



Study supporting the ex post evaluation of the European Globalisation Adjustment Fund (2014-2020)

Final report

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ABBREVIATIONS

ALMP	Active Labour Market Policy
BA	Budgetary Authority
CIE	Counterfactual Impact Evaluation
COVID-19	COrona Vlrus Disease 2019
DG EMPL	Directorate-General for Employment, Social Affairs and Inclusion
EaSI	EU Programme for Employment and Social Innovation
EEA	European Economic Area
EGF	European Globalisation Adjustment Fund
EP	European Parliament
EQ	Evaluation Question
ERM	European Restructuring Monitor
ESF	European Social Fund
ESF+	European Social Fund Plus
EU	European Union
EURES	The European Job Mobility Portal
GDP	Gross Domestic Product
GDPR	Global Data Protection Regulation
ICT	Information and Communications Technology
IT	Information Technology
MFF	Multiannual Financial Framework
MS	Member State
NACE	Nomenclature statistique des Activités économiques dans la Communauté Européenne (Statistical Classification of Economic Activities in the European Community)
NEET	Young persons Not in Education, Employment or Training
NGO	Non-Governmental Organisation

PES	Public Employment Service
PSE	Plan de Sauvegarde de l'Emploi (Employment Security Plan)
QDA	Qualitative Data Analysis
QQI	Quality and Qualifications Ireland
SME	Small and Medium-sized Enterprises
YEI	Youth Employment Initiative

GLOSSARY

Terminology	Explanation
Active Labour Market Policy	Government programmes that intervene in the labour market to help the unemployed find work
Budgetary Authority	Consisting of the European Parliament and the Council, responsible for deciding on the budget in the annual EU budgetary procedure. In the framework of the EGF, the BA has to approve proposals by the Commission for the mobilisation of EGF funds
Co-financing	The EGF does not fund all measures that form part of an EGF case. Rather, the EGF covers 60%, and the Member State covers the other 40% from national funds.
Counterfactual Impact Evaluation	A method of comparison which involves comparing the outcomes of interest of those having benefitted from a policy or programme (the “treated group”) with those of a group similar in all respects to the treatment group (the “comparison/control group”)
Direct job creation	Measures that create additional jobs, usually of community benefit or socially useful, in order to find employment for the long-term unemployed or persons otherwise difficult to place
EGF Regulation	Legal basis underpinning the EGF. Regulation (EU) No 1309/2013 of the European Parliament and of the Council of 17 December 2013 on the European Globalisation Adjustment Fund (2014-2020) and repealing Regulation (EC) No 1927/2006
Employers' recruitment incentives	Measures providing incentives for the creation and take-up of new jobs or which promote opportunities for improving employability through work-experience, and which are payable for a limited period only
European Globalisation Adjustment Fund	EU Fund that provides support to people losing their jobs as a result of major structural changes in world trade patterns due to globalisation or as a result of the global economic and financial crisis.
European Social Fund	The EU's main financial instrument for supporting employment in the Member States and for promoting economic and social cohesion
Job search assistance and case management	Services of individualised assistance (e.g. intensive counselling and guidance, job-search assistance) and follow-up for unemployed persons provided as part of a planned path towards durable (re-) employment
Multiannual Financial Framework	The total budget the EU has at its disposal to implement its internal and external policies for a seven-year period
NACE	The industry standard classification system used in the EU
Omnibus Regulation	Regulation that introduced a number of changes to the EGF. Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013,

Terminology	Explanation
	(EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012
Public Employment Service	Authorities that connect jobseekers with employers, that help match supply and demand on the labour market through information, placement and active support services at local, national and European level
Sheltered and supported employment and rehabilitation	Measures that aim to promote the labour market integration of persons with reduced working capacity
Young persons Not in Education, Employment or Training (NEET)	A young person (29 or younger) who is no longer in the education system and who is not working or being trained for work
Youth Employment Initiative	One of the main EU financial resources to support the implementation of Youth Guarantee schemes, by supporting NEETs in parts of Europe with high youth unemployment

ABSTRACT

The European Globalisation Adjustment Fund (EGF) is an EU instrument that provides support to workers made redundant and self-employed persons whose activities have ceased as a consequence of major restructuring events resulting from changes in global trade patterns due to globalisation or financial and economic crisis.

This evaluation study assesses to what extent the EGF has attained its objectives during the 2014-2020 period. The evidence base consists of desk-based research, targeted surveys and in-depth interviews with EU and national level stakeholders and end beneficiaries of the Fund, and a public consultation. Case studies on all the EGF cases during the 2014-2020 period, a counterfactual analysis to uncover the impact of the Fund relative to alternative sources of support and the triangulation of evidence from the sources above, informed the study's findings and conclusions.

Overall, the EGF has been successful in providing support to and showing solidarity with workers, self-employed persons, and (in some cases) young persons affected by major restructuring events. The Fund remains relevant and useful, although there is room to reconsider its scope in terms of whom it targets and under what circumstances; to simplify or shorten administrative procedures; and to better monitor the results of the interventions.

EXECUTIVE SUMMARY

Introduction to the EGF and the evaluation

The European Globalisation Adjustment Fund (EGF) is an EU instrument that provides support to workers and self-employed persons who have lost their jobs because of major restructuring events resulting from changes in global trade patterns due to globalisation or a financial and economic crisis. In other words, it provides a means for the EU to respond to unexpected business closures or large-scale lay-offs by offering support and showing solidarity to persons directly influenced by such events (i.e. workers, self-employed persons, and in some cases young persons not in education, employment or training – NEETs).

The EGF aims to help these people return to work by co-financing a range of active labour market measures, such as help finding a job, coaching and mentoring, career guidance services, training courses and assistance in creating a business or becoming self-employed. This ‘package’ or support services is designed by the Member State requesting EGF support, often with the help of the company/companies laying off workers and workers’ representative organisations, to ensure the proposed measures meet the needs and wishes of the intended beneficiaries. The Member State is responsible for drawing up an application detailing the intended measures, which is reviewed by the European Commission. Once the Commission considers the application complete and compliant with the EGF rules and criteria, it draws up a Proposal that is subsequently shared with the European Parliament and the Council (the Budgetary Authority). Their joint approval, in the form of a Decision, is needed for EGF funding to be mobilised. The EGF does not pay for all costs associated with this type of support, but covers up to 60% of the budget, with the Member State concerned covering the remaining 40% through national funds.

This report constitutes the final report for the external evaluation of the EGF, for the period 2014-2020. The study was undertaken by Ramboll Management Consulting and Sociaal-Economisch Onderzoek Rotterdam (SEOR), with contributions from independent national employment policy experts for case study research in countries where EGF interventions (EGF ‘cases’) took place during the period under review. The aim of the external evaluation was to provide the European Commission with a robust evidence-base for its own final evaluation of the Fund. It covers:

- The *relevance* of the EGF, meaning the degree to which it met the needs of key stakeholders and end beneficiaries, from the perspective of its design and situations in which the Fund can be utilised.
- The *effectiveness* of the EGF, in terms of the degree to which and how its objectives were fulfilled, and which factors internal or external to the Fund influenced their achievement.
- The *efficiency* of the EGF, in terms of the costs incurred to implement the activities and how these compare to the results achieved, as well as whether there are any inefficiencies or procedures that could be simplified.
- The *coherence* between the EGF and other sources of funding with similar objectives at EU and national level, notably the existence of complementarities and/or overlaps.
- The *EU added value* of the EGF, which considers whether and to what extent the Fund has added value over and above what could be achieved by the Member States themselves.

Approach and methodology

The study followed a theory-based evaluation approach, including limited elements of counterfactual analysis to attempt to isolate the results of the EGF from other factors.

The methodology included:

- **Desk research:** an extensive literature review of existing documentary evidence at EU level (such as the relevant legislative documents, previous evaluations of the EGF, studies and statistics of relevance to the topic; as well as at case level (meaning documents pertaining to each EGF case, such as the application and final reports).
- **In-depth interviews:** semi-structured interviews were conducted with representatives of the European Commission, European Parliament and a European workers' representative organisation to gain a deeper understanding of the workings of the Fund and its key achievements. Interviews were also conducted at case level with authorities involved in the implementation and monitoring of the EGF, as well as organisations actually providing the support (e.g. training providers), former employers of laid off workers, and workers' representative organisations.
- **Targeted surveys:** two online targeted surveys were set up to consult with key stakeholders and end beneficiaries of the EGF. One targeted EU Member States that did not apply for EGF funding during the 2014-2020 period to understand their reasons for not doing so; and one targeted persons who actually benefited from EGF co-financed support in returning to work, to understand their satisfaction with the support received.
- **Consultations with EGF beneficiaries:** in addition to the survey targeted at persons that have benefited from the EGF, a small number of them was also targeted for more in-depth consultations in each EGF case. This took the form of (group) interviews or (online) focus groups to uncover more qualified information as to their experience with the EGF and the impact it had had on their lives.
- **Public consultation:** the final consultation tool consisted of an online questionnaire, open to all interested stakeholders and citizens. The questionnaire covered both top-level questions about the EU's involvement in helping persons who have lost their jobs due to the effects of globalisation or crisis that anyone with limited to no knowledge of the EGF could answer, as well as more detailed questions about the Fund, for stakeholders with more knowledge and experience to answer such questions.
- **Counterfactual impact evaluation:** in order to assess the extent to which the results observed can be credited to the EGF intervention rather than external factors (such as national support measures, for instance), we conducted a counterfactual assessment. This consisted of comparing, for two selected EGF cases, the results in terms of re-employment rates of persons who benefited from EGF support, to those of persons with a similar background that did not.
- **Case studies:** case studies on all 30 EGF cases for which an application was submitted between 2015-2020 (as well as one rejected application) were compiled on the basis of the case-specific evidence outlined above. Individual case study reports were drafted, bringing together the results from the in-depth interviews with key informants, consultations with beneficiaries, case documentation and other relevant documentary evidence. While the case study reports were not made public, key findings presented therein have been included in this report.

Main conclusions and lessons learned

Relevance of the EGF

The scope of the EGF was relevant during the 2014-2020 period but would benefit from expansion in light of new challenges facing European labour markets, and in line with the EU's strategic and long-term priorities. In its current form, the EGF can only be mobilised in response to job losses that can be linked to globalisation or economic/financial crisis-related challenges. It thus omits alternative challenges facing European labour markets, such as job losses due to automation and digitisation of work, or the employment impact of the EU's commitment to transitioning to a low-carbon-emissions economy.

The possibility of providing support to NEETs in addition to the workers and self-employed persons directly affected by layoffs was only used in 12 out of the 49 EGF cases for which applications had been approved at the time of writing (7th December 2020). The nature of the EGF as an emergency Fund to help persons after losing their job, rather than addressing structural unemployment issues, makes it less relevant to provide support to these young persons. There are other mechanisms at EU level, namely the European Social Fund (ESF) and its Youth Employment Initiative (YEI) that are better placed to provide supporting measures for this very specific target group.

Overall, the EGF was relevant and remains an important tool to help and show solidarity to persons affected by restructuring events due to globalisation and crisis-related challenges. However, an adjustment to the scope of the Fund, to account for different types of causes of job losses and lowering the number of persons that need to be impacted for the EGF to intervene, would improve its relevance in the future.

Effectiveness of the EGF

The EGF has been successful in terms of helping persons affected by large-scale restructuring events to find new jobs, and has shown solidarity towards those persons in the process. Although there are considerable differences in the results achieved by different EGF cases, it is clear that the Fund has contributed to positive results in general. In fact, the achievements of the EGF go beyond what was intended – it did not only help workers find new jobs, but also contributed to long-lasting effects like new skills, qualifications, confidence and social networks gained from participating in EGF measures.

What is more, the results of the EGF are often better than what can be achieved by national support measures. The EGF provides very targeted, tailored and individualised support to beneficiaries, putting them in a more favourable position than persons who did not benefit from EGF support. This is made possible by the budgetary flexibility of the Fund – the measures that are offered can be changed during the implementation phase to better suit the needs and wishes of beneficiaries, as long as the total budget is not exceeded.

The reason why there are differences between EGF cases in terms of the results achieved are largely contextual. For example, if the local labour market where the job losses took place is in high demand of workers, it is able to absorb the redundancies more easily, and the rate of re-employment achieved will be higher. Thus, it is important to not only measure the success of the EGF in terms of the rate at which beneficiaries are re-employed, but rather consider the more long-lasting effects mentioned above as well. These are more difficult to measure, but it can be achieved, e.g. through surveying EGF beneficiaries about their experience.

Nevertheless, there are also internal factors that can hinder the effectiveness of EGF cases. The decision-making process at EU level is lengthy (28.8 weeks from the date of application on average), and administrative procedures in the Member States (e.g. in relation to the public procurement of a training provider) can cause further delays in the start of implementation of an EGF case. With delays, workers may find a new job on their own, or

lose interest in participating in EGF measures, and thus miss out on the benefits it offers. Such issues become less likely the more often a Member State applies for EGF support, both because they know what information should be included in the application, and because they might be more willing to take the risk of pre-financing the EGF measures with their own public funds while waiting for the formal approval from the EU.

Finally, there is a clear limit to the visibility of the EGF, even among its beneficiaries. The Member States are responsible for providing information about the EGF and the measures it can fund, but they consistently under-spend on information and communication activities. From the Commission's side, clear information is available on the Internet, and networking seminars are organised twice a year for Member States to share experiences. However, more could be done to improve the visibility of the outcomes of specific EGF cases, which is why it is important to continue to monitor and evaluate results.

Efficiency of the EGF

There are large differences between cases in terms of how much of the allocated budget is used up (the 'absorption rate'), and how much money is spent on helping each beneficiary return to work. In almost all cases, at least some share of the initially budgeted EGF funds is returned to the European Commission at the end of the implementation period, because budgets tend to largely be overestimated and include high safety margins. Part of the reason for this is that it is difficult for Member States to gauge the level of interest and the specific wishes of the target group when drafting the application, which is why budgetary flexibility is important to maintain.

These differences, which more often than not are influenced by personal or contextual factors rather than being traceable to the EGF support offered, make it difficult to draw conclusions on the cost-effectiveness of the Fund. There are no clear trends in terms of the resources spent compared to the number of beneficiaries assisted or returned to work. In fact, costs are largely dependent on national and regional specificities, as well as the nature of the measures offered, and the background of beneficiaries. For example, the same type of training might cost twice as much in Finland as it does in Spain. Similarly, if there are 100 workers who all wish to follow a different training course, this will cost much more than if all workers have similar interests and attend the same training.

The largest source of inefficiencies is the lengthy decision-making process at EU level touched upon above. It can cause delays in the start of the implementation of EGF measures, despite the fact that Member States are advised to start implementing the support before receiving formal approval, by making use of their national share (40%) of the funding. A faster procedure at EU level (i.e. not requiring a formal approval by the European Parliament and the Council), and a simplified application process requiring less evidence and statistics would help improve the efficiency of the Fund.

Coherence of the EGF

The EGF is coherent with EU interventions implemented as part of the ESF. Although there is overlap in the types of measures funded by the two instruments, they have different objectives and target groups. While the ESF is a pre-programmed instrument that aims to minimise the structural problems surrounding unemployment, the EGF applies only in very specific situations of job losses, for the persons directly impacted. The EGF adds value in this regard, because it is mobilised on a needs basis, when Member States need financial support to help workers that have lost their jobs. In practice, overlap between the two Funds is avoided because they are often managed by the same authorities at national level.

As concerns the YEI, however, there is a degree of unnecessary overlap. The EGF does not require a direct link to be established between the NEETs and the restructuring event, beyond being in the same region. This means that in some cases, the NEETs included in an EGF case have very different backgrounds and interests to the workers that have lost

their jobs, making the support offered by the EGF less relevant to them. In fact, because the support to NEETs as part of an EGF case is conditional to very similar rules to those applied by the YEI (applicable only in regions with at least 20% youth unemployment rates), they can support largely the same group of persons. As the YEI was designed specifically for young persons, it is a more appropriate avenue to help them and reduce structural youth unemployment.

At the national level, there is no indication that the EGF is inconsistent or incoherent with existing support systems. In fact, the EGF is sufficiently flexible to adapt to each national context. The EGF offers possibilities for Member States to offer more and different support to workers who have lost their jobs, compared to their business-as-usual scenario.

EU added value of the EGF

The EGF clearly adds value over and above what could be achieved by Member States alone if the EGF did not exist. The extent to which the EGF adds value largely depends on the support measures in place in each Member State – countries with strong social security systems already have measures in place that would be made available to workers regardless of the intervention of the EGF. However, even in those countries, the EGF adds value in at least one of six ways:

- The EGF makes it possible for a larger number of workers, self-employed and/or young persons to be helped in finding a (new) job;
- The EGF provides more intensive, targeted support than national measures, because of the resources required to assess needs and provide individualised support;
- The EGF makes it possible to support persons less far removed from the labour market, where national measures often target only persons that have been unemployed for a long period of time (e.g. six months to a year);
- The EGF enables Member States to offer support measures they normally cannot provide, such as training courses for just two or three participants, or financial incentives to start a business;
- The EGF can allow room for experimentation with innovative measures that are subsequently mainstreamed at national or regional level; and
- The EGF strengthens or intensifies partnerships between stakeholders (e.g. governmental bodies and workers' organisations or training providers) that continue to exist beyond the EGF project.

NOTE DE SYNTHÈSE

Présentation du FEM et de cette évaluation

Le Fonds Européen d'ajustement à la Mondialisation (FEM) est un instrument de l'UE. Il aide les salariés et travailleurs indépendants ayant perdu leur emploi en raison de larges restructurations dues à la mondialisation ou à une crise financière et économique. Il manifeste ainsi la solidarité de l'UE envers les personnes directement touchées par des fermetures soudaines d'entreprises ou des licenciements massifs (salariés, travailleurs indépendants et, dans certains cas, les jeunes ne travaillant pas et ne suivant pas d'études ni de formation – NEETs).

L'objectif du FEM est d'aider ces personnes à retrouver un emploi, en cofinçant un ensemble de mesures actives sur le marché du travail, telles que l'aide à la recherche d'un emploi, l'encadrement et l'accompagnement, l'orientation professionnelle, les formations et l'aide à la création d'entreprise ou au travail indépendant. Ces mesures sont conçues par l'État membre qui sollicite le soutien du FEM, souvent avec l'aide de l'entreprise ou des entreprises qui licencient, et des organisations représentant les travailleurs, afin de garantir que les mesures proposées répondent aux besoins et aux souhaits des bénéficiaires visés. L'État membre est responsable de l'élaboration de la demande détaillant les mesures envisagées. Cette demande est ensuite examinée par la Commission européenne. Lorsque la Commission considère que la demande est conforme aux règles et critères du FEM, elle prépare une proposition qu'elle transmet au Parlement européen et au Conseil (l'autorité budgétaire). Leur approbation conjointe, sous forme d'une décision, est nécessaire pour la mobilisation du financement du FEM. Le FEM couvre jusqu'à 60 % des coûts des mesures proposées, les 40 % restants sont à la charge de l'État membre.

Le présent document constitue le rapport final de l'évaluation externe du FEM, pour la période 2014-2020. L'étude a été réalisée par Ramboll Management Consulting et Sociaal-Economisch Onderzoek Rotterdam (SEOR), avec la participation d'experts indépendants en politique de l'emploi pour les études de cas dans les États membres où le FEM est intervenu pendant la période considérée. L'objectif de l'évaluation externe était de fournir à la Commission européenne des données solides et probantes en vue de sa propre évaluation finale du fonds. L'étude porte sur:

- La *pertinence* du FEM, c'est-à-dire la mesure dans laquelle la conception du fonds et ses modalités d'intervention lui ont permis de répondre aux besoins des principales parties prenantes et des bénéficiaires finaux.
- L'*efficacité* du FEM, c'est-à-dire le degré et la manière dont ses objectifs ont été atteints, ainsi que les facteurs internes ou externes qui ont influencé leur réalisation.
- L'*efficience* du FEM, c'est-à-dire le rapport entre les coûts encourus pour la mise en œuvre des activités et les résultats obtenus, ainsi que l'existence d'éventuelles inefficacités ou de procédures qui pourraient être simplifiées.
- La *cohérence* entre le FEM et d'autres sources de financement ayant des objectifs similaires aux niveaux européen et national, notamment les complémentarités et/ou recouvrements.
- La *valeur ajoutée européenne* du FEM, c'est-à-dire si et dans quelle mesure le fonds apporte une valeur ajoutée par rapport à ce qui pourrait être réalisé par les États membres.

Approche et méthodologie

La méthodologie comprenait:

- **Une recherche documentaire:** analyse approfondie des documents existants au niveau de l'UE (documents législatifs pertinents, évaluations précédentes du FEM, études et statistiques pertinentes) et des dossiers (documents relatifs à chaque cas du FEM, tels que la demande de financement et les rapports finaux).
- **Des entretiens approfondis:** des entretiens semi-structurés ont été menés avec des représentants de la Commission européenne, du Parlement européen et d'une organisation européenne représentant les travailleurs, afin de mieux comprendre le fonctionnement du fonds et ses principales réalisations. Des entretiens ont également été conduits avec les autorités nationales chargées de la mise en œuvre et du suivi des cas FEM, ainsi qu'avec les organismes fournissant les mesures de soutien (par exemple, les prestataires de formation), les anciens employeurs des travailleurs licenciés et les organisations représentant les travailleurs.
- **Des enquêtes ciblées:** deux enquêtes ciblées ont été mises en place en ligne pour consulter les principales parties prenantes et les bénéficiaires finaux du FEM. L'une visait les États membres de l'UE qui n'ont pas sollicité de financement du FEM au cours de la période 2014-2020, afin de comprendre les raisons pour lesquelles ils ne l'ont pas fait. L'autre ciblait les personnes qui ont bénéficié d'une aide cofinancée par le FEM, afin de déterminer leur degré de satisfaction quant au soutien reçu.
- **Des consultations avec les bénéficiaires du FEM:** outre l'enquête qui leur était destinée, quelques bénéficiaires du FEM ont également participé à des consultations plus approfondies. Ces consultations consistaient en des entretiens (de groupe) ou des groupes de discussion (en ligne) visant à obtenir des informations plus détaillées sur leur expérience du FEM et l'impact qu'il a eu sur leur vie.
- **Une consultation publique:** sous la forme d'un questionnaire en ligne, ouvert à tous les acteurs et citoyens intéressés. Le questionnaire comprenait à la fois des questions générales sur l'engagement de l'UE à aider les personnes ayant perdu leur emploi en raison des effets de la mondialisation ou de la crise, auxquelles toute personne pouvait répondre, même sans connaissance du FEM, ainsi que des questions plus détaillées sur le fonds, destinées aux parties prenantes ayant plus de connaissances et d'expérience.
- **Une évaluation contrefactuelle d'impact:** afin d'évaluer dans quelle mesure les résultats observés peuvent être attribués à l'intervention du FEM plutôt qu'à des facteurs externes (comme les mesures de soutien nationales), une évaluation contrefactuelle a été menée. Il s'agissait de comparer, pour deux cas sélectionnés, les résultats en matière de réemploi des personnes ayant bénéficié d'une aide du FEM avec ceux de personnes dans une situation similaire qui n'en ont pas bénéficié.
- **Des études de cas:** des études de cas portant sur les 30 dossiers du FEM pour lesquels une demande a été soumise entre 2015 et 2020 (y compris une demande rejetée) ont été réalisées. Pour chaque cas, un rapport a été rédigé, rassemblant les résultats des entretiens approfondis avec les interlocuteurs clés, des consultations avec les bénéficiaires, de la documentation sur le cas et d'autres documents pertinents. Les rapports d'études de cas ne sont pas publiés, mais leurs principales conclusions sont intégrées dans le présent rapport.

Principales conclusions et enseignements

Pertinence du FEM

Le champ d'application du FEM était pertinent pour la période 2014-2020, mais il gagnerait à être élargi au vu des nouveaux défis auxquels sont confrontés les marchés européens du travail, et conformément aux priorités stratégiques et à long terme de l'UE. Dans sa forme actuelle, le FEM ne peut être mobilisé qu'en réponse à des pertes d'emplois pouvant être imputées à la mondialisation ou à une crise économique/financière. Il omet ainsi les autres situations auxquelles sont confrontés les marchés européens du travail, tels que les pertes d'emplois dues à l'automatisation et à la numérisation du travail, ou l'impact sur l'emploi de l'engagement de l'UE à passer à une économie à faibles émissions de carbone.

La possibilité d'apporter un soutien aux NEET en plus des salariés et des travailleurs indépendants directement touchés par les licenciements n'a été utilisée que dans 12 des 49 dossiers du FEM pour lesquels des demandes avaient été approuvées au moment de la rédaction du présent document (7 décembre 2020). Le FEM étant un fonds d'urgence destiné à aider les personnes qui perdent leur emploi, plutôt qu'à s'attaquer aux problèmes de chômage structurel, il est moins pertinent pour ces jeunes. D'autres mécanismes européens, à savoir le Fonds social européen (FSE) et son Initiative pour l'emploi des jeunes (IEJ), sont plus à même de fournir des mesures de soutien à ce groupe cible très spécifique.

Dans l'ensemble, le FEM est pertinent et reste un outil important pour aider et faire preuve de solidarité envers les personnes touchées par des restructurations dues à la mondialisation et à une crise économique et financière. Toutefois, un ajustement du champ d'application du fonds, visant à tenir compte des différentes causes de pertes d'emploi et à réduire le nombre minimum de licenciements requis pour que le FEM puisse intervenir, renforcerait sa pertinence à l'avenir.

Efficacité du FEM

Le FEM a réussi à aider les personnes touchées par des restructurations de grande ampleur à trouver un nouvel emploi et a fait preuve de solidarité envers ces personnes au cours du processus. Bien que les résultats obtenus pour les divers cas traités par le FEM présentent des différences considérables, le fonds a, de manière générale, clairement apporté une contribution positive. Les réalisations du FEM vont même au-delà des prévisions. Le fonds n'a pas seulement aidé des travailleurs à trouver de nouveaux emplois, il leur a également permis d'acquérir de nouvelles compétences, des qualifications ainsi qu'une certaine confiance en eux et des réseaux – autant d'effets durables découlant de leur participation aux mesures du FEM.

Qui plus est, les résultats du FEM sont souvent meilleurs que ceux obtenus par des mesures de soutien nationales. Le FEM apporte une aide très ciblée, adaptée et individualisée aux bénéficiaires, ce qui les place dans une position plus favorable que les personnes qui n'en ont pas bénéficié. Cet avantage repose sur la flexibilité budgétaire du fonds. En effet, les mesures proposées peuvent être modifiées durant la mise en œuvre afin de mieux répondre aux besoins et aux souhaits des bénéficiaires, tant que le budget total n'est pas dépassé.

La raison pour laquelle les résultats obtenus varient entre les différents cas soutenus par le FEM dépend en grande partie du contexte. Par exemple, si le marché local du travail se caractérise par une forte demande de travailleurs, il sera en mesure d'absorber plus facilement les licenciements, et le taux de réemploi sera plus élevé. Il convient donc de ne pas mesurer le succès du FEM uniquement en fonction du taux de réemploi des bénéficiaires, mais également de tenir compte des effets à plus long terme. Ceux-ci sont plus difficiles à mesurer, mais peuvent être évalués, par exemple en interrogeant les bénéficiaires du FEM sur leur expérience.

Certains facteurs internes peuvent également entraver l'efficacité du FEM. Le processus de prise de décision au niveau de l'UE est long (28,8 semaines en moyenne à partir de la demande). Les procédures administratives dans les États membres (par exemple en ce qui concerne la passation de marché public avec un prestataire de formation) peuvent entraîner des retards supplémentaires dans la mise en œuvre. En cas de délai, les travailleurs peuvent trouver un nouvel emploi par eux-mêmes ou ne plus vouloir participer aux mesures du FEM, et ne profitent donc pas des avantages qu'il offre. Ces problèmes diminuent lorsqu'un État membre sollicite plus souvent l'aide du FEM, à la fois parce que l'État sait comment préparer sa demande et parce qu'il pourrait être plus enclin à prendre le risque de préfinancer les mesures du FEM avec ses propres fonds publics, en attendant l'approbation officielle de l'UE.

Enfin, la visibilité du FEM est limitée, même parmi ses bénéficiaires. Les États membres sont chargés de fournir des informations sur le FEM et les mesures qu'il peut financer, mais leurs activités d'information et de communication sont restreintes. La Commission, quant à elle, publie des informations claires sur Internet et organise des séminaires de mise en réseau deux fois par an pour permettre aux États membres de partager leurs expériences. Toutefois, la visibilité des résultats de certains cas du FEM pourrait être améliorée. Il convient par conséquent de continuer à suivre et à évaluer les résultats.

Efficiences du FEM

Il existe des différences substantielles entre les cas en ce qui concerne la proportion du budget utilisée (le taux d'absorption) et les sommes dépensées pour aider chaque bénéficiaire à retrouver un emploi. Dans presque tous les cas, au moins une partie des fonds du FEM initialement alloués est restituée à la Commission européenne à la fin de la mise en œuvre, car les budgets ont tendance à être largement surestimés et comportent des marges de sécurité élevées. Cette situation découle en partie de la difficulté qu'éprouvent les États membres à évaluer le niveau d'intérêt et les souhaits spécifiques du groupe cible lors de la préparation de la demande de financement, raison pour laquelle il est important de conserver une certaine flexibilité budgétaire.

En raison de ces différences, qui résultent plus de facteurs personnels ou contextuels que des caractéristiques du FEM, il s'avère difficile de tirer des conclusions sur le rapport coût-efficacité du fonds. Il n'y a pas de tendance claire en ce qui concerne les ressources dépensées par rapport au nombre de bénéficiaires aidés ou ayant retrouvé un emploi. Les coûts dépendent largement des spécificités nationales et régionales, ainsi que de la nature des mesures proposées et de la situation des bénéficiaires. Par exemple, le même type de formation peut coûter deux fois plus cher en Finlande qu'en Espagne. De même, il est beaucoup plus cher d'aider 100 travailleurs souhaitant tous suivre une formation différente que de proposer la même formation à tous les travailleurs ayant des intérêts similaires.

Le long processus de décision au niveau de l'UE évoqué ci-dessus représente la principale cause d'inefficacité. Il peut entraîner des retards dans le lancement de la mise en œuvre des mesures du FEM, bien qu'il soit conseillé aux États membres de commencer à mettre à exécution les mesures prévues avant de recevoir une approbation officielle, en faisant appel à leur part nationale (40 %) du financement. Une procédure plus rapide au niveau de l'UE (processus simplifié d'approbation du Parlement européen et du Conseil) ainsi qu'une procédure de demande simplifiée nécessitant moins d'éléments et de statistiques contribueraient à améliorer l'efficacité du fonds.

Cohérence du FEM

Le FEM est cohérent avec les interventions de l'UE mises en œuvre dans le cadre du FSE. Bien que les types de mesures financées par les deux instruments se recoupent, ils ont des objectifs et des groupes cibles distincts. Alors que le FSE est un instrument programmé qui vise les problèmes structurels liés au chômage, le FEM n'est utilisé que dans des situations

très spécifiques de pertes d'emploi, et pour les personnes directement touchées. Le FEM apporte une valeur ajoutée à cet égard, car il est mobilisé en fonction des besoins, lorsque les États membres demandent un soutien financier pour aider des travailleurs qui ont perdu leur emploi. En pratique, le fait que les deux fonds soient souvent gérés par les mêmes autorités au niveau national permet d'éviter les recoupements.

Un certain degré de recoupement existe cependant en ce qui concerne l'IEJ. Le FEM n'exige pas de lien direct entre les NEET et le changement structurel donnant lieu à son intervention, outre le fait d'être dans la même région. Cela signifie que, dans certains cas, les NEET inclus dans un cas FEM ont des situations et des intérêts très différents de ceux des travailleurs qui ont perdu leur emploi, ce qui rend l'aide offerte par le FEM moins pertinente dans le cas des NEET. L'aide apportée aux NEET dans le cadre du FEM est soumise à des règles très similaires à celles de l'IEJ (applicables uniquement dans les régions où le taux de chômage des jeunes est d'au moins 20 %). Par conséquent, les deux instruments soutiennent le même groupe de personnes. Comme l'IEJ a été conçue spécifiquement pour les jeunes, elle est plus adaptée pour les aider et réduire le chômage structurel qui les concerne.

Au niveau national, rien n'indique que le FEM soit incohérent ou incompatible avec les systèmes de soutien existants. Le FEM est suffisamment souple pour s'adapter à chaque contexte national. Le FEM offre aux États membres la possibilité de proposer une aide plus importante et personnalisée aux travailleurs qui ont perdu leur emploi.

Valeur ajoutée européenne du FEM

Le FEM apporte clairement une valeur ajoutée par rapport à ce qui pourrait être réalisé par les États membres si le fonds n'existait pas. La valeur ajoutée du FEM dépend largement des mesures de soutien mises en place dans chaque État membre – les pays dotés de solides systèmes de sécurité sociale possèdent déjà des mesures mises à la disposition des travailleurs, indépendamment de l'intervention du FEM. Toutefois, même dans ces pays, le FEM apporte une valeur ajoutée dans au moins l'une des six façons suivantes:

- le FEM permet d'aider un plus grand nombre de travailleurs, d'indépendants et/ou de jeunes à trouver un (nouvel) emploi;
- le FEM offre un soutien plus important et plus ciblé que les mesures nationales, en apportant les ressources nécessaires pour évaluer les besoins et fournir une aide individualisée;
- le FEM permet d'aider les personnes moins éloignées du marché du travail, alors que les mesures nationales visent souvent les chômeurs de longue durée (par exemple depuis six mois à un an);
- le FEM permet aux États membres de proposer des mesures de soutien qu'ils ne sont habituellement pas capables d'offrir, comme des cours de formation pour deux ou trois participants seulement ou des incitations financières à la création d'entreprise;
- le FEM peut permettre l'expérimentation de mesures innovantes qui sont ensuite intégrées au niveau national ou régional; et
- le FEM renforce ou intensifie les partenariats entre les parties prenantes (par exemple, les organismes gouvernementaux et les organisations de travailleurs ou les prestataires de formation), qui continuent d'exister au-delà du projet du FEM.

KURZFASSUNG

EGF – Einführung und Bewertung

Der Europäische Fonds für die Anpassung an die Globalisierung (EGF) ist ein Instrument der EU zur Unterstützung von Arbeitnehmern und Selbständigen, die infolge weitreichender struktureller Veränderungen im Welthandelsgefüge aufgrund der Globalisierung oder einer Wirtschafts- oder Finanzkrise arbeitslos geworden sind bzw. ihre Erwerbstätigkeit aufgegeben haben. Der EGF ermöglicht es der EU, von unerwarteten Betriebsschließungen oder Massenentlassungen direkt betroffene Personen, d. h. Arbeitnehmer, Selbstständige sowie in manchen Fällen junge Menschen, die sich weder in Schul- oder Berufsausbildung noch in fester Anstellung befinden (im Folgenden „NEET-Jugendliche“ für „young people not in employment, education or training“) zu unterstützen und ihnen Solidarität zu bekunden.

Der Fonds zielt darauf ab, diesen Menschen durch die Kofinanzierung einer Reihe aktiver Arbeitsmarktmaßnahmen bei der Reintegration in den Arbeitsmarkt zu helfen, z. B. durch Unterstützung bei der Arbeitssuche, Betreuung und Coaching, Berufsberatung, Umschulungen sowie Unterstützung bei der Unternehmensgründung oder beim Gang in die Selbstständigkeit. Das Paket an Fördermaßnahmen wird vom Mitgliedstaat entwickelt, der Fördermittel aus dem EGF beantragt, häufig in Zusammenarbeit mit den Unternehmen, die Mitarbeiter entlassen, sowie Arbeitnehmerorganisationen, um sicherzustellen, dass die vorgeschlagenen Maßnahmen den Bedürfnissen und Wünschen der vorgesehenen Begünstigten entsprechen. Der Mitgliedstaat ist dafür verantwortlich, einen Antrag mit den Einzelheiten zu den beabsichtigten Fördermaßnahmen zu stellen, der von der Europäischen Kommission geprüft wird. Wenn die Kommission den Antrag für vollständig und konform mit den Regeln und Förderkriterien des EGF befindet, arbeitet sie einen Vorschlag aus, der anschließend dem Europäischen Parlament und dem Rat (der Haushaltsbehörde) vorgelegt wird. Für die Mobilisierung der Mittel aus dem EGF ist die gemeinsame Zustimmung des Europäischen Parlaments und des Rats in Form eines Beschlusses erforderlich. Der EGF übernimmt nicht alle Kosten, die mit dieser Art von Unterstützung verbunden sind, sondern deckt bis zu 60 % des Budgets ab. Für die restlichen 40 % kommt der betreffende Mitgliedstaat auf.

Dieser Bericht ist der Abschlussbericht für die externe Bewertung des EGF für den Zeitraum 2014-2020. Die Studie wurde von Ramboll Management Consulting und Sociaal-Economisch Onderzoek Rotterdam (SEOR) durchgeführt, unter Mitwirkung unabhängiger nationaler Experten und unter Berücksichtigung von Fallstudien zur Beschäftigungspolitik in Ländern, in denen im Berichtszeitraum EGF-Interventionen (EGF-Fälle) stattfanden. Ziel der externen Bewertung war es, der Europäischen Kommission eine fundierte Informationsgrundlage für ihre eigene abschließende Bewertung des Fonds bereitzustellen. Die Bewertung umfasste folgende Aspekte:

- Die *Relevanz* des EGF, d. h. der Grad, zu dem die Bedürfnisse der wichtigsten Interessenträger und der Endbegünstigten in Bezug auf die Fördermaßnahmen und die Anwendungsbereiche erfüllt wurden.
- Die *Wirksamkeit* des EGF im Hinblick darauf, wie und inwieweit seine Ziele erfüllt wurden und welche fondsinternen oder -externen Faktoren das Erreichen dieser Ziele beeinflussten.
- Die *Effizienz* des EGF hinsichtlich der Kosten für die Umsetzung der Maßnahmen im Vergleich zu den erzielten Ergebnissen sowie der Frage, ob es Ineffizienzen gibt oder Verfahren vereinfacht werden könnten.

- Die *Kohärenz* zwischen dem EGF und anderen Fördermechanismen mit ähnlichen Zielen auf nationaler und EU-Ebene, insbesondere in Bezug auf Komplementaritäten und/oder Überschneidungen.
- Den *EU-Mehrwert* des EGF, d. h. die Frage, ob und inwieweit der Fonds einen Mehrwert bietet, der über das hinausgeht, was die Mitgliedstaaten alleine erreichen könnten.

Ansatz und Methodik

Die Studie folgte einem theoretischen Bewertungsansatz und umfasste Elemente der kontrafaktischen Analyse um die Wirkung des EGF von der Wirkung anderer Faktoren unterscheiden zu können.

Die Methodik umfasste:

- **Sekundärforschung:** Es wurde eine umfassende Recherche der relevanten Literatur auf EU-Ebene (z. B. einschlägige Gesetzgebung, frühere Bewertungen des EGF, relevante Studien und Statistiken) sowie auf Fallebene (d. h. die für jeden EGF-Fall relevanten Dokumente wie der Antrag und der Abschlussbericht) durchgeführt.
- **Ausführliche Interviews:** Es wurden halbstrukturierte Interviews mit Vertretern der Europäischen Kommission, des Europäischen Parlaments sowie einer europäischen Arbeitnehmerorganisation durchgeführt, um ein tieferes Verständnis der Funktionsweise des Fonds sowie seiner wichtigsten Ergebnisse zu erlangen. Des Weiteren wurden fallspezifische Interviews mit Vertretern von Behörden durchgeführt, die an der Umsetzung und Überwachung des EGF beteiligt sind, sowie mit Organisationen, die Unterstützung bereitstellen (z. B. Schulungsanbieter), früheren Arbeitgebern von Entlassenen und Arbeitnehmerorganisationen.
- **Zielgerichtete Umfragen:** Es wurden zwei zielgerichtete Online-Umfragen für die Befragung wichtiger Interessenträger und Endbegünstigter des EGF entwickelt. Die erste richtete sich an EU-Mitgliedstaaten, die im Zeitraum 2014-2020 keine Mittel aus dem EGF beantragten, und zielte darauf ab, die Gründe für die Nichtinanspruchnahme zu verstehen. Die zweite richtete sich an Personen, die Mittel aus dem EGF in Anspruch nahmen, und zielte darauf ab, ihre Zufriedenheit mit der erhaltenen Unterstützung zu verstehen.
- **Befragungen von Begünstigten des EGF:** Für jeden EGF-Fall wurde eine kleinere Anzahl der im Rahmen der Online-Umfragen konsultierten Begünstigten zusätzlich ausführlich befragt. Dies geschah in Form von (Gruppen-)Befragungen oder (Online-)Fokusgruppen, um qualifiziertere Informationen über ihre Erfahrungen mit den Maßnahmen des EGF sowie deren Wirkung zu erhalten.
- **Öffentliche Konsultation:** Das letzte Befragungsinstrument war ein Online-Fragebogen, der allen interessierten Interessenträgern und Bürgern zugänglich war. Er umfasste sowohl allgemeine Fragen zum Engagement der EU im Hinblick auf die Unterstützung von infolge der Globalisierung oder einer Krise arbeitslos gewordenen Personen, die jeder Bürger mit begrenztem oder gar keinem Wissen über den EGF beantworten kann, als auch fondsspezifische Detailfragen für Interessenträger, die über das notwendige Wissen und die Erfahrung für die Beantwortung solcher Fragen verfügen.
- **Kontrafaktische Folgenabschätzung:** Um zu beurteilen, inwieweit die beobachteten Ergebnisse auf eine EGF-Intervention und nicht auf externe Faktoren (z. B. nationale Fördermaßnahmen) zurückzuführen waren, wurde eine kontrafaktische Analyse durchgeführt. Dabei wurden bei zwei ausgewählten EGF-

Fällen die Wiederbeschäftigungsquoten von Personen, die von Fördermaßnahmen des EGF profitierten, mit denen von Personen mit ähnlichem Hintergrund, die keine Unterstützung erhielten, verglichen.

- **Fallstudien:** Auf der Grundlage der oben genannten fallspezifischen Dokumente wurden zu allen 30 EGF-Fällen (sowie zu einem abgelehnten Antrag), für die zwischen 2015 und 2020 ein Förderantrag eingereicht wurde, Fallstudien entwickelt. Es wurden einzelne Fallstudienberichte verfasst, in denen die Erkenntnisse aus den ausführlichen Interviews mit wichtigen Interessenträgern, den Befragungen von EGF-Begünstigten, den Falldokumentationen und anderen relevanten Unterlagen zusammengeführt wurden. Zwar wurden die Fallstudienberichte nicht veröffentlicht, die wichtigsten Ergebnisse flossen jedoch in den vorliegenden Bericht mit ein.

Wichtigste Schlussfolgerungen und Erkenntnisse

Relevanz des EGF

Der Anwendungsbereich des EGF war im Zeitraum 2014-2020 relevant, würde aber angesichts der neuen Herausforderungen für die europäischen Arbeitsmärkte und der strategischen und langfristigen Prioritäten der EU von einer Ausweitung profitieren. In seiner jetzigen Form kann der EGF nur bei Entlassungen infolge der Auswirkungen der Globalisierung oder von Wirtschafts- und Finanzkrisen in Anspruch genommen werden. Andere Herausforderungen für die europäischen Arbeitsmärkte wie die Automatisierung und Digitalisierung des Arbeitsplatzes oder die Auswirkungen des Engagements der EU für den Übergang zu einer kohlenstoffarmen Wirtschaft gehören nicht zum Anwendungsbereich des Fonds.

Nur in zwölf der 49 EGF-Fälle, für die zum Zeitpunkt des Verfassens dieses Berichts (7. Dezember 2020) ein Antrag genehmigt wurde, wurde die Möglichkeit genutzt, zusätzlich zur Unterstützung für direkt von Entlassungen betroffene Arbeitnehmer und Selbständige auch Unterstützung für NEET-Jugendliche anzufordern. Aufgrund des Charakters des EGF als Notfallfonds, der darauf abzielt, Personen nach Entlassungen Hilfe bereitzustellen, ohne sich den strukturellen Problemen der Arbeitslosigkeit zu widmen, ist die Unterstützung dieser jungen Menschen für den Fonds von geringerer Relevanz. Es gibt auf EU-Ebene andere Mechanismen, insbesondere den Europäischen Sozialfonds (ESF) und die Beschäftigungsinitiative für junge Menschen (YEI), die besser positioniert sind, um Fördermaßnahmen für diese sehr spezifische Zielgruppe umzusetzen.

Insgesamt war und ist der EGF ein wichtiges Instrument, um Menschen, die von strukturellen Veränderungen infolge der Globalisierung und von Wirtschafts- und Finanzkrisen betroffen sind, zu helfen und ihnen Solidarität zu bekunden. Durch eine Anpassung des Anwendungsbereichs des Fonds dahingehend, dass verschiedene Arten von Entlassungsgründen berücksichtigt werden und EGF-Interventionen auch bei einer kleineren Anzahl von betroffenen Personen möglich sind, könnte die Relevanz des Fonds jedoch noch gesteigert werden.

Wirksamkeit des EGF

Der EGF hat sich als erfolgreich darin erwiesen, Menschen, die von massiven strukturellen Veränderungen betroffen sind, bei der Arbeitssuche zu unterstützen und ihnen Solidarität zu bekunden. Auch wenn die Ergebnisse der verschiedenen EGF-Fälle mitunter sehr unterschiedlich ausgefallen sind, ist die Wirkung des Fonds insgesamt als positiv zu bewerten. Tatsächlich wurden die Erwartungen übertroffen – der EGF hat EU-Bürgern nicht nur dabei geholfen, neue Arbeitsplätze zu finden, sondern hat auch zum Erwerb langfristiger relevanter Berufsfaktoren wie neuer Kompetenzen, Qualifikationen, Vertrauen und sozialer Netzwerke beigetragen, die im Rahmen der EGF-Fördermaßnahmen gewonnen wurden.

Darüber hinaus sind die Ergebnisse der EGF-Maßnahmen häufig wirksamer als man dies von nationalen Fördermaßnahmen erwarten könnte. Der EGF bietet den Begünstigten sehr gezielte, maßgeschneiderte und individuelle Unterstützung, wodurch diese in eine günstigere Ausgangslage versetzt werden als Personen, die keine EGF-Unterstützung erhalten. Dies wird durch die Haushaltsflexibilität des Fonds begünstigt. So sind Änderungen der Fördermaßnahmen während der Umsetzungsphase möglich, um den Bedürfnissen und Wünschen der Begünstigten besser gerecht zu werden, sofern das Gesamtbudget eingehalten wird.

Die unterschiedlichen Ergebnisse der verschiedenen EGF-Fällen sind in erster Linie auf kontextuelle Faktoren zurückzuführen. Besteht beispielsweise auf dem lokalen Arbeitsmarkt eine hohe Nachfrage nach Arbeitskräften, können Entlassungen leichter absorbiert werden, was sich positiv auf die Wiederbeschäftigungsquote auswirkt. Daher ist es wichtig, den Erfolg des EGF nicht nur anhand der Wiederbeschäftigungsquote zu messen, sondern auch die oben erwähnten längerfristig relevanten Faktoren zu berücksichtigen. Deren Messung ist schwieriger, aber möglich, z. B. durch die Befragung von Begünstigten zu ihren Erfahrungen mit dem EGF.

Es gibt jedoch auch interne Faktoren, die die Wirksamkeit von EGF-Fällen beeinträchtigen können. Der Entscheidungsprozess auf EU-Ebene ist langwierig (er dauert durchschnittlich 28,8 Wochen ab der Antragstellung), und die Verwaltungsverfahren in den Mitgliedstaaten (z. B. für die öffentliche Auftragsvergabe an Schulungsanbieter) können die Umsetzung von EGF-Fällen weiter verzögern. Aufgrund solcher Verzögerungen finden die Arbeitnehmer möglicherweise selbst einen neuen Arbeitsplatz oder verlieren das Interesse an den Fördermaßnahmen des EGF und verpassen so die damit verbundenen Vorteile. Je häufiger Mitgliedstaaten Fördermittel aus dem EGF beantragen, desto weniger werden solche Probleme auftreten, da sie einerseits bereits genau wissen, welche Informationen im Antrag enthalten sein müssen, und sie andererseits möglicherweise eher dazu bereit sind, das Risiko einzugehen, EGF-Fördermaßnahmen mit eigenen öffentlichen Mitteln vorzufinanzieren, während sie auf die formale Genehmigung der EU warten.

Trotzdem ist die Sichtbarkeit des EGF selbst für seine Begünstigten stark eingeschränkt. Die Mitgliedstaaten sind für die Bereitstellung von Informationen über den EGF und die von ihm finanzierten Fördermaßnahmen verantwortlich, allerdings werden für Informations- und Kommunikationsaktivitäten regelmäßig zu wenig Mittel bereitgestellt. Von Seiten der Kommission sind umfassende Informationen im Internet verfügbar, und zweimal im Jahr werden Networking-Seminare für den Erfahrungsaustausch zwischen den Mitgliedstaaten organisiert. Im Hinblick auf die Kommunikation der Ergebnisse spezifischer EGF-Fälle könnte jedoch mehr getan werden, weshalb es wichtig ist, diese weiterhin zu überwachen und zu bewerten.

Effizienz des EGF

Es gibt zwischen den einzelnen EGF-Fällen große Unterschiede in Bezug auf den Verbrauch der zugewiesenen Budgets (die „Absorptionsrate“) sowie darauf, wie viele Mittel für die Unterstützung jedes einzelnen Begünstigten bei der Reintegration in den Arbeitsmarkt aufgewendet werden. In fast allen Fällen wird am Ende der Umsetzungsphase zumindest ein Teil der zugewiesenen EGF-Mittel an die Europäische Kommission zurückgegeben, da die Budgets meist deutlich zu hoch angesetzt werden und hohe Sicherheitsmargen beinhalten. Dies liegt teilweise daran, dass es für die Mitgliedstaaten schwierig ist, das Interesse und die spezifischen Wünsche der Zielgruppe bei der Ausarbeitung des Förderantrags abzuschätzen, weshalb es wichtig ist, dass die Haushaltsflexibilität aufrechterhalten wird.

Die genannten Unterschiede, die in den meisten Fällen auf persönliche oder kontextuelle Faktoren zurückzuführen sind und nicht mit der angebotenen EGF-Unterstützung zusammenhängen, erschweren Rückschlüsse auf die Kostenwirksamkeit des Fonds. Es

gibt keine klaren Tendenzen in Bezug auf die aufgewendeten Ressourcen im Vergleich zur Anzahl der Begünstigten, die unterstützt oder wieder in den Arbeitsmarkt eingegliedert wurden. In der Tat hängen die Kosten weitgehend von nationalen und regionalen Besonderheiten, der Art der angebotenen Fördermaßnahmen sowie dem Hintergrund der Begünstigten ab. Beispielsweise kann die gleiche Art von Schulung in Finnland doppelt so viel kosten wie in Spanien. Eine Schulung für 100 Arbeitssuchende kann deutlich teurer ausfallen, wenn jeder einen anderen Kurs besuchen möchte, als wenn alle ähnliche Interessen haben und den gleichen Kurs absolvieren.

