

EVALUATION AND FITNESS CHECK (FC) ROADMAP			
TITLE OF THE EVALUATION/FC	<i>Ex-post evaluation of the Your first EURES job mobility scheme and options for future EU measures on youth intra-EU labour mobility</i>		
LEAD DG RESPONSIBLE UNIT	DG EMPL.C.3	DATE OF THIS ROADMAP	10 / 2015 <i>Note: this roadmap relates to an evaluation that started before the entering into force of the Better Regulation Guidelines (May 2015).</i>
TYPE OF EVALUATION	Evaluation Ex-post, Mixed	PLANNED START DATE	Q3 / 2015
		PLANNED COMPLETION DATE	Q3 / 2016
		PLANNING CALENDAR	http://ec.europa.eu/smart-regulation/evaluation/index_en.htm
This indicative roadmap is provided for information purposes only and is subject to change.			

A. Purpose
(A.1) Purpose
<p>For intra-EU youth labour mobility, the Commission has been testing a scheme called "Your first EURES job" (hereinafter referred to as YFEJ) to experiment an innovative service model for providing tailor-made employment services to young people and employers. YFEJ has been a three year preparatory action (budget 2011-2013), implemented in the framework of the "Youth on the Move" flagship initiative¹ and the Youth Opportunities Initiative². Its main goal was to help young people to find a job, traineeship or apprenticeship in another Member State and employers to find workers for their hard-to-fill vacancies.</p> <p>The YFEJ ex-post evaluation aims, on the one hand, to complete the findings of the 2014 YFEJ interim evaluation (see section D2) and examine the action against the evaluation questions as specified in section C2 (retrospective analysis) and, on the other hand, to explore the potential for development of the action, through the analysis of impacts as well as of costs and benefits of possible future policy options in support of youth intra-EU labour mobility (prospective analysis).</p> <p>The retrospective dimension of the ex-post evaluation will focus in particular on the projects and activities implemented under the preparatory action; the prospective dimension will also give due consideration to the ongoing 'target mobility schemes' (TMS)-YFEJ projects under the EU Programme for Employment and Social Innovation (EaSI) programme in order to complement and ascertain the robustness of the evaluation findings and the policy options. In accordance with the "<i>Evaluate first principle</i>", relevant evidence will be collected in order to support any policy decision on the future of the intervention.</p> <p>The YFEJ ex-post evaluation and study for future EU options on youth intra-EU mobility will have 12 months duration and will consist of a study report by an independent contractor, assisting the Commission with carrying out this evaluation, as well as an accompanying Commission Staff Working document.</p>
(A.2) Justification
<p>According to the Financial Regulation applicable to the EU budget³, namely Art. 18, §3 of its Rules of Application⁴, "<i>all programmes or activities, including pilot projects and preparatory actions, where the resources mobilised exceed EUR 5 000 000 shall be the subject of an interim and/or ex post evaluation in terms of the human and financial resources allocated and the results obtained in order to verify that they were consistent with the</i></p>

¹ COM(2010)477 final

² COM(2011)933 final

³ Regulation (EU, Euratom) of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union n° 966 /2012 of 25.10.2012 (OJ L 298, 26.10.2012)

⁴ Commission Delegated Regulation (EU) n° 1268/2012 of 29.10.2012, (OJ L 362, 31.12.2012) on the rules of application of Regulation (EU, Euratom) n°966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union.

objectives (...)"

B. Content and subject of the evaluation

(B.1) Subject area

YFEJ is an innovative job mobility scheme combining the provision of information, recruitment, matching and placement services (jobs, traineeships and apprenticeships) with EU financial incentives for both young people and employers (SMEs⁵ in particular). It also helps employers to find workforce for their bottleneck vacancies.

As with other mobility actions co-financed by the European Commission, the financial support to both young candidates and SMEs is based on a mix of simplified cost options (e.g. flat rates and lump sums) and reimbursement of actual declared costs (up to a pre-defined cap) for a limited category of expenses. The former covers in particular young people's travel, relocation and daily allowance costs or the costs of an induction training for recruited mobile workers by SMEs; the latter covers specific costs such as language courses or recognition of qualifications for candidates.

