 8)	4	0%	25%	120	1%	78%	102	0%	66%	226	0%	72%
<b>CO11a</b> Other / unknown ISCED	0	0%	-	0	0%	-	0	0%	-	0	0%	-
<b>Other background characteristics</b>												
<b>CO12</b> Participants who live in jobless households	-	-	-	-	-	-	-	-	-	-	-	-
<i>CO13 Participants who live in jobless households with</i>	-	-	-	-	-	-	-	-	-	-	-	-

Description Common Output indicator	OP Bavaria			OP North Rhine- Westphalia			OP Saxony-Anhalt			Total		
	ESF			ESF			ESF			Total	%	% of women
	Total	%	% of women	Total	%	% of women	Total	%	% of women			
<i>dependent children</i>												
<b>CO14</b> Participants who live in a single adult household with dependent children	-	-	-	-	-	-	-	-	-	-	-	-
<b>CO14a</b> Other households	4 411	100%	29%	21 334	100%	41%	45 942	100%	39%	71 687	100%	39%
<b>CO15</b> Migrants, participants with a foreign background, minorities	1 018	23%	23%	8 600	40%	38%	2 050	4%	35%	11 668	16%	36%
<b>CO16</b> Participants with disabilities	66	1%	35%	486	2%	39%	745	2%	39%	1 297	2%	39%
<b>CO17</b> Other disadvantaged	1 110	25%	30%	1 765	8%	50%	990	2%	34%	3 865	5%	40%
<b>CO18</b> Homeless or affected by housing exclusion	25	1%	20%	134	1%	28%	82	0%	23%	241	0%	25%
<b>CO19</b> From rural areas	959	22%	26%	722	3%	48%	4 027	9%	37%	5 708	8%	37%

Source: SFC2014, based on AIR 2018, data extracted on 06.09.19

Table 16. Common result indicators Investment Priority 8.ii, ESF/YEI, by Operational Programme

OP / Fund / Indicator	OP Bavaria			OP North Rhine- Westphalia			OP Saxony-Anhalt			Total ESF	Total YEI	Total
	ESF	YEI	Total	ESF	YEI	Total	ESF	YEI	Total			
<b>CR01</b> inactive participants engaged in job searching upon leaving	66		66	847		847	1 990		1 990	2 903		2 903
<b>CR02</b> participants in education/training upon leaving	468		468	4 343		4 343	1 864		1 864	6 675		6 675
<b>CR03</b> participants gaining a qualification upon leaving	1 138		1 138	1 565		1 565	29 865		29 865	32 568		32 568
<b>CR04</b> participants in employment, including self-employment, upon leaving	1 132		1 132	4 864		4 864	325		325	6 321		6 321
<b>CR05</b> disadvantaged participants engaged in job	772		772	726		726	598		598	2 096		2 096

Case Study - Germany

OP / Fund / Indicator	OP Bavaria			OP North Rhine-Westphalia			OP Saxony-Anhalt			Total ESF	Total YEI	Total
	ESF	YEI	Total	ESF	YEI	Total	ESF	YEI	Total			
searching, education/training, gaining a qualification, or in employment, including self-employment, upon leaving												
Share of total in %	28%		28%	6%		6%	2%		2%	4%		4%
<b>Total number of immediate results</b>	2 804		2 804	11 619		11 619	34 044		34 044	48 467		48 467
<b>CR06</b> participants in employment, including self-employment, 6 months after leaving	758		758	3 498		3 498	179		179	4 435		4 435
<b>CR07</b> participants with an improved labour market situation 6 months after leaving	0		0	635		635	12		12	647		647
<b>CR08</b> participants above 54 years of age in employment, including self-employment, six months after leaving	0		0	0		0	0		0	0		0
<b>CR09</b> disadvantaged participants in employment, including self-employment, 6 months after leaving	355		355	332		332	96		96	783		783
<b>Total number of long-term results</b>	1 113		1 113	4 465		4 465	287		287	5 865		5 865

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