Die Hauptursache für Ineffizienzen ist jedoch der langwierige Entscheidungsprozess auf EU-Ebene, auf den oben eingegangen wurde. Dies kann zu Verzögerungen bei EGF-Fördermaßnahmen führen, obwohl die Mitgliedstaaten dazu angewiesen werden, den nationalen Finanzbeitrag (40 % des Gesamtbudgets) zu nutzen, um Fördermaßnahmen bereits vor der formalen Genehmigung durch die EU umzusetzen. Ein schnelleres Verfahren auf EU-Ebene (d. h. keine formale Zustimmung durch das Europäische Parlament und den Rat) und ein vereinfachtes Antragsverfahren, bei dem weniger Belege und statistische Daten eingereicht werden müssen, würden zu einer höheren Effizienz des Fonds beitragen.

Kohärenz des EGF

Der EGF ist gut abgestimmt mit Maßnahmen, die im Rahmen des Europäischen Sozialfonds (ESF) durchgeführt werden. Auch wenn beide Instrumente teilweise die gleiche Art von Fördermaßnahmen finanzieren, haben sie unterschiedliche Ziele und Zielgruppen. Während der ESF auf die Bekämpfung der strukturellen Probleme von Arbeitslosigkeit abzielt, dient der EGF dazu, die von Entlassungen betroffenen Personen auf individueller Ebene zu unterstützen. Der EGF bietet in dieser Hinsicht einen Mehrwert, da er bedarfsgerecht mobilisiert wird, wenn die Mitgliedstaaten auf finanzielle Hilfe zur Unterstützung von entlassenen Arbeitnehmern angewiesen sind. In der Praxis gibt es in der Regel keine Überschneidungen zwischen den Fördermaßnahmen beider Fonds, da diese auf nationaler Ebene oft von denselben Behörden verwaltet werden.

Zwischen dem EGF und der YEI existieren hingegen gewisse unnötige Überschneidungen. Es ist für die Inanspruchnahme von Mitteln aus dem EGF zur Unterstützung von NEET-Jugendlichen nicht erforderlich, dass ein direkter Zusammenhang zwischen den NEET-Jugendlichen und dem Umstrukturierungsereignis besteht (abgesehen von einer regionalen Verbindung). Dies bedeutet, dass die im Rahmen eines EGF-Falls geförderten NEET-Jugendlichen einen ganz anderen Hintergrund und ganz andere Interessen haben können als die entlassenen Arbeitnehmer, weshalb die vom EGF angebotenen Fördermaßnahmen für sie weniger relevant sind. Der EGF hat sehr ähnliche Förderkriterien für NEET-Jugendliche wie die YEI (die YEI bietet in Regionen mit einer Jugendarbeitslosenquote von mindestens 20 % Unterstützung), weshalb sich beide Fördermechanismen weitgehend an denselben Personenkreis richten. Da die YEI speziell für junge Menschen konzipiert wurde, ist sie bestens dafür geeignet, diesen zu helfen und strukturelle Jugendarbeitslosigkeit zu bekämpfen.

Auf nationaler Ebene gibt es keine Anzeichen für Inkonsistenzen oder Inkohärenzen zwischen dem EGF und bestehenden Fördermechanismen. Der EGF ist ausreichend flexibel ausgestaltet, um in jedem nationalen Kontext reibungslos zu funktionieren. Er bietet den Mitgliedstaaten die Möglichkeit, arbeitslos gewordenen Arbeitnehmern Unterstützung größeren Umfangs und anderer Art bereitzustellen als die nationalen Fördermechanismen.

EU-Mehrwert des EGF

Der EGF bietet eindeutig einen Mehrwert, der über das hinausgeht, was die Mitgliedstaaten alleine erreichen könnten, wenn es den EGF nicht gäbe. Inwieweit der EGF einen zusätzlichen Nutzen schafft, hängt indes in hohem Maße von den in den einzelnen

Mitgliedstaaten bestehenden Fördermaßnahmen ab. Länder mit sehr leistungsstarken Sozialversicherungssystemen verfügen bereits über Fördermaßnahmen, die Arbeitnehmern auch ohne eine EGF-Intervention verfügbar gemacht werden können. Doch selbst in diesen Ländern bietet der EGF auf mindestens eine von sechs Arten einen Mehrwert:

- Der EGF ermöglicht es den Mitgliedsstaaten, eine größere Anzahl von Arbeitnehmern, Selbstständigen und/oder jungen Menschen bei der Suche nach einem (neuen) Arbeitsplatz zu unterstützen.
- Der EGF bietet aufgrund der Ressourcen, die für die Bedarfsermittlung und die Bereitstellung individueller Unterstützung erforderlich sind, intensivere, gezieltere Unterstützung als nationale Fördermaßnahmen.
- Der EGF ermöglicht die Unterstützung von erst vor Kurzem arbeitslos gewordenen Personen, während sich nationale Fördermaßnahmen oft nur an Personen richten, die seit Längerem ohne Arbeit sind (z. B. sechs Monate bis ein Jahr).
- Der EGF ermöglicht es den Mitgliedstaaten, Fördermaßnahmen anzubieten, die normalerweise nicht finanzierbar wären, z. B. Schulungen für nur zwei oder drei Teilnehmer oder finanzielle Anreize für Firmengründungen.
- Der EGF bietet Raum für Experimente mit innovativen Maßnahmen, die anschließend auf nationaler oder regionaler Ebene umgesetzt werden können.
- Der EGF stärkt Partnerschaften zwischen Interessenträgern (z. B. zwischen Behörden und Arbeitnehmerorganisationen oder Schulungsanbietern), die über das EGF-Projekt hinaus fortbestehen.

INTRODUCTION

The present document is the final report for the study supporting the ex-post evaluation of the European Globalisation Adjustment Fund (EGF) for DG Employment, Social Affairs and Inclusion (DG EMPL). The EGF is an EU Fund that can be mobilised to provide financial support to Member States in order to help their citizens mitigate the adverse effects of major labour market restructuring events due to globalisation or financial or economic crises.

The objective of this study was to provide the Commission with a robust evidence-base for its ex-post evaluation of the functioning of the EGF during the 2014-2020 period, as required by Article 20(1)(b) of the EGF Regulation¹. In line with the Better Regulation Guidelines², it assesses the effectiveness, efficiency, relevance, coherence and EU added value of the EGF. It assesses the extent to which the EGF has attained its objectives by evaluating the performance of the EGF by country and by economic sector, with a specific focus on the impact provided by the Fund. On this basis, it provides the Commission with overarching conclusions and lessons learned for the implementation and design of the Fund going forward.

The report is structured as follows:

Table 1. Structure of the report

Chapter	Content
Chapter 1	Introduction
Chapter 2	Background – background information on the EGF and its objectives, the way it functions and is implemented. Also contains contextual information of relevance to the evaluation, i.e. with regards to trends in employment and major restructuring events in Europe.
Chapter 3	Implementation – brief, descriptive overview of the state of play in terms of how the EGF has been implemented, which Member States have made use of the Fund and for which purposes.
Chapter 4	Methodology – a description of how the evaluation has been carried out, including the sources and stakeholders consulted, and approaches used to process and analyse the collected information.
Chapter 5	Findings – answers to the evaluation questions, presented at the level of themes within each of the five evaluation criteria listed above.
Chapter 6	Conclusions and lessons learned – concluding remarks as to what has worked well and what has not and resulting lessons to be learned from the implementation of the EGF during the 2014-2020 period.

¹ Regulation (EU) No 1309/2013 of the European Parliament and of the Council of 17 December 2013 on the European Globalisation Adjustment Fund (2014-2020) and repealing Regulation (EC) No 1927/2006. Hereinafter referred to as "the EGF Regulation".

² European Commission, 2017, Better Regulation Guidelines (SWD (2017) 350). Available at: https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox_en. The Better Regulation Guidelines set out the principles that the European Commission follows when preparing new initiatives and proposals and when managing and evaluating existing legislation. This includes certain minimum criteria for evaluations, which we are referring to here.

BACKGROUND

The EGF is an EU Fund that can be mobilised to provide financial support to Member States in order to help their citizens mitigate the adverse effects of major labour market restructuring events due to globalisation or financial or economic crises. It is conditional to a few factors: the restructuring event needs to be the result of major structural changes in world trade patterns due to globalisation, e.g. when a large company shuts down or production is moved outside the EU, or as a result of a (continuation of the) global economic and financial crisis³. In this context, ‘major’ restructuring events are taken to entail those involving 500 or more job losses, although EGF support can also be mobilised for smaller restructuring events, in case of exceptional circumstances⁴.

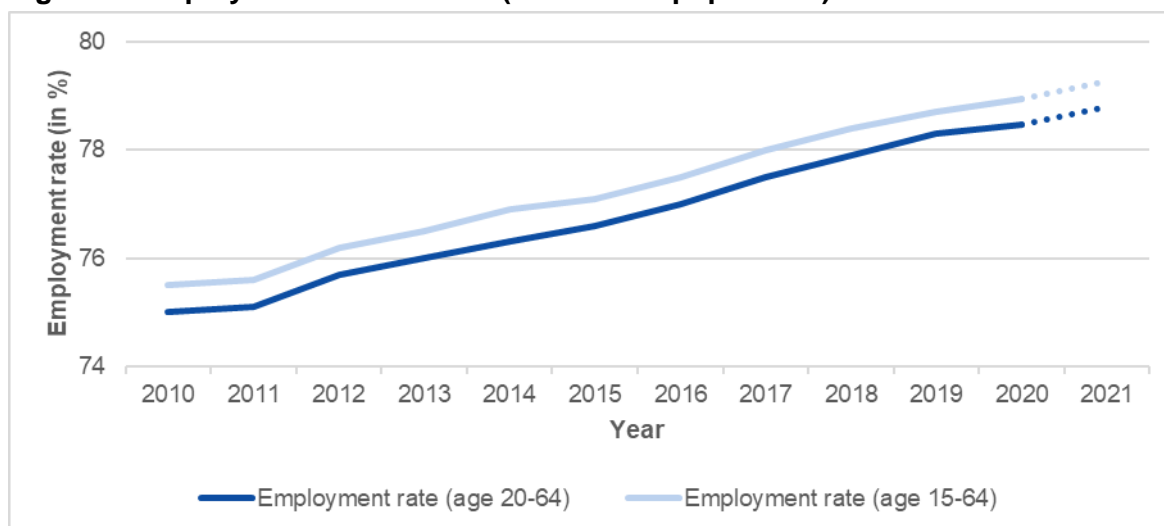
In what follows, we briefly present recent trends in employment and restructuring events during the last decade in the EU. After that, the EGF as a Fund is presented in more detail, including its objectives, scope, functioning and implementation.

1. General trends in employment and restructuring events

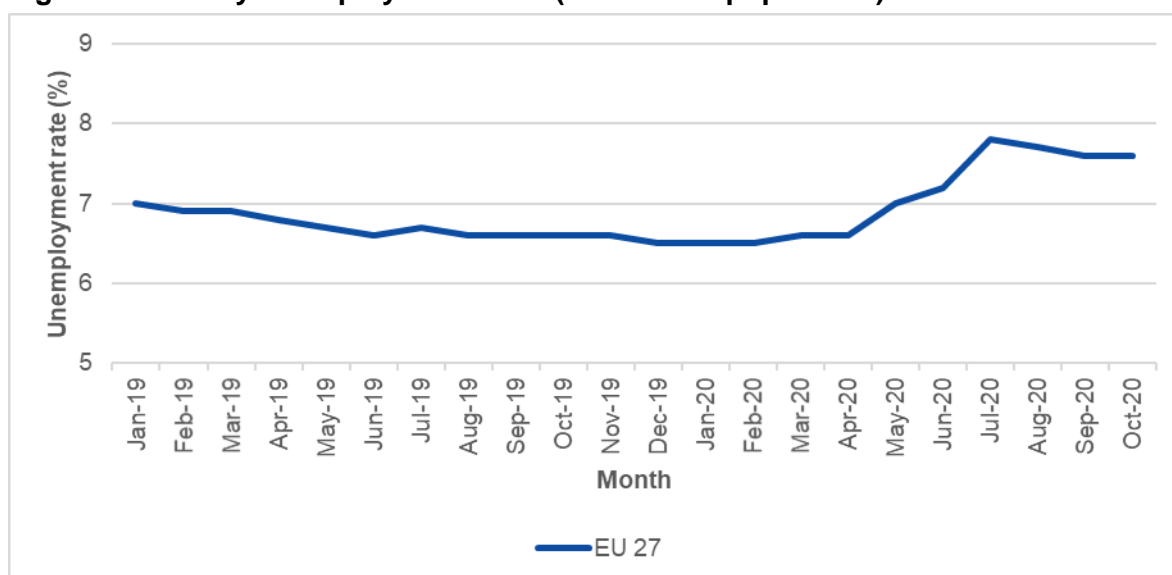
The general trend in employment rates among the active population in the EU has been positive during the past decade (see Figure 1). In 2019, the total employment rate in the EU 27 was 78.3%, 0.4 percentage points higher than in 2018 (77.9%). However, in March 2020, the COVID-19 pandemic led to lockdowns around Europe, which brought with it a wave of job losses. As shown in the graph below, monthly unemployment rates (defined as % of the active population) have been steadily increasing since March 2020, from an average of 6.6% in the EU 27 in March 2020, to 7.6% in October 2020 (latest available data) – an increase of 1 percentage point (see Figure 2).

³ This includes the continuation of the global economic and financial crisis 2007-2008, as well as any new crisis that might emerge. The previous iteration of the EGF (2006-2013) was amended in 2009 (by Regulation (EC) No 546/2009 of the European Parliament and of the Council of 18 June 2009 amending Regulation (EC) No 1927/2006 on establishing the European Globalisation Adjustment Fund) to allow for a derogation to broaden temporarily the EGF’s scope and to enable it to react more effectively to this crisis.

⁴ Under exceptional circumstances or in small labour markets, an application may be considered admissible even if the above requirements are not met, but the redundancies have a serious impact on employment and the local, regional or national economy. As adapted by the Omnibus Regulation, in small labour markets, or in exceptional circumstances, particularly in regions where predominately SMEs operate, Member States are able to apply for EGF support for cases combining dismissals in different NACE Revision 2 divisions. The aggregated amount of contributions in exceptional circumstances may not exceed 15 % of the annual maximum amount of the EGF.

Figure 1. Employment Rate Trends (% of active population)⁵

Source: Eurostat Employment and activity by sex and age – annual data [lfsi_emp_a]

Figure 2. Monthly unemployment rates (% of active population)

Source: Eurostat data, Harmonised unemployment rates (%) - monthly data [ei_lmhr_m]

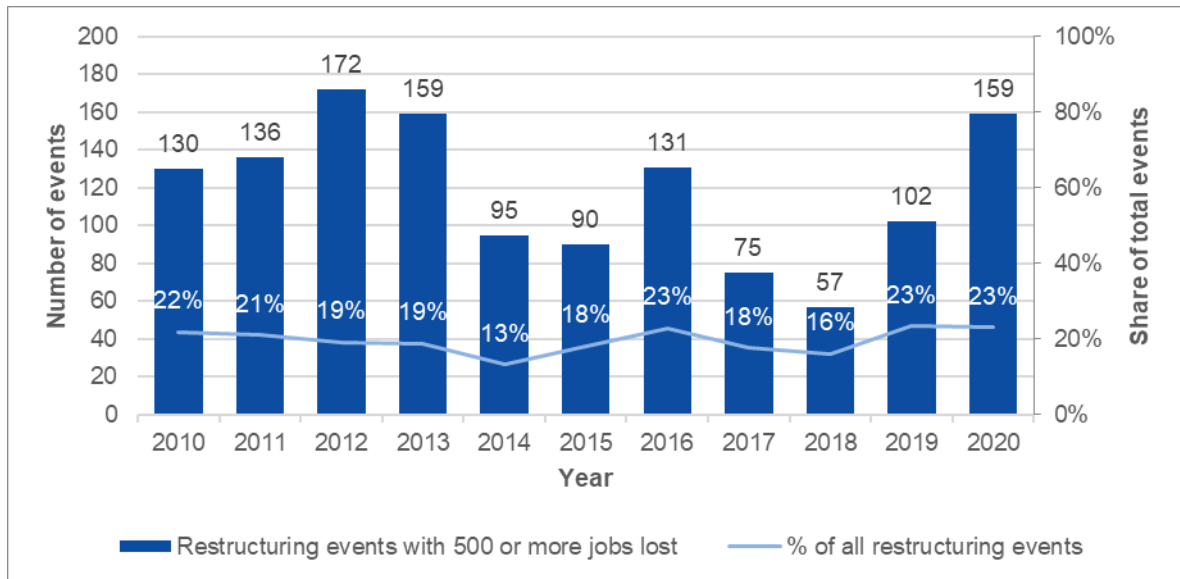
Despite these positive trends overall (barring the COVID-19 pandemic), large-scale unexpected restructuring events still do take place, and can have a considerably negative impact on regional economies and their distribution of labour. As per data from Eurofound's European Restructuring Monitor (ERM) database⁶, there has been an increase in large-scale restructuring events (defined as events involving 500 or more job losses) since 2018. Between 2016 and 2018, the number of large-scale restructuring events decreased, but began increasing in 2019. In 2020 (up until 25th November, based on most recent data), the number of large-scale restructuring events increased further from 102 in 2019 to 159 (+56%), while the total number of restructuring events increased from 435 to 690 (+59%).

⁵ The values for 2020 and 2021 are forecasted based on historical data. Data source: Eurostat, LFS [lfsi_emp_a]

⁶ Eurofound, European Restructuring Monitor (ERM), available at: <http://www.eurofound.europa.eu/observatories/emcc/erm/factsheets>

This constitutes the highest total number of restructuring events since 2014, and can largely be attributed to the COVID-19 pandemic.

Figure 3. Large-scale restructuring events in EU-27, 2010-2020 (November)



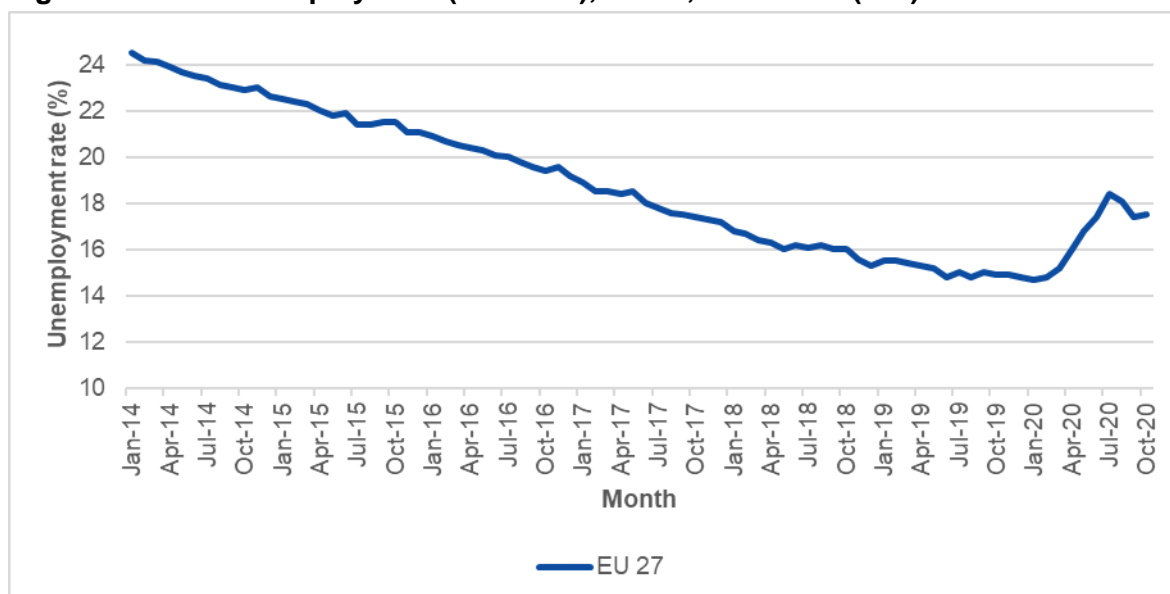
Source: Eurofound, ERM Database

Despite the recent surge in large-scale restructuring events, however, when considering their share of the total number of restructuring events (of any size)⁷, the proportion is much more constant over time, ranging between a low of 13% in 2014 to a high of 23% in 2016, 2019 and 2020 (based on data available up until 25th November 2020).

As concerns youth unemployment, which is relevant for the EGF because Member States are able to support NEETs in their EGF cases under certain circumstances, the overall trend has been comparable. Youth unemployment rate in the EU has been steadily decreasing since 2014 (see Figure 4), except for a recent surge (since March 2020) which can reasonably be assumed to be at least partly the result of the COVID-19 crisis. However, there are still many regions where the youth unemployment rate is above 20% (the minimum threshold to include NEETs in EGF cases since 2018). As recently as 2019, youth unemployment over 20% was measured in regions across ten Member States – Belgium, Bulgaria, Greece, Spain, France, Italy, Portugal, Romania, Slovakia, and Sweden⁸. Until 2018, similar rates were experienced in Cyprus and Croatia as well.

⁷ The ERM includes an event if it entails the announced destruction of at least 100 jobs, or at least 10% of the workforce at sites employing more than 250 people.

⁸ Eurostat, Unemployment rates by sex, age and NUTS 2 regions (%) [lfst_r_lfu3rt], Last update: 24-04-2020 (filtered at ages 15-24). Please note that this concerns regions within these countries. Overall youth unemployment rates in 2019 exceeded 20% only in Greece (35.2%), Spain (32.5%), Italy (29.2%) and Sweden (20.1%).

Figure 4. Youth unemployment (under 25), EU 27, 2014-2020 (Oct)

Source: Eurostat, Unemployment by sex and age – monthly data [UNE_RT_M]

2. The European Globalisation Adjustment Fund

As already mentioned, the EGF provides support to people who have lost their jobs (and to the communities those people live in) as a result of *major* structural changes in world trade patterns due to globalisation, e.g. when a large company shuts down or production is moved outside the EU, or as a result of a (continuation of the) global economic and financial crisis⁹. As per the EGF Regulation, **the overall aim of the Fund** is to *contribute to smart, inclusive and sustainable economic growth and to promote sustainable employment in the Union by enabling the Union to demonstrate solidarity towards, and to support workers made redundant and self-employed persons whose activity has ceased as a result of the above-mentioned situations (globalisation and economic/financial crisis)*¹⁰.

Scope of the EGF

To best support the re-integration into the labour market of workers that lost their job as a consequence of globalisation or an economic/financial crisis, the EGF co-finances active labour market measures (support mechanisms) which are put in place by individual Member States. This can include help with looking for a job, career coaching and advice, mentoring, guidance on how to set up a business, and (re-)training courses.

The **Fund is of an emergency nature**, meaning that rather than being pre-programmed as part of the EU's Multiannual Financial Framework (MFF) which sets out the budget for seven-year periods, the EGF is mobilised on a case-by-case basis. The EGF can be mobilised following a request made by the EU Member State in need of assistance further to an unexpected major restructuring event. Such a request ('EGF application') is then assessed by the Commission, and sent to the European Parliament and the Council for

⁹ This includes the continuation of the global economic and financial crisis 2007-2008, as well as any new crisis that might emerge. The previous iteration of the EGF (2006-2013) was amended in 2009 (by Regulation (EC) No 546/2009 of the European Parliament and of the Council of 18 June 2009 amending Regulation (EC) No 1927/2006 on establishing the European Globalisation Adjustment Fund) to allow for a derogation to broaden temporarily the EGF's scope and to enable it to react more effectively to this crisis.

¹⁰ Article 1, Regulation (EU) No 1309/2013.

formal approval (see section on *application and decision-making process* below for details on the procedure).

In order for a Member State to be eligible to receive EGF funding, a few key criteria need to be met. At least 500 workers need to be made redundant at a specific enterprise during a reference period of four months *or* at least 500 workers across several companies in a single economic sector during a reference period of nine months (unless exceptional circumstances apply¹¹). These dismissals need to be the result of globalisation *or* a financial crisis, as explained above.

Eligible beneficiaries of the EGF

The following persons are eligible to receive support that is co-financed by the EGF:

- workers made redundant and self-employed persons whose activity has ceased within the reference period referred to above;
- workers made redundant and self-employed persons whose activity has ceased outside of that reference period if their redundancy is linked to the event which triggered redundancies during the reference period (applies only in the case of a single company restructuring event);
- workers made redundant and self-employed persons whose activity has ceased as a result of exceptional circumstances or in small labour markets when the requirements of 500 redundancies in a company or a sector are not entirely met and the redundancies will have a serious impact on employment and the local, regional or national economy¹²;
- young persons not in employment, education or training (NEETs) who reside in regions disproportionately impacted by major redundancies¹³.

Eligible measures and actions under the EGF

As per Article 7 of the Regulation, a financial contribution from the EGF may be made for **active labour market measures** that form part of a coordinated package of personalised services, designed to facilitate the re-integration of the targeted beneficiaries and, in particular, disadvantaged, older and young unemployed persons, into employment or self-employment. This includes:

- active measures (e.g. (re-)training, job search assistance, mentoring, outplacement assistance, entrepreneurship promotion, business start-ups, etc.).
- special time-limited measures (i.e. incentives or allowances) accompanying active measures that are meant to support the participating beneficiaries. This can include employers' recruitment incentives, job-search allowances, training allowances,

¹¹ Under exceptional circumstances or in small labour markets, an application may be considered admissible even if the above requirements are not met, but the redundancies have a serious impact on employment and the local, regional or national economy. As adapted by the Omnibus Regulation, in small labour markets, or in exceptional circumstances, particularly in regions where predominately SMEs operate, Member States are able to apply for EGF support for cases combining dismissals in different NACE Revision 2 divisions. The aggregated amount of contributions in exceptional circumstances may not exceed 15 % of the annual maximum amount of the EGF.

¹² An application for EGF support under this derogation provided for in Article 4(2) of the EGF Regulation needs to be justified by the applicant Member State. Applications under the 'exceptional circumstances' criterion are subject to an annual ceiling of 15% of the maximum annual EGF budget.

¹³ Up to 31st December 2017, NEETs could be included if some of the redundancies occurred in NUTS 2 level regions eligible under the YEI. With the Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018, the 'Omnibus Regulation', NEETs could be included if some of the redundancies occurred in NUTS 2 level regions with a youth unemployment rate of 20% or more.

mobility allowances, subsistence allowances, or others (such as conciliation allowances). Such allowances are subject to a ceiling of 35% of the total package of personalised services¹⁴.

- specific measures to stimulate in particular disadvantaged, older and young unemployed persons to remain in or return to the labour market.

The **EGF does not cover passive social protection measures** such as pensions, nor passive allowances, i.e. allowances that are not conditional on the active participation of the targeted beneficiaries in job-search or training activities. The funding can also not replace actions which are the responsibility of enterprises by virtue of national law or collective agreements (e.g. redundancy pay, legal requirements to draw up a social plan – depends on the Member State concerned and their national law).

In addition to the coordinated package of personalised services, a financial contribution from the EGF may be made for the preparatory, management, information and publicity, control and reporting activities¹⁵. The amount spent on these activities should be reasonable in relation to the total amount of EGF funding allocated. In practice, a 'reasonable amount' entails around 4% of the total budget, although there is no official definition, and some degree of budgetary flexibility is possible if expenses can be duly justified.

Application and decision-making process

Each EGF application has to contain a detailed overview of the number of persons dismissed, the link between their dismissal and globalisation or economic/financial crisis, the measures and allowances intended to help them, and an overview of the funding required for each of those. Applications also have to indicate how the applicant Member State will ensure coherence between the requested EGF support and other EU or national support measures, to avoid overlaps.

As it operates outside and above the MFF ceilings, each request for EGF funding has to be approved by the Budgetary Authority (the European Parliament and the Council¹⁶), once the Commission has drafted a proposal following its internal assessment of the application to ensure that the conditions listed above have been met.

Once a formal decision by the European Parliament and the Council has been reached, the Commission adopts a Commission Implementing Decision, which is the legally binding document for the Member State and contains the technical details, e.g. the deadlines for implementation and reporting, the measures to be implemented and the foreseen budget for each of those measures. The Commission then has 15 days to make the payment, which represents a single pre-financing payment of the Commission's share of the funding (60%). Any part of the budget that is not used at the end of the implementation period is recovered by the Commission.

¹⁴ These allowances can be co-financed only for the time during which the beneficiary participates in the active measures contained in the EGF coordinated package, and is conditional to their full participation in those measures. If a Member State ends up spending more than this 35%, the additional resources spent are not considered eligible when the implementation period comes to an end.

¹⁵ Article 7(4) of the EGF Regulation.

¹⁶ In the Council, the Proposal is reviewed and approved once. In the Parliament, the process is slightly more complex: Although the Committee on Budgets (BUDG) is formally responsible, in practice they work together with the Committee on Employment and Social Affairs (EMPL) to reach a joint opinion on the Proposal. Within the EMPL Committee, an EGF working group has been set up, where each case proposal is discussed. This working group writes a letter to the EMPL Committee, which in turn writes a letter to the BUDG Committee, before any formal approval from the European Parliament can be reached (i.e. through a formal vote in plenary).

Implementation of the EGF

All EGF cases have a 24-month maximum implementation period, that starts on the date of application, or (up to) three months later in case such a delay was requested in accordance with Article 16(4) of the Regulation¹⁷. Costs incurred before the application date can also be eligible for EGF funding if they meet the necessary criteria. Member States can thus, in theory, start implementing EGF measures from the moment the dismissals are announced, drawing on their national share of co-financing (40%).

It is also possible for the implemented measures and activities to assist more workers than initially targeted, but only as long as the number of workers assisted does not exceed the number of dismissed workers¹⁸.

There is some degree of flexibility in the allocation of funds. As long as the overall budget remains the same, reallocations between active measures or between active measures and implementing activities are allowed. This needs to be declared in the final report, and preferably also before then, especially if the reallocation exceeds 20%.

Throughout the implementation period, the case handler appointed by DG EMPL functions as the main point of contact for Member States and helps them with technical and operational questions.

Monitoring and reporting requirements

After the conclusion of the implementation period, the Member States have six months to prepare and submit a final report to the Commission. As per Article 18 of the Regulation, the report needs to include:

- The types of measures and activities undertaken and their main outcomes;
- The names of the bodies delivering the package of measures in the Member State;
- The characteristics of the targeted beneficiaries and their employment status after the implementation of the funding;
- A statement justifying the expenditure and indicating the complementarity of actions with those funded by the European Social Fund (ESF).

Once the final report has been received by the Commission, it has six months to wind up the case and formally close it. This entails, inter alia, an assessment of the resources spent. If any of the pre-financed contribution has not been spent, it is immediately retrieved.

A further six months later, i.e. one year after submission of the final report, the Member State should provide the Commission with an update on the employment status of the assisted workers. This usually entails an update to the table showing the overview of targeted versus assisted workers in the final report, with more recent data. This is implemented with a view to measuring long-term effects of the Fund.

¹⁷ Article 16 (4) provides that "The Member State may decide to postpone the starting date for the eligible actions by up to three months after the date of submission of the application. In the event of such postponement, the eligible actions shall be carried out within the 24-month period following the starting date communicated by the Member State in the application."

¹⁸ As well as a number of NEETs not exceeding the number of workers targeted, if applicable. The budget is not adapted once it has been approved, so if a Member State decides to assist more workers than initially foreseen, this needs to be done within the allocated budget.

EGF during the previous programming period

During the first EGF programming period (2007-2013), a total of 73 cases were implemented. Initially, the co-financing rate was lower (50% rather than 60%), the thresholds for redundancies were higher, at a minimum of 1,000 redundancies, and the Fund applied only to redundancies resulting from globalisation-related challenges. In 2009, its scope was expanded to include cases resulting from the 2008 global financial and economic crisis, the threshold was lowered to 500 redundancies, the co-financing rate was (temporarily) increased to 65%, and the implementation period was extended from 12 months to 24 months. Most of those characteristics (i.e. the link to globalisation or economic/financial crisis, threshold of 500 redundancies) were upheld for the EGF 2014-2020.

As outlined in the ex-post evaluation of the EGF 2007-2013¹⁹, the 73 cases implemented during that period supported 55,302 dismissed workers (out of more than 99,000 workers dismissed). The total EGF expenditure amounted to EUR 187,195,250, with average EGF expenditure per person of EUR 3,385.

During that period, beneficiary reach rates (i.e. the number of beneficiaries assisted through the EGF compared to those 'targeted' with the measures) ranged from a low of 12% to a high of 130%²⁰, and re-integration rates varied considerably from 4% to 86%. The average re-employment rate achieved at the end of EGF assistance across the 73 cases was 49%.

Although the above data is interesting to keep in mind, it cannot be used as baseline data for the ex-post evaluation of EGF 2014-2020 because of the different rules employed from one programming period to the next and the variance in the economic context within which the Fund operates.

Looking towards the future

In 2018, the Commission put forward its proposal for the EGF post-2020²¹. The Fund is intended to remain outside of the MFF and maintain its aim of demonstrating solidarity and offering support to displaced workers and self-employed persons whose activity has ceased as a result of an unexpected major restructuring event. The key changes envisaged in this proposal are:

- An **expansion of the scope** of the Fund, to apply not only in cases of globalisation or economic/financial crisis, but in case of unexpected major restructuring events more broadly, particularly those caused by globalisation-related challenges, such as changes in world trade patterns, trade disputes, financial or economic crises, the transition to low-carbon economy or as a consequence of digitisation or automation. This was implemented because the challenges facing European labour markets have evolved, and due to the interplay and mutual effects of open trade, technological change or other factors like the transition to a low carbon economy, it is increasingly difficult to single out a specific factor that causes job displacements.
- A **reduction in the minimum threshold of redundancies** from 500 to 250, considering the general trend in Europe of fewer large-scale redundancies and because the dismissal of 250 workers usually has a significant impact in most regions.

¹⁹ Ex-post evaluation of the European Globalisation Adjustment Fund (EGF), Final Report.

²⁰ Beneficiary reach rates of over 100% were attributed to additional workers being made redundant after the application deadline. They can (under certain conditions) still be included for support if this can be achieved within the agreed budgetary frame. See Ex-post evaluation of the European Globalisation Adjustment Fund (EGF), Final Report, page 4.

²¹ Proposal for a Regulation of the European Parliament and of the Council on the European Globalisation Adjustment Fund (EGF), COM(2018) 380 final.

- A **reduction in the reference period** for EGF cases involving several companies in one sector ('sectoral applications'), from nine months to six months with a view to mitigating a potentially higher number of EGF applications resulting from the lower threshold of redundancies explained above.
- A **new provision** allowing Member States to apply for EGF assistance if redundancies occur in the same region but in different economic sectors, which is especially relevant for less populous regions where a wave of dismissals in various sectors at the same time can have a very significant impact on the labour market.
- A **reduction in the length and complexity of the application process** to reduce the administrative burden placed on Member States. Applications will be based entirely on whether or not the restructuring event has a significant impact (defined by the threshold of 250 displaced workers), and there will no longer be the extensive application requirements such as detailed statistics on the link between the restructuring event and globalisation or economic/financial crisis.
- A **streamlining of the approval process** by moving away from the current procedure requiring interinstitutional agreement. The approval process caused delays in implementation that subsequently impacted the effectiveness of EGF cases. By simplifying the decision-making procedure, such delays will be minimised. Instead of the Commission sending a proposal to the Budgetary Authority, it would send a request for a transfer.
- A **change in the official implementation start date** from the date of application to the date on which the decision to mobilise the EGF is adopted, though still allowing Member States to start implementing from the time the redundancies are announced. This would ensure that Member States that wish not to start implementing measures before a formal approval is received do not incur delays without having to request a postponement of the start date, while those who prefer to start implementing the measures as soon as possible can still do so.
- A **modification of the co-financing rate** to be aligned with the highest co-financing rate of the European Social Fund Plus (ESF+) in the respective Member State, with a view to avoiding competition between the Funds.
- A **strengthening of the monitoring of performance of the EGF**, through the introduction of common indicators and stricter requirements for reporting. This aims to make it easier to measure the results of EGF cases (and the Fund as a whole) in the future based on standardised indicators.
- A **formalisation of the requirement** to submit, 12 months after the final report, an employment status report, including the content it should cover, with a view to better evaluating the long-term effects and impacts of the Fund. Currently, this report is not formally required by the EGF Regulation but rather required by individual financing decisions for each EGF case.

IMPLEMENTATION

This section provides an overview of the state of implementation of the EGF. It includes figures showing the number of EGF applications and covers the performance of the EGF by country and by economic sector defined at NACE Revision 2 division level. The profile of people targeted by the EGF (by sex, age and status (dismissed worker or NEET)) is also reported.

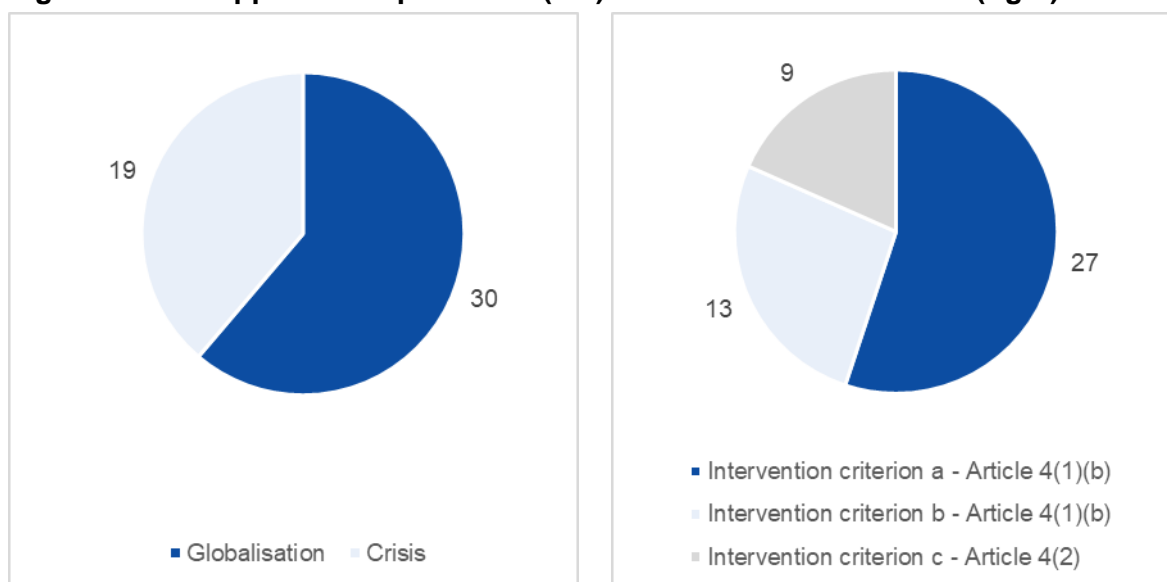
EGF 2014-2020

During the 2014-2020 period, a total of 53 applications for EGF support were submitted to the Commission. Of these, 49 were approved, three were withdrawn²², and one was rejected²³. Across these 53 applications, the EGF contributions requested totalled EUR 172,241,707. A total of 53,204 persons were targeted with this support across all 53 applications. In what follows, only the 49 approved applications (i.e. 49 EGF cases) are considered, because the withdrawn and rejected applications did not receive any EGF funding.

Breakdown of EGF cases by event type and intervention criterion

The majority of the EGF cases (61%) was submitted in response to restructuring events caused by major changes in world trade patterns due to globalisation, and the minority in relation to the effects of economic or financial crises (39%). Most of the cases concerned redundancies in a single company (and its downstream suppliers, criterion a), followed by 'sectoral' cases involving several companies operating in the same sector (criterion b). Exceptional circumstances or small labour markets (criterion c) constituted the smallest share of EGF cases.

Figure 5. Case applications per cause (left) and intervention criterion (right)



²² EGF/2015/008 GR/Supermarket Larissa, EGF/2016/006 FI/Helsinki-Uusima Education, EGF/2016/007 NL/Gelderland-Overijssel Social Work. The former was later re-submitted as EGF/2015/011 GR/Supermarket Larissa after agreement with the Commission to resubmit the application with more statistical data and references. The latter two were withdrawn because the Commission Legal Service deemed them ineligible because the redundancies concerned the public sector. To avoid a similar issue in the future, the proposal for the post-2020 EGF includes a provision that the EGF, as a trade-oriented Fund, cannot be mobilised if public sector redundancies are the direct consequence of public budgetary cuts.

²³ EGF/2019/001 BE/Carrefour Belgium was rejected because the Council perceived the link to major structural changes in trade patterns due to globalisation to be too weak. See <https://data.consilium.europa.eu/doc/document/ST-13418-2019-INIT/en/pdf>.

Breakdown of EGF cases per Member State

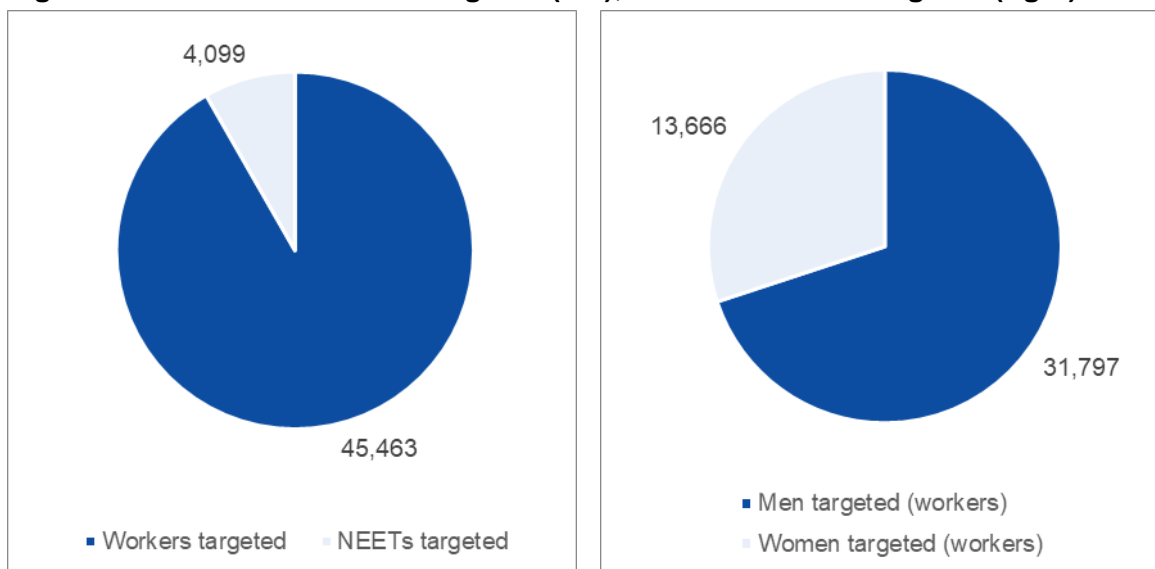
In terms of geographical reach, these 49 EGF cases covered 12 Member States: Belgium (6), Estonia (1), Finland (7), France (5), Germany (3), Greece (8), Ireland (3), Italy (3), the Netherlands (3), Portugal (1), Spain (6), and Sweden (3). For Estonia, this was the first EGF case; all other Member States had previously benefited from the EGF during the 2007-2013 programming period as well.

The total number of persons targeted was highest in Belgium (9,925), followed by France (9,620) and Greece (7,432). Only 12 EGF cases (from five Member States – Belgium, Greece, Ireland, Spain, and Portugal) made use of the possibility to support NEETs through the EGF, targeting a total of 4,099 NEETs.

Breakdown of persons targeted through EGF cases

In total across all 49 cases, 49,562 persons (workers and NEETs) were targeted with EGF measures. This includes 31,797 men and 13,666 women. The numbers differ significantly across cases, with women being targeted notably in cases concerning traditionally ‘female-dominated’ sectors such as retail trade and wearing apparel, and men dominating cases in sectors related to transport and manufacturing.

Figure 6. Workers and NEETs targeted (left); men and women targeted (right)



As for age groups, the majority of persons targeted fell into the 25-54 age group, which makes sense as it coincides with the working-age bracket. The next largest category is 55-64 year olds, followed by 15-24 year olds, considering the low degree of use of the possibility to provide support to NEETs.

Breakdown of cases per sector

The most common sectors for which EGF funding was used were retail trade (6 cases) and the automotive sector (5 cases). The computer programming sector (3 cases) and the manufacture of computers, electronic and optical products (3 cases) were also subject to several EGF cases. The cases in the automotive sector targeted the largest number of beneficiaries, at a total of 10,299 persons. The smallest number of persons targeted was in the jewellery sector (276 persons), which includes only one case.

Overview of all 2014-2020 EGF cases

Further details on the 49 EGF cases, in terms of the sector concerned, the EGF contribution granted and the number of persons targeted, is presented in the table below.

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Table 2. EGF cases from 2014 – 2020²⁴

Case ref.	Member State	Sector (NACE)	Intervention criterion	Globalisation / Crisis	EGF allocation (€)	EGF funding spent* (€)	Persons targeted	Persons helped*
EGF/2014/001 GR/Nutriart	Greece	Bakery products	a	Crisis	6,096,000	1,536,355.36	1,013	494
EGF/2014/002 NL/Gelderland and Overijssel	The Netherlands	Construction of buildings	b	Crisis	1,625,781	1,167,559.80	475	467
EGF/2014/003 ES/Aragon	Spain	Food and beverage services	b	Crisis	960,000	804,140.04	280	274
EGF/2014/004 ES/Comunidad Valenciana metal	Spain	Manufacture of fabricated metal products	b	Crisis	1,019,184	321,877.44	300	174
EGF/2014/005 FR/GAD	France	Slaughterhouse	a	Crisis	918,000	442,749.90	760	559
EGF/2014/006 FR/PSA	France	Automotive	a	Globalisation	12,704,605	12,464,172.45	2,357	2,357
EGF/2014/007 IE/Andersen Ireland	Ireland	Jewellery	c (Except. Circum.)	Globalisation	1,501,200	1,089,699.81	276	274
EGF/2014/008 FI/STX Rauma	Finland	Building of ships and boats	a	Globalisation	1,426,800	1,311,961.27	565	589
EGF/2014/009 GR/Sprider Stores	Greece	Retail trade	a	Crisis	7,290,900	2,486,974.99	1,311	1,019
EGF/2014/010 IT/Whirlpool	Italy	Domestic appliances	a	Crisis	1,890,000	1,572,723.17	608	608
EGF/2014/011 BE/Caterpillar	Belgium	Manufacture of machinery and equipment	a	Globalisation	1,222,854	829,415.80	630	501
EGF/2014/012 BE/ArcelorMittal	Belgium	Manufacture of basic metals	a	Globalisation	1,591,486	1,443,884.49	910	780
EGF/2014/013 GR/Odyssefs Fokas	Greece	Retail trade	a	Crisis	6,444,000	2,293,466.65	1,100	748
EGF/2014/014 DE/Aleo Solar	Germany	Solar modules	a	Globalisation	1,094,760	533,480.99	476	408
EGF/2014/015 GR/Attica Publishing Services	Greece	Publishing	b	Crisis	3,746,700	816,310.62	705	205
EGF/2014/016 IE/Lufthansa Technik	Ireland	Repair and maintenance of aircraft and spacecraft	c (Except. Circum.)	Globalisation	2,490,758	1,790,014.67	450	424
EGF/2014/017 FR/Mory-Ducros	France	Land transport	a	Crisis	6,052,200	4,393,239.44	2,513	2,513

²⁴ It should be noted that the cases for which applications were submitted in 2014, no in-depth case studies were conducted as part of this support study, as they were already evaluated at the mid-term stage. However, this support study covers the period 2014-2020 in its entirety, so the results from those EGF cases have been taken into consideration in this report.