YFEJ had a budget of around EUR 12 million for 15 projects selected through three annual calls for proposals (EU budget 2011-2013). The first two calls financed 9 projects dealing exclusively with job placements. The third and last wave of projects started in June 2014 (12 months duration) covering jobs, traineeships and apprenticeships, and concluded in September 2015. As of 2014, YFEJ is pursued under the new [EU Programme for Employment and Social Innovation \(EaSI\) \(2014-2020\)](#), within the [EURES Axis](#). It provides funding to support 'targeted mobility schemes' (TMS), i.e. schemes which aim to fill bottleneck vacancies, deal with vacancies in certain occupations, sectors or Member States or to support specific target groups (young people or other), facilitating thus intra-EU job mobility. The 2014-2020 calls for proposals aim at reinforcing connection with the EURES network⁶. Until 2020, it is planned to support about two large-scale projects on a yearly basis, with a budget envelope c.a. EUR 7 to 9 million for the placement of around 2000 to 3000 young people.

The 2011-2013 YFEJ preparatory action provided support to young people within the age bracket 18-30. Activities could be implemented by EU public or private (for profit and not-for-profit) employment services during a contractual period varying from 12 to 18 months.

The current 2014-2020 TMS-YFEJ scheme is implemented along the lines of the former preparatory action, with some minor modifications: a) the target groups are young nationals aged 18-35 and employers from the countries of the European Economic Area (EEA) i.e. the EU 28, Norway and Iceland⁷; b) priority is given to hard to fill vacancies identified from evidence-based sources and, c) projects have at least 24 month duration and are implemented by EURES driven consortia covering at least seven EEA countries, possibly involving other public or private labour market stakeholders.

In 2014 two projects were granted for around EUR 3.5 million each (EURES Italy and EURES Sweden, both in consortium with other EURES members). The 2015 call for proposals (about 8 million EUR) has had two publication phases, in April-June and August-October respectively. A project driven by EURES France for around EUR 2.5 million has been awarded. Activities are deemed to start in November 2015. One or two more projects may be granted until the end of 2015⁸.

An [interim evaluation](#) was published in 2014. It evaluated the 9 projects (of which 5 were still ongoing at the time) from the first and second calls between March 2013 and April 2014. The study emphasized the relevance, complementarity and EU added value of the action (see section D2). For the retrospective dimension, the ex-post evaluation of YFEJ will cover in particular the projects funded under the 2nd and 3rd calls for proposals of the preparatory action (budget years 2012 and 2013), which comprises 11 projects. For the prospective dimension, the ex-post evaluation will also look into the TMS-YFEJ projects and activities under the EaSI programme and will examine the costs and benefits of present and future scenarios, i.e. the baseline scenario (current situation) and other possible options. It will also provide a comparative overview of their potential impacts.

(B.2) Original objectives of the intervention

The main objective of the YFEJ preparatory action was to offer more intra-EU job opportunities for young people and ensure 5000 work placements (ref. Youth Opportunities Initiative).

⁵ SMEs= Small and medium-sized enterprises

⁶ For more information on EURES, please refer to section B3

⁷ In accordance with the EEA Agreement; Liechtenstein does not participate.

⁸ More info on calls for proposals and awarded projects at: <http://ec.europa.eu/social/main.jsp?langId=en&catId=629>; <http://ec.europa.eu/social/main.jsp?catId=632&langId=en>

This objective was underpinned by other key goals as follows:

- to foster the exercise of workers' freedom of movement as set out in the Treaty on the Functioning of the European Union (TFEU, Art. 45);
- to address labour market bottlenecks and surpluses e.g. help employers to fill bottleneck vacancies and young unemployed people to find more job opportunities;
- to help reduce intra-EU labour mobility obstacles e.g. knowledge of languages, recognition of qualifications or the costs of moving abroad;
- to contribute to achieving the Europe 2020 target of having 75% of people aged 20-64 in employment.

(B.3) How the objectives were to be achieved

The free movement of workers is a fundamental principle in the European Union. Intra-EU labour mobility helps to tackle unemployment disparities between EU Member States and contributes to a more efficient allocation of human resources.