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Case ref.	Member State	Sector (NACE)	Intervention criterion	Globalisation / Crisis	EGF allocation (€)	EGF funding spent* (€)	Persons targeted	Persons helped*
EGF/2014/018 GR/Attica Broadcasting	Greece	Broadcasting	b	Crisis	5,046,000	1,214,929.86	928	349
EGF/2015/001 FI/Broadcom	Finland	Wholesale trade	a	Globalisation	1,365,000	876,467.97	500	374
EGF/2015/002 DE/Adam Opel	Germany	Automotive	a	Crisis	6,958,623	3,811,240.06	2,692	2,621
EGF/2015/003 BE/Ford Genk	Belgium	Automotive	a	Globalisation	6,268,564	4,753,175.53	4,500	4,500
EGF/2015/004 IT/Alitalia	Italy	Air transport	a	Globalisation	1,414,848	23,436.00	184	184
EGF/2015/005 FI/Computer programming	Finland	Computer programming	b	Globalisation	2,623,200	2,008,001.39	1,200	1,356
EGF/2015/006 IE/PWA International	Ireland	Repair and maintenance of aircraft and spacecraft	c (Except. Circum.)	Globalisation	442,293	442,293.00	216	183
EGF/2015/007 BE/Hainaut-Namur Glass	Belgium	Manufacture of glass	b	Globalisation	1,095,544	814,869.76	512	391
EGF/2015/009 SE/Volvo Trucks	Sweden	Automotive	a	Globalisation	1,793,710	1,120,124.00	500	450
EGF/2015/010 FR/MoryGlobal	France	Land transport	a	Crisis	5,146,800	4,093,159.65	2,132	2,132
EGF/2015/011 GR/Supermarket Larissa	Greece	Retail trade	a	Crisis	6,468,000	2,045,939.34	1,100	979
EGF/2015/012 BE/Hainaut Machinery	Belgium	Manufacture of machinery and equipment	b	trade	1,824,041	726,183.99	788	471
EGF/2016/001 FI/Microsoft	Finland	Computer programming	a	Globalisation	5,364,000	4,559,861.04	1,441	1,629
EGF/2016/002 SE/Ericsson	Sweden	Computers, electronic and optical products	a	Globalisation	3,957,918	1,468,458.00	918	224
EGF/2016/003 EE/petroleum and chemicals	Estonia	Chemicals	c (Except. Circum.)	Globalisation	1,131,358	791,485.48	800	492
EGF/2016/004 ES/Comunidad Valenciana automotive	Spain	Automotive	c (Except. Circum.)	Globalisation	856,800	173,161.49	250	134
EGF/2016/005 NL/Drenthe-Overijssel Retail	The Netherlands	Retail trade	b	Crisis	1,818,750	853,871.40	800	754
EGF/2016/008 FI/Nokia Network Systems	Finland	Computers, electronic and optical products	a	Globalisation	2,641,800	2,641,800.00	821	777
EGF/2017/001 ES/Castilla y León mining of coal	Spain	Mining of coal and lignite	c (Labour market)	Globalisation	1,002,264	631,186.56	464	396
EGF/2017/002 FI/Microsoft	Finland	Computer programming	a	Globalisation	3,520,080	2,937,160.69	1,000	883

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

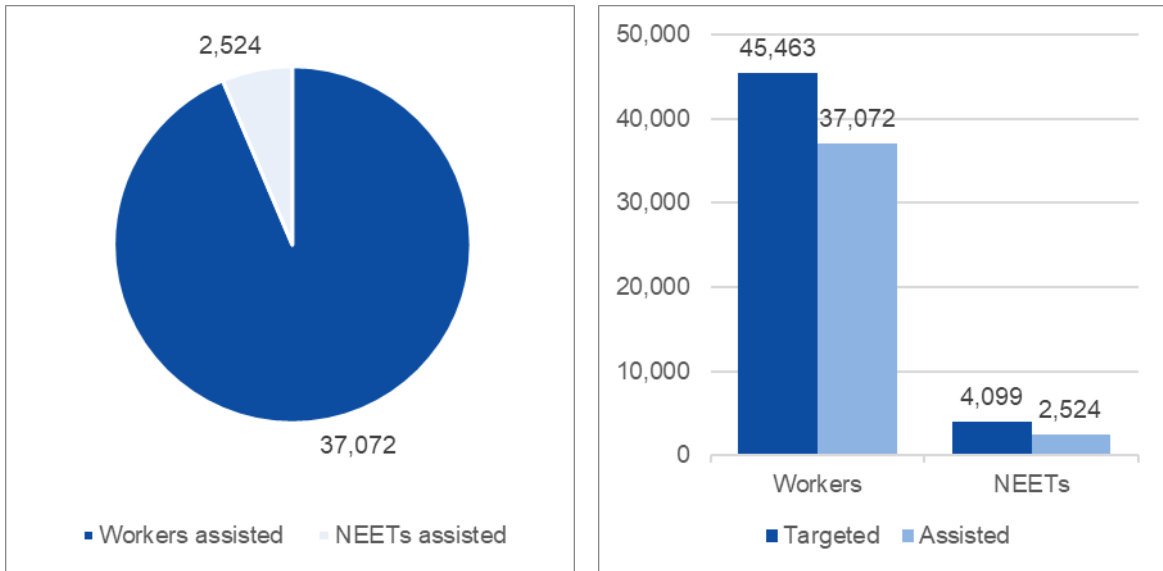
Case ref.	Member State	Sector (NACE)	Intervention criterion	Globalisation / Crisis	EGF allocation (€)	EGF funding spent* (€)	Persons targeted	Persons helped*
EGF/2017/003 GR/Attica retail	Greece	Retail trade	c (Except. Circum.)	Crisis	2,949,150	602,708.63	725	217
EGF/2017/004 IT/Almaviva	Italy	Call centre	a	Crisis	3,347,370	812,669.38	1,610	1,423
EGF/2017/005 FI/Retail	Finland	Retail trade	b	Globalisation	2,499,360	1,581,287.43	1,500	1,467
EGF/2017/006 ES/Galicia wearing apparel	Spain	Apparel	c (Except. Circum.)	Globalisation	720,000	306,818.91	303	146
EGF/2017/007 SE/Ericsson	Sweden	Computers, electronic and optical products	a	Globalisation	2,130,400	290,092.80	900	80
EGF/2017/008 DE/Goodyear	Germany	Rubber and plastic products	a	Globalisation	2,165,231	994,228.75	646	622
EGF/2017/009 FR/Air France	France	Air transport	a	Globalisation	9,894,483	9,846,483.00	1,858	1,858
EGF/2017/010 BE/Caterpillar	Belgium	Manufacture of machinery and equipment	a	Globalisation	4,621,616	3,454,632.46	2,585	1,931
EGF/2018/001 NL/Financial service activities	The Netherlands	Financial service activities	b	Crisis	1,192,500	405,627.96	450	179
EGF/2018/002 PT/Norte Centro Lisboa wearing apparel	Portugal	Apparel	b	Globalisation	4,655,883	N/A	1,460	N/A
EGF/2018/003 GR/Attica Publishing Activities	Greece	Publishing	b	Crisis	2,308,500	N/A	550	N/A
EGF/2020/001 ES/Galicia shipbuilding ancillary sectors	Spain	Building of ships and boats	c (Except. Circum.)	Globalisation	2,054,400	N/A	500	N/A

* In more recent cases, for which no final report is available yet, the actual EGF funding spent and actual number of persons helped are listed as N/A because this information is not yet known.

Completed EGF cases

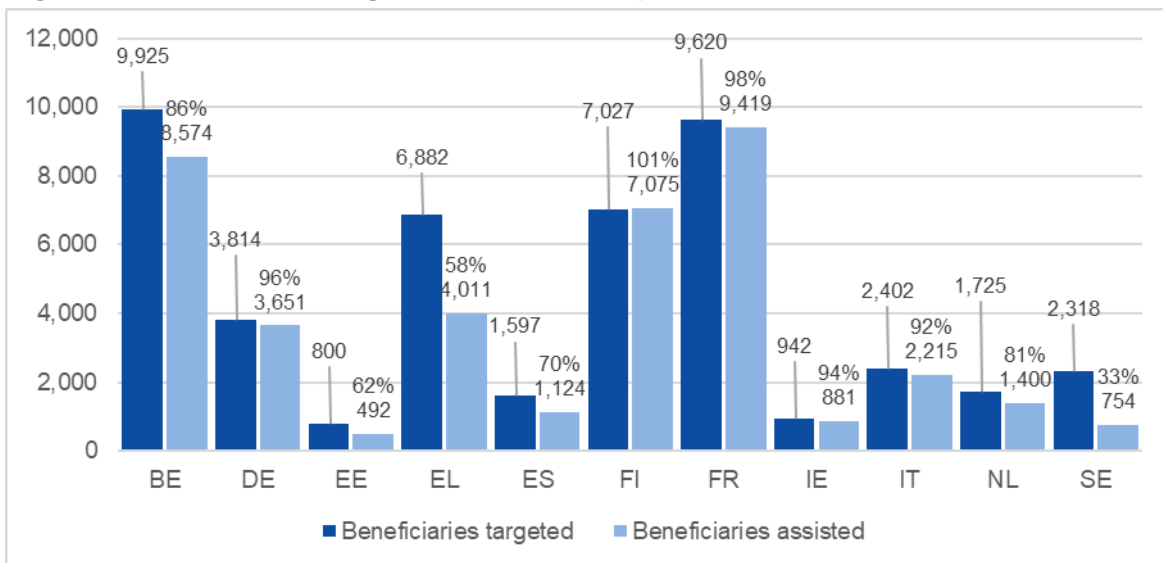
Of the 49 EGF cases outlined above, 48 had come to an end. However, at the time of writing (December 2020), a final report had been submitted to the Commission for 46 of those cases. Across these 46 cases, a total of 39,596 persons were assisted – 37,072 workers, and 2,524 NEETs. Compared to the number of persons targeted in these 46 cases, this constitutes an overall beneficiary reach rate of 82% for workers, and 62% for NEETs.

Figure 7. Beneficiaries assisted (left); workers and NEETs assisted vs targeted (right)



As for the distribution across Member States, most beneficiaries were assisted in France (9,419), followed by Belgium (8,574) and Finland (7,075). The smallest number of beneficiaries helped were in Estonia (492) and Sweden (754). These numbers correspond to beneficiary reach rates ranging from 33% (Sweden) to 101% (Finland), as the below graph presents.

Figure 8. Beneficiaries targeted and assisted per Member State



In total, across the 46 cases for which a final report is available, EUR 89,579,381 in EGF funds was spent, compared to EUR 148,334,931 allocated, i.e. an overall absorption rate of 60%. That being said, the average absorption rates of individual Member States range from 29% (Estonia) to 90% (Finland).

METHODOLOGY

This chapter provides a brief overview of our methodology, notably the data collection and analysis tools used, and limitations to the reliability or representativeness of the information used to develop findings.

Approach

The approach to this evaluation consisted in assessing the relevance, effectiveness, efficiency, coherence and EU added value of the EGF, both at the case and the instrument level. To ensure the robustness of this assessment, a structured evaluation approach was used, relying on an elaborated intervention logic, operationalised evaluation matrix, and a mix of data collection and analytical methods.

The overall approach included the following four main tasks:

- Task 1: Inception task, to develop a methodology and draft a detailed work plan;
- Task 2: Data collection and analysis;
- Task 3: Stakeholder consultation;
- Task 4: Data assessment and reporting.

Evaluation questions

In line with the requirements of the Commission's Better Regulation Guidelines²⁵, the evaluation criteria of relevance, effectiveness, efficiency, coherence and EU added value were covered as part of this evaluation. To do so, five key evaluation questions were answered:

²⁵ European Commission, 2017, Better Regulation Guidelines (SWD (2017) 350).

- How *relevant* is the EGF? To what extent is its design appropriate to achieve the intended objectives, and how do these align with the needs to targeted stakeholders?
- The aim of the EGF is to demonstrate solidarity towards workers made redundant and to ensure for each EGF case that the largest possible number of beneficiaries find sustainable employment as soon as possible.
 - As an instrument, how *effective* was the EGF in achieving these aims?
 - At the level of cases, how *effective* was the EGF in achieving these aims?
- To what extent were the results of the EGF per beneficiary *cost-efficient*? Are there significant differences in EGF cost-efficiency between and within Member States and per economic sector defined at NACE Revision 2 division level?
 - If so, what is causing them?
 - And how do these differences relate to the EGF support as a whole?
- How *coherent* is the EGF intervention with other European Union programmes and national instruments?
- What is the *EU added value* of the EGF intervention, compared to what could have been achieved by Member States in the absence of the EGF support?

These questions were operationalised, and associated indicators and judgement criteria were developed, to provide a framework within which the appropriate data could be collected, and evaluative judgements could be made.

Methods used

Our methodology included, inter alia, a literature review, an online survey targeted at EGF beneficiaries, an online survey targeted at Member States that did not apply for funding during the 2014-2020 period, in-depth interviews at EU and national level, focus groups with EGF beneficiaries, and case studies for 31 cases that took place between 2015 and 2020.

Data and literature review

A review of existing data and literature was carried out at two levels: EU level and case level. The aim of this review was to collect, organise and analyse relevant information from secondary sources.

The **EU level review** covered legislative documents, previous evaluations of the EGF, studies and the proposal for the EGF post-2020. The information was 'coded'²⁶ following a coding framework based on the indicators outlined in the evaluation matrix. This approach made it possible to track key gaps in evidence, which guided the revision of data collection tools to ensure adequate coverage of those aspects for which limited documentary evidence was available. The results of this review formed the basis for the answers to evaluation questions pertaining to the EGF as an instrument, and provided the necessary background information needed to frame fieldwork at case level.

The **case level review** was carried out by national experts in the 12 Member States that received EGF funding during the 2014-2020 period, and covered all relevant case information, i.e. case applications, final reports and employment status reports; the Commission's proposals and decisions by the Budgetary Authority, and any additional

²⁶ Coding in this context refers to the logical classification of textual evidence following a pre-determined set of themes (codes), to easily organise the data for subsequent processing and analysis.

documents like audits and evaluations of specific cases. The information gathered fed into individual case reports (on the 31 cases for which applications were submitted in 2015 or later), and fed into the answers to the evaluation questions.

Targeted online survey to Member States that did not apply for EGF support

An online survey was launched on 20th April 2020, using Ramboll's proprietary survey software SurveyXact. The survey targeted the 15 Member States²⁷ (and the UK) which did not apply for EGF funding during the 2014-2020 period, to uncover the reasons why they did not apply, and gather their views on the appropriateness of the application process and the overall relevance of the Fund. The survey remained open for responses for three weeks, until 11th May 2020.

The survey was made available in all official languages spoken in these countries²⁸. Invitations to participate were sent directly via email to all the EGF contact persons in the 16 countries that did not apply, specifying that only one response per Member State was necessary. A total of 13 out of the 16 countries completed the survey – all except for Luxembourg, Hungary and the UK, despite having sent reminders.

The results of the survey were analysed using Excel. A detailed analysis is presented in Annex 5 to this report.

Targeted online survey to EGF beneficiaries

A second online survey targeted at EGF beneficiaries was launched on 27th April, using Ramboll's proprietary survey software SurveyXact. It specifically aimed to gain a perspective on the experience and impact of the support provided from those it intends to help, and to gather views on how the EGF compares to other forms of support for redundant workers (and NEETs).

Once launched, the survey remained open for responses for five weeks, until 2nd June 2020. Some challenges were encountered in reaching beneficiaries in certain Member States. To try to mitigate this, the survey was reopened twice for additional responses from the Netherlands (11th September until 21st September 2020) and Estonia (4th October until 14th October 2020), resulting in additional responses, albeit limited.

Beneficiaries were contacted with the help of EGF contact persons in all Member States in which EGF cases were implemented during the 2014-2020 period. Direct dissemination to EGF beneficiaries was not possible due to GDPR constraints to sharing contact information. The survey was available in all official languages spoken in those countries²⁹ as a means to maximise the response rate. This approach was successful in most countries, except for Sweden and France, from which no answers were collected, despite reminders having been disseminated. In other Member States, the number of respondents varied greatly, from two in Estonia, to 459 in Finland.

The survey received a total of **1,347 completed responses** along with 351 partially completed results (i.e. respondents who answered all questions that were asked of them³⁰) and 357 partially complete responses (i.e. respondents who started filling out the survey but

²⁷ Austria, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Hungary, Latvia, Lithuania, Luxembourg, Malta, Poland, Romania, Slovakia, and Slovenia.

²⁸ Bulgarian, Croatian, Greek, Czech, Danish, Hungarian, Latvian, Lithuania, German, French, Polish, Romanian, Slovakian and Slovene. It was not translated into Maltese as the use of English is widespread in Malta.

²⁹ English, French, Dutch, Estonian, German, Greek, Spanish, Italian, Portuguese, Finnish, and Swedish. The survey was not translated to Irish because the use of English is more widespread in Ireland.

³⁰ The questions asked were tailored based on profiling questions, so not all questions were 'visible' to all respondents. E.g. if someone indicated having lost their job during the 2014-2020 period, they were subsequently asked to indicate in which year(s) they lost their job. If they indicated not having lost their job during that period, they were not.

did not complete it). Considering the risk of 'false positives', i.e. the survey reaching persons it was not intended for (persons who did not benefit from EGF support), the survey questionnaire contained a significant number of profiling questions aiming to exclude such persons from the analysis. As a result, our analysis presented in this annex covers 950 respondents that (a) 'completed' the questionnaire and (b) passed the profiling questions that filtered out persons that likely were not part of the target group³¹.

It is important to note that **despite measures taken, we can never be sure if a respondent indeed benefited from EGF support** even if they worked for a company that was the subject of an EGF application, as they could have been outside of the target group or fallen outside of the reference period. However, we can assume with reasonable certainty that the 950 persons who made it past the minimum completion questions explained above, were at least eligible for EGF support. The survey was also set up in such a way that questions were asked with either direct reference to the EGF, or without reference to the EGF in case respondents indicated never having heard about the EGF before.

The results from the survey were analysed in Excel. The detailed analysis is presented in Annex 5 to this report.

In-depth interviews at EU level

A total of eight interviews were conducted at EU level, with European Commission staff (3), (former) Members of the European Parliament (2), a social partner (1), and Member States that did not apply for EGF support during the 2014-2020 period (2). Initially, some difficulties were encountered in reaching interviewees, but these were swiftly resolved with the help of the Commission.

The interviews were semi-structured, following interview guides designed for each of the different stakeholder categories during the inception stage. Detailed interview notes were written for each interview, which were subsequently analysed using qualitative analysis software NVivo.

A detailed analysis of the results of these interviews is presented in Annex 6 to this report. The results fed directly into the answers to the evaluation questions, notably those pertaining to the EGF at instrument level.

In-depth interviews at case level

A number of interviews were conducted at national and at case level (at least four per case, and two overarching country-specific interviews). In the case of Belgium, Finland, the Netherlands and Greece, this also included an interview with the EGF contact person about their cases that were withdrawn (Greece, the Netherlands, Finland) or rejected (Belgium).

These interviews targeted EGF managing authorities, case coordinators, delivery partners, social partners, and former employers. In cases where one of such interviews could not be scheduled (e.g. because the company ceased to exist and no relevant contact persons could be reached), a flexible approach was taken to the reallocation of the interviews.

Due to the global COVID-19 outbreak, some delays in the scheduling and conduct of these interviews were experienced. A flexible approach was taken to conduct interviews via

³¹ The minimum completion variable was set at the question on how old the respondent was when they received support following a job loss or cessation of activities as self-employed, or if they were a NEET and indicated having benefited from such support before. Both of these variables are necessary to consider, as a respondent is listed can have 'completed' the survey but were likely false positives (if they answered that they did not lose their job or cease their activities during the 2014-2020 period, for instance), and because partially completed responses might lead to double counting. Because of GDPR concerns, we had to rely on authorities to disseminate the survey and could therefore not keep track of who answered what. It is therefore possible that a respondent started completing the survey, closed the window, and restarted a new entry, e.g. the next day.

telephone or videoconference instead of face-to-face, and the deadline for field research was extended to allow sufficient coverage of the relevant stakeholder groups, without delaying the delivery of the support study overall.

The results from in-depth interviews at national and case level have fed into the answers to the evaluation questions presented in this report and are reported on in individual case study reports that will not be made public.

Consultations with EGF beneficiaries

In addition to the above case-level interviews, online focus groups / (group) interviews with EGF beneficiaries were conducted, to uncover whether and to what extent the EGF has had a (lasting) impact on individual beneficiaries, from the perspective of those who actually benefited from the support.

EGF beneficiaries were consulted through interviews or focus groups in all Member States with EGF cases during the 2014-2020 period, except for Italy, Sweden and Estonia, where GDPR constraints made it impossible to reach out to beneficiaries and/or those reached out to did not respond to the requests. Despite efforts to obtain contact details for beneficiaries through the online survey targeted at them, including by re-opening it for additional responses from Estonia³², were unsuccessful in these cases. This was, however, fruitful in the case of the Netherlands, Germany, and Finland, where contact details voluntarily provided by survey respondents were used. In total, 81 beneficiaries were consulted across 23 out of 31 cases for which case studies were conducted³³.

The results from the consultations with EGF beneficiaries are reported in the individual case study reports, where applicable. These case study reports will not be published.

Public consultation

A public consultation was launched on 10th June 2020³⁴ and remained open for responses until 16th September 2020. As required by the Better Regulation Guidelines, the public consultation was open to all interested parties. It was designed in such a way that it would be relevant both to persons who were unaware of the EGF and its objectives, and could collect meaningful information from EGF managing authorities and implementing partners on the relevance, effectiveness and added value of the Fund from their perspective, having experience with it.

Thus, the questionnaire consisted of two parts: one containing more detailed questions which were modelled after the public consultation questionnaire used for the mid-term evaluation of the EGF for the sake of consistency and comparability over time. The second part contained a few high-level questions on the role the EU should play in helping workers (and NEETs) (re-)integrate into the labour market following restructuring events caused by globalisation or crises.

³² Among the Estonian beneficiaries who responded to the survey, none indicated their willingness to partake in a (group) interview or focus group.

³³ This includes all cases except for: EGF/2019/001 BE/Carrefour Belgium, because there were no beneficiaries to consult as the case application was never approved; EGF/2016/003 EE/petroleum and chemicals, because of privacy restrictions explained above; EGF/2017/009 FR/Air France because the ongoing COVID-19 crisis which heavily affected the air transport sector created reluctance among stakeholders to provide contact details of beneficiaries; EGF/2018/003 GR/Attica Publishing Activities because interviews could not take place in time for the drafting of the report; EGF/2015/004 IT/Alitalia and EGF/2017/004 IT/Almaviva because of privacy restrictions; and EGF/2016/002 SE/Ericsson 1 and EGF/2017/007 SE/Ericsson 2 because of privacy restrictions.

³⁴ The initially envisaged launch date was end of April 2020. However, delays between the finalisation of the questionnaire and its launched were caused by the need to translate the questionnaire into all official EU languages.

The questionnaire was disseminated and promoted via publication on DG EMPL's website³⁵; dissemination and reminders through social media accounts³⁶; and snowballing with the support of EGF contact persons and the national experts involved in this support study. Despite that, the response rate was relatively low.

The public consultation received a total of 40 responses – 16 from public authorities, 16 from EU citizens, and only a few from trade unions (1), NGOs (1), research organisations (1), non-EU citizens and 'other' groups (3). Among them, 13 had been involved in the implementation of the EGF before and were thus asked all detailed questions, while the others were only asked the high-level questions accessible to all.

The results of the public consultation were analysed using Excel. A detailed analysis is presented in Annex 4 to this report.

Counterfactual impact evaluations

In order to evaluate the effectiveness of EGF support, we carried out a counterfactual impact evaluation (CIE) for two EGF cases, comparing the re-integration results of EGF beneficiaries (the treatment group) to the re-integration results of a group in the same regions that did not benefit from EGF support (the control group). The two EGF cases for which this analysis was conducted were EGF/2016/005 NL/Drenthe Overijssel Retail, and EGF/2014/016 IE/ Lufthansa Technik. Counterfactual impact evaluation provides a more robust assessment of the effects produced by the EGF in isolation of the other factors that may explain why workers find re-employment than qualitative evidence can provide.

However, all EGF cases are different, so the results of this analysis cannot be generalised at the level of the EGF as an instrument. Rather, they provide a snapshot of the situation in two specific cases that can help contextualise the results of the EGF at instrument level and in other Member States.

The results of the CIE have been integrated into the answers to the evaluation questions of this support study, notably on effectiveness. The detailed analysis is presented in Annex 7 to this report.

Limitations to the robustness of the evidence base

In the process of data collection and analysis, a few key challenges and limitations were encountered. These, along with the way the challenges and limitations were addressed or mitigated, are presented in the table below.

Table 3. Challenges encountered and limitations to the evaluation

Challenge / limitation	Solution / mitigation
<p>Difficulties reaching EGF beneficiaries</p> <p>Initially, considerable challenges were encountered in reaching EGF beneficiaries, notably for (group) interviews or focus groups in the framework of the case studies.</p>	<p>By using the targeted survey as a means to collect contact information (by asking respondents to volunteer to take part in an interview or focus group and providing us with their contact information), at least some beneficiaries could be reached in almost all Member States.</p> <p>The relatively good response rate (overall) to the online survey targeted at beneficiaries also fills this gap to some degree as it provides more aggregate data on beneficiaries'</p>

³⁵ <https://ec.europa.eu/social/main.jsp?langId=en&catId=326&furtherNews=yes&newsId=9731>

³⁶ DG EMPL's twitter account: https://twitter.com/EU_Social/status/1280518635195424769 and https://twitter.com/EU_Social/status/1298172732350312448

Challenge / limitation	Solution / mitigation
	<p>experiences with the EGF, although the same countries are ‘missing’ in terms of coverage in both cases.</p> <p>Despite repeated efforts and the support of most national contact persons, GDPR constraints allowed no further dissemination than that achieved, as contact information of beneficiaries was either (a) not retained by authorities after an EGF case had come to an end, or (b) could not be shared with the contractor.</p>
<p>Difficulty identifying whether survey respondents actually benefited from EGF measures</p> <p>It is possible that persons who responded to the survey did not actually benefit from EGF support, or that they did but were not aware that the support provided was co-financed by the EGF.</p>	<p>Several measures were taken to avoid ‘false positive’ responses to the online survey targeted at beneficiaries.</p> <p>First, national EGF contact persons were asked to disseminate the invitation to EGF beneficiaries specifically.</p> <p>Next, the questionnaire was designed in such a way that persons who likely did not benefit from EGF support (e.g. because they did not lose their job or cease their activities during the 2014-2020 period, or because they never worked for one of the companies or in one of the sectors subject to an EGF case) were filtered out. Only those who likely did belong to the targeted group were considered in the analysis.</p> <p>In addition, persons who indicated never having heard of the EGF before were asked questions that were phrased without reference to the EGF, so that their answers could be compared to those who were aware that the support they received was co-financed by the EGF.</p>
<p>The COVID-19 outbreak caused considerable delays in data collection, and is likely to impact the longer-term results of the EGF.</p> <p>The COVID-19 crisis restricted travel in most EU Member States, thus hindering the conduct of fieldwork for case studies.</p> <p>The crisis has also led to considerable job losses, which may affect persons who have previously benefited from EGF support and thus can impact the (longer-term) re-integration results of the EGF.</p>	<p>A flexible approach was taken to the (group) interviews / focus groups with EGF beneficiaries to take place digitally, in order to ensure everyone’s health and safety.</p> <p>Although the crisis caused delays in some interviews at national/case level, these issues were resolved in time for this report in almost all cases³⁷, because ample time was allocated to national experts for their field work from the start.</p> <p>In addition, as the EGF’s key objective relates to the re-integration of workers made redundant, its effectiveness is likely to be hindered by the crisis, which caused (and continues to cause) high rates of job losses. This may result in EGF beneficiaries that were effectively re-employed following their participation, losing their jobs due to the virus.</p> <p>Where this has been identified to be the case, it has been reported on in case studies. The results on the effectiveness of the EGF as an instrument overall have also been contextualised with this situation in mind, where applicable.</p>

³⁷ The only considerable issues that could not be resolved was the difficulty in reaching Air France (former employer in the case of EGF/2017/009 FR/Air France) and its former employees because the company was suffering from the crisis and thus did not respond to invitations for interviews; and in the case of EGF/2018/003 GR/Attica Publishing Activities where beneficiaries could not be interviewed in time for this report, but will be consulted by the submission of the final report.

Challenge / limitation	Solution / mitigation
<p data-bbox="240 271 654 331">Delays and limitations to the quality of data for the CIE.</p> <p data-bbox="240 365 654 701">Initially, Germany was selected as the second country for which a CIE would be carried out. However, the data turned out to be difficult and too costly to obtain. A switch was made to Ireland instead, but delays were encountered in obtaining the necessary data. In addition, the data obtained was limited in quality and usefulness, which led to inconclusive results.</p>	<p data-bbox="673 271 1393 454">The initial shift from Germany to Ireland was agreed on with the Commission, as soon as it became clear that the obtainment of the necessary data would be too lengthy and costly to proceed. Initially, the Irish data seemed easy to obtain, but the requirement of approvals from several levels of authority caused delays.</p> <p data-bbox="673 488 1393 607">The methodological approach and assumptions underlying the CIE, as well as detailed data limitations, are described in Annex 7. The necessary data controls were introduced and precautions taken in analysing and interpreting the results.</p>

FINDINGS

This chapter presents the findings of the study, based on all the information gathered and analysed, from primary and secondary sources of evidence. This includes results from the data and literature review, online surveys of EGF beneficiaries and Member States who did not apply for funding, in-depth interviews at EU level, results from the public consultation and insights from 31 case studies. The findings are presented at the level of each evaluation criterion, and themes within them. Where relevant, the changes proposed for the EGF post-2020 have been taken into consideration.

1. Relevance of the EGF

The evaluation of relevance covers three core aspects: the continued appropriateness and usefulness of the *scope* of the EGF (i.e. in what situations the EGF can provide support); its *intervention criteria* (i.e. under what conditions the EGF support can be mobilised); and the extent to which the *inclusion of NEETs* in EGF cases met the needs of Member States.

Continued relevance of the EGF in light of changing needs

The **scope of the EGF was appropriate and useful for its aims** when the EGF Regulation was adopted in 2013. However, recent trends in European labour markets suggest that an extension of the scope of the EGF would improve its relevance and usefulness to Member States. This includes, for instance, broadening the scope to include job losses due to digitalisation or automation, the just transition towards a low-carbon economy, or the currently ongoing COVID-19 pandemic.

As concerns the **intervention criteria of the EGF**, in relation to minimum requirements for a restructuring event to be eligible for EGF support, slight amendments would improve the relevance of the Fund. A few countries experienced very few restructuring events involving more than 500 job losses in the past decade (e.g. Malta, Luxembourg, Lithuania, Latvia, Cyprus all had between 0 and 4). Even for some countries like Germany, where large-scale restructuring events are much more common (279 since 2010), a reduction in the threshold from 500 to 250 is deemed preferable to make the Fund more accessible.

The **possibility to support NEETs through the EGF was used to a limited degree**, and the fact that there are other EU instruments that specifically target this group (i.e. the YEI), implies that the EGF is not the most relevant avenue for this purpose.

As outlined in the *Background chapter*, the EU had been experiencing a relatively positive trend in employment rates until 2020 when the COVID-19 pandemic caused a surge in job losses. This general trend in employment is apparent in the number of EGF applications received in recent years. Up until recently and since 2018, only five EGF applications had been submitted³⁸, which could imply that European economies have recovered from the 2008 crisis and are better equipped to deal with major restructuring events due to globalisation.

The COVID-19 pandemic, still ongoing at the time of writing (December 2020), is likely to continue to cause business closures and job losses across Europe. In fact, the ongoing COVID-19 crisis has led to an economic crisis that could result in an influx of new EGF applications in 2021.

³⁸ Three in 2018 (EGF/2018/001 NL/Financial service activities; EGF/2018/002 PT/Norte Centro Lisboa wearing apparel; EGF/2018/003 GR/Attica Publishing), one in 2019 (EGF/2019/001 BE/Carrefour Belgium, a rejected case), and one in 2020 (EGF/2020/001 ES/Galicia shipbuilding ancillary sectors).

Against this backdrop, the existence of the EGF as an emergency Fund that falls outside of the pre-programmed MFF is arguably **as relevant today as ever** because it enables the EU to respond to unexpected restructuring events to help redundant workers re-enter the workforce. This setup is considered one of the aspects that sets the EGF apart from other instruments, and makes it a relevant and appropriate tool to help redundant workers from the perspective of beneficiaries and other stakeholders, as will be further evidenced in the sections on effectiveness and EU added value as well.

a. Relevance of the scope of the EGF (EQ 4.1)

As outlined in the *Implementation chapter* above, during the 2014-2020 period, there were 30 EGF cases (61%) relating to a major structural change in trade patterns due to globalisation, and 19 EGF cases (39%) linked to an economic/financial crisis. Although the crisis criterion is less often used than the globalisation criterion, the fact that it applied to two cases as recently as 2018 shows that it was nevertheless relevant throughout the programming period.

Overall, evidence collected in the context of this study points to widespread agreement among stakeholders that **the EU should play a role in providing support to dismissed workers and self-employed persons** in these situations, and that the EGF is an appropriate tool to do so. This finding was consistent at the EU level and in the Member States. For instance, public consultation respondents with limited self-reported knowledge on the EGF agreed almost unanimously that the EU should provide support to workers who have lost their job as a result of globalisation (22/23) and financial or economic crises (23/23). Although a few Member States indicated through the public consultation and the online survey that they did not fully agree that the scope was still relevant, their clarifications suggest that this is because they believe the scope should be *expanded*, i.e. that it should go beyond globalisation and economic or financial crises to include layoffs as a result of more general restructuring events stemming from automation and digitalisation as well.

This is in line with recent trends such as demographic aging, job losses due to the shift towards a low-carbon economy, a decrease in the need for low skilled labour and an increasing need for digital skills resulting from a general trend towards digitalisation that are putting strains across virtually all economic sectors. In its current set-up, the EGF excludes redundancies generated by intra-EU trade and offshoring³⁹, and does not account for job losses driven by digitalisation and automation that are not linked to globalisation or an economic/financial crisis⁴⁰.

In the post-2020 EGF proposal, the Commission has proposed to accommodate such recent trends. The proposed Regulation's specific objective would be to offer assistance in case of unexpected major restructuring events, particularly those caused by globalisation-related challenges, trade disputes, financial or economic crises, the transition to a low-carbon economy or as a consequence of digitisation or automation⁴¹. As such, as explained in interviews at EU level, the proposed scope of the Fund post-2020 is more inclusive and flexible because it acknowledges issues such as intra-EU delocalisation, digitalisation and climate change, which results in more flexibility for Member States to target the needs of dismissed workers in their countries. It seems, based on the evidence collected, that this would fulfil the needs of stakeholders that expressed a lack of appropriateness of the scope of the EGF in its current form.

³⁹ Claeys and Sapir (2018): The European Globalisation Adjustment Fund: Easing the pain from trade? Page 8.

⁴⁰ Lucian & Mastilli (2018): Trade and Labour Market Adjustments: What Role for the European Globalisation Adjustment Fund? Page 80.

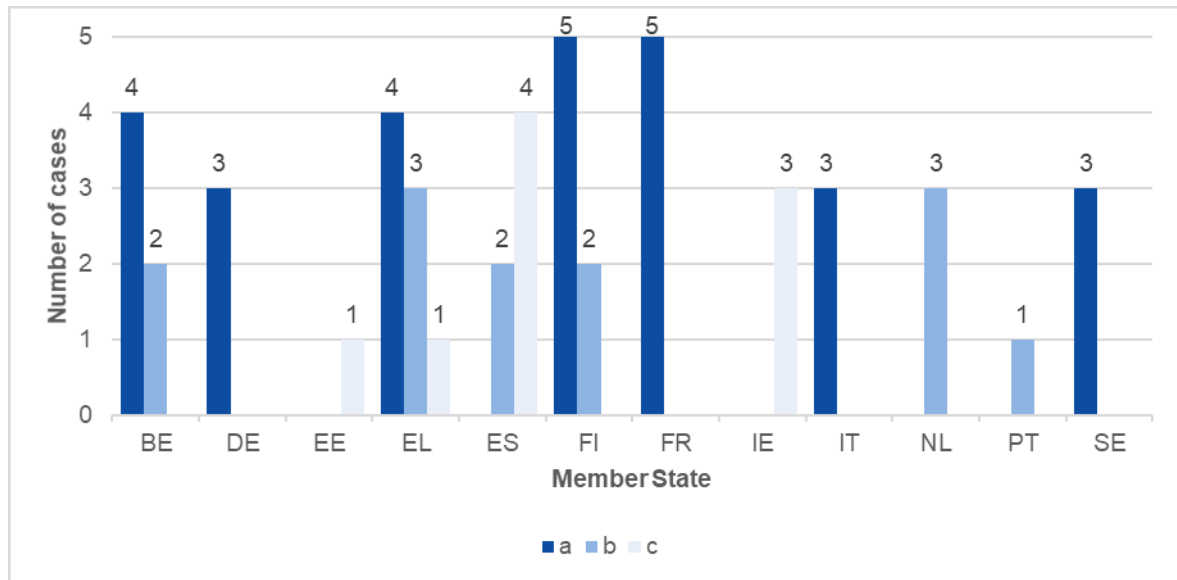
⁴¹ Article 3 of the proposed Regulation for the EGF post-2020.

According to an interviewee at the Commission, **linking the need for EGF funds to the impacts of globalisation** has proven challenging for applicant Member States. This has resulted in several iterations of applications, in turn resulting in efficiency losses in terms of time spent and staff involved in the application process (see *section 2c on processes at national level* and *3e on the efficiency of the application process*). In Belgium, for instance, it was noted in the case of Caterpillar (EGF/2017/010 BE/Caterpillar) that it is not easy to formulate a clear link between a restructuring event and globalisation. This is further evidenced by the fact that one application for EGF support from Belgium (EGF/2019/001 BE/Carrefour) was rejected because the Council perceived the link to major structural changes in trade patterns due to globalisation to be too weak. In Ireland, it was reported that demonstrating that redundancies have been caused by falls in international sales can be difficult. Instead, the Irish authorities believe that decisions for EGF funding should be based on the impact the redundancies are expected to have, rather than their cause. Here, too, the Commission has proposed in the post-2020 EGF proposal to reduce the burden associated with the application process by requiring less evidence and statistics concerning the impact of globalisation and its link to dismissals, and allowing EGF contact persons to identify their reason for applying for EGF funding in a less constrained way.

b. Relevance of the intervention criteria of the EGF (EQ 4.2)

During the 2014-2020 period, a total of 27 EGF cases applied to intervention criterion a) 500 redundancies in a single company; 13 to criterion b) 500 redundancies in several companies in a single sector; and nine applied to criterion c) exceptional circumstances or small labour market. This implies that all criteria were appropriate at least to some extent, although it is clear that there are disparities across Member States. For instance, in Ireland, all three EGF cases during the 2014-2020 applied to criterion c) exceptional circumstances. If the EGF had not allowed for this possibility in the Regulation, there likely would not have been any EGF cases in Ireland.

Figure 9. Cases per intervention criterion per Member State, 2014-2020⁴²



Source: EGF database and individual case applications

⁴² This graph includes all 49 EGF cases that have been implemented during the 2014-2020 period.

This is further evidenced by Member States who did not apply for EGF funding – of the 13 surveyed, nine⁴³ suggested that the **thresholds for redundancies were too high and acted as barriers for them applying for EGF funding**. Only two of them (Malta and Cyprus) indicated that this was not an issue at all, which is noteworthy because both are small countries. However, among the countries that did apply for EGF in 2014-2020, only Ireland was consistently unable to meet the threshold of 500 dismissals (for all three cases). The other cases with fewer than 500 dismissals occurred in Spain (3) and Belgium (2), but they both also had other cases that *did* meet the threshold. Nevertheless, even in Germany, a country where large-scale redundancies are most common (279 events in the 2010-2020 period), authorities suggested that a lowering of the threshold for redundancies should be considered.

No clear issues surrounding the four or nine-month reference period within which the redundancies need to take place emerged from the survey to Member States that did not apply for EGF funding. However, in interviews, the Member States who applied during the 2007-2013 period but not during 2014-2020, as well as an interviewee from the Commission, suggested that adapting the dismissal period within which workers are eligible for EGF support would improve the accessibility of the EGF. In Belgium, for instance, authorities explained that large-scale redundancies are often organised in waves, sometimes spread over a two-year period. In several cases (EGF/2015/007 BE/Hainaut Namur Glass, EGF/2015/012 BE/Hainaut Machinery, EGF/2017/010 Caterpillar), this led to the exclusion of workers made redundant outside of the reference period. The same goes for Spain, where the exclusion of workers falling outside of the nine-month reference period in sectoral cases was seen as unfair.

Finally, some national authorities argued that the requirement for EGF cases involving multiple companies ('sectoral' cases) to be limited to the same sector hinders the relevance of the Fund. In Spain, for instance (EGF/2017/001 ES/Castilla y León mining of coal), the requirement was seen to exclude workers made redundant by companies in sectors related to the mining sector. However, a more recent EGF case in Spain (EGF/2020/001 ES/Galicia shipbuilding ancillary activities) involved six related sectors, showing that there is a degree of flexibility in this clause in the case of exceptional circumstances. As explained by interviewees at the Commission, large companies have developed the capacity to mitigate globalisation changes, whereas SMEs are still heavily affected by globalisation and the consequent restructuring, which warrants a more flexible approach to restructuring events involving more than one company.

In the proposal for the post-2020 EGF Regulation, all three of these aspects have been addressed. The threshold for dismissals has been reduced to 250 workers and self-employed persons in both cases, while the reference period for a single company remained the same (four months) and that for a sector was reduced to six months. A provision was added to make restructuring events, involving at least 250 displaced persons operating in the same or different economic sectors and located in the same region, eligible for EGF support⁴⁴.

c. Relevance of supporting NEETs through the EGF (EQ 4.3)

During the 2014-2020 period, the EGF was barely used to provide support to NEETs. The existence of other EU instruments that offer support to NEETs suggests that the EGF might not be the most appropriate instrument for this purpose, as explained in more detail under *section 2a on the use of the EGF by Member States* below.

⁴³ For Croatia, Lithuania, Poland and Slovenia, this was an issue 'to a great extent'. For Austria, Czechia, Romania, and Slovakia, it was an issue 'to a certain extent'. For Bulgaria and Latvia, it was an issue only 'to a limited extent'.

⁴⁴ Article 5(2)(c) of the proposed EGF Regulation post-2020.

As explained in the *Background chapter*, youth unemployment in the EU has been steadily decreasing until the recent COVID-19 crisis. Some countries still experience regional youth unemployment rates above 20% (the minimum threshold to include NEETs in EGF cases since 2018). Despite this, however, **only five Member States included support to NEETs in their EGF cases during the 2014-2020 period** – Belgium, Greece, Portugal, Spain and Ireland. Greece and Spain have traditionally high youth unemployment rates, with averages of 44.7% (Greece) and 41.88% (Spain) during the 2014-2019 period, followed by Portugal with an average rate of 26.2%. In Belgium, the four EGF applications which included support to NEETs were all in the Hainaut region, which has experienced some of the highest youth unemployment rates in the country⁴⁵. Similarly, Ireland, despite having low youth unemployment rates now, experienced higher youth unemployment in 2014 and 2015 throughout the country, when the Irish EGF case applications involving NEETs were submitted⁴⁶.

Among the countries with EGF cases during the 2014-2020 period, many have traditionally lower youth unemployment rates, ranging between 6.8% (Germany) and 19.6% (Sweden) on average during that period, and would thus not have been eligible for EGF support to NEETs (because they do not meet the 20% threshold). However, Italy had an average youth unemployment rate of 36.2% during the 2014-2019 period, and France of 22.7%. In both countries, the primary regions in which their EGF cases took place would have been eligible for support to NEETs, but they were not targeted. The reasons why this might have been the case are explored in more detail in *section 2a on the use of the EGF by Member States* below.

In the proposal for the post-2020 EGF, the Commission acknowledges that other instruments could be more suitable for providing assistance to NEETs, notably the ESF+. It states that tying assistance to young people to an EGF application could be regarded as fostering inequity, as it would exclude most of the young people in need⁴⁷ because it would require a major restructuring event to take place.

2. Effectiveness of the EGF

The aim of the EGF is to contribute to smart, inclusive and sustainable economic growth and to promote sustainable employment in the EU by enabling the EU to demonstrate solidarity towards, and to support workers made redundant and self-employed persons whose activity has ceased as a result of major structural changes in world trade patterns due to globalisation, as a result of a continuation of the 2008 global financial and economic crisis, or as a result of a new global financial and economic crisis. Actions benefiting from financial contributions aim to ensure that the largest possible number of beneficiaries participating in these actions find sustainable employment as soon as possible.

This section assesses the extent to which this objective has been met, based on the results of the cases that have been implemented since 2014, as well as the impact of the Fund as a whole. It considers key strengths and weaknesses of the Fund, investigates reasons for non-take-up and the ways in which organisational arrangements influence service delivery, at case level as well as at instrument level.

⁴⁵ Youth unemployment in the Hainaut region was 36.7% in 2015 (case applications Hainaut-Namur Glass - EGF/2015/007 and Hainaut Machinery - EGF/2015/012), 39.9% in 2017 (case application Caterpillar 2017 - EGF/2017/010) and 23.9% in 2019 (case application Carrefour Belgium - EGF/2019/001, which was rejected).

⁴⁶ Ireland's applications for EGF support including NEETs were from 2014 (Andersen Ireland - EGF/2014/007 and Lufthansa Technik - EGF/2014/016) and 2015 (PWA International - EGF/2015/006), when the country had regional youth unemployment rates of 24% (2014) and 21% (2015). From 2016 onwards, youth unemployment has been below 20% across the country.

⁴⁷ Proposal for the EGF post-2020 Regulation, page 2.

Effectiveness of the EGF – summary of findings

The **EGF is used by Member States in emergency situations**, as the Fund intended. A total of 12 Member States made use of the Fund during the 2014-2020 period, compared to 15, and the UK, that did not. **Reasons why those countries did not apply for EGF support** range from a simple lack of large-scale restructuring events linked to globalisation or crisis, to the availability of other national or EU-funded instruments with similar objectives. Most noteworthy is that Member States with an ESF co-financing rate that is higher than the EGF's see the 60% EGF co-financing rate as too low in comparison.

The Fund was **used only to a limited degree (in 12 out of 49 cases) to support NEETs**, because there are other instruments (notably the YEI), that are better suited to provide this type of support to young persons. Although the countries in which NEETs were supported through the EGF were generally positive about the outcomes, the view that other instruments might be better placed for this type of support prevails.

The **flexibility of the Fund** in terms of the types of measures that can be offered to workers to help them reintegrate is highly appreciated, which shows from the variance in measures made available. This flexibility allows the EGF measures to **respond to the individual needs and wishes of beneficiaries**, and **ensures that all beneficiaries are treated equally**. In fact, this is considered one of the main added values of the Fund, because it goes beyond the support that would normally be offered through active labour market measures at national level.

This **flexible, tailored support also improves the effectiveness of the EGF** – when workers are offered support measures that they are interested in, they are more likely to participate. On average, the re-integration rate of EGF beneficiaries (the main indicator of the Fund's effectiveness) is 60%. There are no clear trends, however, across Member States or sectors in terms of the share of beneficiaries returning to work. Rather, the **effectiveness of the EGF in terms of helping workers return to work is strongly influenced by external factors**. If there is a high demand for workers at the time of their layoffs, they are more likely to find a new job than in a situation where the labour market is weak and there are limited jobs available. The background of workers matters as well – if they have skills that are sought-after, they will likely re-integrate sooner.

Other factors that influence the effectiveness of EGF cases are the **extent to which social partners and companies laying off workers are involved** in the design and implementation of the measures, the degree to which **sufficient information** on the possibilities of the Fund is available to workers and NEETs, and the degree to which **national procedures** allow for smooth implementation. EGF cases sometimes start with a delay or foreseen measures cannot be implemented due to administrative issues, and Member States consistently underspend on information and communication activities. Streamlining procedures and improving communication about the EGF (also at EU level) could improve the effectiveness of the EGF.

That being said, the **EGF has clearly had a positive impact**. A counterfactual analysis in the Netherlands and Ireland showed that the EGF had at least a partial positive influence on beneficiaries' likelihood to find a job, especially in the long term (after 12 or more months of unemployment). Although such analysis could not be replicated at a large scale, the EGF beneficiaries consulted as part of this evaluation support this view, and widely agree that the **EGF helped them more than alternative support structures** likely would have.

Overall, however, the **measurement of the results and impacts of the EGF is hindered by a lack of data**. The results of the EGF are measured in relation to re-integration rates, i.e. the share of beneficiaries that managed to return to work. However, the **effects of the Fund go far beyond that**, as they help beneficiaries acquire new skills, gain qualifications, build up self-confidence, and establish social networks, which improve their overall employability, even if they have not managed to find a job by the end of the EGF measures or shortly thereafter. On these more qualitative indicators, no consistent information is collected in the long-term (i.e. a year or more after the end of the EGF measures).

a. Use of the EGF by Member States (EQ 1.1)

Use of EGF by Member States overall (EQ 1.1)

As detailed in the *Implementation* chapter, a total of 12 Member States applied for and received EGF support during the 2014-2020 period, amounting to a total of 49 cases, and one application that was rejected (EGF/2019/001 BE/Carrefour Belgium). Among these 12 Member States, one applied for the first time in this programming period (Estonia), while the eleven others (Belgium, Finland, France, Germany, Greece, Ireland, Italy, Netherlands, Portugal, Spain, Sweden) had also benefited from EGF support during the 2007-2013 programming period.

Of the 49 EGF cases during the 2014-2020 period, 12 targeted NEETs⁴⁸ in addition to workers made redundant and self-employed persons whose activity ceased. The measures offered to both groups range considerably in scope and volume, with measures such as individualised job search allowances being used across almost all cases, while direct job creation and recruitment incentives were offered in only a handful of cases, as further detailed below.

Offering of specific labour market measures and allowances (EQ 1.1)

The **most commonly offered measure is job search assistance and case management**. This measure is quite broad, as it includes general information services to workers/NEETs, career guidance, advisory services, mentoring, and outplacement assistance. The activities implemented as part of this measure can include, *inter alia*, individual interviews with beneficiaries to establish their tailored re-integration path or assess skills, career counselling, workshops for CV building and self-confidence, debt and psychological counselling, peer groups, and support with the transition to a new job. In the 2014-2020 period, all but one EGF case included some degree of individual case management. The only one that did not is EGF/2018/002 PT/Norte Centro Lisboa wearing apparel, which focused on training and retraining activities instead. In total, these measures targeted 66,171 workers and NEETs, for a total budget of EUR 68,334,308.

The **second most commonly offered measure is training and retraining**. Training measures were offered in 45 out of the 49 cases during the 2014-2020 period. This is slightly lower than job search assistance and case management, because that was often used as a prerequisite to help people identify trainings or education courses of relevance to them. Training measures have been underlined as some of the most flexible and tailored services for EGF beneficiaries, as the training offer to choose from is often larger in scope than that usually provided for at national level. Trainings can range anywhere from vocational training, to full university degrees, to language courses, etc. A total of 22,804 workers and NEETs were targeted with this measure, at a total budget of EUR 79,075,360.

The **third most commonly offered measure is promotion of entrepreneurship**. Entrepreneurship promotion was offered in 34 out of the 48 cases. This can include guidance and advice for self-employment through workshops, individual assistance in the creation of companies tutoring meetings, and mentoring activities. This support also includes the provision of financial incentives in the form of grants for business start-ups. In total, during the 2014-2020 period, 5,155 workers and NEETs were targeted with these measures, at a total budget of EUR 31,399,024.

Less commonly used measures are sheltered and supported employment and rehabilitation, and direct job creation. These measures targeted 1,068 and 200 workers and NEETs respectively. 'Other' measures included cooperation activities like an enterprise

⁴⁸ The rejected Carrefour case (EGF/2019/001 BE/Carrefour Belgium) also targeted NEETs.

survey and company visits, in the case of EGF/2014/008 FI/STX Rauma and EGF/2015/001 FI/Broadcom.

As concerns allowances, the **most commonly offered is job search allowances, followed by training allowances, subsistence allowances, and mobility allowances.** Job search allowances were targeted at 13,741 persons across 24 cases, training allowances to 10,034 persons across 20 cases, mobility allowances to 2,524 persons across 21 cases, and subsistence allowances to 5,306 persons across seven cases. Employers' recruitment incentives, consisting of pay subsidies to incentivise local companies to hire EGF beneficiaries, were used in 12 cases, targeting 1,246 workers and NEETs. Other allowances offered (to 991 workers and NEETs across six cases), include allowances to return to studies, transfer allowances, conciliation allowances and an allowance to get access to internet in one's home.

Use of the possibility to support NEETs (EQ 1.12)

As explained in *section 1c on the relevance of supporting NEETs through the EGF*, the EGF Regulation includes a derogation which allows Member States to target NEETs in addition to workers made redundant and self-employed persons whose activities have ceased as a result of major structural changes in trade patterns or economic/financial crisis. In reality, however, the **possibility to use EGF funding to provide support to NEETs is barely used.** NEETs were only targeted in 12 out of the 49 cases⁴⁹ during the 2014-2020 period, accounting for only 8.4% of the total persons targeted through the EGF during that period, i.e. a total of 4,099 persons out of the total 49,562 persons targeted. These cases targeting NEETs cover only five countries: Belgium (700 NEETs), Greece (2,098 NEETs), Ireland (446 NEETs), Portugal (730 NEETs) and Spain (125 NEETs).

This lack of use of the EGF to support NEETs can at least in part be explained by the perception that the EGF is not the best avenue to target these young persons. Among surveyed Member States who did not apply for EGF funding in 2014-2020, for instance, the majority agree that the EU should provide financial support to NEETs, while almost half of them disagree that the inclusion of NEETs into the EGF was useful and appropriate, which implies that **there are other EU instruments (such as the YEI) that are better avenues for this type of support.** Nevertheless, YEI support is not available in all EU Member States, as it only applies to young people not in employment, education or training in regions experiencing youth unemployment rates above 25%, while the EGF can be used for NEETs in regions with a youth unemployment rate of 20% or more, thus extending the scope slightly⁵⁰. Overall, even among those who believe the possibility to include NEETs in EGF cases was relevant, the sentiment that this could be done through other EU instruments prevails.

It is clear from the public consultation, survey to Member States that did not apply for EGF funding during this funding period and from case interviews that while those that did not make use of the possibility to support NEETs either think it is not the right avenue or are indifferent to the issue, those who did make use of it tend to hold a more positive view. In Ireland especially, where NEETs have been targeted in all three cases during 2014-2020, the recognition of the fact that redundancies affect a whole community and not only the workers who lost their jobs is considered a key added value of the EGF. In Belgium, too,

⁴⁹ NEETs were also targeted in the EGF/2019/001 BE/Carrefour Belgium application, but this was rejected so it has been omitted from the numbers here. This application targeted 330 NEETs, and 400 workers.

⁵⁰ It should be noted that up until 31st December 2017, the criteria for targeting NEETs through the EGF were aligned with the criteria of the YEI, i.e. a youth unemployment rate of 25% or more. This was changed to 20% as from 2nd August 2018 with an amendment introduced by the Omnibus Regulation. However, since that change, only one application has targeted NEETs, and it is the one that was rejected. In reality, therefore, all cases which supported NEETs were subject to the old rules, for which the scope overlapped completely with that of the YEI.

the EGF allowed for experimentation with new types of support for this target group, by extending the classic national support system to NEETs.

Barriers to applying for EGF support (EQ 1.1, 1.3)

The EGF is an emergency Fund that seeks to respond to unexpected situations on an ad-hoc basis, which implies that a high number of case applications is not necessarily a good sign; fewer applications for EGF support could signify a healthier European labour market. Despite this, it is important to consider reasons why some Member States did not apply for the support. As previously identified in literature on the subject, many Member States (particularly in Central and Eastern Europe) did not apply because they **did not experience great job losses due to globalisation or economic crises**, or because they had **limited institutional capacity to prepare the applications, or a lack of experience with the application procedure**⁵¹. This was largely corroborated by EGF contact persons of Member States that did not apply during 2014-2020⁵². Even in cases when the restructuring event is linked to globalisation or a crisis, this link might be difficult to prove, especially for Member States with limited experience applying for EGF support (see *section 3e on the efficiency of the application process*).

However, evidence collected in the context of this evaluation highlighted a few other issues as well, namely that there is a **degree of overlap between the EGF and other EU or national measures and that the EGF co-financing rate is not sufficiently high**. This issue was highlighted in the survey to Member States that did not apply and in a few EU level interviews, with stakeholders indicating that the EGF tends to be used primarily by countries with an ESF co-financing rate that is higher than the 60% co-financing rate of the EGF (meaning that the national resources to be invested are lower when using the ESF compared to the EGF)⁵³. In general terms, countries in Central and Eastern Europe have higher ESF co-financing rates, and therefore may be less likely to draw on EGF support if they are able to allocate their ESF funding to similar measures.

Among the Member States that did not apply for EGF funding during the 2014-2020 period, six agreed 'to a great extent' that the **co-financing rate was not sufficiently high**, and two others agreed this was a barrier 'to a certain extent'⁵⁴. All eight of these countries have an ESF co-financing rate above 80%⁵⁵, implying that these countries might be more reluctant to apply for EGF funding if they are also able to use their regional ESF allocations to help dismissed workers and NEETs. At the same time, the majority of the countries that did apply for EGF funding during the 2014-2020 period have an ESF co-financing rate of 60% or less, except for Portugal, Greece, Estonia and Spain, thus making EGF support more attractive than other forms of EU support.

This implies that the appropriateness of the co-financing rate seems to be, at least to some extent, dependent on the degree to which other EU funding instruments are available and offer a better rate. Perhaps, therefore, more EGF applications would have been received

⁵¹ See Lucian & Mastilli (2018): Trade and Labour Market Adjustments: What Role for the European Globalisation Adjustment Fund?; European Commission (2017): Report on the 19th meeting of the Contact Persons of the European Globalisation Adjustment Fund (EGF); Claeys and Sapir (2018): The European Globalisation Adjustment Fund: Easing the pain from trade?

⁵² For instance, in the online survey, 8/13 of those who responded claimed that there not being cases that corresponded with the EGF criteria in their country to be a reason for them not applying "to a great extent", and 3/13 claimed it was "to a certain extent". None of them said it was "not at all" a barrier.

⁵³ The ESF co-financing rate varies between regions within countries, depending on the relative wealth of the region, from 50% to 85%, or even 95% in exceptional circumstances. See <https://ec.europa.eu/esf/main.jsp?catId=525&langId=en>.

⁵⁴ Cyprus, Croatia, Latvia, Lithuania, Poland and Slovenia agreed "to a great extent" and Czechia and Romania agreed "to a certain extent". Only Bulgaria indicated that this was "not at all" a barrier to applying – their only barrier was the lack of eligible cases.

⁵⁵ Six of them have an (average) ESF co-financing rate of 85%, and two of 80%.

during the 2014-2020 period if the EGF co-financing rate had been higher. This was acknowledged in the post-2020 EGF proposal, which states that “to avoid any competition between instruments, the co-financing rate of the EGF will be aligned with the highest co-financing rate of the European Social Fund Plus (ESF+) in the respective Member State”⁵⁶.

b. Use of the EGF by beneficiaries (EQ 1.2)

There are considerable differences in beneficiary reach rates (defined as the ratio of persons assisted over the number of persons targeted) across EGF cases and Member States. The take-up of EGF measures by beneficiaries is largely dependent on personal and contextual circumstances, although the way in which the measures are designed and implemented also play a role.

Use of EGF by beneficiaries overall (EQ 1.2)

In total, across the 46 EGF cases that have been finalised so far (i.e. for which a final report is available), 37,072 workers and 2,524 NEETs have been assisted (i.e. 39,596 beneficiaries in total). However, there are large differences in the degree to which the beneficiaries have actually made use of the support available to them, both in general terms (e.g. because of a reluctance to participate), and for specific measures. Reasons why are primarily related to personal factors, as explained in more detail in the following sections.

Across these 46 cases, the beneficiary reach rate ranged from a low of 9% (EGF/2017/007 SE/Ericsson 2) to a high of 113% (EGF/2015/005 FI/Computer programming and EGF/2016/001 FI/Microsoft 1)⁵⁷. On average, the highest reach rates were achieved in Finland (98%), Italy (96%), the Netherlands (96%) and France (95%), while the lowest were observed in Greece (34%) and Sweden (41%).

There are also considerable differences in the degree to which workers compared to NEETs make use of the available support, and in the degree to which different measures and allowances offered are taken up by beneficiaries, as explained in more detail in the following sections.

Take-up of specific measures and allowances (EQ 1.2)

The **most commonly used measure was job search assistance and case management**, with an average reach rate of 78% across all 46 cases for which a final report is available. The lowest reach rate for this measure was 24% in the case of Ericsson 1 (EGF/2016/002 SE/Ericsson), because of the unexpectedly strong labour market, which paired with the high level of skills of the workers made redundant, reduced the need for EGF support. In general terms, however, it can be stated that this measure was the most effective, considering its high beneficiary reach rate of 76% on average across the 45 cases over the 2014-2020 period for which a final report is available. These measures reached a total of 50,917 beneficiaries (compared to the 65,621 targeted, when considering only the 46 cases for which a final report is available).

The **second most commonly used measure was training and retraining**, with an average reach rate of 73% (16,595 beneficiaries reached compared to 22,879 targeted for the 46 cases for which a final report is available). The lowest reach rate was 10% in the case of Alitalia (EGF/2015/004 IT/Alitalia), because the workers were reintegrated into the

⁵⁶ Proposal for the EGF post-2020, page 4.

⁵⁷ These cases have a beneficiary reach rate of more than 100%, meaning they assisted more persons than initially envisaged in the EGF application. Reach rates of more than 100% can be attributed to additional workers being made redundant after the application deadline. They can (under certain conditions) still be included for support if this can be achieved within the agreed budget.

labour market quickly on their own due to their high level of transferable skills, thus not requiring EGF support.

Promotion of entrepreneurship produced more mixed results, with an average reach rate of 48% across the 32 cases that offered it for which a final report is available, as 2,437 out of the 5,065 beneficiaries targeted actually took part in such measures. The lowest reach rate was 0% in five different cases⁵⁸. In the case of Ericsson (both cases) this was because the overall implementation of the EGF measures was low considering the high rate of re-integration without support. In the case of EGF/2015/007 BE/Hainaut-Namur Glass, this was because the measure was not actually offered due to a low level of interest, although it was more successful in later cases in the region. In Ireland (EGF/2015/006 IE/PWA International), the support was offered to six workers, but they chose to enrol in training courses instead. A noteworthy example in this context is Greece, which has traditionally high levels of self-employment compared to the EU average, yet workers (across all four cases that included this type of support⁵⁹) showed little interest because of the perceived risks associated with starting a business during an ongoing crisis, resulting in an average reach rate of only 8%.

The same is true for **sheltered and supported employment and rehabilitation**. This type of measure was offered in eight EGF cases, with an average beneficiary reach rate of 16% (275 reached out of 1,068 targeted). In most cases, this was again due to people finding a job without support, or a lack of interest to participate due to low willingness for change. In fact, this measure was only successful in two Dutch EGF cases: EGF/2014/002 NL/Gelderland and Overijssel and EGF/2016/005 NL/Drenthe Overijssel Retail, which reached 77% and 51% of the targeted beneficiaries with this measure respectively.

As regards allowances, **training allowances had the highest average beneficiary reach rate (65%), followed by job search allowances (64%) and subsistence allowances (63%)**. Most noteworthy, is the **very low beneficiary reach rate of mobility allowances (33%)**. In total, these allowances were intended to be used by 2,554 persons, but only 570 actually ended up making use of the support. In fact, there are seven cases in which, despite being made available, no such support was actually provided. The main reason for the low take-up of these allowances is the low willingness for mobility among beneficiaries.

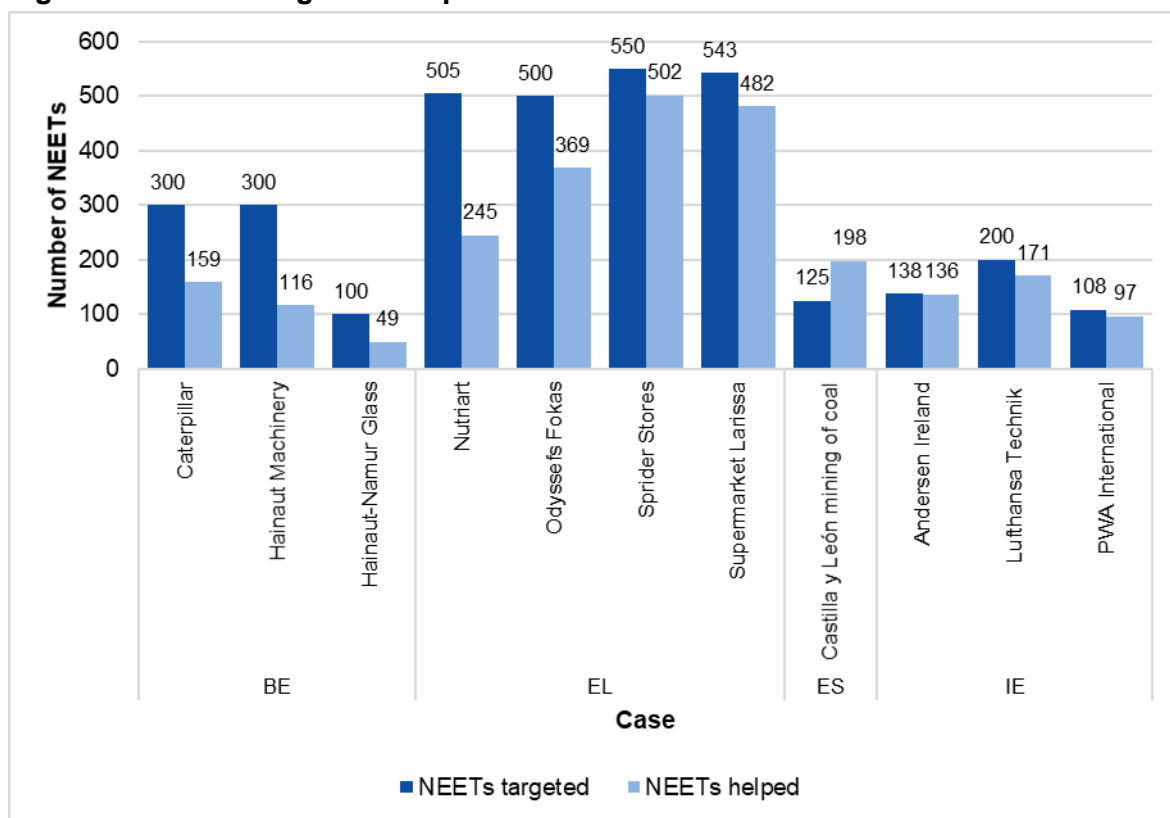
Use of the EGF support by NEETs (EQ 1.2)

When it comes to NEETs specifically, the reach rate ranges from 39% (EGF/2015/002 BE/Hainaut Machinery) to 100%⁶⁰ (EGF/2017/001 ES/Castilla y León mining of coal). The average NEETs reach rates in Ireland and Greece are particularly high (91% on average in Ireland, 85% on average in Greece), whereas Belgium struggled to engage with this target group more (47% on average).

⁵⁸ EGF/2014/009 GR/Sprider Stores, EGF/2015/006 IE/PWA International, EGF/2015/007 BE/Hainaut-Namur Glass, EGF/2017/007 SE/Ericsson and EGF/2018/001 NLL/Financial service activities.

⁵⁹ EGF/2017/002 GR/Attica retail,

⁶⁰ In the case of Spain (EGF/2017/001 ES/Castilla y León mining of coal), the initial number of NEETs targeted was 125. However, the interest was higher than expected, so the number was adjusted to the maximum possible – 198. All 198 NEETs were reached, resulting in a 158% reach rate, which is reported here as 100% considering the target was changed.

Figure 10. NEETs targeted compared to NEETs reached⁶¹

Source: EGF database and individual case final reports

The low average reach rate in Belgium is because initially, NEETs were difficult to identify and recruit. It was specifically noted that the existence of the YEI alongside the EGF created a degree of ‘competition’ and information retention between operators, which required time to establish trust and participation to adequately target and involve youths in the EGF projects⁶². Similar challenges in reaching and engaging with NEETs were experienced in Portugal (EGF/2018/002 PT/Norte Centro Lisboa wearing apparel), but final results on the number of NEETs reached in that case are not yet available.

Reasons for low take-up of support measures (EQ 1.2)

The variance in beneficiary reach rates is largely due to case-specific or country-specific factors. As already touched upon above in relation to specific measures, these reasons range from strong national/local support systems that reduce the need for additional EGF support, to strong labour markets enabling quick re-integration without EGF support, to personal reasons for beneficiaries not wanting to take part.

For instance, in the two Ericsson cases in Sweden⁶³, the labour market was stronger than expected when the applications were submitted, reducing the need for additional support through EGF measures as many workers found a new job on their own. In addition, the **company (Ericsson) provided the dismissed workers with generous compensation and training opportunities** so that workers were not compelled to register with the Swedish Public Employment Service (PES) (which is required to take part in EGF

⁶¹ This graph is based on 11 out of the 12 cases that targeted NEETs. The excluded case is EGF/2018/002 PT/Norte Centro Lisboa wearing apparel, as no final report is available yet.

⁶² This was reported in all three EGF cases in Wallonia since 2015 – EGF/2015/007 BE/Hainaut-Namur Glass, EGF/2015/012 BE/Hainaut Machinery, and EGF/2017/010 BE/Caterpillar.

⁶³ EGF/2016/002 SE/Ericsson 1, EGF/2017/007 SE/Ericsson 2.

measures). This resulted in an average beneficiary reach rate of only 16.6% for the two Ericsson cases combined. In Estonia (EGF/2016/003 EE/petroleum and chemicals), the **positive labour market situation** paired with the fact that the EGF measures were similar to those offered at national level and dismissed workers reportedly tended to take part in those instead, reduced the need for EGF support. In France, many of the workers at Mory Global and Air France were **highly skilled and did not require much support** in order to find new employment.

Another considerable explanatory factor related to **national processes and procedures that led to delays in implementation**, and thus, fewer people participating in the measures offered. In the Swedish Ericsson cases, for instance, there were delays in the procurement of training courses which disincentivised workers from taking part in EGF-funded measures in favour of alternative training courses paid for by the companies laying off workers. In Spain, in the case of the automotive sector (EGF/2016/004 ES/Comunidad Valenciana automotive), a new rule requiring a public procurement process delayed the release of the EGF funds to the implementing partners, thus significantly limiting the time available to take part in EGF measures to nine months. In Finland, across all cases in the IT sector⁶⁴, there was a tendency for workers to delay their registration with the PES (which is necessary to be able to benefit from EGF measures) because the many mass layoffs in the sector had caused workers to be frustrated and left them wanting to take time off before returning to work.

This delay in registration with the PES is linked to **personal reasons for not participating in measures offered** as well. Personal reasons include a reluctance among older workers who are close to retirement age, a lack of self-confidence due to job losses, and a general reluctance to participate for other reasons. For instance, in Finland, across all cases in the IT sector, many workers with higher educational levels that were working in managerial roles before their dismissals were sceptical about the services offered by the PES. In Spain (notably EGF/2017/006 ES/Galicia wearing apparel), related to the implementation delays mentioned above, many women became excluded from the labour market in favour of taking on family duties, and there was a general lack of trust, demotivation, anxiety and low self-esteem among potential participants about their possibilities in the labour market because of the long period of unemployment without support.

c. Availability of support for all eligible beneficiaries (EQ 1.4)

As per Article 7 of the EGF Regulation, financial contributions from the EGF designed to facilitate the re-integration of the targeted beneficiaries should pay particular attention to disadvantaged, older and young unemployed persons. Although it refers to “measures to stimulate in particular disadvantaged, older and young unemployed persons to remain in or return to the labour market” in Article 7(1)(c), this is not a specific category of measure or activity type which is included in their applications, making it difficult to trace to what extent disadvantaged groups were targeted and benefited from EGF support.

It is difficult to assess the effectiveness of the EGF in terms of offering support to all eligible beneficiaries (including vulnerable and disadvantages groups) because of a lack of data collection at the application stage, leading to a lack of adequate points of comparison to measure achievements against. Nevertheless, based on the information available, the **EGF is flexible enough to provide tailored support to different groups**, and there are cases in which specific support to vulnerable groups was included.

Part of the issue is that **Member States are often not aware of the breakdown of the profiles or backgrounds of the workers made redundant** at the application stage, and/or

⁶⁴ EGF/ EGF/2015/001 FI/Broadcom, EGF/2016/001 FI/Microsoft 1, EGF/2016/008 FI/Nokia Network Systems, EGF/2017/002 FI/Microsoft 2.

are unable to collect this information during the 12 weeks they have to prepare their application for EGF support. Moreover, Member States are not asked to indicate, in their applications for EGF funding, the number of workers/NEETs targeted with a longstanding health problem or disability, or who are members of a recognised minority, despite the fact that the extent to which they have been assisted needs to be indicated in their final reports. This means that even if it is possible to measure the results in terms of the number of disadvantaged or vulnerable persons assisted through the projects, there is no point of comparison in terms of how many there were in the pool of dismissed workers, hence preventing an assessment of the degree to which the EGF support has been inclusive to all groups.

Table 4. Examples of measures tailored to disadvantaged or vulnerable groups

Member State	Example
Germany ⁶⁵	Aside from the measures targeted at all beneficiaries, additional offers were designed to consider the needs of workers that were disadvantaged or especially difficult to place in the labour market. For workers of 60 years and older, special financial solutions were designed to bridge the time until retirement, and different peer group formats were offered fostering voluntary work and social exchange that were very well received by the older workers. Young trainees who had been in primary vocational training at the time of the Goodyear plant closure got the opportunity to continue their apprenticeship at other companies. Workers who were especially difficult to place in the labour market because they had been working in the same job for a long time and were unmotivated to change in their professional life, or had personal or psychological problems, were offered a set of individual measures including peer groups for stress management and psychological consultation, consultation regarding personal problems like debts and addiction problems, etc.
Finland	Specific coaching was available for persons with a partial disability to work, and they were entitled to a medical examination to promote the transition towards a disability pension if needed. In the case of Nokia (EGF/2016/008 FI/Nokia Network Systems) specifically, one delivery partner (Katja Noponen Ltd.) was specialised in taking care of people who had partial work disabilities.

What the applications do outline, is the age group of *targeted* beneficiaries, their gender, and whether or not they are EU citizens. Across all 49 cases, **the majority of targeted workers are male** (70% of all targeted workers), and in the 25-54 age group (74% of all targeted workers). Unfortunately, for the reason stated above, information on *dismissed* workers is not available at this level of granularity for most EGF cases, which would allow for a comparison of the characteristics of those dismissed and those targeted. That being said, in cases where data is available on gender, there is no discrepancy between the percentage of males and females targeted compared to the number dismissed, suggesting that the high number of males targeted is likely a reflection of the overall profile of the people dismissed.

When it comes to NEETs, only a small number of EGF cases actually targeted them (see *section 2a on the use of the possibility to support NEETs through the EGF* above). In its 2019 biennial report on the EGF⁶⁶, the Commission explained that in those cases that included NEETs, the help offered was picked up to a large degree by the young people targeted and had provided them with assistance that they would not have received through national mainstream services. However, the report also acknowledged that one of the key

⁶⁵ EGF/2017/008 DE/Goodyear and EGF/2015/002 DE/Adam Opel.

⁶⁶ European Commission (2019): Biennial report on the EGF

challenges in delivering support to NEETs was engaging and activating them through different outreach activities, which took up significant time and resources. This could, again, indicate that the needs of NEETs are different from those of workers made redundant, and they are more difficult to identify and connect with in the framework of the EGF, although in situations where they did, the results were generally positive.

Due to limited evidence, therefore, no firm conclusions can be drawn on the degree to which the EGF provides support to all eligible beneficiaries, including disadvantaged groups. There are no indications of EGF support being imbalanced in terms of those supported, and examples of specific measures targeted at disadvantaged or vulnerable groups indicate that the EGF is sufficiently flexible to address the needs of these groups when this is applicable to the profiles of the workers made redundant.

Extent to which support corresponds to needs and profiles of beneficiaries (EQ 1.5)

Across all stakeholder groups, there is **widespread agreement that the EGF is adequately tailored to the specific needs of its target group**. In the public consultation, the majority of respondents (12 out of 16) positively assessed the way EGF catered to the needs of beneficiaries, highlighting that the EGF altered the type of support normally available for redundant workers by Member States. As for beneficiaries of the EGF themselves, the majority of those who responded to the survey indicated that the support they got was tailored to their needs (69%), while 18% disagreed that the support was tailored to their needs (others were unable to provide a response). As explained by interviewees at EU and national level, this is because EGF support, in comparison to other sources of funding at EU or national level, is usually much more targeted and individualised.

In some cases (Belgium, Finland, Ireland), the **needs of beneficiaries are uncovered using a targeted survey**. In Belgium, for instance, a survey is sent to each worker prior to the design of the EGF measures (a practice based on lessons learned from the previous EGF programming period). Workers are asked about their level of education, their main skills (formal and informal), their training wishes, the obstacles they felt, etc. The results from such surveys have consistently enabled the team of social advisors to draw up an initial diagnosis of needs and to prepare measures in accordance. For example, in the case of Hainaut Machinery (EGF/2015/012 BE/Hainaut Machinery), the counsellors and social advisors found that a significant number of workers had lost self-confidence due to their dismissal, developed a sense of worthlessness and found it difficult to see any prospects for the future. To mitigate this, external consultants developed a specific training module on this subject, based on exercises and role-playing.

In other cases (e.g. France, Italy, Spain, Germany) a **profiling and needs assessment is carried out via individual interviews at the start of the EGF** implementation period. In Italy, the interviews led to the creation of an individual “reintegration path” for each worker. Similarly, in Spain (EGF/2016/004 ES/Comunidad Valenciana automotive and EGF/2017/006 ES/Galicia wearing apparel), customised labour insertion pathways were designed in cooperation with each worker, that were supported and followed through throughout the implementation period. In Germany, in the case of Goodyear (EGF/2017/008 DE/Goodyear), the profiling led to a division of the target group into subgroups, for which appropriate training offers and peer groups were developed.

Interviews at EU level also pointed to an improvement over time in this respect, stating that **EGF measures increasingly took into account the socio-economic context** in which dismissed workers live, therefore addressing their needs in a holistic way, for example by providing additional support for childcare and benefits during retraining process. This was the case in Spain, for example, where childcare costs were covered for workers taking part in training activities.

Although the profiles and needs of beneficiaries (and, in most cases, also the needs of the labour market and local companies) were taken into account in the design of measures, this was not always equally successful, judging from the variance in beneficiary reach rates and absorption rates, although a lack of proper needs assessment is not the sole reason for low absorption rates. It could be argued that, at the EGF application stage, the needs of workers are not yet known, while this is the time when the main planning of measures (and funds allocated to each) takes place. For example, in Greece⁶⁷, entrepreneurship promotion measures were offered, as Greece has a traditionally large self-employed population. Because of this, it was expected that the interest in such measures would be high, but this turned out not to be true because of a lack of interest and a fear of failure amongst beneficiaries. In this respect, it is **important that there is a certain degree of flexibility to reallocate funds between measures based on needs** that may emerge during the implementation period. The EGF currently allows for such reallocation of funds, provided that the total EGF budget is not exceeded.

Processes for decision-making and implementation of the EGF (EQ 1.13)

Considerable delays in the start of EGF implementation were experienced in several cases. The time between submission of an EGF application by a Member State and the official approval by the Budgetary Authority ranged between 20 weeks (EGF/2014/014 GR/Odyssefs Fokas) and 36 weeks (EGF/2017/009 FR/Air France) during the 2014-2020 period (see *section 3e on the efficiency of the application process* for more details). Reasons for these delays result to some extent from the length and complexity of the application procedure at EU level, but also from the way the case was managed at national/regional level.

In principle, a Member State can start supporting dismissed workers (and NEETs, if applicable) as soon as the dismissals occur, even before they have sent their application for EGF funding to the Commission and/or before they have received formal approval⁶⁸. The implementation period is fixed at 24 months from the application date (even if measures are implemented before that date, the formal application date remains the starting point for this 24-month period), unless the implementation phase is postponed⁶⁹, or in the case of educational programmes that run for longer than two years⁷⁰. As the EGF is implemented through shared management, the intention is for Member States to start helping beneficiaries as soon as possible after the restructuring event takes place, using their national share (40%) of funding.

In reality, however, **Member States often wait to start implementing the proposed measures until they have received formal approval** from the Budgetary Authority, which can lead to significant delays, and therefore a shorter implementation period. Of the 46 cases for which final reports were available at the time of writing, 23 started when intended. Seven cases started before the application date and the remaining 15 started later than envisaged. Although the results differ significantly across cases, it is clear that some

⁶⁷ EGF/2015/001 GR/Supermarket Larissa and EGF/2017/003 GR/Attica Retail.

⁶⁸ As per Article 14(2) of the EGF Regulation, expenditure becomes eligible from the date on which the Member State starts the activities to implement the EGF or starts providing the affected workers with the personalised services described and budgeted in the (future) application to the Commission. Thus, as long as the costs incurred are consistent with what is later approved by the Commission and the Budgetary Authority, they are eligible for EGF funding also before the date of application.

⁶⁹ Article 16(4) of the EGF Regulation allows Member States to postpone the starting date for the eligible actions by up to three months after the date of submission of the application. In the event of such postponement, the eligible actions shall be carried out within the 24-month period following the starting date communicated by the Member State in the application, and no costs incurred before that date will be eligible (unlike when the date of application is retained as the official starting date for the 24-month implementation period).

⁷⁰ stipulates that if a beneficiary accesses an education or training course the duration of which is two years or more, the fees for that course may be included for EGF co-funding up to the date when the final report is due, provided that the relevant fees have been paid before that date.

Member States (e.g. Finland, Belgium) consistently start implementing their cases as soon as possible, while others (e.g. Greece) do not. For the former group, this is partly because they are willing to take the risk of financing measures early, but also because their experience with the EGF has enabled them to start planning the measures from the moment the redundancies are announced.

Reasons for delays in the start of implementation are largely country and case-specific. In Greece, for instance, considerable delays (410 days on average) were generally related to a lack of proactive management of procurement matters – in the EGF/2014/009 GR/Sprider Stores case, for example, the employer was not cooperating and there was no employee representation present. In the case of EGF/2015/011 GR/Supermarket Larissa, there was a delay because the EGF managing authority had recently been replaced. In the EGF/2016/004 ES/Comunidad Valenciana automotive case in Spain (415 days), delays in selecting an implementing partner hindered the mobilisation of funds and reduced the implementation period of less than one year.

As explained by EU level interviewees, such delays hinder the effectiveness of the EGF – although the Fund was developed as a crisis response instrument, its mobilisation is not as quick as it should be. Because of the **time lag between the application and implementation period, the EGF fails to target all those people that would in principle need support after losing their job.** By the time some Member States start implementing cases, some people may have found new jobs, or autonomously enrolled in training. At the same time, one could argue that this time lag has a positive effect, because it ensures that only the people that would not find re-employment or training without the EGF (i.e. those who most need support) are targeted by it.

d. Monitoring and reporting (EQ 1.9, 1.10, 1.11)

There is a limited degree of monitoring of the results of EGF cases, because no common indicators have been established, nor is there a requirement to establish case-specific objectives. In its audit report on the EGF 2007-2013, the Court of Auditors criticised that Member States did not specify quantitative re-employment objectives in their applications⁷¹. During the 2014-2020 period, this was not a requirement in EGF applications either. If no specific objectives or targets are set, it is difficult to subsequently measure and monitor the effectiveness of the EGF support, because there is no baseline or benchmark against which results can be compared.

Consequently, as explained by interviewees at EU level, **progress on case-specific objectives is poorly monitored by Member States.** There are limited reporting requirements for EGF cases, especially compared to the ESF which has common indicators and standardised reporting requirements. Member States are required to report the number of persons initially targeted and who benefited from the EGF support, but there is currently no uniform common reporting beyond that.

Case studies confirm this result. In many cases, there are **no specific systems in place to keep track of the results** beyond the end date of the EGF measures. This is partly due to privacy concerns, especially in countries like Sweden where the PES does not retain contact details of beneficiaries once they are no longer registered. In some countries, e.g. Finland and Estonia, **specific studies were conducted to uncover the results of the EGF cases in the long run.** Most often, however, only the bare minimum is collected (i.e. the information needed for the employment status report, which only includes the employment status of beneficiaries, broken down by sex).

⁷¹ European Court of Auditors (2013): Has the European Globalisation Adjustment Fund delivered EU added value in reintegrating redundant workers? Page 15.

It is worth noting that beyond the challenges related to privacy, there seems to be **little burden associated with monitoring the results**. Germany and France are the only countries that reported a burden in this context, indicating that the effort of the implementing bodies in the preparation of the reporting is very high and require enormous administrative efforts that are not adequately compensated by the EGF. In Belgium, on the contrary, it was **suggested that more monitoring should take place**, notably going beyond mere quantitative indicators (e.g. re-integration rates), towards including more qualitative results, such as beneficiaries' satisfaction with the measures provided, and the degree to which their participation brought about unmeasurable benefits such as improved skills and self-confidence. This is all the more important in the context of the ongoing COVID-19 crisis, which has affected (and is likely to continue to affect) the long-term effects of the EGF in terms of the re-employment of beneficiaries.

To mitigate the issue of limited monitoring and reporting on the EGF, the **Commission's proposal for the EGF post-2020 includes stricter reporting requirements and specific common indicators** to monitor implementation and measure impact. Success would mainly be measured through re-employment rates, i.e. the share of people who found a job after participating in EGF measures. Member States would be required to include the delivery of common output and result indicators in their contracts with the bodies delivering the coordinated package of personalised services⁷², and the requirement to submit an employment status report 12 months after the final report would be formalised in the Regulation (it is currently only part of the EGF financing decisions). However, the latter is not supported by the Council⁷³.

As envisaged as part of the proposal, the final report would also include information on the type and quality of employment (e.g. permanent/non-permanent) and changes in the beneficiaries' employability at the end of the operations (e.g. qualifications gained), to make it possible to determine whether the EGF is functioning effectively. This, too, has not yet been agreed to in the Council⁷⁴. Member States would also be required to set case-specific targets taking into account the specific characteristics of a case and the extent to which past cases are comparable. In their final reports, Member States would need to provide a reasoned analysis of the extent to which these targets have been reached. However, whether this will indeed be mandated by the post-2020 EGF Regulation remains to be seen.

e. Effectiveness of EGF support to beneficiaries (EQ 1.14, 1.15, 1.18)

As outlined above, the lack of proper and consistent monitoring of EGF outcomes makes it difficult to assess the degree to which it has been effective in supporting EGF beneficiaries, although it has generally been effective in terms of the re-integration rates achieved, with an average re-integration rate of around 60%.

Short-term (re-)integration of beneficiaries (EQ 1.15)

Figure 11 below shows the short-term results per Member State, in terms of the workers assisted. In general, the majority of Member States managed to re-integrate (into employment, self-employment or education/training) at least 50% of the workers assisted. At the top end of the spectrum are the Sweden and the Netherlands, with total re-integration

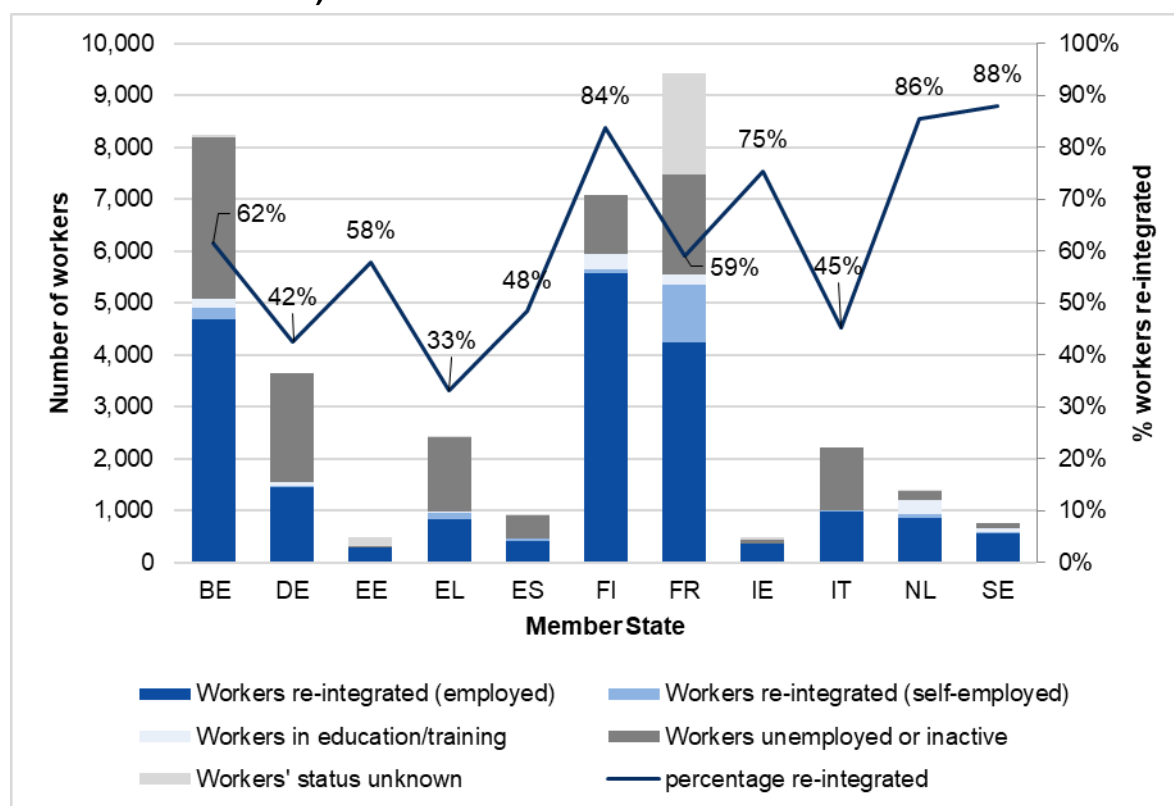
⁷² Article 23(1)(b) of the proposed Regulation for the EGF post-2020.

⁷³ The Council's position as at 10th July 2020 does not support this formalisation. The Council has proposed to remove Article 20(2) as stated in the Commission's Proposal (COM(2018)380 final). See: <https://data.consilium.europa.eu/doc/document/ST-6842-2019-INIT/en/pdf>

⁷⁴ The Council's position as at 10th July 2020 does not support this addition. The Council has not yet reached consensus on its position on Article 20(1)(d) as stated in the Commission's Proposal (COM(2018)380 final). See: <https://data.consilium.europa.eu/doc/document/ST-6842-2019-INIT/en/pdf>

rates of 88% and 86% respectively. On the lower end are Greece (33%), Germany (42%), Italy (45%) and Spain (48%).

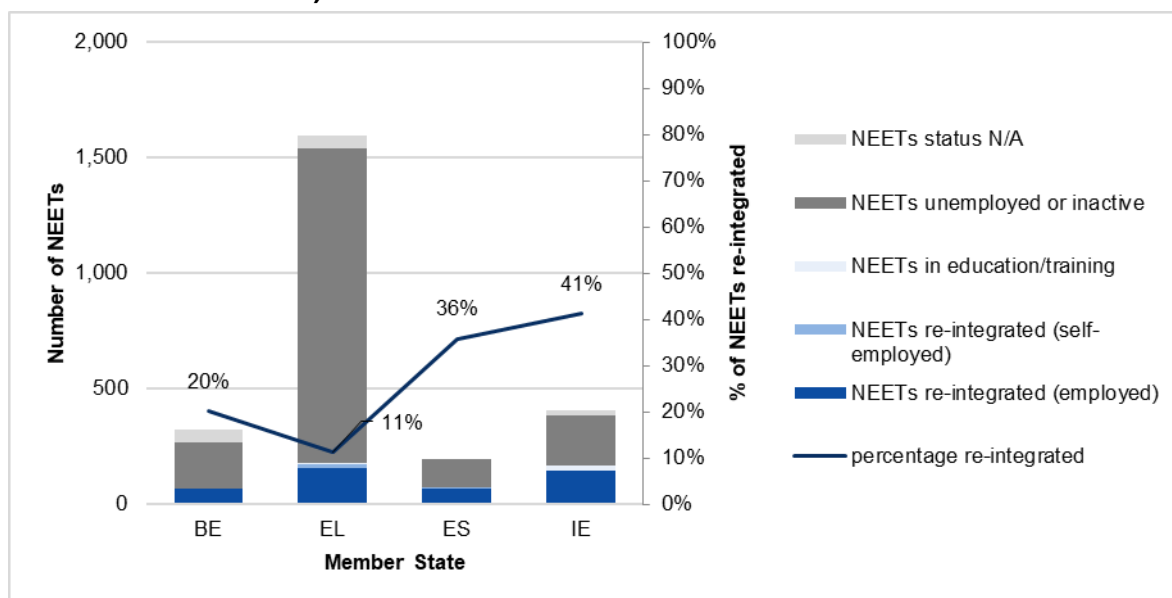
Figure 11. Short-term status of workers who benefited from EGF support (6 months after end of measures)⁷⁵



Source: EGF database and individual case final reports

The average re-integration rate of NEETs was considerably lower (see Figure 12). In total, 19% of the NEETs helped by the EGF were employed, self-employed or returned to education by the time of submission of the final reports. Notably in Greece, the re-integration rate was only 11%, with more than 1,360 NEETs unemployed or inactive after the completion of EGF measures.

⁷⁵ This figure omits Portugal because it only had one case, for which no final report had been submitted at the time of writing. The graph includes all cases for which a final report was available by 7th December 2020, amounting to a total of 46 (out of 49) cases.

Figure 12. Short-term status of NEETs who benefited from EGF support (6 months after end of measures)⁷⁶

Source: EGF database and individual case final reports

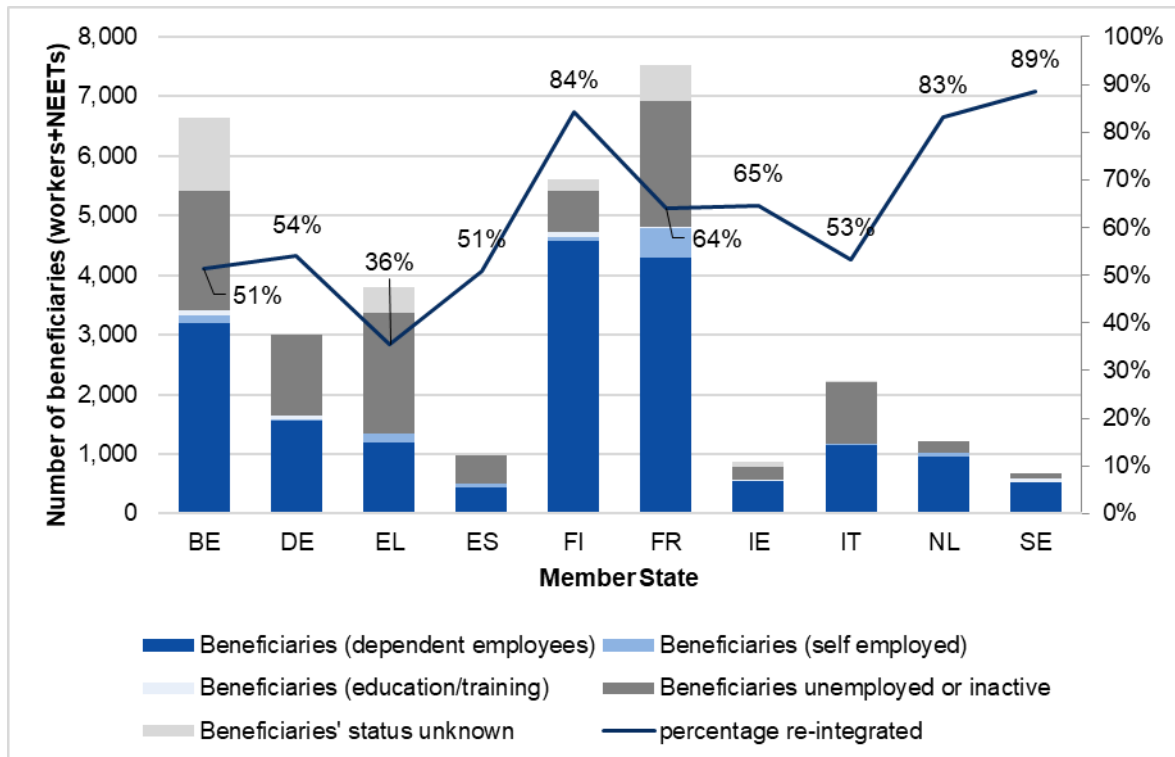
Among the beneficiaries who responded to the online survey (workers and NEETs), 42% indicated that the EGF helped them find a permanent job in their country of residence or outside of that, and 28% said it helped them find a temporary job, amounting to a total reintegration rate of 70%. Less than half indicated, however, that it would have been *much* more difficult to find this job without the EGF (42%).

Long-term (re-)integration of beneficiaries (EQ 1.18)

In the long term, i.e. 18 months after the end of the EGF measures as reported in the employment status reports, the total rate of re-integration across all cases was 60%, practically the same as for the short-term results.

However, compared to the short-term results (6 months after the end of the EGF measures), results improved in most Member States in the long term. The largest difference was noted in Germany (+41%), Greece (+30%), and Italy (+18%). Only three countries experienced a decrease in the re-integration rate compared to the short term – Belgium (-17%), Spain (-4%) and the Netherlands (-4%).

⁷⁶ This graph includes all cases which targeted NEETs and for which a final report was available by 7th December 2020. It therefore covers 11 cases in total and omits the Portuguese case (EGF/2018/002 PT/Norte Centro Lisboa wearing apparel).

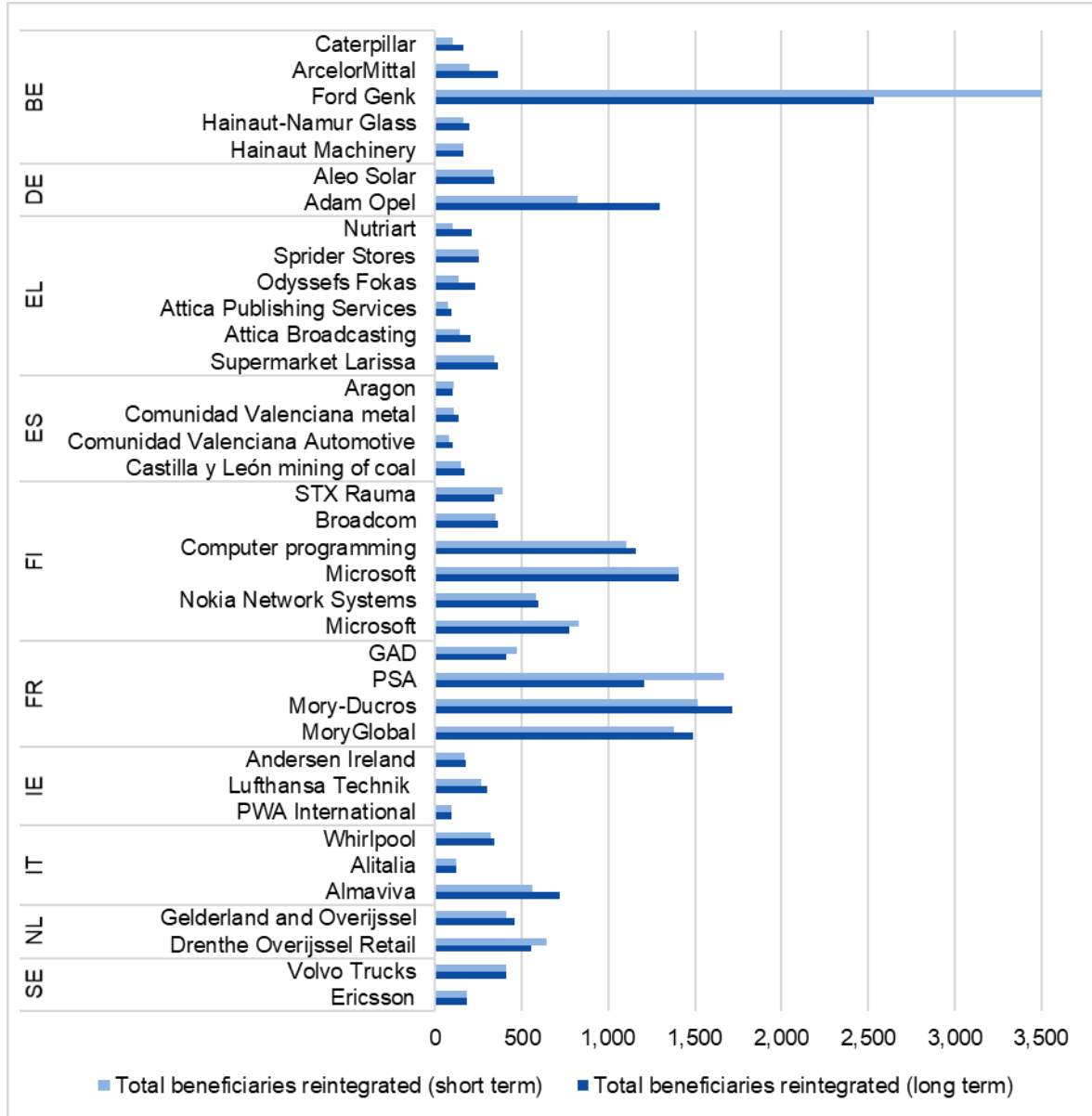
Figure 13. Long-term status of EGF beneficiaries (18 months after end of measures)⁷⁷

Source: EGF database and individual case employment status reports

When looking at individual cases, the general trend is that the re-integration rate (i.e. the number of workers and NEETs in employment or education/training after participating in EGF measures) increased over time (23/37 cases), or stayed the same (7/37), although some experienced a decrease (7/37) in integration rates between the final report and employment status report (see Figure 14).

⁷⁷ This graph includes all cases for which an employment status report was available by 7th December 2020. It therefore covers a total of 37 (out of 49) EGF cases.

Figure 14. Change in reintegration rates per case⁷⁸



Source: EGF database and individual case final reports and employment status reports

The most noteworthy cases were EGF/2015/003 BE/Ford Genk and EGF/2014/006 FR/PSA, which both saw a 28% decrease in the re-integration rate between the final report and the employment status report. In the case of Ford Genk, this discrepancy is the result of data not being available⁷⁹, so no conclusions on the long-term effectiveness of the EGF can be drawn in this case. For the PSA case, on the other hand, a total of 1,129 beneficiaries were inactive 18 months after the end of the EGF measures, compared to 698 unemployed six months after the end of the measures. This is likely due to the relatively old age of the EGF beneficiaries, with many of them having retired by the time the employment status report was submitted.

⁷⁸ This graph includes all 2014-2020 EGF cases for which a final report and employment status report was available by 7th December 2020. It thus covers a total of 37 (out of 49) cases.

⁷⁹ In the employment status report, the number of beneficiaries for which the status was unknown was 942, compared to 0 before.

Results of the EGF compared to those achieved by non-beneficiaries (EQ 1.17)

Based on the evidence collected, it is unclear whether the EGF has significant impacts on beneficiaries, compared to what could have been achieved through alternative labour market measures at national or regional level. Although limited quantitative evidence is available, there are many examples in which the EGF results exceed those achieved through mainstream national labour market measures, though the degree to which these can be attributed to the EGF specifically remains up for debate.

To measure the **impact of the EGF in terms of re-integration rates of beneficiaries compared to those who did not receive EGF support**, we carried out a counterfactual impact evaluation for two EGF cases, one in the Netherlands (EGF/2016/005 NL/Drenthe Overijssel retail) and one in Ireland (EGF/2014/016 IE/Lufthansa Technik). Comparing the re-integration results of the treatment group (EGF beneficiaries) to a control group (a sample of similar size, consisting of persons with a similar background in terms of age, gender, educational background) can provide insights into the impact of the EGF, although such an analysis is not a perfect reflection of reality, considering the fact that the success of an EGF case is also dependent on the way it is implemented and the motivation of beneficiaries.