YFEJ was designed and developed as a pilot initiative to respond to the increasing levels of youth unemployment registered since the outbreak of the economic crisis in 2008, affecting around 5 million young people. Labour market data also show that even in these times of economic downturn, Europe has shortages and surpluses of skilled labour, i.e. there are many job vacancies that remain unfilled due to the lack of suitable work force⁹.

YFEJ accompanies the [reform of EURES](#) launched with a new Commission Implementing Decision in November 2012 (2012/733/EU), towards a more result-oriented and efficient network. [EURES](#) is the network between the Public Employment Services of the EU-28 countries, Norway, Iceland and Liechtenstein (Switzerland also participates) and the Commission which aims at ensuring the transparency of labour markets. Launched in 1993, EURES exchanges job vacancies and applications for employment and provides information concerning living and working conditions. It shares this information on the job mobility portal and has a human network of more than 1000 EURES Advisers. It facilitates intra-EU mobility for all categories of workers and age brackets but some of the customised services provided by YFEJ are not covered by EURES. In January 2014, the European Commission brought forward a proposal for a Regulation of the European Parliament and of the Council on a European Network of Employment Services to foster workers' access to mobility services and enhance the further integration of labour markets (the so called 'EURES Regulation'). This is a key EU instrument for promoting mobility across the EU in accordance with article 46 TFEU. The regulatory proposal is at the final stage of the legislative process and is deemed to enter into force in 2016.

The experimental nature of YFEJ at small-scale level enabled testing new ways of delivering job matching and job placement activities, by fostering public-private partnerships, by developing jobseeker-oriented support measures and by using a financial mechanism to address mobility obstacles e.g. the costs of moving abroad or training needs. As mentioned above (see sections A1 and B.1), YFEJ is currently pursued under the EURES Axis of the EaSI programme as a 'targeted mobility scheme'.

C. Scope of the evaluation/FC

(C.1) Topics covered

By combining a retrospective and a prospective dimension (see section A1), the YFEJ ex-post evaluation will complement the findings and conclusions of the 2014 YFEJ interim evaluation and also provide evidence to support the Commission's future policy intervention to enhance intra-EU labour mobility of young people, within the framework of the free movement of workers as enshrined in Article 45 TFEU. The evaluation should in particular demonstrate to what extent job mobility schemes have benefits for both the target groups and the Member States and add value to intra-EU labour mobility.

The study will have maximum 12 months duration. The ex-post evaluation will cover the EU-28 countries and, in the light of the free movement of workers provisions of the TFEU applicable to the EEA, it should also examine the consequences of each of the policy options for Norway, Iceland and Liechtenstein. The analysis will however put into perspective a representative sample of Member States (DE, ES, IT, PL, SE, SI, UK), mirroring the geographical and labour mobility diversity across Europe. The findings should enable drawing conclusions with EEA-wide relevance.

⁹ Study "Mapping and Analysing Bottleneck Vacancies on the EU Labour Market", September 2014
<http://ec.europa.eu/social/main.jsp?langId=en&catId=993&newsId=2131&furtherNews=yes>

(C.2) Issues to be examined

Note: this evaluation started before the entering into force of the European Commission's Better Regulation Guidelines (19 May 2015).

The YFEJ ex-post evaluation will comprise two dimensions. The *retrospective dimension* aims to complete the evaluation process, by complementing the YFEJ interim evaluation with evidence-based data on the projects not fully evaluated under call 2 and the projects under call 3, as well as drawing the final lessons from the overall evaluation. The evaluation criteria to be examined are: *effectiveness, efficiency, complementarity and EU added value, sustainability, impact, as well as organisation and governance matters*. The assessment of these criteria should help to fill information gaps and assess the effects of the changes introduced after the interim evaluation, in particular the robustness of the previous findings concerning the *relevance and coherence* of the YFEJ job mobility scheme.

The following preliminary retrospective evaluation questions will be addressed:

(1) For effectiveness

To what extent have the selected projects achieved their objectives and contributed to achieving the overall objective of the preparatory action? If not, what factors may have hampered the achievement of the objective(s)?

Are there any aspects/ methods /actors that render certain aspects of the projects / the preparatory action more or less effective than others, and – if there are – what lessons can be drawn from this?

(2) For efficiency

Have desired outputs and results been achieved at a reasonable cost? What is the CBA of the preparatory action?

What aspects of the contractual arrangements and funding mechanisms (e.g. flat rate and lump sums) were efficient or inefficient, in terms of the resources required by the beneficiaries?

Could the same results have been achieved with less funding? Could the use of other policy instruments, mechanisms or tools have provided better cost-effectiveness?

(3) For complementarity and added value

What specific features/aspects are there in the preparatory action that cannot be found in other EU programmes or schemes on mobility, such as Leonardo da Vinci, as now subsumed under Erasmus+, the schemes for student placements under Erasmus+, Erasmus for Entrepreneurs or other EU funding instruments e.g. European Social Fund¹⁰, Youth Employment Initiative¹¹?

What are the advantages, if any, of the tested intervention logic against the current (regular) (EURES) service provision at national level?

What is the added value of financial incentives at EU level to support mobility for (young) job seekers from one Member State to another Member State?

To what extent could this action be carried out by at least some Member States without EU funding support?

(4) For sustainability

How sustainable were the results of the preparatory action on the targeted groups: young people and employers?

To what extent the results of the preparatory action are likely to last after the intervention has terminated?

Have the implementing organisations of the preparatory action expressed the intention to continue the activities with other sources of funding than the EU budget?

(5) For impact

To what extent did the placements of workers under the scheme contribute to their ability to become active on the labour market in the mid to long term, i.e. had a more lasting effect on their career perspective and participation on the labour market?

¹⁰ <http://ec.europa.eu/esf/home.jsp>

¹¹ <http://ec.europa.eu/social/main.jsp?catId=1176>

What wider effects (such as enhanced competences and skills, self-esteem, personal autonomy, enhanced productivity, innovation for individuals and changes in performance and profiling of organisations) has the YFEJ preparatory action generated on both individuals and organisations?

To what extent can this preparatory action enhance intra-EU labour mobility, from a qualitative and quantitative perspective?

How far can the preparatory action influence people's decisions (jobseekers and employers) to effectively exercise the right of workers to free movement?

(6) For organisation and governance

What was the impact of the action on implementing organisations or other actors directly or indirectly involved in the preparatory action?

Prospective elements:

The study will also examine the feasibility of different policy scenarios for the future of EC support to youth intra-EU labour mobility, i.e. the baseline scenario (current situation) and other options for fostering intra-EU labour mobility for young people. The study should examine the costs, benefits, administrative burden, impacts and comparative assessment of at least two options for the future of YFEJ (and respective sub-options), which can be – without prejudice to any evaluation results – summarized as follows:

The baseline option - this corresponds to the current 'status quo' situation, where at least two service modalities co-exist: a) support by the EU budget through calls for proposals under direct management (2014-2020 EaSI programme, EURES Axis), and b) existence of national labour mobility initiatives in Member States programmes or measures co-financed under shared management (e.g. ESF) or with national budgets.

Option 1 – EU Policy support: the Commission could play a "leverage effect" by encouraging Member States to create youth job mobility schemes, by providing guidance and support. This option could be achieved in two ways: a) through policy support, in addition to the current base line option with EU support for youth mobility under direct management within the scope of the EURES axis in the EaSI instrument or, b) through EU action limited exclusively to policy support, excluding any further EaSI-EURES axis funding.

Option 2 - Scaling up the current EU intervention: this option is about significantly upscaling the current EU intervention in two possible ways: a) by enhancing the YFEJ job mobility scheme under the existing EaSI programme framework, i.e. increasing the EU budget for calls for proposals or, b) by scaling it up on the basis of a new legal and financial framework i.e. a new financial instrument similar to existing mobility programmes such as under Erasmus+.