CIE in the Netherlands

As part of the analysis in the Netherlands, two control groups were considered: one group of workers made redundant during the same time period who were working for the same companies, but in different regions with similar labour market characteristics; and one group of workers that was part of collective redundancies in the same sector and region but working at different companies.

The analysis shows that as a whole, there is no statistically significant effect of the EGF support on people's chances of finding a job. However, when considering only a sub-sample of people with longer unemployment spells (those who were still unemployed 12 months into the implementation period of the EGF case), we do see a significant positive effect of the extra assistance provided through the EGF. In practice, we found that among those still without work after 12 months, persons receiving EGF support found jobs 1.8 times as fast as persons who did not receive this support. This indicates that **the EGF support in the retail case had more of an effect on people who experience longer-term unemployment**, and is thus more beneficial for people who experience more problems in finding a job. Persons who find a job quite soon after the start of the implementation of the EGF case might have also found this job without the extra assistance. This indicates that the EGF has been successful in providing assistance to those who need it most, and that it adds value over and above what can be done at national level alone (see *section 5a on EU added value at case level*).

CIE in Ireland

For the CIE analysis in Ireland, information about unemployment and employment spells of individuals who had worked at Lufthansa (treatment group) and of individuals who worked for other companies in the same or adjacent sectors as the treatment group (control group) was compared.

The results show no significant effect on the chances to leave unemployment or to find a job for a group of EGF beneficiaries compared to the control group. The results pointed to the same chances of leaving unemployment, but are inconclusive because the results are not statistically significant. This is largely due to data limitations, related to the fact that the characteristics and breakdown of the treatment group and the control group were not properly matched, and that the data related to persons shifting from receiving unemployment benefits to no longer receiving these. The latter might imply that not all of

those who stop receiving benefits are in fact returning to work, thus making conclusions on the effectiveness of the EGF in helping people return to work impossible to make.

Other evidence

A similar analysis was carried out in Finland by the relevant authorities in the past. In relation to the computer programming sector (EGF/2015/005 FI/Computer programming), a counterfactual analysis uncovered that dismissed persons receiving EGF support became re-employed sooner and a higher share was reintegrated in the labour market than for a comparable group of ICT workers who were made redundant but did not benefit from EGF support. In autumn 2017, nearly 70% of the EGF beneficiaries were employed, compared to only about 35% of persons from the control group, despite the workers in each having similar occupational backgrounds and situations. In Germany, an assessment by the Federal Employment Agency in 2014⁸⁰ found that the average reintegration rate of beneficiaries of transfer solutions was 45%, which was exceeded by both the Opel and Goodyear cases (although this analysis did not take the background of beneficiaries into account).

In other situations, **where no counterfactual evidence is available, views are somewhat mixed.** In Estonia, for instance, it was noted that the re-employment rate of 60% is not particularly high by national standards, but that it is more than satisfactory considering the relatively old age of the target group. The same applies to Nokia (EGF/2016/008 FI/Nokia Network Systems), where an implementing body implied that the results were positive when taking into account that the target group was somewhat challenging, i.e. older and not as educated compared to the target groups of the other Finnish ICT cases. In the case of Mory Global (EGF/2015/010 FR/MoryGlobal), an implementing body remarked that they had never witnessed such a high re-employment rate for cases of similar scope and context, although they were unsure whether the effect was attributable to the EGF specifically or not. In Spain, the re-integration rates observed in EGF projects were consistently higher than the average for mainstreamed policies.

Less tangible effects of the EGF on individual beneficiaries (EQ 1.14, 1.23)

Beyond the quantitative effects in terms of re-integration rates, it is important to look at the broader impacts of the EGF, in terms of the skills developed, self-confidence gained, and networks created, for example. These are, however, difficult to measure, considering the lack of monitoring (especially in the medium to long term) as discussed in *section 2d on monitoring and reporting*.

Among the EGF beneficiaries that responded to the survey, the views on such benefits were overwhelmingly positive. A total of 611 persons (out of 950) indicated that the support they received helped them develop new skills, compared to only 185 who disagreed (others were unable to provide an answer), i.e. an agreement ratio of 77% when considering only those that provided input. A total of 597 persons indicated that the support helped them gain more confidence in their abilities, compared to only 173 who did not. The agreement ratio was 68% in terms of new qualifications gained as a result of the support, and 59% in terms of the establishment of a network of contacts.

Results from the online survey of EGF beneficiaries also suggest that some beneficiaries got a new job where they had more responsibilities, better working conditions and/or higher

⁸⁰ Bundesagentur für Arbeit (2014), Analyse des Abgangs aus Transferkurzarbeit. Available at: https://statistik.arbeitsagentur.de/DE/Statischer-Content/Grundlagen/Methodik-Qualitaet/Methodenberichte/Leistungsstatistik/Generische-Publikationen/Methodenbericht-Analyse-des-Abgangs-aus-Transferkurzarbeit-2014.pdf?__blob=publicationFile&v=5

salaries⁸¹, although **the extent to which this is linked to their participation in EGF measures is not known** as data on such aspects is not usually collected. However, in the case of former Microsoft workers (EGF/2016/001 FI/Microsoft 1), it was found that occupational downgrading was rare: 52% of the former workers had been re-employed in the same field of work as they had been working in before, 70% found a job that matched their educational level, 61% found a job corresponding to their former work experience and 65% found a job that corresponded to their prior level of knowledge.

The above is further underlined through other case studies. In Belgium, for instance, it was noted that the EGF, through its reinforcement of the national reconversion unit system, encouraged solidarity and ensured beneficiaries' emotions and experiences were listened to, which in turn positively impacted the motivation of workers to put in the effort to find a new job. In Estonia, the EGF encouraged the take-up of learning among older workers who are usually excluded from such support, hence acting as a motivating factor to obtain new skills and qualifications. In Germany, the fact that EGF measures take a particularly individual and activating approach where the focus is on the individual and his or her strengths and interests take centre stage, has led to increased self-esteem and motivation because the workers feel appreciated and taken seriously. In Portugal, beneficiaries were said to not only have improved their technical skills, but also their desire to return to work as a result from improved confidence. In Ireland, it was noted that the support offered by the EGF reduces stress amongst both workers and their families and as a result had a direct beneficial impact on their mental health.

Although none of the above are a specific objective of the EGF *per se*, the Fund does aim to promote *sustainable* re-employment of beneficiaries, which these indirect effects can contribute to because they make workers and NEETs more employable in the future. In other words, all skills and qualifications gained through participation in EGF measures are not only useful to beneficiaries in the short run to find a new job, but can potentially be applied in their work and future job searches for the rest of their lives. They can therefore, at least to some extent, be considered positive unexpected results of the EGF.

f. Factors explaining the achievement of objectives (EQ 1.6, 1.7, 1.8)

At case level, no case-specific aims tend to be established. Nevertheless, they all share the common goal of contributing to the (sustainable) labour market (re-)integration of dismissed workers (and NEETs). As already identified in the mid-term evaluation of the EGF 2014-2020 and the Commission's biennial reports, the degree to which measures are tailored to the individual beneficiaries is one of the key factors for the success of an EGF case. In addition, the institutional capacity of the Member State to adopt a coordinated approach with all relevant stakeholders seems to be an important success factor. However, factors that cannot be controlled, such as the economic situation in the country/region or the willingness of beneficiaries to find a new job, also play a role. Although success factors are largely case-specific, there are some noteworthy trends explaining the take-up of measures and the eventual re-integration of beneficiaries.

Factors facilitating the effectiveness of the EGF (EQ 1.6, 1.7)

The **key success factor for the EGF is the tailored support made available to beneficiaries**. As already explained above, the EGF allows for intensive, individualised support, usually more so than national or regional measures could achieve on their own.

⁸¹ There are, however, also examples of the opposite being true – workers made redundant from Goodyear (EGF/2015/002 DE/Goodyear), for instance, largely ended up working for temporary work agencies which tends to come with disadvantages such as limited dismissal protection, lower salaries and career options. In Spain, in the automotive sector case (EGF/2016/002 ES/Comunidad Valenciana automotive), an interviewee highlighted the vacancies offered to workers were bad, with low wages and bad labour conditions, which made placement more difficult.

Measures are designed in accordance with the targeted workers based on their personal needs, preferences and wishes, and in some cases training courses have even been organised for a single beneficiary.

Relatedly, a key success factor is linked to the way cases are implemented. For instance, the **availability of support services in close proximity to the target group** was found to work well. In Spain (EGF/2017/006 ES/Castilla y León mining of coal), for instance, three 'EGF offices' to which beneficiaries could go for support were established, and their geographic proximity near where miners lived was considered crucial in reaching beneficiaries and changing their attitudes towards the EGF project. In Belgium, reconversion units were established in different locations taking into consideration the specificities of the target group's situations (proximity to home, specificity of their needs, the nature of their past jobs) and their need to maintain prior social links as well.

Along the same lines, the **provision of support by a small group of implementers** has been highly appreciated. In Sweden (EGF/2015/009 SE/Volvo Trucks), for instance, the redundancies were managed by a small group of PES staff, enabling them to focus on the Volvo workers and to develop an understanding of the preconditions and needs of the target group, which benefited the workers because they could obtain more specialised career guidance and advice. In Spain (EGF/2017/006 ES/Galicia wearing apparel), a special relationship was established between the case counsellors and (primarily female) beneficiaries, who established a joint WhatsApp group and still remain in contact today, further reinforcing the idea that personalised, individualised support services are highly beneficial.

Finally, the **backgrounds of workers and their willingness to actively participate in EGF measures** and find a new job matters for case results. Unsurprisingly, workers with higher levels of education attainment, or with more versatile and transferable skills, are likely to find re-employment faster than their peers who do not meet these standards. Nevertheless, these factors are also highly dependent on the status of the local labour market – if there is a large demand for workers, re-integration rates will naturally be higher.

Factors hindering the effectiveness of the EGF (EQ 1.6, 1.7)

One commonly reported factor hindering the reach of the EGF is age. **Workers made redundant who were close to retirement age tended to be less inclined to participate in EGF measures**, in favour of (early) retirement. This is especially the case when they are eligible for generous unemployment benefits to bridge the gap until retirement, or when their job loss had a considerable impact on their mental state and their self-confidence at being able to secure a new job. Examples of this were noted in Belgium, Spain, Estonia, Finland and Ireland. In Belgium for instance, a considerable number of older workers (75% in the case of EGF/2015/007 BE/Hainaut-Namur Glass), were eligible for early retirement. In other cases (e.g. EGF/2015/012 BE/Hainaut Machinery), the re-integration rate of this group was relatively low because of considerable age discrimination in the labour market. This issue of reluctance to participate among older workers was recognised and addressed during the implementation period. In both Hainaut cases, particular attention was paid to training modules on self-esteem, preparation for recruitment, understanding of stereotypes and discrimination for this age group, in an attempt to mitigate the issues encountered by this target group (e.g. outdated job-searching skills, scarce employment opportunities and high qualification requirements).

Aside from older workers, beneficiary reach rates among younger persons (notably NEETs), also differed greatly. As already explained in *section 2a on the use of the possibility to support NEETs through the EGF*, **NEETs were often difficult to reach and engage with, and the measures made available to them were not always considered relevant and interesting by NEETs themselves.**

Moreover, many EGF cases were hindered by **workers' low willingness for mobility and change**. Many workers had been in the same job for a long time, which resulted in relatively high wages that could not easily be matched by new jobs available to workers. In the case of the mining sector in Spain (EGF/2017/001 ES/Castilla y León mining of coal), for instance, the local community depended on the mines, and the workers' families had often worked in them for decades, resulting in a large degree of opposition to the closure of the companies and resulting scepticism about the EGF project. They were reluctant to switch career paths as they wanted to continue working in the mines. In the case of Goodyear (EGF/2017/008 DE/Goodyear), many of the workers made redundant showed remarkably little interest in some of the support measures offered and little flexibility regarding new working fields, locations and salaries. Rigid expectations of the workers regarding their potential new job hindered them from participating in trainings and actively looking for new job opportunities. Although the labour market in the region was good and potential job offers existed, the workers were too inflexible to seize that chance. To try to mitigate this, the conducted measures had to start from a much lower level, focusing on willingness for change and mobility through workshops.

Other issues related to the profiles of beneficiaries, e.g. low levels of education attainment or limited knowledge of the local language (e.g. EGF/2016/003 EE/petroleum and chemicals where many beneficiaries were Russian, or EGF/2015/010 FR/MoryGlobal where workers had limited knowledge of French and a high rate of illiteracy) also hindered their re-employment, although the EGF may have supported them more effectively than other (national) measures could have.

Finally, but not least important, is the **way in which the measures are designed and implemented**. National and regional procedures, such as delays in the selection of implementing partners (Spain), procurement of training courses (Sweden) or the submission of an application long after the reference period for redundancies (Portugal) all delayed the start of the implementation of EGF measures. Such delays can lead to distrust, frustration, and disinterest among beneficiaries and thus lower EGF participation rates. In Italy, for instance, the weak institutional capabilities of the Italian public employment services and the way in which policy instruments are designed as a result, were considered a key hindering factor that caused the relative 'failure' of both the Alitalia and Almagora cases, as reported by implementing bodies. Limited cooperation between stakeholders and capacity to implement innovative measures of interest to beneficiaries makes the measures offered less attractive.

g. Lessons learned from EGF implementation (EQ 1.19)

In the Member States, the use of the EGF has improved the overall awareness of the EGF among authorities at national, regional and local level (depending on who is involved). Importantly, this has led to learning at several levels, ranging from the application stage, to the design stage, and provision of EGF measures.

Lessons learned at Member State level (EQ 1.19)

First, **Member States that have applied for the EGF more than once are more familiar with the application process** and will develop more complete applications in the future, leading to efficiency gains (see *section 3e on the efficiency of the application process*). In Ireland, the application process was well understood and there were contingencies in place to facilitate earlier provision of support to dismissed workers than had previously been possible. This holds true even for Member States with little experience applying for EGF support who have learned from the experience. In Portugal, for instance, it was acknowledged that for future EGF applications, more attention should be paid to submitting the request closer to the actual date of collective dismissals in order to avoid the time gap between the dismissal and the beginning of the implementation period.

Aside from speeding up the application process, **lessons were learned in terms of kicking-off national procedures to ensure early intervention**. This includes, for instance, procurement of training courses as quickly as possible. A delivery agency in the Opel case (EGF/2015/002 DE/Adam Opel), for example, stated that one of their main lessons learnt was to start the planning and tendering of the EGF measures as early as possible in the implementation process, both because of the time-consuming tendering process of support measures, and to benefit maximally from EGF funds for re-training measures that may last up to 24 months.

Another **key lesson learned across the board relates to the design of the labour market measures**. Many Member States (e.g. Belgium, Finland, Ireland, Italy, Portugal) acknowledged the importance of tailored support based on beneficiaries' needs. In Belgium, for example, experience collecting information on workers' needs, requests and skills makes this process quick and efficient, thus making it possible to plan the implementation of training and support systems without having to wait until each worker had benefited from an in-depth analysis of his or her case. In Italy, it was the relative 'failure' of the Almagora and Alitalia cases that spurred learning in terms of reinforcing needs assessments and workers' profiling at an early stage. In Finland, experience underlined the importance in involving the companies laying off workers in both the design and implementation of a case, as it was found to enhance effectiveness.

Finally, **some lessons were derived from the implementation of EGF support**. For instance, in Belgium, Ireland and Spain, the importance of physical proximity to beneficiaries, i.e. making support easily accessible to them, was highly valued and (will be) applied in subsequent projects. In Belgium, the way in which NEETs were targeted was adapted over time based on feedback received from the target group on the initial outreach activities being too "playful", and the "failure" of entrepreneurship support in earlier cases was rectified in Caterpillar by hiring a project manager specifically dedicated to this matter. In many cases, the EGF support has positively influenced the way active labour market measures are managed at national level and the partnerships that feed into them (i.e. process effects – see *section 5a on EU added value at case level*).

Lessons learned at EU level (EQ 1.19)

A few **structural issues were uncovered by Member States when it comes to the design of the Fund** at instrument level. In Sweden, the fact that allowances are considered passive support measures (and are thus subject to a ceiling compared to their share of the total budget) was a limiting factor because many training activities are provided free of charge, thus reducing the cost of (re)training courses as such, but not diminishing the need for subsidies to take part in them. In Spain, a possibility to extend the implementation period of 24 months would have been welcome, considering the delays experienced (EGF/2016/004 ES/Comunidad Valenciana automotive, EGF/2017/006 ES/Galicia wearing apparel). However, both of these ultimately are issues linked to national procedures, which is evidenced by the fact that their concerns were not echoed by others.

Other issues mentioned included the need for **more or different data collection**, looking at the bigger picture and including qualitative data rather than relying on re-integration rates alone to judge the effectiveness of the Fund (Belgium, France, Portugal), although German delivery partners were of the opinion that the monitoring and reporting requirements were already too burdensome. In Finland, Germany and Portugal, it was noted that there was insufficient **flexibility in adapting the funded measures during the implementation phase**, although reallocation across measures was in theory possible (see *section 3c on the availability of EGF support to all eligible beneficiaries*). Finally, some suggestions were made to **improve communication activities**, e.g. clarifying what EGF is, what measures and activities the Fund supports and how it supports them, through the dissemination of a communication adapted to different stakeholders - beneficiaries, companies, and training

providers, in addition to the national EGF operators (see section 2i on information and communication activities).

As the implementation of the EGF measures themselves is left up to the Member States, there is a limit to what the Commission can change, beyond the application period and management of the Fund. It is clear from the proposal for the EGF post-2020 that many of the issues uncovered (e.g. the length of the application process, the co-financing rate, the inclusion of NEETs) have been addressed by the Commission, pointing towards lessons learned from the implementation of the EGF as a whole.

h. Involvement of companies and social partners (EQ 1.20, 1.21)

As already identified in the mid-term evaluation of the EGF 2014-2020, the development of effective partnerships and appropriate delivery mechanisms, strong cooperation between the delivery partners, including social partners, and a coordinated approach to the delivery of EGF assistance were among the factors that explain the success of EGF cases⁸². This was largely confirmed through case research conducted as part of this support study.

The degree of involvement of social partners and companies in the design and provision of coherent support packages varies across Member States and cases, as it is largely based on their regular support systems. The table below outlines examples of how companies and/or social partners are required to be involved in the design and implementation of EGF measures in different Member States.

Table 5. Examples of national structures

Member State	Example
Sweden	<p>The Swedish employment security system is designed to meet structural changes on the labour market, which are regulated by so-called outplacement agreements, and administered by Job Security Councils. The Job Security Councils are financed by the employers and governed by the employers and unions together in a board.</p> <p>Job Security Councils tend to be involved early on in the restructuring negotiations, while the PES comes in as a secondary actor to offer measures in support of the redundant workers, once enrolled at the PES. Instead of doubling up the work of individual case management and mapping of individual needs and competencies, PES could draw on the previous mappings carried out by the Job Security Councils, which improved efficiency⁸³.</p>
Germany	<p>Companies laying off workers are required by law to be involved in the implementation of active labour market measures, which is also true for the EGF. The establishment of a transfer company always includes creating and negotiating a social plan, which is an agreement between the employer and the works council regarding the conditions for the redundant workers. Beyond the formal eligibility criteria, the decision as to whether or not a company is considered for an EGF application in Germany also depends on the level of engagement of the respective company, which is expected to provide a significant contribution to a successful transfer solution (financially and in personnel resources).</p>
Belgium	<p>Legal provisions at federal level provide for an outplacement right/obligation for workers who are victims of mass redundancies, which is normally paid for by the</p>

⁸² Mid-term evaluation of the EGF 2014-2020, page 29.

⁸³ In fact, without the Job Security Councils, it would have been difficult for the EGF to reach beneficiaries, as the PES only gets access to their contact information once they officially register as unemployed.

Member State	Example
	company laying off workers. In addition, the system of reconversion units (applicable in Wallonia only) has to be set up by one of the trade unions.
France	Companies of more than 50 employees are required to deploy a Plan de Sauvegarde de l'Emploi (PSE), which aims at limiting or avoiding layoffs whenever possible. This plan is mandatory when the redundancy procedure affects at least 10 employees over a period of 30 days. The PSE includes a re-employment scheme to ease the redeployment of employees whose redundancy is inevitable. The law does not mandate specific items or actions to be implemented, but the administration controls that the measures taken are proportionate to the economic size of the company. These measures can be financially backed by the EGF.

In general terms, it is clear that the **involvement of former employers positively impacts the effectiveness of EGF cases**. In the case of Volvo in Sweden (EGF/2015/009 SE/Volvo Trucks), for instance, the engagement of the former employer enabled the matching and retraining of some of the workers to new positions within the company. In Finland, for instance, significant funds were made available by Microsoft and Nokia, and subsequent experiences with multi-company cases like EGF/2017/005 FI/Retail and EGF/2015/005 FI/Computer programming showed how important this support was. They found that when companies are involved in implementing EGF measures, it helps provide information to the workplaces and measures for guiding beneficiaries back into the labour market as soon as possible.

This was clear from experiences with cases where the involvement of former employers was more limited. In the retail case (EGF/2017/005 FI/Retail), for instance, although some of the companies laying off workers organised small-scale projects, there generally were insufficient resources allocated to providing the redundant workers with information about the EGF support available to them, and some trainings could not be arranged because they were based on the co-funding of the companies and PES offices. Relatedly, in the case of (EGF/2015/002 DE/Adam Opel) in Germany, only a small part of the workers from Johnson Controls (one of the downstream supplier companies) made use of the offered EGF funded measures because its workers were not part of the transfer company and did not get much information from their employer regarding the possibility of EGF funding, making it difficult to reach them.

The **involvement of social partners is also generally very well received**. In Finland, the role of trade unions (and PES offices and delivery partners) is amplified in sectoral EGF cases where the role of the companies is small to non-existent, for the reasons stated above. In the retail sector case (EGF/2017/005 FI/Retail), for instance, a trade union took part in the mapping of the target group and situation in the sector, providing information about EGF support and the provision of guidance services for the beneficiaries, organising information events for the workers made redundant and advising PES offices on the usage of the EGF measures. In Spain, trade unions were involved as implementing bodies (e.g. EGF/2014/004 ES/Comunidad Valenciana Metal). In the case of the automotive sector in the same region (EGF/2016/004 ES/Comunidad Valenciana automotiva), a change in the rules at local level⁸⁴ resulted in the selection of the local municipality as the implementing

⁸⁴ Orden de Basis 17/2017 (http://www.dogv.gva.es/portal/ficha_disposicion.jsp?L=1&sig=004253%2F2017) laid down new rules for the selection of implementing bodies. The order required a public procurement process to be launched to select an implementing body, while ensuring compliance with competition, transparency, objectivity and equality rules. This resulted in the municipality of Sagunto being awarded a grant to implement the EGF personalised measures. On the one hand this caused significant delays because a new public procurement process needed to be implemented. On the other, it did not allow for a direct award (without public procurement procedure) to social partners to implement EGF measures, as had been done in the past.

body. Although social partners were still involved in the design of measures, their involvement was feeblers, which was regretted by some interviewees because they had good knowledge of workers and companies in the local area, which could be used to a lesser extent in this case.

However, some issues relating to the involvement of companies and social partners were encountered as well. In France, in the case of Air France, which was a politically sensitive case, the layoffs led to several (violent) protests against the management of the voluntary layoff plans. In Spain, in the case of the mining sector (EGF/2017/001 ES/Castilla y León mining of coal), there was division among trade unions – some of them did not support the participation of workers in the EGF measures, and even attended some activities organised by the project to deliberately seek to undermine their impact. In Greece (EGF/2017/003 GR/Attica retail), social partners supported the largest groups of workers made redundant (from companies that shut down entirely), while those made redundant in small numbers from companies that continued to exist were ‘abandoned’ by their companies and trade unions. This attitude generated distrust, reluctance and scepticism among a part of the potential beneficiaries, which did not contribute to a smooth re-integration process.

i. Information and communication activities (EQ 1.24)

As the implementation of EGF cases requires different stakeholders at national, regional and/or local level to work together, it is important that all relevant stakeholders are aware of the Fund and the opportunities it brings about. However, **not all relevant stakeholders are aware of the EGF and its potential benefits**. From the survey to Member States who did not apply, it became apparent that the general level of knowledge across these 13 Member States is quite low – it is only known ‘to a great extent’ by public authorities at regional or local level in three countries⁸⁵, while the estimated level of knowledge among workers made redundant, workers threatened by redundancy, self-employed persons who ceased their activities and NEETs is very low⁸⁶. Workers’ organisations, trade unions, NGOs, and organisations providing training services were generally considered to have some level of awareness of the EGF. As explained by one EGF contact person, EGF beneficiaries become aware the support they received is co-financed by the EGF only during or after implementation, because in the initial stages (i.e. before formal approval from the Budgetary Authority), the measures are implemented using national funds and there is little visibility of the EGF. In countries that did have EGF cases during the 2014-2020 period, this issue exists to some extent as well – as reported in the public consultation, workers’ organisations in Germany, Finland, Belgium and Spain were generally aware of the EGF, but workers were not.

The latter is apparent from the survey to EGF beneficiaries as well. A total of 146 of those who responded to the survey indicated that they had ‘never heard of the EGF’, although 105 of them had previously worked for one or more of the companies that were the subject of EGF cases. This does not mean that they all necessarily fell into the bracket of eligible workers, but it is possible that some of them did, especially considering the finding of the mid-term evaluation that some beneficiaries were not aware they received support through the EGF.

⁸⁵ Cyprus, Latvia, Poland.

⁸⁶ Across the 13 Member States that replied, it was indicated that these stakeholders were aware of the EGF only ‘to a limited extent’ or ‘not at all’ in 7 cases (NEETs) or 9 cases (workers made redundant, self-employed persons, workers threatened by redundancy).

Information and communication activities at Member State level (EQ 1.24)

It is **up to the Member States to provide the information about the EGF and the actions it co-finances**, ensuring that the contribution from the EGF is visible and highlighted in the community⁸⁷. It is also up to the Member State to choose among the communication actions possible those that are suitable in accordance with national particularities, but this is not done to the same degree in all cases. In fact, the implementation costs budgeted for information and publicity activities were consistently not met; in 12 out of the 45 cases for which a final report is available, no budget was spent on communication activities despite it being budgeted for. In only three cases, the amount budgeted was spent as planned, and in three others the budget was exceeded.

However, these numbers are not entirely reflective of reality as in some cases implementation costs were absorbed by the Member States outside of the EGF framework, or costs were simply lower than expected. In Estonia, for instance, the final report does not report on any costs associated with information and publicity, yet considerable efforts were made by the PES and implementing partners to provide information and raise knowledge of the possibility to participate in the EGF measures, including sharing information in local and national media channels, information events at the PES offices, local education institutions and in companies undertaking redundancies, targeted e-mail notifications and individual contacts through PES consultants.

As already mentioned above (see *section 2h on the involvement of companies and social partners*), the involvement of social partners and companies in the design and implementation of EGF measures was helpful in terms of reaching (potential) beneficiaries, as their contact details are otherwise not known (e.g. because they need to register as unemployed first). In Finland, for the Microsoft cases (EGF/2016/001 FI/Microsoft 1 and EGF/2017/002 FI/Microsoft 2), for instance, an online portal (“Polku Portal”) was established by the company to communicate information about recruitment events and vacancies. In cases where the company was less involved, social partners bridged the gap between the PES and workers. In Sweden, a contact centre was established at the Volvo Trucks plant where a majority of the target group had previously been working. The centre served as an entry point for the workers to the project, and was opened before the EGF application was submitted, in order to reach the target group early on after the redundancies were announced.

From the perspective of beneficiaries, little feedback on the usefulness and effectiveness of communication activities was collected, although evidence from the lack of awareness points to scope for improvement. In Portugal, for example, it was noted that communication and dissemination of the EGF could be improved, in order to make clearer the type of measures and financing covered by the Fund. Although all beneficiaries consulted participated in meetings where a formal presentation of the EGF was made, they considered that it would have been beneficial to have other information materials, with less technical and more accessible language to facilitate a better understanding. In Germany, the beneficiaries interviewed were all aware that (some of) the support they received was funded by the EGF, though this may be the result of self-selection bias among those that voluntarily took part in the survey and interviews. In the Netherlands (EGF/2016/005 NL/Drenthe Overijssel Retail), one of the four interviewed beneficiaries did not take the first letter announcing the EGF support seriously because it reportedly looked unprofessional, but was later invited again via phone and then took up the offer.

⁸⁷ Article 12(1) of the EGF Regulation stipulates that “The applicant Member State shall provide information on and publicise the funded actions. Such information shall be addressed to the targeted beneficiaries, local and regional authorities, social partners, the media and the general public. It shall highlight the role of the Union and ensure that the contribution from the EGF is visible.”

Information and communication activities at EU level (EQ 1.24)

EGF Networking Seminars are held biannually in order to provide a platform for EGF national contact persons and representatives from organisations that deliver EGF measures or similar support to unemployed persons in Member States to meet and discuss issues of common interest. Views on their usefulness and effectiveness, however, were mixed.

The majority of Member States consulted were of the opinion that the **networking seminars had been useful**, as they allowed for knowledge sharing, and cross-fertilisation of new ideas and experiences. The seminars were said to organise opportunities for meaningful comparison of the use of the EGF amongst Member States, and have facilitated access to the Fund and the implementation of cases, notably for Member States with less experience with the Fund. **Nevertheless, there was scope to do more** in this respect. For instance, it was noted that communication was generally top-down during the seminars, and (bilateral) discussions between EGF authorities would be beneficial for the sake of cross-fertilisation on a European scale. Concretely, one interviewed Member State contact person suggested that it would be good to further exploit communication tools in the future, for instance through a platform where all this information is stored and where contact persons can exchange their views, key learning points and relevant contact details⁸⁸. The respondent reported that it was difficult to find the necessary information without going through the Commission and its staff. Another Member State contact person highlighted that it could be beneficial to organise more Webinars instead of face-to-face seminars, with a view to the events being more focused on specific themes, shorter in time, and reaching more people.

The Commission is also responsible for maintaining and regularly updating a website with information on the EGF, guidance on the submission of applications, as well as information on accepted and rejected applications and on the role of the European Parliament and the Council in the budgetary procedure⁸⁹. This website⁹⁰ is available in all EU languages, and provides information on how to apply, as well as key facts and figures about previous EGF applications. The website is regularly updated with relevant information. By means of example, the most recent EGF case, EGF/2020/001 ES/Galicia shipbuilding ancillary sectors, was approved by the Budgetary Authority on 20th October 2020. This date has been added to the website, but a link to the official Decision was not yet made public (as at 10th December 2020).

When it comes to communication on the EGF to external audiences, the Fund seems to have had limited reach. As explained above, there was a considerable lack of awareness of the Fund among different stakeholders, especially workers and their representative organisations. As stated by an interviewee in Germany, the EU needs more marketing and publicity if it wants to get an acknowledgement for the investments it is making with the EGF. That being said, **the fact that the EU has been involved, especially in politically salient cases, has shown solidarity** and in some cases increased the sense of belonging to the EU. The case of Caterpillar (EGF/2017/010 BE/Caterpillar 2), for instance, received rapid support from former Commissioner Marianne Thyssen who, before the Belgian State took a position, recommended that the EGF be asked to intervene. Such political input coming from the European authorities promoting the use of EGF was considered an undeniable asset. In the case of Air France (EGF/2017/009 FR/Air France), interviewees rejoiced in the knowledge that Europe was on their side to face their past, present and future economic and social challenges. In the case of Volvo (EGF/2015/009 SE/Volvo Trucks), the

⁸⁸ The interviewee suggested "Facebook groups, or something similar". She explained that in her unit, they were reviewing an application and looking for potential measures to implement based on past experiences in other Member States. As such, the interviewee would find it useful to have a sort of repository where this information can be found without having to go through the Commission.

⁸⁹ Article 12(2) of the EGF Regulation.

⁹⁰ <https://ec.europa.eu/social/main.jsp?catId=326&langId=en>

EGF support strengthened the feeling of being part of Europe in Umeå, a city in the north of Sweden where not everyone naturally feels connected to the Union.

j. Overall impact of the EGF (EQ 1.23)

Overall, it is difficult to draw robust conclusions about the impact of the EGF, especially at case level where its implementation and results depend heavily on the specificities of the labour market and the target group, and because the results are not monitored and reported on in an accurate and comparable way. Nevertheless, **evidence collected points to a clear positive impact.**

The EGF has been successful in providing targeted emergency support taking into account the personal, economic and geographic needs of dismissed workers, while ensuring enough flexibility for the support to be integrated into national systems of the Member States, including through highly individualised and tailored support measures. A significant number of beneficiaries have been re-integrated into the labour market because of the EGF, and even those who were not, likely gained new skills, qualifications, or social networks. What is more, lessons learned from the design and implementation have been perpetuated at national and regional level with a view to improving the support to workers in the future. The Fund has shown solidarity towards workers and NEETs alike, and supported their long-term, sustainable re-employment.

Although not all cases had primarily positive outcomes, it was argued by an interviewed contact person in a Member State that applied for funding during the previous period, and made apparent through cases in Italy, for instance, that in cases where it did not, the EGF perhaps was not the right tool to use for that case, at that time.

3. Efficiency of the EGF

Our assessment of the efficiency of the EGF considers whether the costs associated with the implementation of the Fund were justified considering the results of the EGF (defined as the rate of re-integration of beneficiaries), and whether there are any inefficiencies or unnecessary burdens at case or instrument level that should be addressed to improve the Fund's efficiency in the future. An assessment is provided at the level of cases, Member States, and sectors.

Efficiency of the EGF – summary of findings

In general terms, **EGF cases tend not to use up all the resources** allocated to them. This is in part because Member States tend to overestimate budgets to reduce the risk of overspending, and because there are many unknowns at the time of application (e.g. on the interests and wishes of workers/NEETs). However, underspending also results from a lower level of participation in EGF measures than expected, caused either by personal factors, or simply by delays in the implementation of the measures, due to the slow approval process at EU level or administrative barriers at national/regional level. The degree to which the planned resources are used up (the 'absorption rate') of an EGF case is thus not necessarily an indicator for success.

As for the costs incurred, there are many influencing factors. For instance, costs for training courses are higher if they concern a very specialised training for a small group of beneficiaries. Similarly, guidance and career advice are less expensive in countries with lower labour costs, and are likely to be more efficient when the pool of beneficiaries has a more homogeneous background.

There are **no clear trends in cost-efficiency** (resources spent for each worker/NEET assisted) across Member States or economic sectors. On average, the cost per beneficiary helped amounted to EUR 2,262, though at the level of individual cases this amount varied from a high of

EUR 6,556 in the case of Ericsson, to a low of EUR 127 in the case of Alitalia. In 80% of the EGF cases, the actual resources spent per beneficiary assisted were lower than envisaged, meaning those cases were more cost-efficient than expected.

Similarly, there are **no clear trends in cost-effectiveness** (resources spent for each worker/NEET *re-integrated* into the labour market), neither at the level of Member States nor at sectoral level. Here, too, the average cost per beneficiary re-integrated fluctuate considerably due to specificities at case level. However, in the long term, i.e. based on re-integration rates of beneficiaries 18 months after the end of the implementation of EGF measures, the **cost-effectiveness of the EGF improved** in relation to the short term (6 months after the end of the measures), in 68% of the cases.

The **efficiency of the EGF overall is hindered by the slow decision-making procedure at EU level**. Aside from the assessment of an EGF application for conformity to the EGF rules and criteria carried out by the Commission, the European Parliament and the Council need to formally approve an EGF application before the payment can be made. This process has caused considerable delays, with the approval of the European Parliament and Council taking on average 63 days (9 weeks), while the envisaged timeframe is 6 weeks. This does not only cause delays in implementation that hinder the effectiveness of EGF cases, but also acts as a barrier to certain Member States to applying for EGF support.

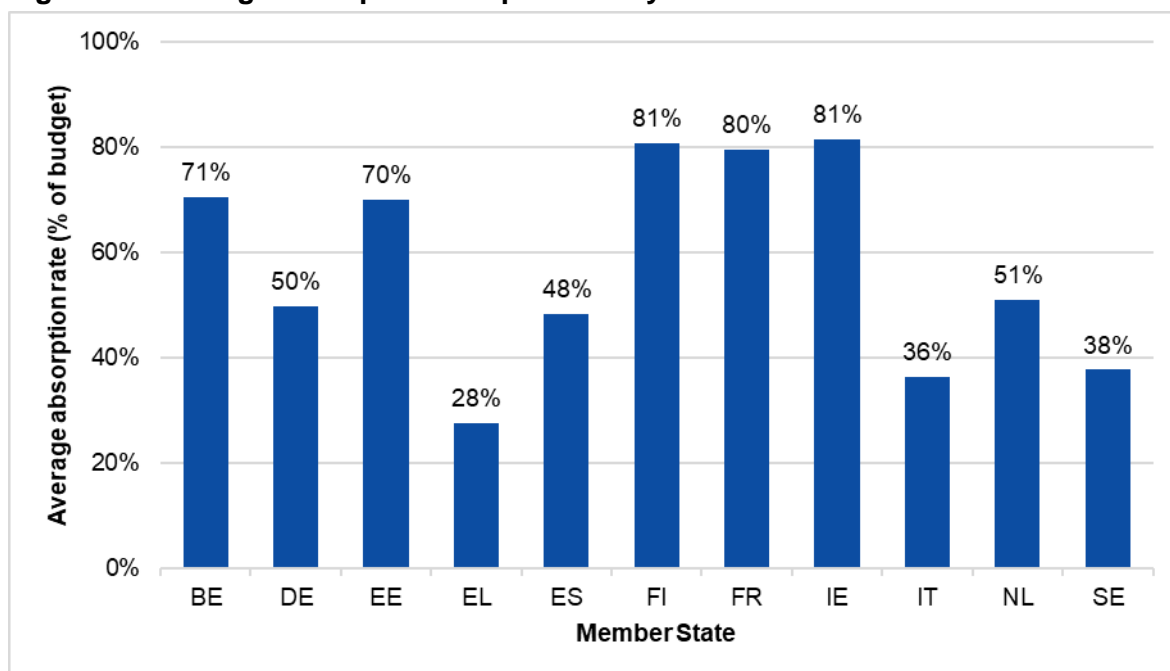
a. Absorption rates of the EGF funding support (EQ 2.4)

The absorption rate of the EGF varies significantly between Member States, sectors and cases. The evidence collected did not point to any trends, but rather suggests that the reasons for differences in absorption rates are largely case-specific and not necessarily indicative of good or bad case implementation. Reasons for discrepancies include an overestimation of budgets by the Member States and the inclusion of high safety margins due to a lack of accurate information on the profiles and needs of potential beneficiaries during the planning stages; an overestimation of interested beneficiaries or unforeseen changes (e.g. workers finding a new job on their own, especially when there are delays in implementation); and more available funding at Member State level than initially expected.

Absorption rates at Member State level (EQ 2.4)

Based on available case level data from cases that have been completed during the 2014-2020 period (i.e. based on the 46 final reports submitted), the **average absorption rate of EGF cases was only 58%**, with the lowest observed rate being approximately 2%⁹¹ and the highest 100%. The average absorption rate per country was the highest in Finland (81%), Ireland (81%) and France (80%), and the lowest in Greece (28%), Italy (36%) and Sweden (38%).

⁹¹ The absorption rate in this case (EGF/2015/004 IT/Alitalia) was 1.66%. This is a clear outlier, as the second lowest absorption rate was 20.21%. The absorption rate was this low because of the 1,200 dismissed workers, only 184 signed up to take part in the active labour market measures offered by the EGF. However, almost half of them (90 out of 184) were directly re-employed by Alitalia SAI Spa, and this measure did not benefit from EGF funding. Many others found a new job on their own because they were highly skilled, and benefited from special short-term work schemes that were quite generous, which limited workers' interest in participating in the measures offered with the help of the EGF.

Figure 15. Average absorption rate per country⁹²

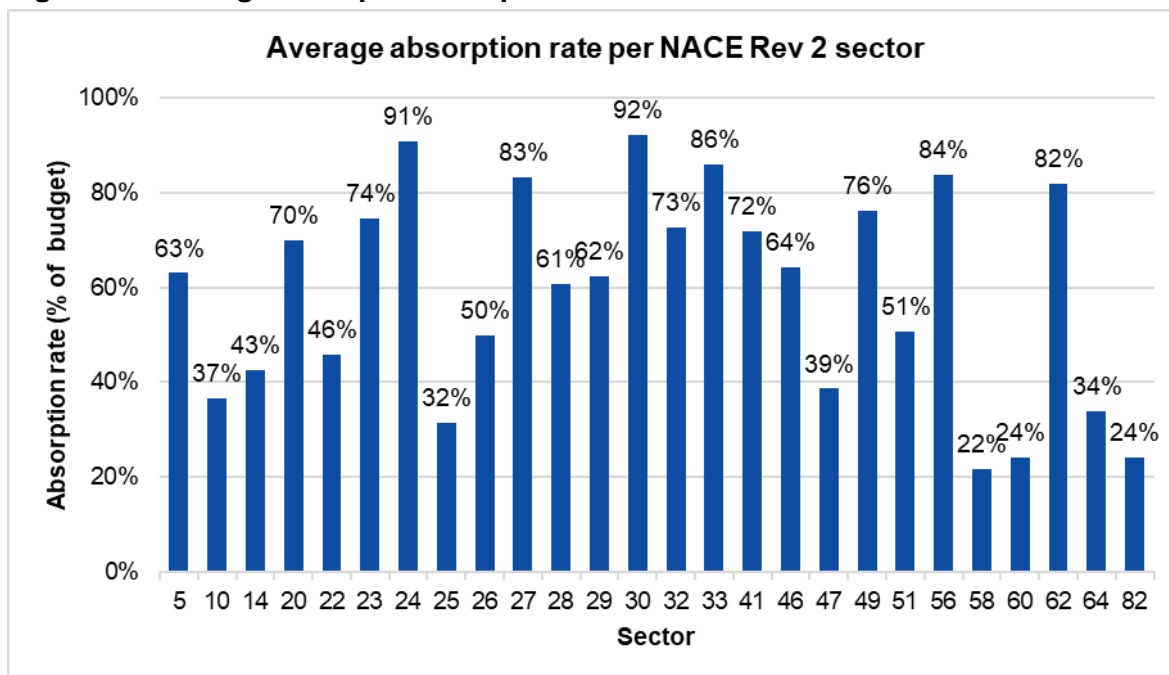
Source: EGF database and individual case final reports

Within countries, across different cases, there were **significant differences in absorption rates**. In Greece, for example, absorption rates were consistently low, ranging from 20% (EGF/2017/003 GR/Attica retail) to 36% (EGF/2014/013 GR/Odyssefs Fokas), which coincide with considerable delays in case implementation due to bureaucratic barriers. In Italy, the absorption rates were extremely low in one case (2% - EGF/2015/004 IT/Alitalia) and relatively high in another (83% - EGF/2014/010 IT/Whirlpool), due to the situation of the labour market and the backgrounds of the EGF beneficiaries. In Sweden, absorption rates ranged between 62% (EGF/2015/009 SE/Volvo Trucks) and 14% (EGF/2017/007 SE/Ericsson 2). In the latter case, the low absorption rate was the result of the labour market being stronger than expected, and compared to the targeted 900 beneficiaries, only 80 ended up actually taking part in EGF measures. These examples show that **a low absorption rate does not necessarily imply bad management by the case coordinators**, but may in fact point to a higher re-employment rate of the redundant workers.

Absorption rates at sectoral level (EQ 2.4)

When looking at absorption rates across different sectors of the 46 cases for which a final report had been submitted, there were also clear differences, with the lowest absorption rate being 22% in the publishing activities sector (division 58) to 92% in the manufacture of other transport equipment (division 30). However, the former is based on two cases that both took place in Greece which traditionally has a low absorption rate across cases, implying that it may not have anything to do with the sector. There does not seem to be a causal link between absorption rates of EGF cases and the sector in which they take place.

⁹² The graph only takes into account the 46 cases which have been completed and for which a final report was submitted by 7th December 2020. For that reason, Portugal has been excluded, because no final report has been submitted yet.

Figure 16. Average absorption rate per sector⁹³

Source: EGF database and individual case final reports

The **absorption rates also varied significantly between different measures and activities**. In some cases, none of the planned budget was actually spent on that measure or activity (i.e. an absorption rate of 0%), and in other cases it was far over 100%. In Ireland, for instance, the average absorption rate for measures under category 1 (individual case management) was 277%, indicating that more resources were spent than initially foreseen. In contrast, the absorption rates for categories 2 (training and retraining) and 7 (promotion of entrepreneurship) were comparatively lower. The general trend across Member States was a higher absorption rate (often overspending) for individual case management compared to underspending on employment and recruitment incentives, supported re-employment and rehabilitation and direct job creation, although there were outliers in each case (see also *section 2b on the use of the EGF by beneficiaries*).

b. Cost-efficiency of the EGF (EQ 2.1, 2.2, 2.3)

Cost-efficiency considers the degree to which the costs incurred are proportionate to the outputs (i.e. the number of beneficiaries helped). **No concrete conclusions could be drawn on the degree to which the results per beneficiary were cost-efficient**, because the resources spent per case, and the number of beneficiaries helped as a result, differed considerably across cases, sectors and Member States. The lack of an adequate benchmark, and the considerable differences in terms of e.g. costs associated with procurement in one Member State or the cost of a specific training course tailored to very specific needs made the cost-efficiency of the Fund difficult to judge.

Cost-efficiency at case level (EQ 2.1, 2.2, 2.3)

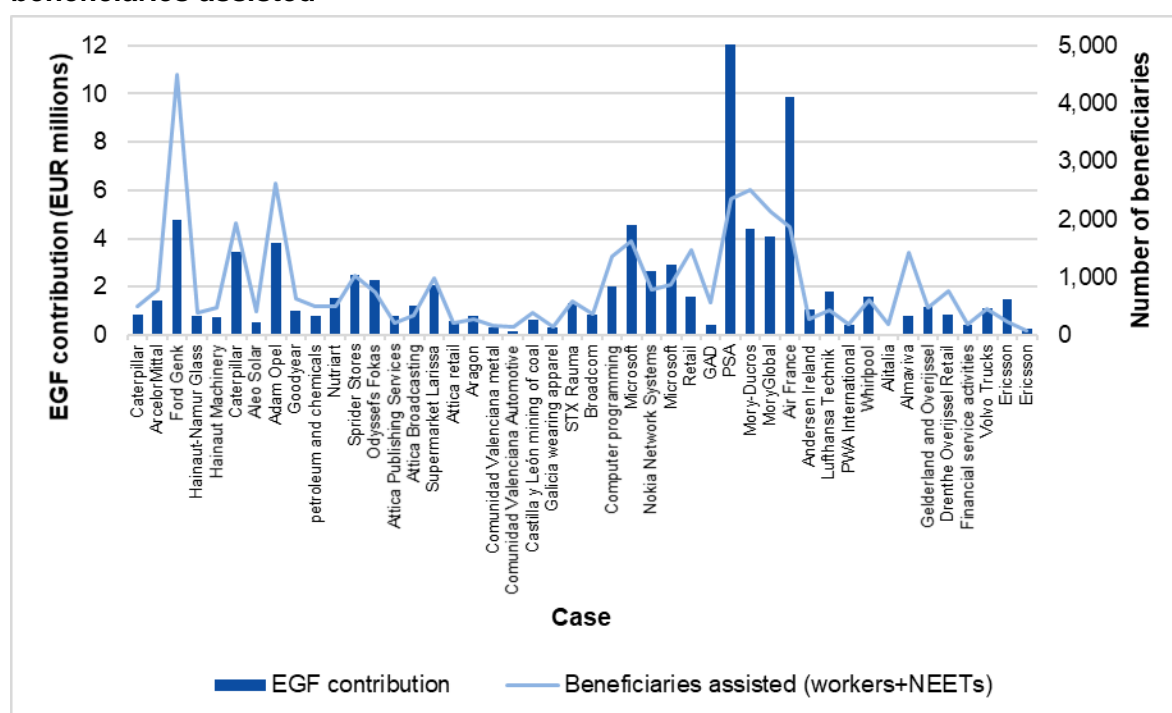
In total, during the 2014-2020 period, the EU allocated EUR 157,353,714 in EGF funds to the 49 cases across 12 Member States. Based on the information available at the time of

⁹³ The graph only takes into account the 46 cases which have been completed and for which a final report was submitted by 7th December 2020.

writing, i.e. for the 46 EGF cases for which a final report had been submitted to the Commission⁹⁴, the total share of EGF funding spent amounted to EUR 89,579,381, compared to the EUR 148,334,931 allocated to those cases in total.

This amounted to an average cost of EUR 1,947,378 per case implemented to date. In total, this investment had assisted 39,596 beneficiaries (37,071 workers and 2,524 NEETs)⁹⁵. On average, therefore, the EGF contribution per beneficiary assisted amounted to EUR 2,262. Figure 17 depicts, for all 46 EGF cases for which final reports had been submitted, the resources spent by the Commission compared to the number of beneficiaries (workers + NEETs) assisted.

Figure 17. Relationship between EGF allocation (EU share, 60% of total) and beneficiaries assisted⁹⁶



Source: EGF database and individual case final reports

It is clear from the graph above that there are **large discrepancies across cases in terms of the number of beneficiaries assisted compared to the resources spent**. Considering the specificities of each case, comparing results across cases is not useful. What is noteworthy, is that in the majority of cases for which the final report was already available (32 of 46 cases), the actual cost per worker was lower than initially planned. When comparing the percentage change in the actual EGF funds spent *versus* the EGF funds allocated, to the percentage change in persons reached *versus* persons targeted, the large majority of cases was more cost-efficient than initially planned. In other words, in 39 out of 46 cases (80%), each euro of EGF funds helped more people than planned in the initial budget.

⁹⁴ This includes all 49 2014-2020 EGF cases, except for applications sent since 2018, i.e. EGF/2018/001 NL/Financial service activities, EGF/2018/002 PT/Norte Centro Lisboa wearing apparel, EGF/2018/003 GR/Atica Publishing Activities and EGF/2020/001 ES/Galicia shipbuilding ancillary sectors.

⁹⁵ As above, this figure includes the 46 cases for which a final report had been submitted to the Commission by 7th December 2020.

⁹⁶ As above, this figure includes the 46 cases for which a final report had been submitted to the Commission by 7th December 2020.