(C.3) Other tasks

The ex-post evaluation report should include the assessment of the replies to a public stakeholders' consultation to be launched by the European Commission in the framework of this assignment. Opinions and views expressed by the stakeholders and organisations replying to the public consultation should help consolidate the findings on the evaluation questions and provide pointers for the comparative assessment of the proposed policy options (see section D4).

D. Evidence base

(D.1) Evidence from monitoring

The quarterly YFEJ Progress Summary Reports (PR) on YFEJ will feed into the ex-post evaluation of YFEJ. By the second quarter of 2015, all projects together had achieved around 4300 job placements corresponding to 86% of the YFEJ overall target (5000 job placements). All projects have been concluded at the end of the third quarter of 2015.

(D.2) Previous evaluations and other reports

A comprehensive set of relevant studies encompassing monitoring and evaluation of YFEJ will feed into this ex-post evaluation. The set of evidence will include in particular

- The [YFEJ interim evaluation](#) (which evaluated the first two years of implementation of the action).

An YFEJ **interim evaluation** was published in 2014. It evaluated the 9 projects (of which 5 were still ongoing at the time) from the first and second waves (March 2013 – April 2014) in light of a) relevance; b) effectiveness; c) efficiency; d) complementarity and EU added value and, e) organisation and governance. It did not evaluate the remaining projects under the preparatory action. The evaluation highlighted in particular the relevance, EU added value and complementarity of the action with EURES services. A high level of satisfaction from customers and implementing organisations was also reported.

Other relevant background information on YFEJ which will be used for the desk review and for purposes of collection of administrative data are:

- The [three calls for proposals](#) (2011-2012-2013) and corresponding Implementing Guide under the YFEJ preparatory action¹²;
- Minutes of the YFEJ Steering Group meetings;
- Awarded YFEJ grant agreements (3 calls) and final reports of the concluded YFEJ projects;
- The report of the 2015 Expert Workshop "Support to intra-EU labour mobility with targeted labour mobility schemes";
- The overview of the national services, measures and support for both in-country and intra-EU geographical mobility (PES survey), April 2015;
- The report of the 2013 Expert Workshop "The future of YFEJ and the development of targeted mobility schemes".

Other EU, OECD and independent information sources directly or indirectly related to the subject of the study will also contribute to the desk research.

(D.3) Evidence from assessing the implementation and application of legislation (complaints, infringement procedures)

N/A

(D.4) Consultation

With a view to preparing the present ex-post evaluation, the Commission carried out consultations with different EU labour market stakeholders in early 2015: a "EU-28 survey on national services, measures and support for both in-country and intra-EU geographical mobility" and the expert workshop "Support to intra-EU labour mobility with targeted mobility schemes".

During the evaluation process, several consultation activities will be carried out:

(1) An EU online public consultation, translated into the official EU languages, will be launched in Q1/2016 and will run for 12 weeks. It can be accessed via the link: <http://ec.europa.eu/social/main.jsp?catId=333&langId=en>

(2) Presentation of an evaluation progress update to the EURES Coordination Group (in December 2015 and June 2016).

(3) For the retrospective analysis (months 1-6 of the evaluation, to be finalised in month 11/12), targeted consultations will include key stakeholders interviews, telephone consultations with round 2 YFEJ project stakeholders, visits to round 3 YFEJ project stakeholders, and a small-scale online survey of young people benefiting from YFEJ projects.

(4) For the prospective analysis (months 2-10 of the study, to be finalised in month 11/12), targeted consultations will include a validation workshop at EU level with key EU (and, as relevant, national) stakeholders, interviews with key stakeholders in the context of country case studies and National Focus Groups, bringing together between five and ten different key stakeholders in relation to youth mobility. The TMS-YFEJ scheme implementers under the EaSI programme will be relevant stakeholders for this phase of the analysis.

More details can be found in the Consultation Strategy, which can be accessed via the link: <http://ec.europa.eu/social/main.jsp?catId=1193&langId=en>

¹² VP/2011/006; VP/2012/006; VP/2013/014

(D.5) Further evidence to be gathered

The YFEJ ex-post evaluation aims to collect both quantitative and qualitative data from primary and secondary sources.

E. Other relevant information/ remarks