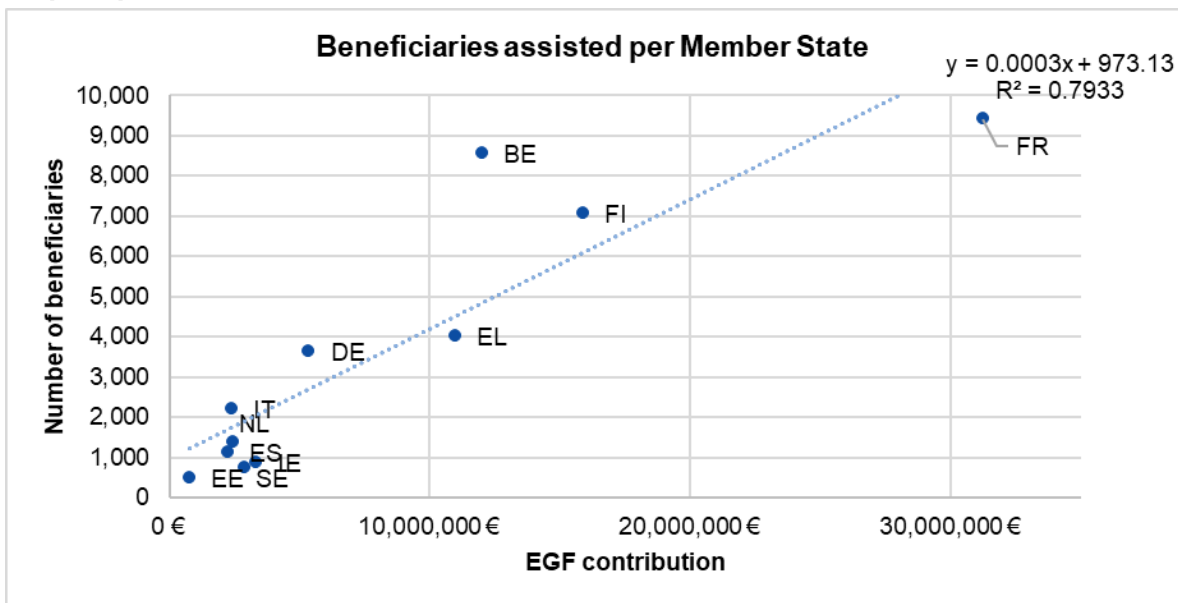
The degree to which these costs were justified at case level, and the extent to which the same results could have been achieved with fewer resources and/or in a shorter period of time is assessed in more detail in *sections 3c on cost-effectiveness* and *3d on scope for efficiency gains* below.

Cost-efficiency at Member State level (EQ 2.1, 2.2, 2.3)

When looking at the total EGF allocation per Member State compared to the number of beneficiaries assisted, the general trend is that in **countries that received more EGF funding, more beneficiaries were assisted**. This makes sense as a higher number of beneficiaries requires more financial resources. It does not mean, however, that the implementation of EGF cases was always equally divided. When looking at the average spend per beneficiary assisted, Sweden had the highest share (EUR 3,818), followed by Ireland (EUR 3,771) and France (EUR 3,317) respectively. On the lower end are Italy (EUR 1,088), Belgium (EUR 1,290) and Germany (EUR 1,434).

Figure 18 below shows the relationship between total EGF contributions per Member State, and the number of beneficiaries assisted in that Member State. The relationship between the EGF contributions and the number of beneficiaries assisted is not statistically significant, meaning that there is no robust link between the resources spent and outputs at the level of Member States.

Figure 18. Relationship between total EGF contributions and number of beneficiaries helped, per Member State⁹⁷



Source: EGF database and individual case final reports

A higher cost per beneficiary helped is not only affected by the cost of the measures provided, but also of the number of beneficiaries that were helped. Thus, as previously suggested by the Commission in its 2017 and 2019 biennial reports on the EGF, differences in cost-efficiency are the result of a range of factors, including the severity of the lay-offs, the situation of the labour market in question, the individual circumstances of the targeted

⁹⁷ The number of beneficiaries helped in this graph is based on the results presented in the final reports (6 months after the end of the implementation period). It thus covers the 43 cases for which a final report was submitted to the Commission before 10th July 2020.

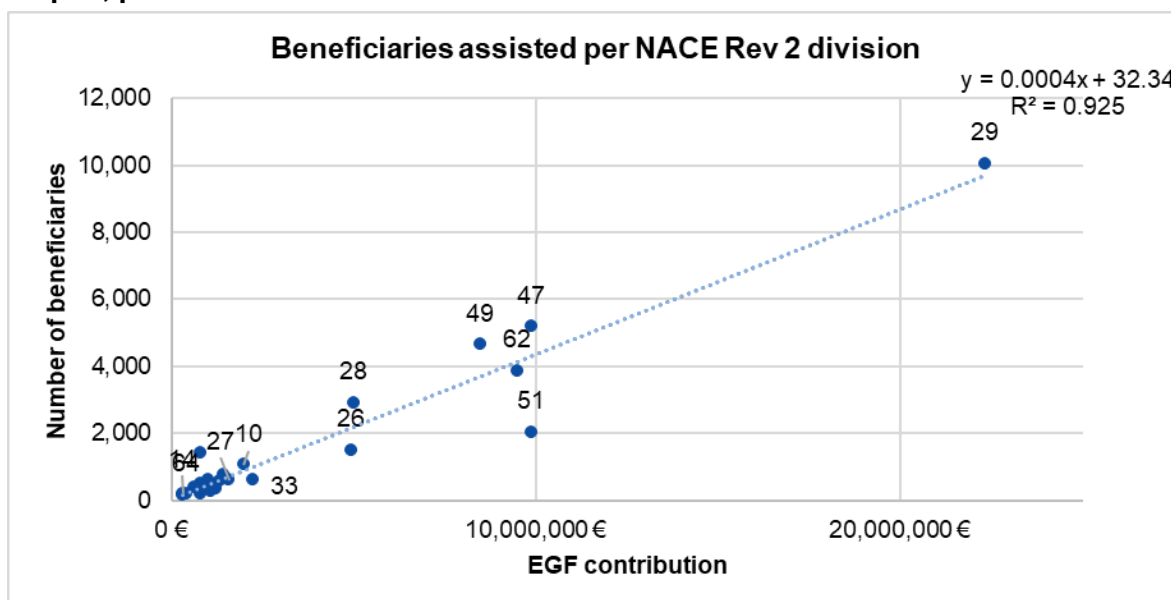
beneficiaries, alternative measures already provided by the Member State and the cost of providing the services in the Member State or region concerned.

Cost-efficiency at sectoral level (EQ 2.1, 2.2, 2.3)

At sectoral level, the relationship between funds spent and the number of beneficiaries helped is stronger. The **average cost per beneficiary at sectoral level varies considerably**, with the clear outliers being the air transport sector (division 51) with an average cost of EUR 4,833 per beneficiary⁹⁸, and the call centre sector (division 82) with an average cost of EUR 571 per beneficiary.

Figure 19 shows the total EGF expenditure per sector, compared with the number of beneficiaries assisted in EGF cases in those sectors. Here, too, the relationship is not statistically significant, implying that there is no robust link between the resources spent and the beneficiaries assisted at sectoral level.

Figure 19. Relationship between total EGF contributions and number of beneficiaries helped, per sector⁹⁹



Source: EGF database and individual case final reports

The reasons for these discrepancies are related to the specificities of the labour market, the skills of beneficiaries and how easy or difficult it was for them to be re-employed after their participation in EGF measures. In the case of Galicia wearing apparel (EGF/2017/007 ES/Galicia wearing apparel), for instance, an implementing partner noted that the training courses offered were of low cost because the targeted workers were lower-skilled, and would have been higher if they had been more skilled. In Finland, where most EGF cases concerned the software sector, an interviewee noted that trainings in the IT field tend to be more expensive than more general training courses.

⁹⁸ It should be noted that of the two cases in this sector, one barely spent any of the allocated funds (only 1.6%) for an average cost of EUR 127.37 per beneficiary, while the other spent almost all of the allocated resources (99.5%) for an average cost of EUR 5,299.51 per beneficiary. Therefore, we cannot speak of a correlation between the cost per beneficiary helped and the sector.

⁹⁹ The number of beneficiaries helped in this graph is based on the results presented in the final reports (6 months after the end of the implementation period). It thus covers the 46 cases for which a final report was submitted to the Commission before 7th December 2020.

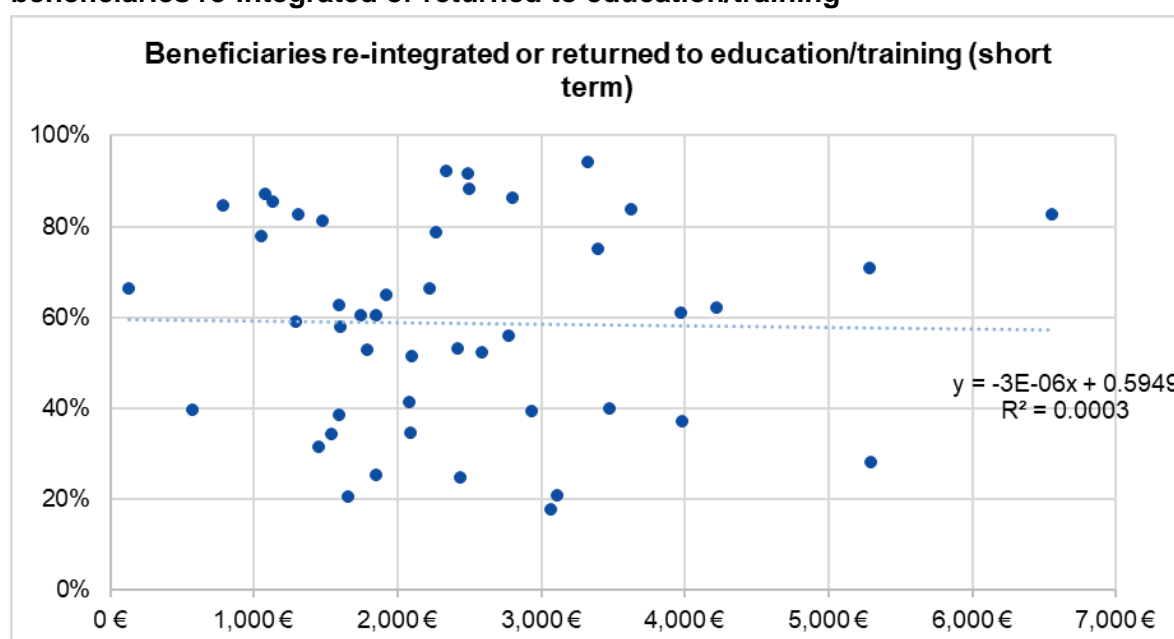
c. Cost-effectiveness of the EGF (EQ 2.1, 2.3)

Cost-effectiveness looks at the relationship between costs and results, i.e. the number of beneficiaries re-integrated. As above, no conclusions can be drawn on the degree to which the benefits of the EGF at case level (in terms of re-integration rates of the beneficiaries helped) outweigh the costs incurred.

Cost-effectiveness in the short term (EQ 2.1, 2.3)

Across all 46 cases for which results were available (i.e. the final report had been submitted), there was **no clear or consistent trend with regards to the average amount spent per beneficiary** (workers + NEETs) and the percentage of the total beneficiaries that were re-integrated (as dependent employees or self-employed) or returned to education or training (see Figure 20).

Figure 20. Relationship between average cost per beneficiary and rate of beneficiaries re-integrated or returned to education/training¹⁰⁰



Source: EGF database supplemented with numbers from final reports of individual cases

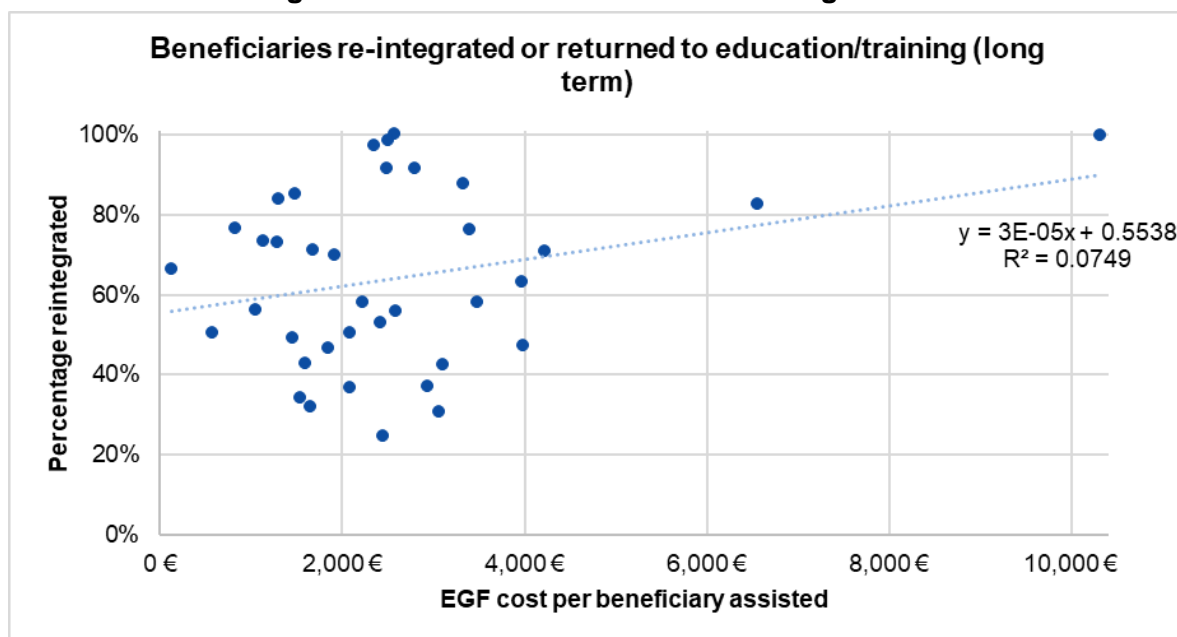
Cost-effectiveness in the long term (EQ 2.1, 2.3)

Similarly, there was no clear trend in the results on the long term, based on results from the employment status reports that are submitted 12 months after the final report¹⁰¹ (see Figure 21). In 13 (out of 36) cases, the average cost per beneficiary had gone down over time, because a larger number of beneficiaries re-integrated or returned to education/training. In 15 other cases, the average cost per beneficiary actually increased, pointing to a smaller rate of re-integration or return to education/training. Interestingly, in all three Belgian cases for which an employment status report had been validated, the number of beneficiaries helped (and therefore the average cost per beneficiary) remained the same.

¹⁰⁰ This figure is based on the 45 EGF cases for which final reports had been submitted by 16th October 2020.

¹⁰¹ However, these reports are not always accurate because Member States struggle to keep in touch with former beneficiaries. The numbers should therefore be interpreted with caution.

Figure 21. Relationship between average cost per beneficiary and ratio of beneficiaries re-integrated or returned to education/training¹⁰²



Source: EGF database supplemented with numbers from employment status reports of individual cases

Naturally, the costs incurred as well as the number of beneficiaries that were reintegrated into the labour market or returned to education/training depend on many factors, such as the situation of the sectoral/regional/national labour market; the specific skills, background, age and motivation of the beneficiaries; other sources of funding available to workers made redundant; costs of living and trainings in the local/regional/national context of each case, and so on. The **numbers are not necessarily related to the way a case is implemented**, and the circumstances can be so case-specific or country-specific that no generalisations or real comparisons can be made on the basis of the above.

It is worth noting that **cost savings were encountered** in some cases, resulting from the networks and processes established (notably as a result of prior EGF cases), such as in Belgium and Finland, from cooperation in the outreach and profiling of beneficiaries in Sweden, or from the joint procurement of trainings across different regions in Finland, to avoid double work. It was acknowledged, for instance in the computer programming case in Finland (EGF/2015/005 FI/Computer programming), that the costs of EGF services were more expensive than the mainstream services available nationally due to the extent to which they were personalised to the needs of the workers, but that the EGF measures were more effective in terms of re-employment and/or (re)direction to education, thus making the costs worthwhile considering the outputs achieved.

d. Scope for efficiency gains (EQ 2.2)

According to most of the national authorities that responded to the public consultation (10 out of 16), the results achieved by the EGF could not have been achieved at a lower cost¹⁰³. Nevertheless, evidence from the case studies suggests that there is room for efficiency gains. The **main inefficiencies encountered are related to processes or procedures at national and/or regional level** (see section 2c on decision-making processes at national

¹⁰² This figure is based on the 37 cases for which an employment status report has been submitted to the Commission by 7th December 2020.

¹⁰³ Those who did not hold this view had no opinion or information on the matter, so none of the respondents believe the same results *could* have been achieved with fewer resources.

level above). For instance, problems with the procurement of training courses were encountered in Sweden, and partnerships were established with some delays in Spain.

However, some complaints were also voiced about **inefficiencies related to the design of the Fund and mechanisms at EU level**. For instance, the length, and to some extent complexity, of the application process was considered a hindrance that went against the emergency nature of the Fund (see *section 3e on the efficiency of the application process* below). As reported by public authorities in the public consultation, for instance, the duration of the approval process should be made more flexible to react to unforeseen mass redundancies.

Two Member States also considered the monitoring and reporting requirements too burdensome. In the case of Goodyear (EGF/2017/008 DE/Goodyear), several interviewees estimated the share of management and administrative costs as relatively high compared to the eventual outcomes for the beneficiaries, especially the effort and expenses needed for the EGF application and public funding procedures, as well as for the auditing and reporting. In France, the complaint related to high audit requirements which were said to be complicated given the difficulties in maintaining contact information of beneficiaries after the end of the measures.

e. Efficiency of the application process (EQ 2.5)

The EGF application process is considered lengthy and complex, although efficiency improves the more applications a Member State submits because of lessons learned. There seems to be little scope to reduce the length and complexity of the application process, as approval by the Budgetary Authority is required because the EGF operates outside the MFF.

When the Commission receives an EGF application, it needs to review this application, ask the Member State for clarifications (where necessary), and draw up its proposal to present to the European Parliament and Council (the Budgetary Authority) for formal approval. The Commission has a total of 20 weeks¹⁰⁴ for this process – two weeks to assess the application and ask any questions for clarification, after which the application Member State has six weeks to respond¹⁰⁵, and another 12 weeks for inter-service consultations and preparation of the Commission Proposal to be presented to the Budgetary Authority. The Budgetary Authority then has six weeks to assess and approve the application and request for funding¹⁰⁶.

On average, across the 49 EGF cases approved during the 2014-2020 period, this process from the Member State's application until the formal approval by the Budgetary Authority took 202 days (29 weeks). The shortest total application period was 141 days (20 weeks – EGF/2014/013 GR/Odysefs Fokas) and the longest 254 days (36 weeks – EGF/2017/009 FR/Air France).

On the Commission's side, the 20-week period was exceeded in a total of 9 cases (see dark blue bars in Figure 22 below). However, in most cases this was due to a delay caused by

¹⁰⁴ The 20 weeks usually start from the date of application. However, when an application is submitted in a language that is not covered in-house by the EGF Team, it first needs to be translated. When this is the case, the 20-week assessment period starts from the date of receipt of this official translation, as per Article 8(4) of the EGF Regulation. This can lead to unavoidable delays.

¹⁰⁵ An additional two weeks can be added in case the questions require more time to answer. In such cases, the total time for the Commission assessment process is thus 22 weeks, in accordance with Article 8(3) of the EGF Regulation.

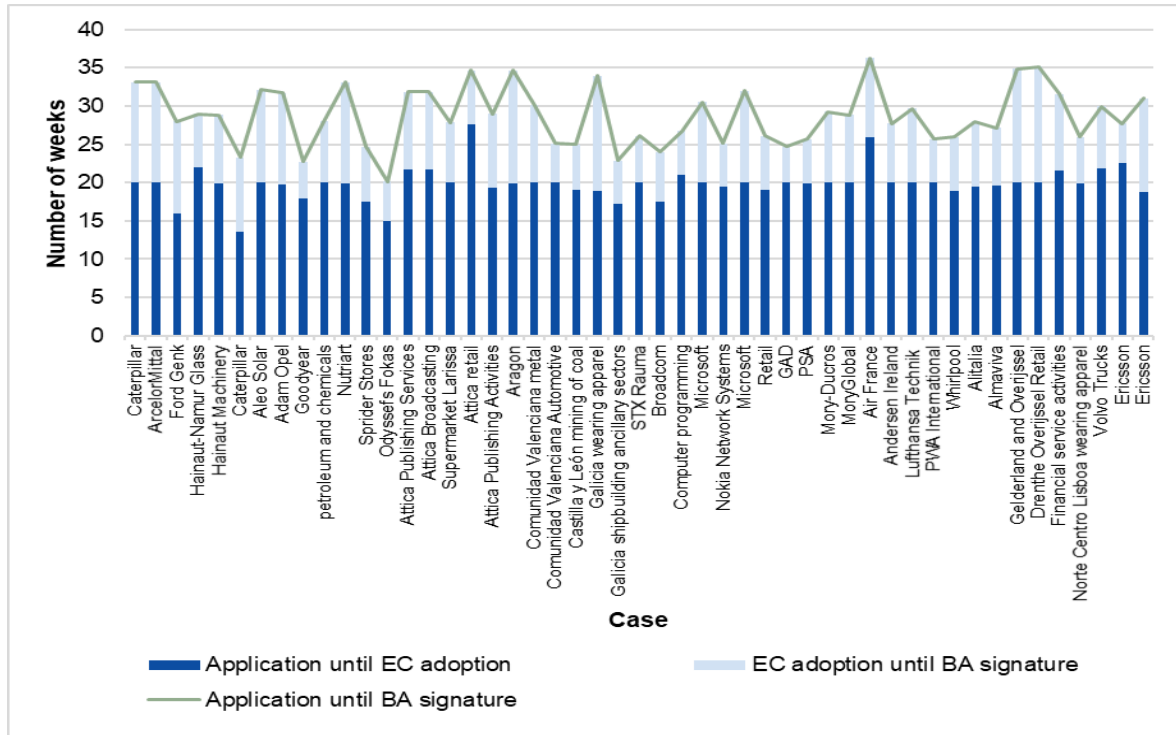
¹⁰⁶ As per Article 15(4) of the EGF Regulation, the European Parliament and the Council (Budgetary Authority) have one month to approve the content of the EGF application. The Budgetary Authority have a concurrent six weeks to approve the financial allocation.

the need for the application to be translated (in which case the date of receipt of translation becomes the date from which the 20-week period starts to count), or because the applicant Member State requested a two-week extension of the deadline to provide additional information. The **Commission's official deadline was only exceeded in one case; EGF/2015/009 SE/Volvo Trucks**. In this case, the Commission was exceptionally unable to comply with its deadline because there was an exceptional shortage of expert staff in the period during which the Commission prepared its proposal¹⁰⁷.

Once the Commission's proposal is ready, it is transmitted to the European Parliament and the Council as soon as possible – usually on the date of adoption, unless that date falls within the parliamentary recess period. The latter was the case for eight proposals during the 2014-2020 period, i.e. for those EGF cases where the Commission assessment period ended during the summer period (July-August) or Christmas period (December). The longest delay caused by such a recess period was 49 days in the case of EGF/2015/002 DE/Adam Opel and EGF/2015/003 BE/Ford Genk, where the Commission's decision was adopted on 14th July 2015, but the proposal was submitted to the Budgetary Authority on 1st September 2015.

The fact that both the European Parliament and the Council have to approve the proposal is time consuming. During the period under review, the Budgetary Authority took an average of 63 days (9 weeks) for the approval process, and **their six-week deadline was met in only 10 of the 48 cases** (see light blue bars in Figure 22 below). Delays were experienced both in the European Parliament (22 cases took longer than 6 weeks) and the Council (18 cases took longer than 6 weeks). This is in part because this process in the Parliament concerns both the Committee on Budgets and the Committee on Employment and Social Affairs. However, as the EGF falls outside of the EU multiannual budget due to its nature as an emergency Fund, it is difficult to further streamline the decision-making process.

¹⁰⁷ Proposal for a Decision of the European Parliament and of the Council on the mobilisation of the European Globalisation Adjustment Fund (application from Sweden – EGF/2015/009 SE/Volvo Trucks), COM(2016) 61 final, page 3.

Figure 22. Time between application and Commission adoption / BA approval

Source: EGF database and Commission Proposals, Commission Implementing Decisions

Member States have **varying perspectives on the appropriateness of the length and complexity of the application and decision-making procedure**. In the survey to Member States who did not apply for EGF support, for instance, five out of 13 indicated the length of the decision-making process to be a reason why they did not apply, while only three indicated this to be a hindering factor “to a limited extent”. Five of them also found the process too burdensome, compared to three who consider this is an issue only to a limited extent, because in theory the measures can be implemented before formal approval using the national share of the budget. Many others, notably those that have never applied for EGF funding before, were unable to answer this question because they do not have experience with the process.

Among the Member States that did have EGF cases during the 2014-2020 period, views were also mixed. In Finland, Germany, Spain and the Netherlands, for instance, the length of the decision-making process at EU level was considered one of the main flaws of the Fund. As explained by interviewees in those countries, the length of the application process hindered taking the first steps to re-employment and providing services in the most favourable time, i.e. at the early stages after the redundancy, which can have an impact on the effectiveness of the support. In Spain, the lack of quick action was said to go against the emergency nature of the Fund (especially in sectoral cases with a 9-month reference period), and had led to distrust, demotivation, and deactivation among potential beneficiaries, especially if high expectations had been generated through publicity, as was the case in EGF/2016/004 ES/Comunidad Valenciana automotive. On the other hand, positive experiences were reported as well. In the case of Ford Genk (EGF/2015/003 BE/Ford Genk), for example, the managing authorities praised the EGF support team at the Commission for being very accessible for questions and available for informal consultation. In the case of Air France (EGF/2017/009 FR/Air France), it was noted that the Fund overall was efficient, easy to request and not too burdensome.

Part of the problem is that **not all Member States begin implementing measures as soon as they have submitted their EGF application**, out of fear of it being rejected. As

explained by an authority in France, for instance, the applicant Member State takes a certain degree of risk by starting the implementation of measures before formal approval is received. Member States that had consistently used their national co-financing to do this at an early stage, e.g. Sweden, reported positively on the experience. Others, e.g. Portugal, acknowledged that pre-financing the measures may not be possible in all Member States and the process might thus benefit from simplification.

In addition, **difficulties experienced with the application process seem to be inversely related to the level of experience of the applicant Member State with the EGF** – the more Member States have experience with the EGF and its application process, the easier and quicker it is for them to apply. For instance, in the case of PWA International (EGF/2015/006 IE/PWA International), which was the third case in Ireland during the 2014-2020 period, it was noted by the managing authorities and case coordinators that the application process had improved over time. They found that the process was well understood in Ireland, and that contingencies had been put in place to facilitate earlier provision of support to dismissed workers than had previously been possible. Interviewees at EU level also agreed that Member States tend to submit better (i.e. more complete, well-reasoned) applications when they have experienced doing so in the past.

4. Coherence of the EGF

The assessment of coherence considers two aspects: coherence of the EGF with other EU funding programmes (particularly the ESF), and coherence of the EGF with other instruments at national level that have similar aims. This includes an assessment of any overlaps or unnecessary duplication, and measures taken to avoid this or to ensure complementarity.

Coherence of the EGF – summary of findings

The **EGF is complementary to the ESF**, which is a Fund that has similar objectives to the EGF (in terms of helping people get jobs). The ESF works with pre-programmed budgets, and provides more *structural* support to workers, unemployed persons, and young persons. The EGF, on the other hand, is mobilised on a case-by-case basis, thus providing support to a *very specific target group* and in *very specific circumstances*. Often, the managing authority for the EGF is the same as for the ESF, which enables synergies through coordination, and thus avoid overlap for those Funds.

There is, however, an **unnecessary overlap between the EGF and the YEI**, which supports NEETs in regions experiencing high levels of youth unemployment. The conditions to support these NEETs are similar (the EGF requires a youth unemployment rate of 20% to support NEETs; the YEI a youth unemployment rate of 25%), meaning that they largely overlap in terms of their target groups. The scope to support NEETs as part of an EGF case is thus slightly broader than the scope of the YEI, but the EGF does not require there to be a direct link between the NEETs targeted and the restructuring event for which EGF support is requested. Thus, the YEI, as a specialised instrument for young persons, is a more appropriate tool to offer this type of support.

Coherence between the EGF and measures with similar objectives in the Member States depends on the social support system in place in that Member State. In general terms, **no inconsistencies were uncovered**. In fact, the EGF often *adds to* the support measures available to workers made redundant in a Member State, for instance by offering new or different measures to those available at national or regional level.

a. Coherence between EGF and other EU programmes (EQ 3.1, 3.3)

Coherence between EGF and ESF (EQ 3.1, 3.3, 3.4, 3.5, 3.6)

In the public consultation, nearly all respondents indicated a **strong external coherence of the EGF with other support measures available at the EU level**. In particular, 15 out of 16 respondents were of the opinion that EGF support complements the measures or activities funded with other EU instruments such as the ESF. At the same time, however, in the survey to Member States that did not apply for EGF funding during the 2014-2020 period, more than half of those who responded agreed to a great extent (8/13) that they **did not apply because the EGF support overlaps with measures or activities funded through other EU instruments in their country**. Four of them had never applied, while four others applied during the previous programming period. Only two Member States indicated that this was 'not at all' a reason why they did not apply. Their responses to open-ended questions further clarified that the ESF is sometimes preferred because it offers a higher co-financing rate than the EGF (see also *section 2a on the use of the EGF by Member States*), because it is easier and faster to mobilise, or because they are more familiar with the ESF and are thus more likely to use ESF funding to help workers made redundant where they can do so.

However, **this does not imply a lack of coherence between the EGF and ESF**. In the EU-level interviews, most stakeholders agree that although the ESF can also be used to fund measures that help workers made redundant re-integrate into the labour market, the EGF is a tailored, specific Fund to target the needs of a very narrow group in very specific circumstances (i.e. emergency situations, rather than structural problems). This is not the case of the ESF, which is broader in its objectives and the people it targets, and is programmed in advance for 7 years for a fixed budget. The Commission acknowledged that some countries may prefer to use the ESF to fund measures that could also be eligible for EGF support if they are able to do so with their ESF appropriations, but for many other countries (especially those with an ESF co-financing rate below 60%), the EGF is a highly appreciated tool to show solidarity to redundant workers based on needs. **The EGF thus complements the ESF** by offering an immediate solution to specific events or shocks, in a more tailored, flexible and intensive manner than the ESF, which aims to promote employment with strategic, long-term goals.

This **complementarity is encouraged** because Member States are required, as part of their application for EGF funding, to describe the mechanisms by which they will ensure that the specific actions receiving a financial contribution from the EGF will not also receive assistance from other financial instruments of the European Union, and explain how the package of measures complements actions funded by other national or EU instruments (particularly the ESF). In practice, this works well because in many Member States, the managing authorities responsible for the ESF are also the ones responsible for the EGF, or they are at least nested within the same ministry. In Finland, Ireland and Germany for instance, the same client register of the PES is used to ensure persons cannot benefit from both the EGF and the ESF (and national measures) at the same time. In Belgium, regular reconversion units are co-financed by the ESF but this support is suspended when a unit benefits from EGF support. According to interviewees at EU and national level, this set-up ensures that the two funds are used in a complementary way without overlaps.

Coherence between EGF and YEI (EQ 3.1, 3.3, 3.4, 3.5, 3.6)

When it comes to coherence between the EGF and the YEI, **no lack of coherence was identified**. The YEI has a very narrow focus (NEETs) and a dedicated budget line as part of the ESF. Its use is limited to specific regions with a youth unemployment rate of 25% or more (based on the latest figures available), which is slightly higher than the 20% threshold

to support NEETs through the EGF, meaning that EGF funds could be used in some situations where the YEI was not applicable¹⁰⁸. As explained in *section 2a on the use of the EGF by Member States*, however, the fact that the YEI exists as a mechanism to specifically target NEETs, and the limited use of the EGF for this purpose during the 2014-2020 period points to **a degree of unnecessary overlap between the programmes**. The EGF support to NEETs does not require any specific link to be made between the redundancies and the NEETs, beyond the region they are living in. As such, it is possible that the NEETs targeted through EGF measures have very different interests than the workers made redundant in the same EGF case, which will hinder the delivery of tailored services.

This was the case in Portugal for instance (EGF/2018/002 PT/Norte Centro Lisboa wearing apparel), where the proposed measures did not effectively address the needs and interests of NEETs because they had no work experience in the wearing apparel sector and showed little motivation to participate in the training activities. In such cases, where NEETs have no educational background or interest in the sector in which the redundancies sparking the application to the EGF took place, they are not directly impacted by the restructuring event. It could thus be argued that they should not at all, or at least to a more limited degree, be targeted through the EGF. As explained by an EU level interviewee, the YEI is a more appropriate tool to target NEETs than the EGF, because this target group has its own needs and challenges, which are different from workers made redundant, and thus better addressed by a specialised mechanism like the YEI.

Coherence between the EGF and other EU programmes (EQ 3.1, 3.4, 3.5, 3.6)

In addition to the ESF and YEI, another example of synergies between the EGF and other EU initiatives was uncovered. **In Finland, synergies were sought with EURES** (part of the EaSI programme) to improve labour mobility. This applied to all EGF cases during the 2014-2020, but notably in Microsoft 2 (EGF/2017/002 FI/Microsoft 2), where there was a lot of work with the EURES¹⁰⁹ network of the PES offices to help the workers made redundant to avoid social exclusion and help them find a job in other countries. Such synergies did not come up in other case studies, but considering the limited labour mobility resulting from the EGF in general (see section 5c on cross-region and cross-border effects), it is likely that this was one of the rare cases in which such synergies were sought.

b. Coherence between EGF and national instruments (EQ 3.2, 3.3, 3.4, 3.5, 3.6)

All EU funding instruments are drafted to be compliant not only with other EU instruments, but also with national rules, by allowing a certain degree of flexibility in the implementation at national level to avoid overlaps or inconsistencies. However, there are so many and such diverse national legislation systems in the EU that it is difficult to imagine how the EGF could fully complement all of them. In general, the **EGF is flexible enough to adapt to be implemented in the national contexts**. Among the national authorities that responded to the public consultation, all (16 out of 16) unanimously agreed that EGF support complemented and added to measures or activities funded by national funds. The conclusion of the mid-term evaluation of the EGF 2014-2020 on this aspect still holds – the

¹⁰⁸ This is true since 2nd August 2018, when an amendment to the EGF Regulation introduced by the Omnibus Regulation entered into force. Prior to that, from 1st January 2014 until 31st December 2017, NEETs could be supported as part of EGF cases in any region eligible for the YEI. None of the EGF cases fall under the new rules, as only one application including NEETs was received after 2nd August 2018, and it was the rejected Carrefour case (EGF/2019/001 BE/Carrefour Belgium), meaning that in practice, none of the EGF cases during the 2014-2020 were subject to this new threshold.

¹⁰⁹ EURES is a cooperation network formed by PES, which aims to facilitate employment mobility among the EU Member States and maintains a database of jobs as a useful means to search and apply for jobs in the EU, EEA and Switzerland.

EGF is well integrated into existing delivery models, or models that have been established for the EGF and operate within the mainstream frameworks¹¹⁰.

Based on the results of the survey to Member States that did not apply, overlap between the EGF and national measures was considered a hindering factor to applying 'to a great extent' by only one respondent, but 'to a certain extent' by eight others. Only two indicated that this was 'not at all' a barrier in their Member State. In an in-depth interview, one of them explained that the EGF is complementary to national instruments, as the national funding and strategies are combined with EGF financial support and packages to implement a case.

In Member States that did have EGF cases during the 2014-2020 period, no inconsistencies were uncovered. On the contrary, **the EGF was widely considered as complementary to national support structures**. In many cases, the EGF adds to what can normally be implemented in a Member State (e.g. through more intensive support because more funds are available, or by making it possible for beneficiaries to choose from a wider array of training courses than those usually offered – see *section 5a on EU added value* for more details). Even in Member States where the support was largely similar to that normally provided through national measures (e.g. in Sweden), there was no unnecessary overlap or duplication of support identified.

In its 2019 biennial report on the EGF, the Commission highlighted the EGF/2015/003 BE/Ford Genk case as a good practice example of the EGF intervention being a part of a wider policy framework aimed at minimising the consequences of mass redundancies in a region¹¹¹. A strategic action plan for the region was prepared whereby the EGF addressed the short-term consequences (employment impact) of the restructuring event, while the national funding supported the long-term actions focusing on improving conditions for economic growth. In Spain, in the case of the mining sector (EGF/2017/001 ES/Castilla y León mining of coal), the EGF was implemented alongside a wider and longer-term Economic Dynamisation Plan for the area, which not only ensured coherence between the activities implemented by other regional and local stakeholders, but was also considered a way to amplify the (sustainability of) results of the EGF.

5. EU added value of the EGF

The assessment of EU added value of the EGF considers whether there have been volume, scope, role and/or process effects¹¹² resulting from EGF support compared to what Member States could have achieved alone, both at the level of individual EGF cases, and at instrument level. It considers whether there have been any cross-region or cross-border effects, and whether there are best practice examples that can be applied to other EGF cases.

EU added value of the EGF – summary of findings

The **EGF has considerable added value** over and above the results that could reasonably be expected from the Member States if there had been no EGF intervention. The way in which the

¹¹⁰ Mid-term evaluation of the EGF, page 76.

¹¹¹ European Commission (2019): Biennial report on the EGF, page 20.

¹¹² Volume effects are related to the extent to which more redundant workers could be supported through EGF than would have been the case if only national (or other EU-funded) measures had been available; scope effects are related to an extension in terms of the persons targeted or the measures offered compared to what would have been the case without the EGF support; role effects are lessons learnt from measures provided with the support of EGF that have been applied elsewhere (e.g. to other EGF cases, in other geographical areas, other sources of funding); and process effects relate to changes in the way in which support is implemented at national level as a result of using EGF (e.g. new partnerships are established).

EGF adds value, and the magnitude of this added value, depend largely on the support systems in place in each Member State. In general terms, however, the EGF adds value in six key ways:

- By making it possible for a *larger number* of workers, self-employed and/or young persons to be helped in finding a (new) job, by increasing the financial envelope available to help those people;
- By providing more intensive, targeted support than national measures, because of the resources required to assess needs and provide individualised support;
- By expanding the group of persons benefiting from active labour market measures – national measures often target only persons that have been unemployed for a long period of time (e.g. six months to a year), while EGF eligibility applies to all of those who lost their jobs;
- By enabling Member States to offer support measures they normally cannot provide, such as training courses for just two or three participants, or financial incentives to start a business;
- By encouraging experimentation with innovative measures that are subsequently mainstreamed at national or regional level; and
- By strengthening or intensifying partnerships between stakeholders (e.g. governmental bodies and workers' organisations or training providers) that continue to exist beyond the EGF project.

The **EGF also adds value compared to other EU instruments** (notably the ESF) because it provides support on a case-by-case basis, when the need for EGF support arises due to a large restructuring event taking place.

a. EU added value at case level (EQ 5.1, 5.3, 5.5)

The previous mid-term evaluation of the EGF, as well as the Commission's 2017 and 2019 biennial reports on the EGF, point to significant added value of the EGF as a whole. The findings of this evaluation confirm this result. The EGF is widely considered as a **source of financial support that adds value compared to what Member States could have achieved** alone through national measures targeted at helping workers made redundant. At case and country level, the extent to which the EGF adds value as an EU mechanism compared to what Member States could achieve alone naturally depends on the country and the specific circumstances of a restructuring case. In countries with larger volumes of national public funds, for example, perhaps similar results could have been achieved because the same types and volume of assistance could have been provided to workers. In many cases, however, national rules hinder the types and volume of measures that can be made available to workers, and the additional financial support offered by the EGF is important.

Volume effects

Volume effects are related to the extent to which the EGF has added to or supported existing actions and policy fields, e.g. an extension of the number of people that could be assisted, as well as adding to services that would normally be made available. In other words, it concerns the degree to which it amplified the support that would otherwise be provided at national, regional and/or local level to workers made redundant. The EGF has considerable volume effects, although this varies considerably across Member States depending on the national support systems in place.

First, and perhaps most obviously, **the EGF allowed Member States to help more persons** than would be the case if they had to rely on national funds alone. In France, for

instance, the authorities noted that not all workers made redundant could have been helped without the EGF support, considering the large scope of both the Mory Global and Air France redundancies. Similarly, in the case of PWA in Ireland (EGF/2015/006 IE/PWA International), interviewees underlined that it is unlikely that the level of assistance provided would have been put in place without EGF support because the number of workers dismissed in this case was not large enough for mainstream providers to develop bespoke time-limited programmes. Arguably, the support is also more effective. As shown by the CIE analysis in the Netherlands, although there are no clear differences in the re-employment rates of redundant workers in the short run based on whether or not they participated in EGF measures, the EGF was more successful than national measures in the reintegration of workers in long-term unemployment.

The **EGF resources also enabled Member States to devote more time and financial resources to better assess the needs of the beneficiaries** and thus to provide more tailored support to them. In Finland, for instance, the resources allowed the PES offices to provide individual guidance to the beneficiaries and possibilities to provide them with more expensive, but more tailored and employment-oriented services. In one specific case (EGF/2015/001 FI/Broadcom), two personal customer service specialists were hired specifically for this purpose. In Spain, specific EGF staff was hired by the PES as well to ensure beneficiaries' needs could be met, which could not have been done in the absence of EGF funding.

Relatedly, the **additional EGF resources enabled for more intensive support**. In Spain, for example, authorities indicated that the PES is not able to cope with the needs of large numbers of jobseekers in the cases of mass lay-offs. The EGF allowed for an intensity of resources (time and financial resources devoted to each participant) that the PES could not afford. In Italy, although the two cases studied for this evaluation were not the most effective, it was acknowledged that a novelty linked to the recourse to EGF funding was that some workers could profit from more intensive job-search assistance services than those usually provided by the PES.

Finally, the EGF enabled in some cases to **add to existing active labour market measures** already available in the Member States in terms of the timeframe or volume of support. In Belgium for instance, the regular reconversion unit support lasts for 12 months, whereas the EGF support enables this to be extended to 24 months. In Portugal, on-the-job trainings were of longer duration than they would normally have been when provided through national measures alone. In France, it made it possible for business start-up grants of EUR 15,000 to be made available, an amount which would have been lower in the absence of the EGF. In Finland, a larger volume of pay subsidies could be provided, as national funds would not have been able to cover all the necessary expenses.

That being said, in **Sweden and Germany, no clear volume effects were reported**. In the case of Sweden, it was remarked that there was no volume effect because all unemployed persons are eligible for support through the PES, and the measures offered through the EGF did not go beyond the "usual" offer of the PES. It was acknowledged, however, that this was a missed opportunity, as the EGF allowed for more experimentation that was not taken on board. In Germany, the lack of a volume effect was explained by the fact that only transfer solutions where a transfer company is established are eligible for EGF funds. The persons that enter this transfer company would have benefited from similar measures even if the EGF had not been involved. There were, however, other (notably scope effects) observed in both countries, as further detailed below.

Scope effects

Scope effects are related to the extent to which the EGF has broadened existing actions by supporting groups or policy areas that would not have received support otherwise. In other

words, it concerns the degree to which it increased the scope of support provided to workers made redundant, both in terms of who is helped and in terms of how they are helped. The EGF has considerable scope effects, although this also varied considerably across Member States depending on national support systems and associated rules in place.

First and foremost, the **EGF allowed Member States to experiment with active labour market measures that can normally not be made available** to workers made redundant. This was apparent in almost all Member States, specifically in Belgium, Estonia, Germany, Greece, Finland, Ireland, Italy, the Netherlands, Spain, and Sweden, as the examples in the box below exemplify. It ranges from simply extending the availability of training courses to introducing allowances to encourage active participation of beneficiaries. The flexibility of the EGF in this regard allowed for greater personalisation of solutions for workers by taking into account their specific needs and aspirations, and was considered to substantially contribute to the success of the national measures thus raising their effectiveness.

Table 6. Concrete examples of scope effects in relation to the measures funded

Member State	Examples of scope effects
Belgium	<p>EGF funding enabled the development of a new module aimed at deconstructing the stereotypes that workers may face in the labour market (e.g. related to age). The aim was to provide resources to workers to build confidence in their abilities, and to be prepared to respond to these stereotypes if they were confronted with them.</p> <p>The EGF also enabled the provision of tailor-made training and recruitment incentives for local employers that were clearly additional to the usual regional support.</p>
Estonia	<p>The EGF enabled the design and piloting of measures designed specifically to the needs of the target group, e.g. support for formal training. It also offered measures in more favourable conditions, e.g. mobility support offered in the EGF programme did not have unemployment length requirements, the distance between work and home could be shorter compared to the 'usual' mobility support, the maximum amount of support per month was higher and the duration of the mobility support longer.</p>
Germany	<p>While national measures mainly consist of job placement assistance and training, showing little flexibility, the EGF made complementary formats and contents possible. Trainings that would not be funded as part of the national measures but can be funded by the EGF are for example trainings regarding soft skills or highly individual measures that do not directly relate to the existing educational background of the respective worker. Also, a wider range of training providers can be engaged.</p> <p>The EGF was often used for additional measures that cannot be funded nationally such as workshops, peer groups, 'vacancy scouts', employer speed dating and follow-up support.</p>
Greece	<p>EGF beneficiaries were able to take part in any training programme, or even enrol in a master's programme while making use of training allowances, which is a great added value for beneficiaries that is not normally available in Greece.</p>
Finland	<p>EGF funding enabled the provision of a larger number and more diverse selection of training courses than would have been available without it.</p>

Member State	Examples of scope effects
Ireland	<p>The EGF made it possible to provide a training grant to meet specific needs identified by individual workers, which was not available through mainstream support.</p> <p>EGF beneficiaries were also given the flexibility to access Quality and Qualifications Ireland (QQI) and/or industry-recognised Further Education and Training Courses and/or higher Education Courses delivered by private providers. The courses delivered under this measure would not have been readily or speedily available through the publicly funded training and education sector.</p>
Italy	<p>The EGF served as an opportunity to experiment with new measures such as the so-called “re-employment contract”, and relocation allowances, which are not part of the usual support provided in Italy.</p> <p>The EGF also made it possible to combine measures aimed at supporting wages with active labour market policies. Although this is technically possible in Italy, the combination of these types of instruments was rarely pursued because they are managed by different institutions.</p>
The Netherlands	<p>The EGF enables a more intensive and versatile set of measures to be deployed for a group of unemployed people who, through regular support, had a relatively small chance of finding another job.</p> <p>Through education, training, outplacement, and self-employment, the EGF successfully encourages unemployed people to find a job that suited their personal interests and wishes much better than could be achieved through regular support services.</p>
Spain	<p>The intense guidance and support offered through the EGF is reflected in the customised approach to training, which in some cases was specifically organised for only one person.</p> <p>In addition, allowances for participation, self-employment and subsistence allowance to cover conciliation costs and the internet at home allowance in the case of EGF/2016/004 ES/Comunidad Valenciana automotiva, do not exist in other national or regional employment policies in Spain.</p>
Sweden	<p>EGF beneficiaries had increased portfolio of education and competence development to choose from, ranging from one-off trainings to full university degrees. They were able to choose almost any course, whereas the regular support is limited in supply to what is already procured and available via the PES.</p> <p>The EGF allowed for the use of business start-up grants, which is unique in the Swedish support system. EGF beneficiaries were also able to take part in education and training while also maintaining financial support from the EGF via allowances.</p>

A second way in which the EGF provides a scope effect is reflected in the people it supports. Although less common than the extension of measures made available, there are examples of cases / countries where **the EGF support enabled the provision of support to different groups of beneficiaries**. In Sweden and Finland, for instance, it was noted that the regular PES support is usually targeted at persons further removed from the labour market, e.g. long-term unemployed or persons with particularly low levels of skill and education. The EGF, on the contrary, enabled support to be provided to high-skilled workers (e.g. in the IT sector in Finland). In Germany, many of the EGF measures are designed to

activate and support workers that are not well reached by the national measures, such as workers that are very difficult to place in the job market, need additional support or are lacking essential skills to successfully participate in the national measures.

This **scope effect seems to be linked to the degree to which the company/companies laying off workers are involved** in the design and implementation of the measures (see also *section 2h on the involvement of companies and social partners*). In Germany, in the case of Opel (EGF/2015/002 DE/Adam Opel) for instance, the transfer company system hindered the inclusion of workers from subsidiary Johnson Controls. Its workers were not included in the transfer company and there was little promotion of the EGF from the employer, which resulted in a low beneficiary reach rate compared to the workers from Opel. In Finland, workers made redundant from large companies like Nokia and Microsoft would likely have received considerable support from them regardless of the existence of the EGF. The scope effect was larger in cases involving smaller companies (e.g. EGF/2015/005 FI/Computer programming or EGF/2017/005 FI/Retail), as those tend not to provide substantial support to their workers.

Finally, the **scope effect in terms of support to NEETs** is worth addressing. In Ireland and Belgium, this was noted as a key added value of the EGF. In Belgium, for instance, the inclusion of NEETs through the EGF allowed the extension of the national reconversion unit model to a new audience, which reportedly could only be achieved through the EGF because it enables social innovation and brings together actors that would not normally work together. In Ireland, the EGF provided an opportunity to engage with NEETs more flexibly because training courses could be developed to deal with their specific needs. Many of the needs could not be addressed through mainstream services, particularly in terms of training that could be provided in childcare, hospitality and healthcare (three growth areas in Ireland). In Portugal, NEETs were included because such a positive effect was expected, but it did not materialise because the EGF turned out not to be the best avenue to support this specific group.

Role effects

Role effects concern lessons learned from the implementation that have subsequently been implemented elsewhere. This notably includes capacity building at national level and the mainstreaming of EGF measures or procedures into the regular support provision model. Role effects are more likely to become visible in the long term, so limited examples of role effects have been identified. Nevertheless, there are some countries in which innovations from the EGF have been (or will be in the future) mainstreamed at national level.

Related to the scope effects above, the **EGF allows actors to learn from experiences with the innovative or new approaches implemented** and apply those at national/regional level in the future. In Belgium, for instance, over time several innovations have been "tested" in EGF cases, with the perspective of being mainstreamed in the event of success. Examples include the workshops reflecting on self-confidence and self-esteem, the awareness and support for entrepreneurship, and the setting up of the *Coup de Boost* project targeting NEETs.

To some degree, the EGF experiences have impacted the national support services more broadly. In Finland, for instance, the national 'change security model' was adapted in 2016 to make it obligatory for employers laying off workers to participate in the implementation of labour market measures. This, arguably, resulted from the positive experiences of the Nokia and Microsoft cases, and the lack of company involvement in the

computer programming case¹¹³. Similarly, in Germany, according to the managing authority, there is a general transformation process going on regarding national employment measures focusing increasingly on training and qualification and on taking on a more individual approach. Although in line with the EGF approach, the extent to which the EGF experiences contributed to this change in strategy is unclear.

Another noteworthy example is Estonia, despite the country having implemented its first EGF case in 2016. The EGF experience showed that workers made redundant were much more interested in acquiring formal education than initially expected (and usually provided nationally). Based on this experience, the possibility to enrol in formal education was mainstreamed at national level, to be made available to all people who are either unemployed or employed but in need of updating their education level or acquiring professional training. The measure has been increasingly popular with an increasing number of participants. The EGF also provided improved access to language training in the region (the case included a lot of Estonian citizens of Russian descent with limited Estonian language skills), including providing language training at different skill levels. This experience was used to design better access to language training as a measure to prevent unemployment. The experience gained also incentivised Estonia to implement other regionally targeted labour market measures.

Finally, in Spain, **EGF cases have been used as a reference point in the design of other projects** aiming at the placement of jobseekers and local employment initiatives. The fact that within the wider regional Dynamisation Plan (in the context of EGF/2017/001 ES/Castilla y León mining of coal), EGF and non-EGF participants were assisted with the same package of personalised services and by the same implementing partners, implies that the EGF approach was completely translated to the regional system. However, interviewed stakeholders indicated that the regional authorities and social partners should have better access to the knowledge acquired through EGF experiences, e.g. through more and better knowledge sharing.

Process effects

Process effects concern changes in operational processes and the ways in which support measures are implemented at national/regional level as a result of lessons learned from the EGF. As such, they include improved coordination between relevant stakeholders to design and provide the coordinated support package, and mechanisms through which measures are designed. Overall, this is the least common EU added value effect of the EGF, although examples of process effects do exist.

The EGF has contributed to an **intensification of local/regional/national networks**. In Finland, for example, over time the active co-operation between PES offices, regional/local authorities, municipalities, chambers of commerce, educational institutes and private sector service providers has been maintained as result of their close cooperation to implement EGF cases. For instance, in the Tampere region, regular breakfast meetings are now held during which information is exchanged about current issues. One guiding line in employment policy in Finland has been increasing the public-private partnerships in order to create the opportunity to combine the competencies of multiple actors and generate new solutions and services, which is in part based on positive experiences from the Microsoft 2 case. Similarly, in Belgium, the EGF made it possible to innovate in bringing together actors who have little opportunity to work together. In the case of Ford Genk (EGF/2015/003 BE/Ford Genk), for example, it encouraged cooperation between the city of Genk, sectoral

¹¹³ At the same time, however, it was noted in the context of the retail sector case (EGF/2017/005 FI/Retail) that the role effects of the EGF are limited because experiences of EGF projects cannot be easily transmitted as such to the PES offices due to scarce resources and restrictions imposed by national legislation.

funds, the PES and delivery partners. Similar partnerships were established and/or strengthened in Germany, Spain, Italy and Sweden as well.

A **process effect in terms of the procedures employed is less common**. In the case of Broadcom in Finland, an innovative way to approach the tender process was developed and conducted. It was also this case that ‘gave birth’ to a new operating model in which the key personnel and trustees held a meeting to update the situation and discuss the support measures and activities confidentially, which is applied more broadly now. In Ireland, it was noted that more tailored assistance at national level – in line with EGF support – would improve mainstream delivery of support to unemployed persons. At the time of writing, the lessons from the EGF had only been applied to other EGF cases, but they may feed into policy discussions on future changes to mainstream provision.

b. EU added value of EGF at instrument level (EQ 5.2, 5.6)

As an instrument, the EGF adds to the support provided to Member States and regions via other EU instruments because of its nature as an emergency Fund. It offers an **additional source of financial support based on specific needs**, thereby targeting a very specific group of beneficiaries. Although it is true that many of the same measures can also be funded through the ESF and that NEETs can be supported through the YEI, the EGF provides added value in a few ways.

In terms of **volume effects**, the EGF added financial support on top of the fixed allocations provided to Member States in the context of the ESF. This effect was felt in countries with higher GDP per capita rates in particular, because they have lower ESF allocations.

In terms of **scope effects**, the EGF enabled some regions that are not eligible for YEI support to still target NEETs. This is because the YEI makes use of a threshold of 25% youth unemployment for a region to be eligible for its support, while the EGF applies a threshold of 20% youth unemployment¹¹⁴. The EGF also provided more targeted and individualised support to beneficiaries compared to what could be achieved by the ESF, which usually provides more horizontal and structural support, and does not offer additional allowances such as childcare and benefits during the retraining process.

In terms of **role effects**, the lessons learned from implementing EGF cases, e.g. among authorities and delivery partners, might lead to reforms of the approaches to active labour market measures in the future. As explained above, the role effects observed to date relate primarily to the mainstreaming of innovative measures which can be “tested” through the EGF because of its flexible nature as an emergency Fund.

Finally, although it is unlikely that the EGF as an instrument can have significant **process effects** in terms of encouraging structural change in the Member States, it does foster cooperation between public and private sector stakeholders in the design and delivery of the measures in a way that other EU instruments do not, because of the high degree of cooperation between different stakeholders at national, regional and/or local level, including companies and social partners.

¹¹⁴ This is true since 2nd August 2018, when an amendment to the EGF Regulation introduced by the Omnibus Regulation entered into force. Prior to that, from 1st January 2014 until 31st December 2017, NEETs could be supported as part of EGF cases in any region eligible for the YEI. None of the EGF cases fall under the new rules, as only one application including NEETs was received after 2nd August 2018, and it was the rejected Carrefour case (EGF/2019/001 BE/Carrefour Belgium).

c. Cross-region and cross-border effects of the EGF (EQ 5.4)

The evidence collected does not point to any cross-region or cross-border effects of EGF implementation, as this is not usually an objective that EGF cases seek to fulfil.

One way of assessing the degree of cross-region/cross-border effects of EGF is looking into the degree to which mobility allowances were offered and used (see also *sections 2a and 2b on the use of the EGF by Member States and beneficiaries* respectively). Of the 48 EGF cases implemented during the 2014-2020 period, less than half (21) included mobility allowances, targeting a total of 2,524 workers and NEETs at a total cost of EUR 2,403,551 (or an average of EUR 952.28 per targeted beneficiary). Based on the final reports available, only 13 cases actually spent budget on mobility allowances, helping a total of 541 workers and NEETs at a total cost of EUR 398,522.68 (or an average of EUR 736.64 per beneficiary). Germany, Ireland, Portugal and the Netherlands did not include mobility allowances in their applications, while the other eight countries did. Among them, Estonia¹¹⁵, Greece, Spain, Finland, Belgium, France and Sweden actually made use of these allowances, while Italy did not.

This low **level of take-up is explained primarily by a reluctance among workers and NEETs to leave their region or country for work**, i.e. low willingness for mobility. Efforts were made, however. In Finland, for instance, synergies were sought with the ongoing EURES project 'Labour Mobility in Europe 2014-2020' to pass on foreign job advertisements to jobseekers and incentivise the exchange of experiences in online meetings. According to interviewed beneficiaries from the Microsoft cases, this resulted in some workers taking up the opportunity to work at Microsoft in the USA. However, they had since returned to Finland for personal reasons.

In the beneficiary survey, very few respondents indicated that the EGF helped them find a temporary (11 out of 441 respondents) or permanent job (10 out of 441 respondents) outside of their original country of residence. As the implementation of the Fund is left to individual Member States, there is limited cross-border coordination between Member States within the context of the EGF itself, which might be a limiting factor in producing cross-border effects.

¹¹⁵ The final report for the Estonian EGF case (EGF/2016/003 EE/petroleum and chemicals) has not yet been validated, so the numbers are not final. The most recent version of the report indicates that 29 persons made use of mobility allowances, compared to the 30 persons intended to be reached.

CONCLUSIONS AND LESSONS LEARNED

This chapter presents the conclusions and lessons learned derived from the findings of this support study. The conclusions/lessons learned are presented according to the five main evaluation criteria of relevance, effectiveness, efficiency, coherence and EU added value of the EGF. Where appropriate, they include references to the proposal for the EGF post-2020 and changes foreseen therein which are in line with the evaluation findings. In addition, pragmatic, operational recommendations for the future have been included where relevant, considering the planning for the next MFF is well under way and any large-scale adjustments would be difficult to implement at this stage.

1. Relevance

Conclusion 1.1: The scope of the EGF was relevant during the 2014-2020 period but would benefit from expansion in light of new challenges facing European labour markets, and in line with the EU's strategic and long-term priorities.

The scope of the EGF, i.e. to provide financial assistance to Member States in cases of major restructuring events resulting from structural changes in world trade due to globalisation or (the continuation of) a financial or economic crisis, was relevant and appropriate during the 2014-2020 period. However, the challenges facing European labour markets have evolved; intra-EU trade and investment are on the rise, and issues such as job losses due to automation and digitisation, or the employment impact of the just transition to a low-carbon economy, play an increasingly important role. In its current set-up, the EGF largely excludes redundancies generated by such issues.

These new challenges have already been acknowledged in the proposal for the EGF post-2020. The proposal suggests that the future Fund offer assistance in case of unexpected major restructuring events more broadly, extending the scope to also include challenges *related* to globalisation, including world trade patterns, trade disputes, the transition to low-carbon economy, digitisation and automation.

What is more, the ongoing COVID-19 pandemic exemplifies that unexpected events can happen and cause substantial job losses, so a degree of flexibility in this regard might be appropriate.

Conclusion 1.2: The intervention criteria of the EGF were relevant and useful during the 2014-2020 period, although the discrepancies across Member States show that smaller labour markets would benefit from lowering the minimum threshold for redundancies.

During the 2014-2020 period, Member States applied for EGF funding for cases involving 500 or more redundancies in a single company and its downstream suppliers (criterion a); in the case of redundancies involving several companies in one sector (criterion b); and in the case of exceptional circumstances or a small labour market where the redundancies were expected to have a considerable impact (criterion c). Thus, all three criteria were appropriate and relevant. However, as mentioned above, the challenges facing European labour markets are changing – large companies are more capable of mitigating globalisation challenges while there are more SMEs which are likely to be heavily affected by them, and large-scale restructuring events in a single company or sector are becoming less common.

Therefore, to remain relevant in the future and remain fair for all, the EGF might benefit from a reduction in the minimum redundancy threshold, if the dismissals can be linked to the situations to which the EGF applies (i.e. globalisation or crises).

This issue has been addressed in the proposal for the EGF post-2020, which proposes to lower the threshold from 500 to 250 redundancies. As explained under conclusion 1.1 above, this would be paired with expanding the scope of the Fund, to offer assistance in case of unexpected major restructuring events more broadly.

Conclusion 1.3: The possibility to support NEETs through the EGF was appreciated by those five countries that made use of it, but it may not be the most appropriate means to address NEETs.

As the possibility to support NEETs was only taken up by five countries and for a total of 12 EGF cases, it is clear that there was no substantial need for the EGF to provide this type of support. In most cases, the NEETs were difficult to reach and engage with, and the results for this group tended to be lower than those for workers made redundant. Part of the problem is that the EGF Regulation does not require these NEETs to be directly affected by the restructuring event (e.g. because their educational background or interests are relevant to the sector in which the redundancies take place). This creates difficulties in tailoring the support to all beneficiaries, and creates a degree of unfairness vis-à-vis the rest of the community (e.g. unemployed persons over 30 years old).

Relatedly, as the EGF is a solidarity Fund that responds to major restructuring events rather than addressing structural unemployment issues, it might not be the most appropriate Fund to address NEETs (see also conclusion 4.2).

Conclusion 1.4: It is important to continue to periodically review the scope and eligibility criteria of the EGF to ensure they remain relevant in light of new challenges, and to strike a balance between being flexible enough yet not too specific.

Based on the above, it is clear that things change, and for the EGF to remain relevant, it needs to be able to respond to new challenges causing major restructuring events. As such, the practise of evaluating the EGF with a view to adapting it if required should be upheld, as acknowledged in the proposal for the EGF post-2020.

In so doing, it is important to ensure that the scope of the EGF is sufficiently flexible to meet certain needs, yet specific enough to not encroach on the objectives of other EU instruments. This includes, for instance, maintaining the emergency response nature of the EGF, versus targeting more structural issues as is done by the ESF.

2. Effectiveness

Conclusion 2.1: The EGF has successfully met its objective of showing solidarity towards workers made redundant and self-employed persons whose activity has ceased due to restructuring events that meet the scope of the EGF, while supporting them in re-entering the labour market.

The effectiveness of the EGF differs significantly across cases and Member States. Nevertheless, it is clear that the Fund has effectively provided support to workers and self-employed persons affected by restructuring events caused by structural changes in world trade patterns due to globalisation or economic/financial crisis. In this process, it has also shown solidarity towards these groups, sometimes even improving their sense of belonging to the EU, or their feeling of being listened to at EU level.

Beyond helping beneficiaries re-integrate into the labour market, the EGF has produced long-lasting effects for beneficiaries. EGF beneficiaries gain new skills, qualifications, confidence and social networks from participating in EGF measures, even though this is not the key objective of the Fund. This is likely to help them find sustainable employment in the future, should they currently be hindered by external factors such as a weak labour market (see conclusion 2.2).

Conclusion 2.2: The re-integration rates achieved by the EGF are generally positive but they depend largely on external factors and personal reasons for take-up or non-take up of measures. A more qualitative approach to evaluating its effectiveness is preferable.

The average re-integration rate across all EGF cases from 2014-2020 is around 60%, but ranges from a low of 18% to a high of 94% for different cases. The explanation for considerable differences across EGF cases is largely contextual, e.g. if the local labour market is able to absorb the redundancies, the re-integration rate will be much higher than in cases in which supply exceeds demand. In others, however, the re-integration rate is related to the profile of workers (e.g. older workers often tend to wait for retirement rather than look for a new job).

Paired with unforeseen events like the ongoing COVID-19 crisis which has had and will continue to have a negative effect on employment rates throughout Europe, it is clear that re-integration rates are not the only indicator of success for a Fund like the EGF.

Lesson learned: *As such, the effectiveness of the EGF should not only be measured through re-integration rates, and rather more qualitative data collection may be appropriate. For instance, the new skills, qualifications, social networks and self-confidence gained as a result of participation in EGF measures are an equally important indicator for success.*

This is foreseen as part of the proposal for the EGF post-2020. It proposes to expand the reporting requirements for Member States, requesting them to conduct a beneficiary survey that includes the perceived change in the employability of beneficiaries, information on the quality of employment found, and the sector in which the person found employment. This information, broken down by gender, age group and education level, should be reported on in the final report of the respective EGF case.

Conclusion 2.3: The EGF is largely effective in terms of the degree to which it helps beneficiaries (re-)integrate into the labour market, in many cases more so than might have been the case if the beneficiaries had not received this type of support.

The counterfactual analysis conducted in the Netherlands shows that although there was no *short-term* difference in results between the persons that received EGF support and persons involved in a comparable restructuring event in the same regions for which no EGF support was available, the Fund did have a *longer-term* impact. Participation in EGF measures made it more likely for persons without a job for 12 months or more (who notoriously struggle to find a job), to be re-integrated into the labour market. This implies that perhaps the tailored trainings and job search assistance the EGF beneficiaries received improved their skills and qualifications, which in turn improved their employment prospects in the long term.

Although the analysis in Ireland produced inconclusive results due to data limitations, and such analysis is not consistently carried out in the Member States, qualitative data points to a similar trend. Because of the targeted, tailored and individualised support offered to beneficiaries of the EGF, they are in a more favourable position than their peers who did not receive such support, when trying to find a new job.

Conclusion 2.4: The EGF offers support to all eligible beneficiaries, usually in a more tailored and intensive manner than national measures and other EU instruments.

The flexibility of the EGF as a Fund, in terms of the measures and allowances it co-finances and the conditions it applies, is in many cases greater than that offered by national or regional support systems and other EU instruments that provide aid to unemployed persons or NEETs. Across the board, the Fund is praised for its targeted, tailored support that is adapted to the needs and wishes of individual beneficiaries, which can be considered one of its key added values (see also conclusions 5.1 and 5.2).

In line with this, the EGF does not discriminate. It actually enables tailored support to vulnerable and/or disadvantaged groups, e.g. by making available conciliation allowances for childcare or elderly care, or enabling persons with a partial disability to work to undergo a health screening and be guided towards disability pensions.

Any instances in which the EGF support was considered not to be sufficiently tailored to the needs of individual participants is the result of either a lack of needs assessments at national level, or a lack of experimentation with innovative measures that are not normally offered at national or regional level already.

***Lesson learned:** As such, the flexibility of the EGF, and subsequent degree to which the measures it funds can be tailored to individual beneficiaries' needs, backgrounds and interests, should be maintained. For Member States, it would be advisable to make use of this flexibility to its full potential by ensuring a needs assessment is carried out and measures are designed accordingly, keeping in mind the budgetary flexibility that enables making changes during the implementation stage to avoid financial losses (see also conclusion 2.5 below).*

Conclusion 2.5: It is difficult for Member States to identify the needs and wishes of potential beneficiaries at the application stage. There needs to be sufficient budgetary flexibility to adapt the allocation of funds during the implementation of an EGF case for the EGF to continue to be able to address needs effectively.

There are considerable discrepancies in the degree to which certain active labour market measures and time-limited allowances are made available to workers (and NEETs), and in the degree to which they are actually used. This highlights a need to better anticipate the needs and wishes of eligible beneficiaries, which is difficult at the application stage.

***Lesson learned:** It is therefore important to maintain a certain degree of budgetary flexibility for Member States to reallocate the EGF funds based on needs that emerge during the implementation stage, granted that those changes are duly justified. This reallocation of funds was already possible during the 2014-2020 period, but there seems to have been a lack of knowledge in some countries of this being a possibility. Hence, for the EGF post-2020, which intends to maintain this budgetary flexibility, it may be necessary for the Commission to ensure that Member States are aware of this option being open to them.*

Conclusion 2.6: The EGF co-financing rate of 60% is a factor that hinders some Member States with a high ESF co-financing rate from applying for EGF support.

The EGF co-financing rate is equal for all Member States (60%). This is different from the ESF co-financing rate, which is determined by the GDP per capita of regions within Member States, and ranges anywhere from 50% for more developed regions and 85% for less developed regions, or even 95% in exceptional circumstances. Countries with higher ESF co-financing rates might be more inclined to use the ESF to mitigate restructuring events, despite the fact that it is less flexible in terms of offering tailored support due to the fact that it is pre-programmed and subject to a maximum budget (see also conclusions 4.1 and 5.2).

Conclusion 2.7: Evaluating the effectiveness of the EGF is hampered by the limited data collection required of Member States.

There are no strong requirements or guiding principles in the EGF Regulation when it comes to data collection. For instance, although the final report outlines the profiles of the workers targeted and assisted, in most cases no comparable granular data is available for the group of workers made redundant, which makes evaluating the EGF from the perspective of its fairness (i.e. targeting men and women equally, targeting eligible workers belonging to disadvantaged groups) difficult. Relatedly, the reporting on long-term results (i.e. in the employment status report that is to be submitted one year after the final report), is limited to reporting based on sex alone, not age or previous education attainment level, etc.

Lesson learned: *With a view to better evaluating the impact of the EGF (at Member State and EU level) in the future, it is important to collect more (standardised) data and to evaluate the effectiveness of the Fund at case level in a more systematic manner. The Commission's proposal for the EGF post-2020 includes a series of output and results indicators to ensure this. However, those indicators apply to short-term results (to be reported on in the final report), rather than longer-term results (to be reported on in the employment status report). Despite the burden posed on Member States, it might be worth encouraging them to provide more granular data for longer-term results as well (i.e. beyond a simple percentage breakdown of beneficiaries in employment at 18 months after the end of the implementation period).*

Conclusion 2.8: The lengthy decision-making procedure at EU level along with delays experienced because of processes and procedures at national/regional level hinder the effectiveness of the EGF.

The lengthy decision-making process at EU level (resulting from the need for both the European Parliament and the Council to approve each EGF application), as well as bottlenecks at national and regional level, e.g. in relation to the procurement of training providers or a lack of cooperation between relevant authorities, cause delays in the start of the implementation of EGF measures (see also conclusion 3.3). Such delays can hinder the effectiveness of the EGF because the mobilisation of funds is not as timely as it should be, considering the emergency nature of the Fund.

With delays, workers may find a new job on their own, which arguably still fulfils the EGF's objective of ensuring re-integration, but does not achieve the objective of showing solidarity to workers, and bypasses the other benefits associated with benefiting from EGF measures, such as improved skills and qualifications or a stronger social network.

Conclusion 2.9: The application process and implementation of EGF cases tend to improve over time as Member States become more knowledgeable and aware of the process and the potential of the EGF.

As Member States become more experienced with the EGF application process, their applications become of higher quality and can therefore be processed and approved at a faster rate. Similarly, experiences gained from implementing EGF cases can improve the networks of national/regional authorities, delivery partners and social partners, to improve future case implementation, or lead to certain lessons learned about how best to design and provide tailored labour market measures to the EGF target groups.

To capitalise on these lessons learned, it would be preferable for Member States to ensure a proper handover in case EGF management changes, and for knowledge- and experience-sharing to be maintained or intensified (see also conclusion 2.11).

Conclusion 2.10: There is a lack of awareness about the EGF among workers and their representative organisations, even in some cases among those who have been eligible for EGF support.

Among EGF beneficiaries who responded to the survey, 146 had never heard of the EGF (despite 105 of them having been made redundant from one of the companies for which an EGF case was implemented). It is likely that the level of awareness in general terms is even lower, because persons who choose to answer a survey might be those who know they benefited from this type of support. Member States themselves also acknowledge this lack of awareness in their countries.

As it is up to the Member States to provide the information about the EGF and the actions it co-finances, and to ensure that the contribution from the EGF is visible and highlighted in the community, they should actively communicate and spread awareness about the Fund. This is not done to the same degree in all countries, as evidenced by consistent underspending on information and publicity activities.

The proposal for the EGF post-2020 expands on the current requirement for Member States to ensure that the contribution from the EGF is visible, by requiring the use of the EU emblem and a simple funding statement showing that the support is (partly) funded by the EU. This should improve the EGF's visibility, at least among beneficiaries and their representative organisations. The EGF has a political dimension, and this dimension can only be achieved with proper communication.

Conclusion 2.11: The biannual networking seminars organised by the Commission are useful, but are not used to their full potential, and more could be done to improve the visibility of EGF results.

The biannual networking seminars are considered useful, yet not exploited to their full potential. Although there is no need to increase the frequency of the events, they might benefit from a change in format to be more bottom-up and allow for more experience sharing. Alternatively, other means through which Member States can voluntarily share experiences on case implementation could be explored, such as an (informal) online platform or community.

As regards external communication, it is important that in the future more emphasis should be put on increasing the visibility of the good practices conducted by EGF projects, not only among Member States, but also the wider public.

3. Efficiency

Conclusion 3.1: Absorption rates of EGF funding range anywhere from less than 2% to 100%. Although there are trends across Member States, discrepancies are largely case-specific.

In most cases, at least some share of EGF funds are reimbursed to the Commission after the end of the implementation period. Budgets tend to be largely overestimated, and include high safety margins due to a lack of accurate information during the planning stages. However, the main reason why absorption rates tend to be low is related to a better-than-expected labour market situation that is able to absorb the impacts of the restructuring event, i.e. eligible beneficiaries finding a new job without the need of EGF support. At the same time, eligible beneficiaries might also find a new job without EGF support if there are considerable delays between their notice of redundancy and the start of EGF measures (see also conclusions 2.8 and 3.3).

Absorption rates are also influenced by the degree to which eligible beneficiaries are interested in the support made available to them, and other personal factors underlying the degree of take-up of measures. Such personal and contextual factors impact the beneficiary reach rates, as well as the degree to which costs for the measures implemented were higher or lower than planned (see also conclusion 3.2).

Conclusion 3.2: The significant differences between cases and Member States make it difficult to formulate reliable conclusions on the cost-effectiveness of the EGF as an instrument.

The cost-efficiency (costs compared to the number of beneficiaries helped) and cost-effectiveness (costs compared to the number of beneficiaries re-integrated) differ substantially across cases, Member States, and economic sectors. There are no statistically significant trends in relation to the resources spent and the re-integration rates, neither in the short term, nor in the long term.

Rather, costs associated with EGF cases are largely based on national and regional specificities, as well as the nature of the measures offered, and the background of beneficiaries. For instance, the same type of training might cost twice as much in Finland as it does in Spain. Training courses for a more homogeneous group of workers made redundant will be cheaper to provide than a group with heterogeneous backgrounds and interests, and more specialised trainings or workshops are bound to cost more than general ones that apply broadly to all beneficiaries.

Thus, the cost-effectiveness of EGF cases depends largely on the design and planning of measures by Member States and the degree to which they choose to provide tailored support (which is difficult to predict during the application phase – see also conclusion 2.5), but also on issues related to delays in implementation (see conclusion 3.3) and aspects largely outside of their control. The lack of an adequate benchmark for comparison, and the considerable differences between Member States make the cost-efficiency and cost-effectiveness of the Fund difficult to judge.

Conclusion 3.3: The decision-making process at EU level causes delays to project implementation, but procedures at national/regional level are a more important hindering factor to efficiency.

The lengthy decision-making process at EU level (including an assessment by the Commission and an approval by both the European Parliament and the Council) is, in some cases, a key hindering factor to the timely mobilisation of EGF funds following mass restructuring events. However, a Member State is free to start implementing an EGF case as soon as possible after the redundancies have been accounted, even before an application has been sent to the Commission. In practice, one third of the EGF cases in the 2014-2020 period started later than initially envisaged, because Member States are wary of taking the risk associated with pre-financing before official approval has been granted. Although the Commission is usually able to indicate whether or not a case is likely to be approved, the experience from the rejected Carrefour Belgium case might aggravate this issue in the future.

What is more, some EGF cases have experienced considerably delayed starts due to national/regional procedures, such as lengthy tendering process to select an implementing partner, because of changes in EGF management, or because of slow mobilisation of all relevant implementing and delivery partners. Member States in which existing framework contracts were used to buy training courses, and where networks had already been established through prior EGF cases, were able to start implementing cases without delay.

Although there is limited scope to reduce the decision-making process at EU level, the Commission's proposal for the EGF post-2020 reduces the complexity of the application process by requiring fewer statistics proving the link to the scope of the EGF, and proposes a shortened decision-making process in which the Budgetary Authority decide on transfer requests submitted by the Commission, not requiring a Commission Proposal for the mobilisation of the EGF anymore. At national level, early reaction to redundancies and the internal transfer of knowledge and experiences with the application process (see also conclusion 2.9) are likely to speed up the process as well.

4. Coherence

Conclusion 4.1: The EGF is coherent with the ESF, avoiding overlap through their different scopes and objectives, and ensuring complementarity through coordination between the Funds at national level.

The EGF is a Fund that is intended to respond to major restructuring events, whereas the ESF offers a more structural, pre-planned approach to (*inter alia*) promoting employment. As such, the scope, target groups and objectives of both instruments are different enough for them not to overlap. On the contrary, the Funds are largely complementary, as the EGF is only used in response to specific situations for a very specific target group.

At national level, overlap between the Funds is avoided because the managing authorities for the EGF and the ESF are often the same, or at least nested within the same ministry. Paired with the requirement to indicate, in an EGF application, how overlap will be avoided, no instances of duplication in support measures was identified.

Conclusion 4.2: The EGF is coherent with the YEI, but there is an unnecessary overlap with regards to the support targeted at NEETs.

The possibility to support NEETs through the EGF is since 2018 conditional to (at least some of) the redundancies subject to the EGF case having taken place in regions with youth unemployment rates for young persons aged 15 to 24 of at least 20%. Up until December 2017, this was conditional to the NEETs residing in a region that is eligible for the YEI. As such, there is no inconsistency between the EGF and the YEI.

However, the fact that the EGF does not require a link to be established between the NEETs and the redundancies, beyond being in the same region, creates a degree of unnecessary overlap – almost all NEETs who can be targeted through the EGF can also be targeted through the YEI. Considering the fact that the EGF is an emergency Fund that aims to show solidarity with and provide support for re-employment of workers and self-employed persons directly affected by a restructuring event, the targeting of NEETs in general terms (rather than those concerned by/interested in the sector affected by an EGF case) specifically, can be considered to somewhat fall outside of this scope. The YEI, instead, is meant specifically for NEETs, and is thus arguably a better avenue for such support. There is no need for both, therefore, unless the EGF scope were changed to target only those NEETs for whom a link to the restructuring event can be proven.

In the proposal for the EGF post-2020, the Commission has proposed not to target EGF support at NEETs, but this has been opposed by the European Parliament. Should support to NEETs be maintained, it might be worth considering limiting the scope of this support to NEETs that could reasonably be expected to be hindered by a specific restructuring event, to limit the overlap with the YEI and enable more targeted, tailored support to be provided.

Conclusion 4.3: The EGF is sufficiently flexible to enable it to complement and/or add to the labour market measures provided by Member States at national, regional and/or local level.

As employment policy is a Member State competence, there are considerable differences between national support frameworks for the unemployed. A comprehensive assessment of coherence with national policies fell outside the scope of this study, but no inconsistencies were uncovered.

On the contrary, the EGF was sufficiently flexible to adapt to the national context of the Member States. Although some Member States did not apply for EGF support during the 2014-2020 period because their national support structures were sufficient to absorb the impacts of EGF-eligible restructuring cases, the EGF generally did add to national support. The ways in which it did so differed across Member States, ranging from volume effects, e.g. by providing the resources necessary to provide support to a larger number of beneficiaries, to scope effects, e.g. by providing resources to support different groups of persons or to provide different types of measures to them (see also conclusion 5.1).

***Lessons learned:** It is important that this flexibility is upheld, not only because the EU's competence on employment is limited to providing arrangements within which Member States must coordinate policy, but also to ensure the EGF can continue to provide EU added value, as further explained below.*

5. EU added value

Conclusion 5.1: The EGF provides considerable EU added value in the form of volume, scope, role and process effects, though they differ per Member State and are largely dependent on national support structures.

The EGF has considerable EU added value, including *volume* effects, *scope* effects, as well as *role* effects and *process* effects, albeit to a lesser degree. The ways in which the EGF adds value over and above support measures at national level largely depends on the support structures available at national or regional level in the Member States. Volume effects include the expansion of the number of beneficiaries targeted, and the intensity of the measures provided. Scope effects relate to the expansion of the target group to include persons closer to the labour market than usually targeted by national support measures and expansion of the types of measures made available to them (e.g. training courses for a very small group of beneficiaries). As for role effects, the EGF can lead to the experimentation with innovative measures that are subsequently mainstreamed at national or regional level. Finally, through process effects, the EGF can strengthen or intensify networks and partnerships between the relevant case implementers that continue to exist beyond the EGF project.

Not all effects are experienced in all Member States, but there is nevertheless widespread agreement that the EGF provides considerable added value over and above what Member States would have achieved in the absence of EGF funding.

Conclusion 5.2: As the EGF is largely complementary to other EU instruments, it adds value compared to their scopes and target groups.

The nature of the EGF as an emergency Fund that targets workers and self-employed persons directly affected by an unexpected restructuring event adds value because it offers an additional source of financial support based on specific needs. Thus, even if similar measures can be funded through the ESF, the ESF has a pre-determined budget and operational programme that does not account for unforeseen events that the EGF seeks to

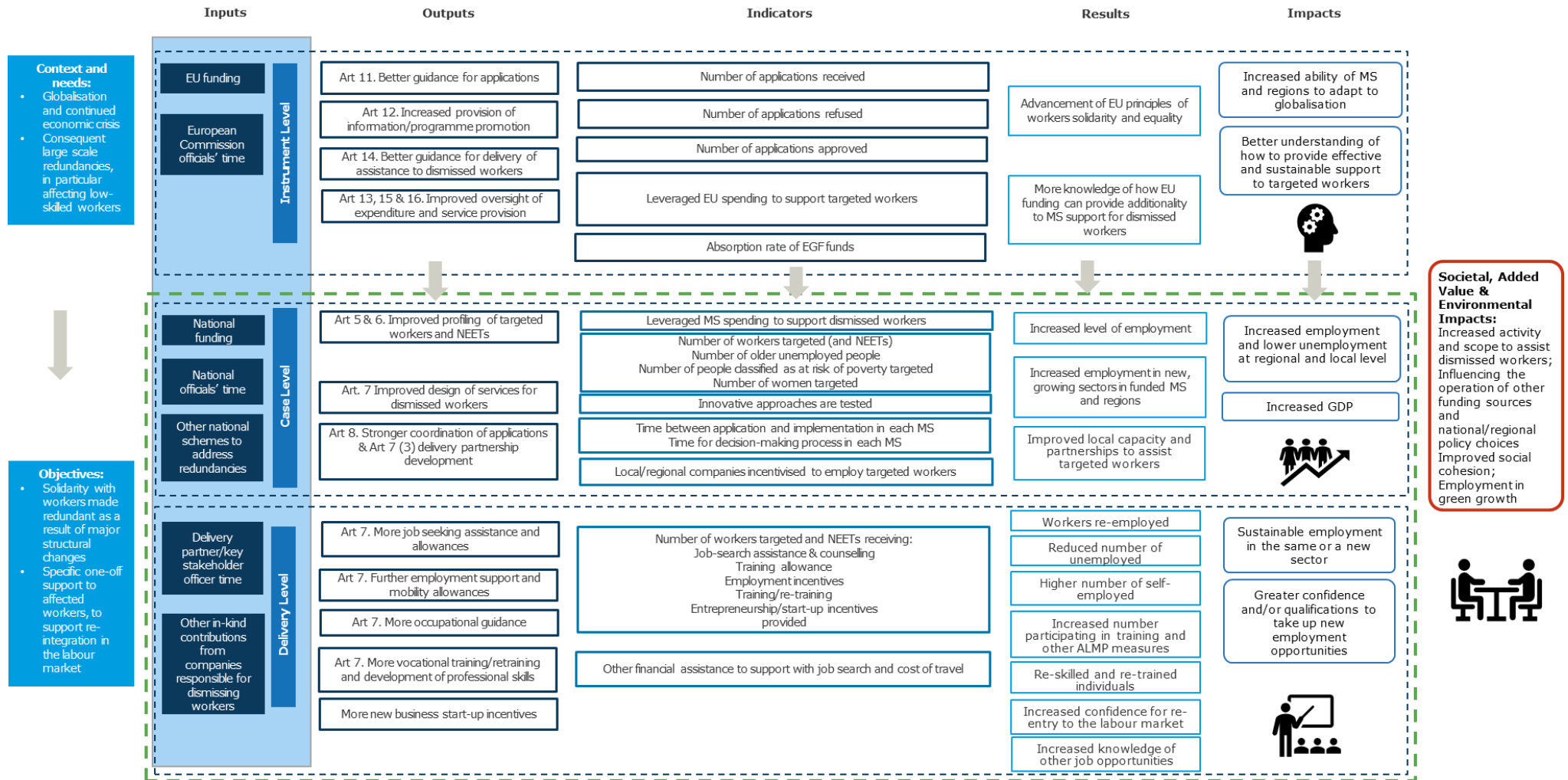
mitigate. At the same time, this (budgetary) flexibility enables the EGF to provide more targeted, tailored, and individualised support to the very specific and narrow target groups it seeks to assist.

ANNEX 1: INTERVENTION LOGIC OF THE EGF

The intervention logic provided by the Commission in the Terms of Reference was used as a basis, and further refined. As this intervention logic was used at the mid-term evaluation stage, care was taken not to stray too far away from it, to ensure comparability over time, while ensuring any significant changes are highlighted.

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Figure 23. Intervention logic of the EGF 2014-2020



ANNEX 2: EVALUATION MATRIX

Our evaluation support study relied on a structured evaluation matrix to guide the evaluation process, and defined the way in which the evaluation questions were answered and presented.

The evaluation matrix below outlines the key evaluation questions and sub-questions, as well as associated indicators and judgement criteria. These are based on the EGF's intervention logic and build on the questions outlined in the Terms of Reference for the study, as well as the questions covered in the mid-term evaluation of the EGF, to ensure continuity and comparability over time.

Four questions not originally provided in the ToR were added to the evaluation matrix, to focus on the following aspects:

- Extent to which Member States establish effective partnerships with local companies to provide targeted support and facilitate re-employment;
- Extent to which social partners contribute in the development of targeted training programmes, aimed at re-skilling and re-employment of dismissed workers;
- Extent to which local companies (especially former employers) contribute in the development of targeted training programmes, aimed at re-skilling and re-employment of dismissed workers;
- Overall impact of EGF at the instrument and case level.

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
<p>Effectiveness (EQ1): The aim of the EGF is to demonstrate solidarity towards workers made redundant and to ensure for each EGF case that the largest possible number of beneficiaries find sustainable employment as soon as possible.</p> <ul style="list-style-type: none"> As an instrument, how effective was the EGF in achieving these aims? At the level of cases, how effective was the EGF in achieving these aims? 				
<p>EQ 1.1: To what extent is the support provided by the EGF used by Member States?</p>	<p>Is the objective of the EGF clear?</p> <p>Are relevant stakeholders aware of the EGF in given MS?</p> <p>To what degree was there sufficient information on the EGF available to Member States?</p> <p>What are the factors that encouraged Member States to apply for EGF?</p> <p>What are the factors that hindered Member States from applying for EGF?</p>	<p>Number of applications received by MS/year</p> <p>Number of applications refused by MS/year</p> <p>Number of applications approved by MS/year (leveraged EU spending to support dismissed workers)</p> <p>Stakeholders' views on the degree of clarity of the EGF's objective.</p> <p>Stakeholders' views on the degree to which relevant stakeholders are aware of the EGF in their MS.</p> <p>Degree to which the European Commission advertises the EGF.</p> <p>Degree to which the relevant stakeholders at national level advertise/communicate on the EGF.</p> <p>Absorption rate of EGF funds (MS/instrument level)</p> <p>Proportion of EGF funds unspent (MS/instrument level)</p>	<p>Member States take full advantage of the support provided by EGF</p> <p>Increase in the number of applications received by MS/year</p> <p>Increase in absorption rate of EGF funds</p>	<p>Literature and data review</p> <p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p> <p>Targeted interviews</p> <p>Public consultation</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
		<p>Enabling factors for applying for EGF (qualitative feedback)</p> <p>Hindering factors for applying for EGF (qualitative feedback)</p>		
EQ 1.2: To what extent is the support provided by the EGF used by beneficiaries?	<p>Did cases use all the EGF funds received from the Commission?</p> <p>If not, why not?</p> <p>What are the factors that encourage targeted workers to accept/refuse EGF support offered by their Member State?</p>	<p>Absorption rate of EGF funds (case level).</p> <p>Stakeholder views on barriers to absorption of EGF funds at the level of cases.</p>	Beneficiaries take full advantage of the support offered to them through EGF	<p>Literature and data review</p> <p>Targeted interviews</p> <p>Public consultation</p>
EQ 1.3: To what extent was the co-financing rate appropriate?	Was the EGF co-financing rate of 60 % of the cost of the package and its implementation appropriate?	Stakeholder views on the appropriateness of the 2014-2020 co-financing rate.	The co-financing rate was sufficient to cover all expenses incurred	<p>Literature and data review</p> <p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p> <p>Targeted interviews</p>
EQ 1.4: To what extent have Member States offered EGF support to all eligible beneficiaries?	<p>To what extent have Member States paid attention to vulnerable beneficiaries when designing the coordinated package of active labour market measures?</p> <p>Has the principle of fairness been upheld?</p>	<p>Number of dismissed workers / self-employed persons who ceased their activity targeted</p> <p>Number of NEETs targeted.</p> <p>Number of older unemployed people targeted.</p>	<p>Member States offer EGF support to all eligible beneficiaries</p> <p>Member States pay attention to the needs of the most vulnerable beneficiaries (NEETs, women, young/old employees)</p>	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries – profiling questions</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
		<p>Number of people classified as at risk of poverty targeted.</p> <p>Number of women (as a proportion of men) targeted.</p>		
<p>EQ 1.5: At case level, did the support offered and the way it is being offered correspond to the needs of the beneficiaries and their specific profiles?</p>	<p>To what degree was the support available via EGF cases well-tailored to the actual needs of beneficiaries?</p> <p>To what degree was the support offered and the way it is offered in line with the needs of young (including NEETs) unemployed people?</p> <p>To what degree is the support offered and the way it is offered in line with the needs of older unemployed people?</p> <p>To what degree is the support offered and the way it is offered in line with the needs of unemployed women?</p> <p>To what degree is the support offered and the way it is offered in line with the needs of persons at an increased risk of poverty?</p>	<p>Number of workers and NEETs receiving:</p> <p>Job-search assistance and counselling</p> <p>Training allowances</p> <p>Employment incentives</p> <p>Training/re-training</p> <p>Entrepreneurship/start-up incentives</p> <p>Other financial assistance</p> <p>Stakeholder views on how far EGF support offered corresponds to the needs of beneficiaries and their specific profiles at the level of cases.</p>	<p>The support offered through EGF responds to the needs of its beneficiaries</p>	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p> <p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p> <p>Online survey of beneficiaries</p> <p>Public consultation</p>
<p>EQ 1.6: What were the factors that helped or hindered EGF cases achieve their objectives?</p>	<p>What are the factors that help EGF cases achieve their objectives?</p>	<p>Stakeholders views at case level on the factors that help EGF cases achieve their objectives.</p>	<p>N/A</p>	<p>Literature and data review</p> <p>Targeted interviews</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	<p>What are the factors that hinder EGF cases from achieving their objectives?</p> <p>To what extent was learning from previous EGF cases utilised to inform case design and implementation?</p> <p>To what extent was EGF assistance successfully integrated with other support systems?</p> <p>To what degree was a coordinated approach to the delivery of EGF assistance adopted for individual cases?</p>	<p>Stakeholders views at case level on the factors that hinder EGF cases achieve their objectives.</p> <p>Stakeholder views at case level on impact learning from previous EGF cases on ongoing case design and implementation.</p> <p>Stakeholder views on integration of EGF assistance into other support systems.</p> <p>Evidence of a coordinated approach to EGF assistance for individual cases.</p>		
<p>EQ 1.7: At the level of cases, to what extent have the challenges identified been tackled?</p>	<p>What challenges – if any – exist at the level of cases?</p> <p>At the level of cases, to what extent do the challenges identified persist?</p>	<p>Stakeholders provide concrete examples of how the challenges identified have been tackled.</p>	<p>Challenges encountered during case implementation are regularly identified and promptly tackled</p>	<p>Literature and data review</p> <p>Targeted interviews</p>
<p>EQ 1.8: To what extent were case-specific objectives/aims established?</p>	<p>To what extent were case-specific objectives/aims defined?</p> <p>Are there case-specific aims beyond the aim to contribute to achieving the labour market re-integration of dismissed workers?</p> <p>To what degree is there variation in the aims across the cases between beneficiaries targeted / type of activities etc.?</p>	<p>Degree to which case-specific aims have been defined at case level.</p> <p>Stakeholders' views on the degree to which the specific aims identified have been defined.</p> <p>Degree to which variations exists across cases, stakeholders and activity types in the case-specific objectives.</p>	<p>Case-specific objectives/aims are developed</p>	<p>Literature and data review</p> <p>Targeted interviews</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
EQ 1.9: To what extent were case-specific objectives monitored?	To what extent were case-specific objectives monitored?	Degree to which the achievement of specific aims has been monitored at case level. Existence of monitoring data gaps at case level. Reported delays in receipt of case-specific monitoring data.	Case-specific objectives/aims are regularly monitored	Literature and data review Targeted interviews
EQ 1.10: Were the national monitoring systems timely and effective?	What were the national monitoring requirements in terms of data collected; frequency of data collection etc.? Was the monitoring conducted at regular intervals, allowing for an assessment of trends over time? Was monitoring data received on time? How were monitoring requirements communicated to Member States - was there clarity around the type of data that needs to be collected?	Degree to which a national monitoring system was in place / external evaluations are undertaken. Frequency/rate of delays in receiving national monitoring data. Stakeholders' views on the functioning of the national monitoring system.	National monitoring systems are in place and are timely and effective	Literature and data review Targeted interviews
EQ 1.11: How reliable was the data collected and was it sufficient?	To what degree were there unexpected gaps; duplications; inconsistencies; or anomalies in reported data? How comparable was the data collected between cases and Member States?	National experts' / evaluators' assessment of the completeness, quality and comparability of the data collected. Stakeholder views on data collection requirements – practical views on requirements from case level and	The data collected at the national level was reliable and sufficient to conduct meaningful analyses and comparisons across Member States	Literature and data review Targeted interviews Counterfactual evaluation impact

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	<p>How far did the reliability of data collected vary between (a) cases and (b) Member States?</p> <p>Should more data per case be gathered in order to provide a complete picture of EGF results?</p>	<p>general views from the instrument perspective.</p>		
EQ 1.12: To what extent have Member States made use of the possibility of the EGF support to NEETs?	<p>What are the factors that encouraged the use of EGF support to NEETs by Member States?</p> <p>What are the factors that hindered the use of EGF support to NEETs by Member States?</p>	<p>Number of measures targeting NEETs.</p> <p>Stakeholders views on the factors that encouraged the use of EGF support to NEETs.</p> <p>Stakeholders views on the factors that hindered the use of EGF support to NEETs.</p>	<p>Member States fully exploit the potential of EGF support to help NEETs</p>	<p>Literature and data review</p> <p>Targeted interviews</p>
EQ 1.13: At instrument level, did EU or national procedures in place ensure a swift and resource saving decision-making process and thus a quick implementation?	<p>To what extent did the decision-making procedures act as a barrier to Member States applying for funding?</p> <p>What impact did the length of decision-making procedures have on the implementation of the case?</p> <p>To what degree can the decision-making procedure around the granting of EGF support be linked to delays in case implementation?</p>	<p>Average time between application and implementation per Member State.</p> <p>Average time for decision-making process per Member State.</p> <p>Stakeholder views on decision-making procedure.</p> <p>Proportion of cases reporting delays in final reports submitted by Member States.</p>	<p>EU/national procedures in place ensured a swift and resource-efficient decision-making process (quick implementation)</p>	<p>Literature and data review</p> <p>Targeted interviews</p> <p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p>
EQ 1.14: How effective was the EGF support for beneficiaries?	<p>To what extent have EGF beneficiaries found permanent/temporary employment as a result of EGF support?</p>	<p><i>Percentage of EGF beneficiaries in employment (broken down by type of employment contract: full time/part time, fixed term/open-ended) and self-</i></p>	<p>The EGF support provided to beneficiaries was effective in providing the support needed</p>	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p>

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	<p>To what extent was the outcome for EGF beneficiaries sustainable?</p> <p>To what extent have the EGF beneficiaries gained new skills?</p> <p>To what extent was the EGF more effective than national level measures to support redundant workers?</p> <p>To what extent did EGF funding alter the type of support made available to redundant workers by Member States?</p>	<p><i>employment, 6 months after the end of the implementation period.</i></p> <p><i>Percentage of EGF beneficiaries gaining a qualification 6 months after the end of the implementation period</i></p> <p><i>Percentage of EGF beneficiaries gaining a qualification 6 months after the end of the implementation period</i></p> <p><i>Percentage of EGF beneficiaries in education or training 6 months after the end of the implementation period</i></p> <p>Views of stakeholders (namely delivery partners and beneficiaries themselves) around new skills gained – including “soft” skills.</p> <p>Views of stakeholders (namely delivery partners and beneficiaries themselves) on the degree to which EGF support was more effective than national measures, and reasons why.</p> <p>Views of stakeholders on the degree to which EGF funding alters the type of support made available to redundant workers by Member States</p>		<p>Online survey of beneficiaries</p> <p>Public consultation</p>
EQ 1.15: How and to what extent has the EGF support had a short-term and medium-term impact on individual participants?	What was the labour market status of assisted workers at the end of the implementation period?	Percentage of beneficiaries in employment immediately after the end of the implementation period.	<p>The EGF support provided had had short-term impacts on individual beneficiaries</p> <p>The EGF support provided had had medium-term</p>	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p>

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	What was the labour market status of assisted workers twelve months after submission of the final report of each case?	<p>Percentage of beneficiaries in education or training immediately after the end of the implementation period.</p> <p>Percentage of beneficiaries with permanent employment contracts.</p> <p><i>Percentage of EGF beneficiaries gaining a qualification 12 months after the end of the implementation period</i></p> <p><i>Percentage of EGF beneficiaries gaining a qualification 12 months after the end of the implementation period</i></p> <p><i>Percentage of EGF beneficiaries in education or training 12 months after the end of the implementation period</i></p>	impacts on individual beneficiaries	Online survey of beneficiaries
EQ 1.16: Were there any unexpected or unintended effects linked to the implementation of EGF measures?	To what degree did the ultimate effects of the fund go beyond its intended aims?	Views of stakeholders across all levels on the existence of unexpected or unintended effects (qualitative feedback)	Presence of unexpected effects linked to the implementation of EGF measures	<p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p>
<p>EQ 1.17: How do the impacts observed compare with those achieved by:</p> <p>(a) individuals who did not receive EGF support (the control group when available);</p> <p>(b) similar re-employment projects at national or regional level?</p>	<p>How do the impacts for EGF beneficiaries compare to other targeted redundant workers and/or NEETs who have not received the same support?</p> <p>How do the overall impacts of EGF support compare with the impact of support available at national or regional level?</p>	<p>Labour market status of individuals who received EGF support compared to individuals who did not receive EGF support at the end of the implementation period and twelve months after intervention.</p> <p>Nature of re-employment of individuals who received EGF support compared to other redundant workers (<i>broken down by type of employment contract: full</i>)</p>	<p>Differences and similarities between impacts achieved by EGF and:</p> <ul style="list-style-type: none"> • Those who did not receive any form of support • Similar re-employment schemes at national/regional level 	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p> <p>Counterfactual impact evaluation</p>

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
		<i>time/part time, fixed term/open-ended) and self-employment</i>		
EQ 1.18: To the extent of available evidence, what are the long-term effects generated by the EGF cases?	<p>What proportion of EGF beneficiaries have been re-employed for 12 months or more?</p> <p>What proportion of EGF beneficiaries have been re-employed on a permanent basis as opposed to temporary or fixed-term basis?</p> <p>What proportion of EGF beneficiaries are engaged in education or training activities for 12 months or more following engagement with an EGF case?</p> <p>To what degree do beneficiaries as well as employers report increased employability of redundant workers?</p> <p>To what extent are there long-term effects generated for organisations delivering EGF support in terms of being better placed to deliver support to redundant / unemployed workers?</p> <p>To what extent are their new jobs better? E.g. higher salaries, more responsibilities, etc.</p>	<p><i>Percentage of EGF beneficiaries in employment, including self-employment, 12 + months after the end of the implementation period specified in the financing decision</i></p> <p>Rate of sustained engagement with education or training activities of EGF beneficiaries 12 + months after receiving support.</p> <p>Stakeholder views on increased employability of beneficiaries</p> <p>Stakeholder views on long-term effects generated for organisations delivering EGF support in terms of being better placed to deliver support</p>	<p>The EGF support provided had long-term impacts on individual beneficiaries and organisations delivering support</p>	<p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p> <p>Public consultation</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
EQ 1.19: What lessons have been drawn or could be drawn from EGF implementation, both by the Commission as well as by national, regional and local authorities?	<p>To what extent did EGF help in mainstreaming innovative ideas?</p> <p>To what extent did EGF help in (re)designing other active labour market policy instruments?</p> <p>To what extent have there been important learning from the EGF and its implementation which have been/ could be applied in the Commission or in national / regional / local authorities?</p>	<p>Stakeholder views on lessons learnt from EGF implementation at both case and instrument level.</p> <p>Stakeholder views on important learning from EGF implementation at both case and instrument level</p>	Availability of key lessons to be shared and provide common learning on EGF implementation (successes and failures)	<p>Targeted interviews</p> <p>Public consultation</p>
EQ 1.20. To what extent have social partners contributed to the design and provision of coherent support packages?	<p>What proportion of social partners involved in dismissals have contributed to the design of training and other support measures for re-employment?</p> <p>What proportion of social partners involved in dismissals have contributed to the delivery of training and other support measures for re-employment?</p>	<p>Stakeholders' views on the extent to which social partners have been involved in dismissals that contributed to the design of training and other support measures for re-employment</p> <p>Stakeholders' views on the extent to which social partners have been involved in dismissals that contributed to the delivery of training and other support measures for re-employment</p>	Social partners actively contribute to the design and provision of coherent support packages	Targeted interviews / online focus groups
EQ 1.21. To what extent have companies contributed to the design and provision of coherent support packages?	<p>What proportion of companies involved in dismissals have contributed to the design of training and other support measures for re-employment?</p> <p>What proportion of companies involved in dismissals have contributed to the delivery of</p>	<p>Stakeholders' views on the extent to which companies have been involved in dismissals that contributed to the design of training and other support measures for re-employment</p> <p>Stakeholders' views on the extent to which companies have been involved in dismissals that contributed to the</p>	Companies actively contribute to the design and provision of coherent support packages	Targeted interviews / online focus groups

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	training and other support measures for re-employment?	delivery of training and other support measures for re-employment		
EQ 1.22. To what extent have Member States incentivised local companies to employ dismissed workers?	<p>What proportion of local companies were provided with incentives to hire dismissed workers?</p> <p>What proportion of companies that have been offered incentives by MS have accepted them?</p> <p>What proportion of dismissed workers were hired by incentivised local companies?</p>	<p>Number of companies that were offered incentives to hire dismissed workers</p> <p>Number of companies that agreed to hire dismissed workers</p> <p>Number of dismissed workers hired by local companies that received State incentives</p>	Member States regularly incentivise local companies to re-hire dismissed workers	Targeted interviews / online focus groups
<p>EQ 1.23: What was the overall impact of EGF? (based on results of previous questions)</p> <ul style="list-style-type: none"> • Instrument level • Case level 	<p>To what extent has the EGF had its desired impact, i.e.: to demonstrate solidarity towards workers made redundant and to ensure for each EGF case that the largest possible number of beneficiaries find sustainable employment as soon as possible?</p> <p>To what extent has the EGF instrument been able to effectively provide emergency, targeted support to dismissed workers across Europe?</p>	Composite indicator (EQ 1.1 – 1.22)	The EGF achieved its desired impact overall at instrument and case level	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p> <p>Public consultation</p>
<p>EQ 1.24: To what extent have the information and communication activities of</p> <ul style="list-style-type: none"> • the Commission • Member States 	<p>How far do the information and communication activities of the Commission reach some groups relative to others?</p> <p>How far do the information and communication activities of</p>	<p>Level of awareness of information and communication activities organised by the Commission amongst:</p> <ul style="list-style-type: none"> • dismissed workers receiving support via the EGF 	The information and communication activities of the Commission have proved useful	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p>

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
<p>proven useful and reached the dismissed workers and Union Citizens?</p>	<p>Member States reach some groups relative to others?</p> <p>What are the most effective information and communication channels at EU level e.g. multilingual website; networking events; social media campaigns etc.?</p> <p>What are the most effective information and communication channels at national level e.g. multilingual website; networking events; social media campaigns etc.?</p> <p>Have the seminars organised by the Commission proved helpful and what can be improved?</p> <p>Have the seminars organised by Member States proved helpful and what can be improved?</p> <p>To what degree have the networking seminars organised by the Commission facilitated learning and information exchange between various EGF stakeholders?</p> <p>How far have the networking seminars been attended by EGF stakeholders from a range of groups and Member States? Has there been any over or underrepresentation in terms of</p>	<ul style="list-style-type: none"> dismissed workers receiving support from other EU and/or national resources Union citizens. <p>Level of awareness of information and communication activities organised by Member States amongst:</p> <ul style="list-style-type: none"> dismissed workers receiving support via the EGF dismissed workers receiving support from other EU and/or national resources Union citizens. <p>Attendance rate of different stakeholders / stakeholder groups at networking seminars organised by the Commission between 2015-2019.</p> <p>Degree of consensus among stakeholders (including targeted beneficiaries; local and regional authorities etc.) on:</p> <ul style="list-style-type: none"> how helpful seminars organised by the Commission have been 	<p>Key stakeholders are aware of the EGF</p> <p>Dismissed workers and Union Citizens are aware of the EGF</p> <p>The seminars organised by the Commission have proven to be helpful learning tools</p>	

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	EGF stakeholder groups or countries present?	<ul style="list-style-type: none"> usefulness of information and communication activities of the Commission by type¹¹⁶ <p>Degree of consensus among stakeholders (including targeted beneficiaries; local and regional authorities etc.) on the usefulness of information and communication activities of Member States type¹¹⁷</p> <p>Evidence of network building; information exchange around cases; mutual learning linked to:</p> <ul style="list-style-type: none"> networking seminars information and communication activities of the Commission information and communication activities of Member States 		
<p>Efficiency (EQ 2): To what extent were the results of the EGF per beneficiary cost-efficient? Are there significant differences in EGF cost-efficiency between and within Member States and per economic sector defined at NACE Revision 2 division level? If so, what is causing them? And how do these differences relate to the EGF support as a whole?</p>				
<p>EQ 2.1: To what extent were the results of the EGF per beneficiary cost-efficient?</p>	<p>To what extent is the level of resources used to support each redundant worker (or NEET) by the EGF is comparable to that used for national measures to support such</p>	<p>Degree to which the level of resources used to support each redundant worker (or NEET) by the EGF is comparable to that used for national measures to support such individuals' reintegration</p>	<p>The results of the EGF per beneficiary are cost-efficient</p>	<p>Literature and data review</p> <p>Targeted interviews</p>

¹¹⁶ i.e. multilingual website; networking events; social media campaigns etc.

¹¹⁷ i.e. multilingual website; networking events; social media campaigns etc.

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	<p>individuals' reintegration into the labour market or education/training?</p> <p>Are there more cost-effective responses to job losses than the EGF?</p> <p>Are there significant differences in EGF cost-efficiency between and within Member States?</p> <p>Are there significant differences in EGF cost-efficiency per economic sector defined at NACE Revision 2 division level?</p> <p>If so, what is causing them? And how do these differences relate to the EGF support as a whole?</p>	<p>into the labour market or education/training.</p> <p>Degree to which there are differences in cost-efficiency across Member States and reasons for this.</p> <p>Degree to which there are differences in cost-efficiency within Member States, across cases and measures, and reasons for this.</p> <p>Degree to which there are differences in cost-efficiency per economic sector defined at NACE Revision 2 division level, and reasons for this.</p> <p>Stakeholders' views on the extent to which the level of resources used to support each redundant worker (or NEET) by the EGF is comparable to that used for national measures to support such individuals' reintegration into the labour market or education/training.</p> <p>Stakeholders' views on the extent to which there are more cost-effective responses to job losses than the EGF.</p> <p>Stakeholders' views on reasons for differences in costs across cases and measures in given Member States.</p> <p>Degree to which any differences in cost-efficiency identified are reflected in EGF funding at instrument level.</p>		<p>Public consultation</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
<p>EQ 2.2: At case level, to what extent could the same results have been achieved with fewer resources and/or in a shorter period of time?</p>	<p>Could alternative ways have been more efficient and what are those?</p> <p>How far could fewer resources have been used at the level of cases to achieve the same results?</p> <p>How far could the same results have been achieved at case level in a shorter period of time?</p> <p>What – if any – options or barriers exist to reduce the resources used at the level of cases to achieve the same results per case?</p> <p>What – if any – options or barriers exist to reduce the amount of time required to achieve the same results per case?</p>	<p>Implementation costs (as % of total costs)</p> <p>Timing of application (after the reference period)</p> <p>Length of application process</p> <p>Timing of re-employment measures (after the application date)</p> <p>Length of re-employment measures</p> <p>Extent to which the same results could have been achieved with fewer resources and/or in a shorter period of time (qualitative feedback)</p> <p>Extent to which stakeholders identify options for increasing efficiency in achieving results at case level (qualitative feedback)</p> <p>Extent to which stakeholders identify barriers to for increasing efficiency at case level (qualitative feedback)</p>	<p>The same results could not have been achieved with fewer resources or in less time</p>	<p>Literature and data review</p> <p>Targeted interviews</p>
<p>EQ 2.3: At case level, to what extent are the costs incurred justified, given the benefits which have been achieved?</p>	<p>-</p>	<p>Total cost (or total EGF contribution) / number of targeted beneficiaries</p> <p>Total cost (or total EGF contribution) / number of reached beneficiaries</p> <p>Total cost (or total EGF contribution) / number of beneficiaries re-employed or returned to education/training</p>	<p>The costs incurred at the case level are justified, vis-à-vis the benefits achieved</p>	<p>Literature and data review</p> <p>Targeted interviews</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
		Extent to which the costs incurred are justified (qualitative feedback)		
EQ 2.4: What is the overall and case by case absorption rate of the funding support given from EGF to Member States?	<p>Does the absorption rate of EGF funding vary between Member States? Why?</p> <p>Does the absorption rate of EGF funding vary between cases within Member States? Why?</p> <p>To what degree does the absorption rate of EGF funding vary in relation to the <i>type</i> of support measures offered?¹¹⁸</p> <p>To what degree does the absorption rate of EGF funding vary in relation to the <i>sector</i> supported?</p>	<p>Absorption rate of EGF funding support overall.</p> <p>Absorption rate of EGF funding support per case.</p> <p>Absorption rate of EGF funding by <i>type</i> of support measures offered.</p> <p>Absorption rate of EGF funding by <i>sector</i> supported.</p>	Minimum/Maximum absorption rates, overall and on a case by case basis.	Literature and data review
EQ 2.5: At instrument level, to what extent were the procedures related to the application and allocation of EGF funding efficient?	<p>To what degree was there an administrative burden associated with applying for EGF support for Member States?</p> <p>To what degree was there an administrative burden for the Commission, associated with assessing the applications received?</p> <p>To what degree was there an administrative burden for the Commission, associated with</p>	<p>Stakeholders' views on the degree to which the application process was burdensome.</p> <p>Stakeholders' views on the degree to which the nature of the application process acted as a barrier to applying.</p> <p>Comparison of EGF application and reporting requirements with similar programmes and or active labour market policies or measures at EU and national level.</p>	The procedures were efficient	<p>Literature and data review</p> <p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p> <p>Targeted interviews</p>

¹¹⁸ e.g. individual job search assistance; training and retraining; job search allowances etc.

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	<p>proposing a Decision to mobilise the EGF to the Budgetary Authority for accepted applications?</p> <p>To what extent were reporting requirements imposed on Member States on the execution of the financial contribution from the EGF more or less demanding than other similar programmes?</p>			
Coherence (EQ 3): How coherent is the EGF intervention with other European Union programmes and national instruments?				
EQ 3.1: How coherent is the EGF intervention with other European Union programmes?	Does the EGF complement or add to other EU programmes?	Extent to which the EGF is additional to / complements other European Union instruments including the ESF, YEI.	The EGF and other European Union programmes are coherent and complement each other	Literature and data review
EQ 3.2: How coherent is the EGF intervention with other national instruments?	Does the EGF complement or add to other national instruments?	Extent to which the EGF is additional to / complements comparable national instruments in Member States.	The EGF and other national instruments are coherent and complement each other	Literature and data review
EQ 3.3: At instrument and case level, to what extent have Member States ensured the complementarity of EGF support with other European Union instruments, such as the European Social Fund, the Youth Employment Initiative, or national instruments in Member States?	<p>What – if any – mechanisms are in place to foster complementarity / prevent overlap between the EGF and other European Union instruments, such as the ESF and YEI?</p> <p>What – if any – mechanisms are in place to foster complementarity / prevent overlap between the EGF and national instruments in Member States?</p> <p>What – if any – mechanisms are in place to foster complementarity /</p>	<p>Extent to which individual cases are complementary with outputs of comparable European Union instruments / national instruments in Member States.</p> <p>Existence of mechanisms to support complementarity.</p>	Member States have ensured the complementarity between EGF support and other European/national instruments	<p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p> <p>Targeted interviews</p> <p>Public consultation</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	prevent overlap between individual EGF cases and the outputs of other similar EU instruments or national instruments in Member States?			
EQ 3.4: If applicable, are there any lessons learned for ensuring complementarity?	-	Extent to which complementarity with other EU and/or national level initiatives can be ensured	Best practices are available on how to ensure complementarity	Targeted interviews
EQ 3.5: At case level, to what extent have there been overlaps between EGF support and other interventions in the Member States?	<p>How far does EGF support overlap with similar interventions at Member State level?</p> <p>If overlaps exist – to what extent could they be considered complementary?</p> <p>What mechanisms – if any – are in place to avoid overlaps between EGF support and other similar interventions at Member State level.¹¹⁹</p>	<p>Presence / absence of overlaps.</p> <p>Presence / absence of mechanisms to avoid overlaps.</p> <p>Specific reasons for overlaps.</p> <p>Impact of overlaps (qualitative feedback)</p>	At case level, Member States have avoided overlap with other national interventions	<p>Literature and data review</p> <p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p> <p>Targeted interviews</p> <p>Public consultation</p>
EQ 3.6: At case level, to what extent have there been synergies between EGF support and other interventions in the Member States?	How does EGF support complement other similar interventions in Member States i.e. what does the EGF support provide that other interventions do not and vice versa?	<p>Presence / absence of synergies.</p> <p>Presence / absence of mechanisms to encourage / support synergies.</p> <p>Impact of synergies (qualitative feedback)</p>	At case level, Member States have favoured synergies between EGF and other national interventions	<p>Literature and data review</p> <p>Targeted interviews</p> <p>Public consultation</p>

¹¹⁹ e.g. existence of formal or non-formal dialogue with organisers of other similar interventions at national level; multi-stakeholder working groups with a shared focus; mutual sharing of results and best practices as well as gaps and challenges at national / regional level with a focus on supporting the reintegration of vulnerable workers etc.

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	What mechanisms – if any – are in place to fully exploit potential synergies? ¹²⁰			
Relevance (EQ 4): How relevant is the EGF?				
EQ 4.1: To what extent was the scope of the EGF as defined in Regulation (EU) No 1309/2013 appropriate and useful for its aims?	<p>Did it make sense to tie EGF support to major structural changes in world trade patterns due to globalisation?</p> <p>Did it make sense to tie EGF support to global financial and economic crises?</p>	<p>Number of restructuring job losses as a result of major structural changes in world trade patterns due to globalisation, the impact of the global and financial and economic crisis.</p> <p>Number of restructuring job losses as a result of other reasons, such as automation, digitalisation or transition to low-carbon economy.</p> <p>Extent to which the scope has limited access to funding for otherwise relevant cases for achieving the EGF overall objectives (qualitative feedback)</p>	The scope of the EGF Regulation was appropriate and useful for its aims	<p>Literature and data review</p> <p>Targeted interviews</p> <p>Public consultation</p> <p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p>
EQ 4.2: To what extent were the intervention criteria of the EGF as defined in Regulation (EU) No 1309/2013 appropriate and useful for its aims?	<p>To what extent were the following criteria appropriate and useful:</p> <p>At least 500 workers have to be made redundant (or self-employed persons' activity ceasing) over a reference period of 4 months in an enterprise in a Member State;</p> <p>500 workers at least have to be made redundant (or self-employed persons activity ceasing) over a</p>	<p>Number of redundant workers meeting the current threshold as a proportion of all redundant workers per Member State.</p> <p>Size of major restructuring events as a result of major structural changes in world trade patterns due to globalisation, the continued impacts of the global financial and economic crisis or other reasons for restructuring job losses,</p>	The intervention criteria set out in the EGF Regulation were appropriate and useful for its aims during the 2014-2020 period	<p>Literature and data review</p> <p>Targeted interviews</p> <p>Public consultation</p> <p>Online survey of EGF contact persons in Member States which did not apply for EGF funding</p>

¹²⁰ Ibid.

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	<p>reference period of 9 months in enterprises, especially SMEs that belong to the same sectors in one or two adjoining regions</p> <p>Having small labour markets being eligible provided that the redundancies have a serious impact on the local, regional or national economy and on employment.</p> <p>To what extent was the threshold of redundant workers as defined in Regulation (EU) No 1309/2013 appropriate and useful for its aims?</p> <p>To what extent should support be provided to both redundant and self-employed persons whose activity has ceased?</p> <p>To what extent was the four/nine-month reference period appropriate?</p>	<p>such as automation, digitalisation or transition to low-carbon economy.</p> <p>Extent to which the intervention criteria have limited access to funding for otherwise relevant cases, e.g. in terms of the impact they can have on a given region/MS, for achieving the EGF overall objectives</p> <p>Stakeholders' views on the appropriateness of the intervention criteria</p>		
EQ 4.3: To what extent did the EGF support to NEETs reflect the needs of Member States?	To what degree did EGF funded support available for NEETs differ from support available for other beneficiaries?	Extent to which the support offered corresponded to the needs of NEETs per Member State.	The EGF support to NEETs fully reflected the needs of Member States	Targeted interviews / online focus groups Public consultation
EU added value (EQ 5): What is the EU added value of the EGF intervention?				
EQ 5.1: At case level, what is the EU added value of the EGF intervention?	Volume effects: Has EGF added to, or supported, existing actions or policy areas?	Views of stakeholders on the degree to which EGF has added to, or supported, existing actions or policy areas.	The EGF has EU added value at case level	Literature and data review

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	<p>Scope effects: Has the EGF broadened existing actions by supporting groups or policy areas that would not have received support otherwise?</p> <p>Role effects: Have lessons learnt from the implementation of EGF been applied elsewhere?</p> <p>Process effects: Has the EGF improved/changed operational processes and the implementation of support measures for redundant workers/NEETs including in relation to other national or European sources of funding?</p>			<p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p> <p>Public consultation</p>
<p>EQ 5.2: At instrument level, what is the EU added value of the EGF intervention?</p>	<p>Volume effects: Has EGF added to, or supported, existing actions or policy areas?</p> <p>Scope effects: Has the EGF broadened existing actions by supporting groups or policy areas that would not have received support otherwise?</p> <p>Role effects: Have lessons learnt from the implementation of EGF been applied elsewhere?</p> <p>Process effects: Has the EGF improved/changed operational processes and the implementation of support measures for redundant workers/NEETs including in relation</p>	<p>Views of stakeholders on the degree to which EGF has added to, or supported, existing actions or policy areas.</p>	<p>At instrument level, the EGF has EU added value</p>	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p> <p>Public consultation</p>

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Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	to other national or European sources of funding?			
EQ 5.3: To what extent does the aid offered by the EGF replace or complement measures or allowances which the Member State would provide in the absence of EGF funding?	<p>What other measures or allowances are available for EGF beneficiaries beyond EGF support?</p> <p>Has the existence of the EGF affected the scope and scale of other comparable measures or allowances to support workers made redundant at national and regional level?</p> <p>To what extent has EGF funding replaced or complemented measures that were being/would have been offered by Member States?</p>	<p>Existence of comparable measures or allowances for supporting workers made redundant in Member States.</p> <p>Views of stakeholders on the degree to which funding offered by the EGF replaces measures that the Member State would provide in the absence of EU funding.</p> <p>Views of stakeholders on the degree to which funding offered by the EGF replaces allowances that the Member State would provide in the absence of EU funding.</p>	The aid offered by the EGF substitutes/complements (partially or entirely) national measures	<p>Literature and data review</p> <p>Targeted interviews</p> <p>Public consultation</p>
EQ 5.4: Were there any cross-region and/or cross-border effects of the EGF cases implemented?	<p>What proportion of EGF beneficiaries found work in a region other than their region of residence (whilst remaining in the same country)?</p> <p>What proportion of EGF beneficiaries found work in a country other than their country of residence?</p> <p>What was the planned EGF expenditure on cross-region and/or cross-border mobility allowances per case / Member State?</p>	<p>Proportion of workers (re)integrated into cross-border employment as opposed to employment within their region/country of residence.</p> <p>Amount of mobility allowance distributed via the EGF.</p> <p>Stakeholder views on cross-border effects of EGF cases</p>	The EGF implementation resulted in cross-border effects (across regions and/or across countries)	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p>

STUDY SUPPORTING THE EX POST EVALUATION OF THE EGF (2014-2020)

Sub-questions	Operational questions	Indicators	Judgement criteria	Data sources
	What was the actual EGF expenditure on cross-region and/or cross-border mobility allowances case / Member State?			
EQ 5.5: At case level, what has been the EU added value of EGF measures targeted at NEETs?	How do outcomes for NEETs who received targeted EGF support differ compared to NEETs who have not?	<p>Reintegration rate of NEET beneficiaries compared to those who have not received EGF support.</p> <p>Proportion of NEET beneficiaries with permanent employment contracts compared to those who have not received EGF support.</p> <p>Proportion of NEET beneficiaries engaged in education and training following engagement with EGF cases compared to those who have not received EGF support.</p> <p>Stakeholder views on EU added value of EGF measures targeted at NEETs.</p>	Reduction in the number of NEETs in the labour market	<p>Literature and data review</p> <p>Targeted interviews / online focus groups</p> <p>Online survey of beneficiaries</p> <p>Counterfactual impact evaluation</p>

ANNEX 3: SYNOPSIS REPORT

1. Overview of consultation strategy

Our approach to this study ensured that EGF stakeholders at all levels were consulted through a variety of means, ranging from a public consultation to online surveys and targeted interviews.

Table 7. Stakeholder consultation strategy: overview

Stakeholders	Surveys	EU level targeted interviews	National/case level targeted interviews and focus groups ¹²¹	Public consultation
EU level stakeholders		X		
EGF contact persons in Member States	X		X	X
EGF beneficiaries	X		X	X
Public authorities at local and regional level			X	X
Industry/businesses			X	X
Workers' organisations			X	X
Private sector bodies and professionals			X	X
NGOs				X
Citizens/General Public				X
Research			X	X

With small variations, the key findings are consistent across the different consultation tools applied:

- The EGF has been effective overall in achieving its general objectives, although there is still room for improvement in the way it is managed and implemented.

¹²¹ The results from national level interviews are not reported on in this report, but in separate case study reports which are not published.

- On one hand, the EGF resources have been used in an efficient way. On the other, the application process and lengthy decision-making process have resulted in inefficiencies, in terms of time and resources spent.
- The EGF is coherent with other EU and national level policies. It complements and adds to existing legislation, rather than overlapping with it.
- The scope of the EGF is partially relevant and would benefit from a revision. Most stakeholders consulted believe that adapting the intervention criteria would make the EGF more flexible and easily accessible to Member States. No unanimity was found as to whether NEETs should be included in the scope of the EGF or not.
- The EGF has a clear EU added value. Its nature as an emergency Fund allows it to be used in case of real necessity, in many cases where national funds would not be able to fund the same volume and scope of ALMPs. The possibility to strongly target the EGF measures to the needs of its beneficiaries is seen as another key feature of the Fund.

No campaigns were identified in the responses collected.

2. Public consultation

The aim of the public consultation was to ensure transparency in the evaluation process by involving the general public, in a way that is complementary to the targeted consultation activities.

Methodology and tools used to disseminate and process the data

The public consultation was launched on 10th June 2020¹²² and remained open for responses until 16th September 2020. The following dissemination strategies to advertise the launch of the Public Consultation on the EU Survey Portal were implemented:

- Publication on DG EMPL's website¹²³
- Dissemination and reminders through social media accounts¹²⁴
- Snowballing with the support of EGF contact points

Our methodology for the analysis of the public consultation results combined quantitative analysis of closed-ended questions in Excel with qualitative analysis of responses to open-ended questions and position papers submitted using the Qualitative Data Analysis (QDA) software NVivo. Prior to this, data was checked for errors, duplicates, and organised campaigns, and appropriate measures were taken to reduce bias – if any – introduced by these.

¹²² The delays between the finalisation of the questionnaire and its launched were caused by (a) the need to translate the questionnaire into all official EU languages, and (b) the initial reluctance of the SecGen to run the public consultation during the summer period.

¹²³ <https://ec.europa.eu/social/main.jsp?langId=en&catId=326&furtherNews=yes&newsId=9731>

¹²⁴ DG EMPL's twitter account: https://twitter.com/EU_Social/status/1280518635195424769 and https://twitter.com/EU_Social/status/1298172732350312448

Stakeholders

A total of 39 respondents participated to the public consultation. Responses came from 17 different countries, of which 15 in Europe. Malta and Romania are the most represented countries among respondents, followed by Spain, Germany, Hungary, Italy and Belgium. Most respondents identified themselves as either representatives of a public authority or as (EU) citizens.

Citizens were asked further details about their gender, age, and current employment status. The majority of citizens participating in the public consultation were in the 35-44 age group. Younger age groups were considerably less represented. Most citizens indicated being a female and being currently employed.

Respondents who indicated belonging to a public authority or a company were asked different profiling questions. The majority of the respondents indicated belonging to a large¹²⁵ or medium¹²⁶ sized company at the national or local level.

Key results per evaluation criterion

Following the profiling questions, respondents were split into groups based on their level of awareness about the EGF. Fifteen respondents (out of 39) indicated being aware of the EGF and how it works or working for a company that has been involved in an EGF case. These respondents were asked questions about the effectiveness, efficiency, relevance, coherence and EU added value of the Fund. The small sample of respondents prevents us from drawing strong, generalisable conclusions. However, it can give us an indication that can be either confirmed or discarded by the results collected through other data collection activities. Twenty-four (out of 39) respondents indicated having heard of the EGF but not knowing its details, or not knowing the EGF at all. Therefore, they were only asked general questions on what the role of the EU should be vis-à-vis dismissed workers.

Effectiveness

All respondents (among the 15 who were aware of the EGF) indicated that **the objective of the EGF is clear, and almost all of them also believe it is appropriate**. Respondents further indicated that there are both barriers and encouraging factors that determine the extent to which Member States apply for EGF support. A slightly higher number of respondents, however, pointed towards barriers rather than to encouraging factors. The key challenges uncovered were related to the complexity of the application process and the length of the decision-making process.

A majority of respondents positively assessed the way the EGF catered to the needs of beneficiaries. In the majority of cases, participants reported that the EGF altered the available support at national level for redundant workers. Most respondents also indicated that **the EGF was more effective than national policies to support redundant workers**. They noted that the EGF provides more funds than those available at national level, and that the EGF allows to implement very targeted and personalised measures to support dismissed workers. However, only half of the respondents agreed that the EGF helped NEETs find work or return to education. Uncertainty emerged when participants were asked whether EGF support has a long-lasting effect.

¹²⁵ 250 or more employees

¹²⁶ 50 to 249 employees

Efficiency

Responses from those 15 who were aware of the EGF suggest that **the Fund has been efficient in the use of resources**. In fact, most respondents believed that the same results could not have been achieved with less resources. The majority of stakeholders also indicated that the same results could probably not have been achieved in a shorter period of time.

However, the majority of respondents also indicated that **the EGF did not enable quick implementation of support**, because the decision-making process and the implementation time are too long.

Coherence

All respondents indicated a **strong external coherence of the EGF with other support measures available at the EU and national level**. In fact, participants indicated that the EGF both complements and adds to other EU (such as the ESF and YEI) and national measures.

Relevance

Results concerning the relevance of the EGF were mixed from those 15 who were aware of the EGF. Most respondents indicated that the **scope of the EGF is no longer entirely appropriate and useful**, and that it should be made more flexible and widened to consider emerging needs. In their view, layoffs resulting from restructuring induced by automation and digitalisation or CO2 reduction should also be covered by the Fund.

There is **no unanimity as to whether the EGF intervention criteria are still relevant and useful** – respondents were almost equally split on this aspect. The latter specified that the threshold of 500 redundancies is no longer realistic, and that lowering it to 250 would allow for an increased use of the Fund. There was no correlation between the response and the respondents' characteristics (e.g.: citizen/public institution; gender; employment status; age).

The inclusion of NEETs in the scope of the EGF is another topic that divided respondents. A third of the respondents was either neutral or had no opinion about this. Among the remaining respondents, slightly more than half was in favour of their inclusion. The rest was against. Among the former, half of the responses were provided by representatives of countries where NEETs were targeted through EGF (i.e. Belgium (two responses) and Spain). No respondents from countries where NEETs had been supported by the EGF suggested that NEETs should be excluded from the scope of the EGF.

EU Added value

The responses collected from those 15 who were aware of the EGF indicate that, overall, **the EGF has an EU added value that justifies its existence and continuation**. In fact, the majority of respondents believed that the EGF has added to or supported existing actions or policy areas, including those that would not have received funding otherwise. The EGF has also favoured a learning process and provided lessons that have been applied in other circumstances or have improved implementation processes at national level. Yet, the EGF has not supplanted national measures that were already in place. Rather, it has complemented them.

General questions: role of the EU

Respondents who were not aware of the EGF (24 out of 39) were asked, in more general terms, what the EU role should be vis-à-vis active labour market policies and dismissed workers. Respondents indicated, almost unanimously, that **the EU should help workers who lost their jobs as a result of global financial and economic crisis or other major**

unexpected events. Similarly, almost all of these respondents believed that the EU should help NEETs in finding a job or returning to education.

3. Online surveys

Two online surveys were implemented: one to gain insights into the experiences and impact of the EGF support provided to beneficiaries, and one to understand why certain countries did not apply for funding.

Methodology and tools used to disseminate and process the data

The first online survey was aimed at EGF beneficiaries (end users), and the second at EGF contact persons in countries that did not apply for EGF funding in the 2014-2020 period. The surveys were launched through Ramboll's in-house specialised survey software SurveyXact.

To reach EGF beneficiaries, we relied on the support of EGF contact persons to disseminate the survey to their contacts directly, or to help us get in touch with any regional organisations that might have this contact information of beneficiaries. EGF contact persons in the 16 non-beneficiary countries¹²⁷ were contacted directly via email, using the addresses on the EGF webpage. Both surveys were made available in all official languages of the countries to which they applied.

The survey to EGF contact persons was launched on 20th April 2020 and remained open for responses for three weeks, until 11th May 2020. The survey to EGF beneficiaries was launched on 27th April 2020 and remained open for responses for five weeks, until 2nd June 2020 it was subsequently reopened twice for additional responses from the Netherlands (11th September until 21st September 2020) and Estonia (4th October until 14th October 2020). Pre-planned reminders were sent halfway through and one week before closure. Data from both surveys was analysed in the same way as the analysis of the public consultation results described above: descriptive statistical analysis of closed questions, and qualitative coding analysis of open-ended question responses.

Key results of the EGF beneficiary survey

The survey specifically aimed to gain a perspective on the experience and impact of the support provided from those it intends to help (EGF beneficiaries), and to gather views on how the EGF compares to other forms of support for redundant workers (and NEETs).

A total of 1,306 completed responses were received to the survey, along with 351 partially completed results (i.e. people who started filling it out but did not get through the whole survey). Based on methodological considerations, a total of 922 responses were considered in our analysis¹²⁸. The responses received are geographically imbalanced, with half of the responses received from Finland, followed by Spain and Germany. No eligible answers

¹²⁷ Austria, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Hungary, Latvia, Lithuania, Luxembourg, Malta, Poland, Romania, Slovakia, Slovenia, United Kingdom.

¹²⁸ Considering the risk of 'false positives', i.e. the survey reaching persons it was not intended for (persons who did not benefit from EGF support), the survey questionnaire contained a significant number of profiling questions aiming to exclude such persons from the analysis. As a result, our analysis presented in this appendix covers 922 respondents that (a) 'completed' the questionnaire and (b) passed the profiling questions that filtered out persons that likely were not part of our target group.

were received from Estonia or Sweden despite support from EGF contact persons and reminders sent.

About the respondents

The responses received were geographically imbalanced, with half of the responses received from Finland, followed by Spain and Germany. This introduced a certain degree of bias, meaning that the results are not necessarily representative of the experience of all beneficiaries across all EGF cases and countries.

The majority of beneficiaries indicated that they had lost their job in 2016. Most respondents were in the age group of 45-54 when they received help in (re-)entering the job market. A minority of respondents were between 15-24, hinting at a low representation of NEETs among EGF beneficiaries. The distribution of gender was quite imbalanced in favour of male respondents, who made up more than half of the respondents. Both the age and sex of the majority of respondents are generally in line with the profile of EGF beneficiaries overall, so this does not point towards a bias.

Respondents who indicated being aware of having benefited from EGF measures were asked to indicate when this support started. In total, almost half of the respondents indicated that their support started in 2016 or 2017. This corresponds to the fact that most beneficiaries lost their job in 2016. The average length of EGF support lies at around 8 months. The majority benefited from EGF for 6-12 months, followed by those who benefited for longer than 12 months. A smaller group benefited for 3-6 months or less than 3 months.

Did the EGF help you?

Overall, the **EGF support seems to be perceived as very effective by most respondents** in both cases (those who are aware that the support they received was co-financed by the EGF and those who are not). The most common type of support received by respondents was training/re-training, followed by counselling or career guidance, help with looking for a job, mentoring or coaching and advice. Allowances were less common but still used. The few respondents who indicated that they had received 'other' types of support indicated having received wage subsidies; support for education and/or training measures; support for self-employed/start-up activities; counselling sessions; help with job applications.

Most respondents indicated that **the support that they received was tailored to their needs**. There were no clear differences between countries, showing that Member States were comparatively speaking successful in tailoring their support to the beneficiaries. Furthermore, the majority of respondents reported that the support they received helped them to develop new skills and/or qualifications, and more than half of them agreed that the support helped them to gain more confidence.

Results indicated that **EGF support contributed to helping beneficiaries find and stay in employment**. Among those who found re-employment, the majority indicated being in a permanent job. While a few people may not have been employed directly after taking part in EGF measures, ultimately they did manage to get and stay in a job in the long term.

The EGF seems to have been less effective in helping beneficiaries to become self-employed, as only slightly less than half of respondents agreed to the statement that it helped them become self-employed, which is in line with the fact that measures to encourage self-employment were less common than training and job search assistance. In comparison, the EGF helped more of the beneficiaries to return to education, and respondents agreed that it would have been more difficult to return to education without EGF support.

How does the EGF compare to other measures?

The majority of respondents positively evaluated the EGF in comparison to other sources of support, notably in terms of the volume and scope of the EGF support, and it being more tailored to the specific needs of beneficiaries.

Key results of the EGF contact person survey

This survey specifically aimed to uncover the reasons why the Member States that did not apply for EGF funding during the 2014-2020 period did not do so and gather their views on the appropriateness of the application process.

The survey was distributed to contacts persons in the 16 countries that did not apply for EGF funding during the 2014-2020 period. We asked respondents to provide one comprehensive response per Member State. 13 fully completed responses¹²⁹ were submitted.

Relevance

The majority of respondents believed that **the scope of the EGF is appropriate**. In particular, all respondents believed that it made sense to tie EGF support to major structural changes in world trade patterns due to globalisation. The vast majority also believed that it made sense to tie EGF support to global financial and economic crises. Protecting workers from the negative impacts of globalisation and economic crises was perceived as a fair act of solidarity.

However, **not all respondents agreed that the EU should also be targeting NEETs through the EGF**, because NEETs have specific needs that are better addressed by other programmes¹³⁰. Therefore, the EGF should only be focusing on dismissed workers.

The majority of respondents believed that the intervention criteria set for the EGF in the 2014-2020 period were appropriate, although they might need revision. Two key issues with the EGF intervention criteria set out in the 2014-2020 funding period were identified:

- The threshold of minimum 500 redundancies was too high for small countries/regions;
- The co-financing rate offered by EGF was too low, notably in certain cases in comparison to other instruments (e.g. ESF).

Awareness of the EGF

EGF contact persons were asked to rate the degree of awareness of the EGF among different categories of stakeholders in their countries; the following key findings on awareness of the EGF emerged:

- The EGF was mostly known by public authorities at regional or local level and by those who already benefited from its measures;
- Workers' organisations, trade unions, NGOs, and organisation providing training services were generally aware of the EGF;

¹²⁹ Denmark, Czechia, Malta, Romania, Lithuania, Austria, Poland, Slovenia, Latvia, Bulgaria, Croatia, Slovakia and Cyprus.

¹³⁰ European Social Fund (ESF); Youth Employment Initiative (YEI).

- NEETs and the general public (e.g. dismissed workers who were potential beneficiaries) were the least informed stakeholder groups about the existence and role of the EGF.

Respondents who indicated a low level of awareness of the EGF among any of the stakeholder groups above in their country were asked to further substantiate their answers. Three key points emerged from their responses:

- EGF is only advertised if and when there is the need to submit an application;
- In turn, the general public and dismissed workers only learn about EGF once/if mass redundancies occur;
- Since national administrations are more familiar and prone to use the ESF than the EGF, the former is more advertised than the latter at the national level.

Barriers to application – countries that never applied for funding

The following were identified as the main barriers preventing Member States from applying for EGF funding by contact persons in countries that had never applied for EGF funding¹³¹:

- Cases in some Member States did not meet the EGF intervention criteria;
- The thresholds for intervention were too high for some of the Member States;
- EGF support overlapped with other measures at national and/or EU level;
- The co-financing rate of the EGF was not sufficiently high.

We therefore investigated what would need to change for their Member State to consider applying for EGF funding. The responses can be summarised in three key points.

- Increasing the co-financing rate and equating it to the ESF co-financing rate;
- Reducing the threshold of dismissed workers;
- Simplifying the application procedure.

Barriers to application – countries that applied for funding in the 2007-2013 period

The following emerged as key barriers that prevented Member States from applying for EGF funding during the 2014-2020 funding period, even though they had had EGF cases in the past¹³²:

- The inability of some countries to meet the EGF thresholds (number of dismissals);
- The perceived overlap of EGF with other EU or national measures;
- The length and administrative burden imposed by the application process;
- The speed with which EGF funding is provided to Member States.

Finally, we asked the respondents what factors would encourage their Member State to apply for EGF funding again. Their responses are summarised below:

- Lowering the redundancies threshold;
- Increasing the co-financing rate;

¹³¹ Croatia, Cyprus, Slovakia (and Hungary, Luxembourg and the United Kingdom but they did not respond to the survey).

¹³² Austria, Bulgaria, Czechia, Denmark, Lithuania, Malta, Poland, Romania, and Slovenia

- Enabling advance payments and, relatedly, reducing the length of the decision-making process;
- Simplifying the application process;
- Enlarging the scope of EGF by including other economic scenarios such as seasonal unemployment, natural disasters and force majeure.

4. Interviews

The purpose of the EU level interviews was to add more in-depth qualitative evidence to data already gathered on the design and implementation of the EGF, and fill data gaps emerging from other consultation tools. EU level interviews focused in particular on the design and implementation of the EGF as an instrument in a broader sense in the context of EU legislation; supranational policy design and implementation and financial planning; and the coherence of the EGF with other relevant EU-level initiatives, notably the ESF/YEI. In addition to these interviews, national/regional level interviews were conducted by the national experts within the context of the case studies; their results are not included here, but in individual case study reports that will not be published.

Methodology and tools used to disseminate and process the data

The interviews aimed to complement the data collected through other tasks of this ex-post evaluation, and to gather specific qualitative evidence in relation to the evaluation questions for which qualitative data was judged to be an important source, namely at the level of results.

The targeted interviews were semi-structured, following interview guides designed for each of the different stakeholder categories during the inception stage. Detailed interview notes were written for each interview, which were subsequently analysed.

Stakeholders

A total of eight interviews were conducted by the study team, with European Commission staff (3), (former) Members of the European Parliament (2), a social partner, and Member States (2) that did not apply for EGF support during the 2014-2020 period.

Key results per evaluation criterion

Effectiveness

Findings from the EU-level interviews suggested that overall, **the EGF had been effective and had achieved its key objectives**¹³³. Nevertheless, there was still room for improvement in the way the Fund was designed, managed and implemented. It also emerged from the interviews that overall, Member States still did not use the EGF to its full potential. Several reasons for this were identified, in particular:

- **Countries might not satisfy the EGF intervention criteria.** Especially in smaller countries, mass redundancies do not reach the minimum threshold of 500 dismissed workers;

¹³³ To show solidarity with workers who had lost their jobs in large scale redundancies resulting from changes in global trade patterns.

- The **co-financing rate of EGF is for many countries lower than that available in ESF**. Related to this, it was noted by two stakeholders that ESF is generally perceived as more flexible by Member States.
- **There is still lack of awareness of the EGF and the funding possibilities it offers.**

Interviewees agreed that **the EGF had proven to be a useful tool to support dismissed workers**. Additionally, EGF measures took increasingly into account the socio-economic context in which dismissed workers lived, therefore addressing their needs in a holistic way.

Furthermore, it appeared that **the EGF results in high re-employment rates**. Around 60% of dismissed workers were said to be re-employed on average after receiving EGF support, which indeed is reflected in the data. According to an interviewee, these rates appear to be higher than those achieved by the ESF. EGF measures also usually result in the creation of a social network between the dismissed workers, which is an unintended, yet positive effect of the Fund.

Ultimately, Member States are responsible for ensuring that the short-term emergency relief provided by the EGF turns into sustainable, long-term effects. However, **progress on case-specific objectives was said to be poorly monitored by Member States**. This was because there was no structured process to follow up on EGF effects. Member States were only obliged to report on the number of persons initially targeted and those who benefited from EGF support.

Furthermore, because of the time lag between the application and implementation period, the EGF might have failed to target all the people that would in principle need support. At the same time, the time lag between implementation and application also ensured that only the people that would not find re-employment or training without the EGF were targeted by it.

Finally, **the decision-making process at the EU level to finance/implement a case was judged lengthy**. At the same time, it was also highlighted that the quality of applications received impacted on the length of the decision-making process – a well written application fully meeting all the criteria would be processed faster than a poorly written one. It appeared that Member States had developed and improved their understanding of EGF over time, resulting in better applications and a better implementation of cases.

Efficiency

According to EU-level interviewees, the decision-making process could be lengthy and would benefit from simplification. Linking the need for EGF funds to the impacts of globalisation had proven particularly challenging for applicant Member States. This resulted in several iterations of some applications, which would need to be revised on multiple occasions by the different stakeholders involved. In turn, this resulted in **efficiency losses in terms of time spent and staff involved in the application process**.

However, a few stakeholders believed that the application process and requirements were not excessively complicated, although it involved a learning process on the part of the applicant authorities. Once the learning process was complete, subsequent applications would require fewer resources, both in terms of staff and financial resources. In fact, it appears that **the efficiency of the Fund and how it is managed at the EU level had greatly improved** over time.

Member States often overestimate costs, and hence returned unused funds. This suggests that the EGF funding was adequate to cover the expenses incurred by Member States.

Relevance

Targeting dismissed workers was seen as appropriate and fair by EU-level interviewees. Although the EGF allows to implement largely the same measures of ESF, it has its own reasons to exist. The EGF provided Europe with a pocket of money to be drawn on only in emergency cases.

However, **not all stakeholders agreed that NEETs should be targeted by the EGF**. Two main reasons were provided to justify this statement:

- EGF was not seen as the most appropriate Fund for NEETs. There were other instruments – primarily YEI - to do so that are more specialised to provide tailored support;
- NEETs as a target group are very different from workers made redundant. Therefore, the connection between support to dismissed workers and NEETs is somewhat “artificial” and not justified.

Most stakeholders believed that the EGF intervention criteria would benefit from a revision: further lowering the threshold of dismissed workers and lowering the dismissal period within which workers are eligible for EGF support would make the EGF more accessible to smaller countries. This, in turn, would make the EGF more flexible to adapt to diverse needs. The other stakeholders believed the EGF was sufficiently flexible as it was mobilised based on needs.

Coherence

EU-level interviewees identified **strong complementarity between the EGF and the ESF**. EGF and ESF allowed for the implementation of largely comparable measures. The EGF is a tailored, specific Fund to target the needs of a very narrow group. This is not the case of the ESF, which is broader in its objectives and the people it targets.

Views on the coherence between the EGF and other EU policies were limited and could not be generalised.

EU Added value

All interviewed stakeholders at EU level thought **the EGF had added value compared to what could have been achieved by the Member States themselves**. Three key definitions of EGF added value emerged:

- The EGF was seen as a **complementary resource to national measures**. In the absence of the EGF, some Member States would have had very limited/no resources to address the needs of dismissed workers;
- The EGF provided a **rapid relief for emergency circumstances**;

The EGF **demonstrated EU solidarity** towards dismissed workers.

ANNEX 4: ANALYSIS OF THE PUBLIC CONSULTATION

This annex presents the results from the analysis of the responses to the public consultation.

The public consultation was launched on 10th June 2020¹³⁴ and remained open for responses until 16th September 2020. The following dissemination strategies to advertise the launch of the Public Consultation on the EU Survey Portal were implemented:

- Publication on DG EMPL's website¹³⁵;
- Dissemination and reminders through social media accounts¹³⁶;
- Snowballing with the support of EGF contact persons.

Our methodology for the analysis of the public consultation results combined **quantitative analysis** of closed-ended questions with **qualitative analysis** of responses to open-ended questions and position papers submitted. Considering the small number of respondents (40), both of these analyses were conducted using Excel.

- For the closed questions, answers were counted and percentages, measures of central tendency and dispersion were calculated to analyse the distribution of responses across the different questions. Graphs were created for each question, as presented in this report.
- For the open-ended questions, responses were machine-translated into English and intuitively coded along a set of themes that emerged from the responses.

Prior to the analysis, data was checked for errors, duplicates, and organised campaigns, and appropriate measures were taken to reduce bias – if any – introduced by these. No campaigns were identified in the responses collected.

Profiling questions

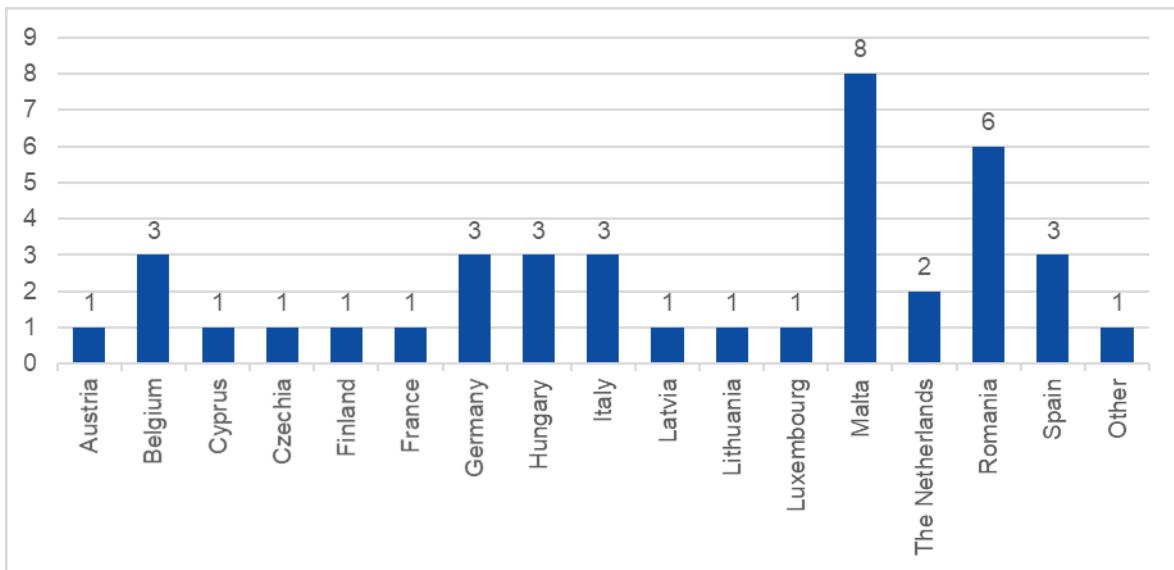
A total of 40 respondents participated in the public consultation. Responses came from 17 different countries, which included 16 EU Member States and the United States of America (identified as "other" in the graph below). Malta (8 respondents) and Romania (6 respondents) were the most represented countries, followed by Spain (3 respondents), Germany, Hungary, Italy and Belgium (2 respondents each). As such, the responses received are geographically imbalanced and do not include responses from a significant number of Member States. Nonetheless, they provide some interesting insights which complement the evidence base collected from the other data collection activities as part of the evaluation.

¹³⁴ The delays between the finalisation of the questionnaire and its launch were caused by the need to translate the questionnaire into all official EU languages.

¹³⁵ <https://ec.europa.eu/social/main.jsp?langId=en&catId=326&furtherNews=yes&newsId=9731>

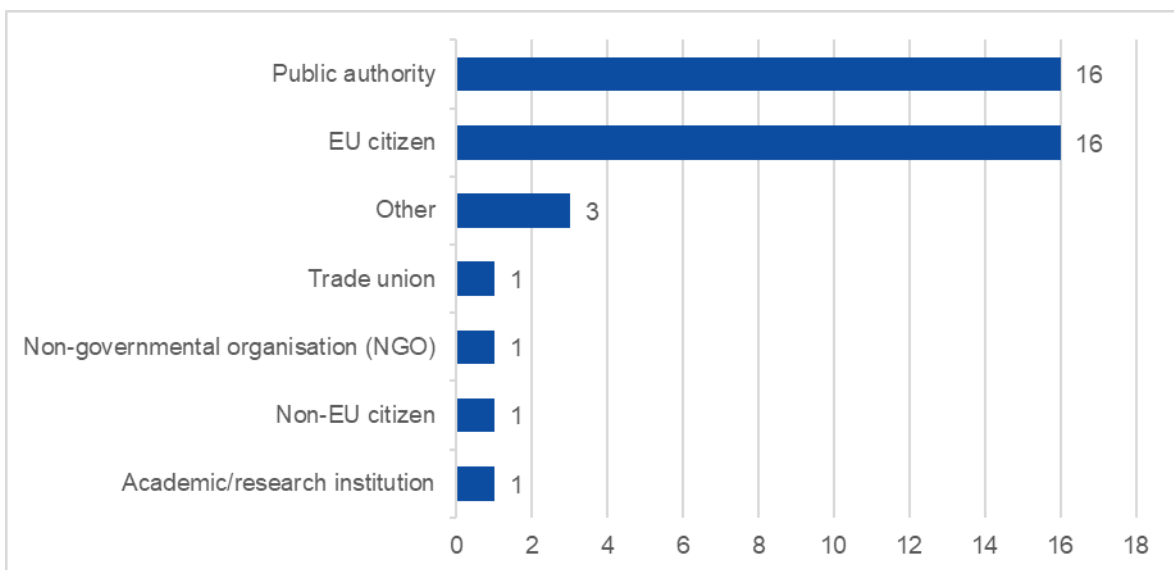
¹³⁶ DG EMPL's twitter account: https://twitter.com/EU_Social/status/1280518635195424769 and https://twitter.com/EU_Social/status/1298172732350312448

Figure 24. Please indicate in which country you live and/or work, N=40

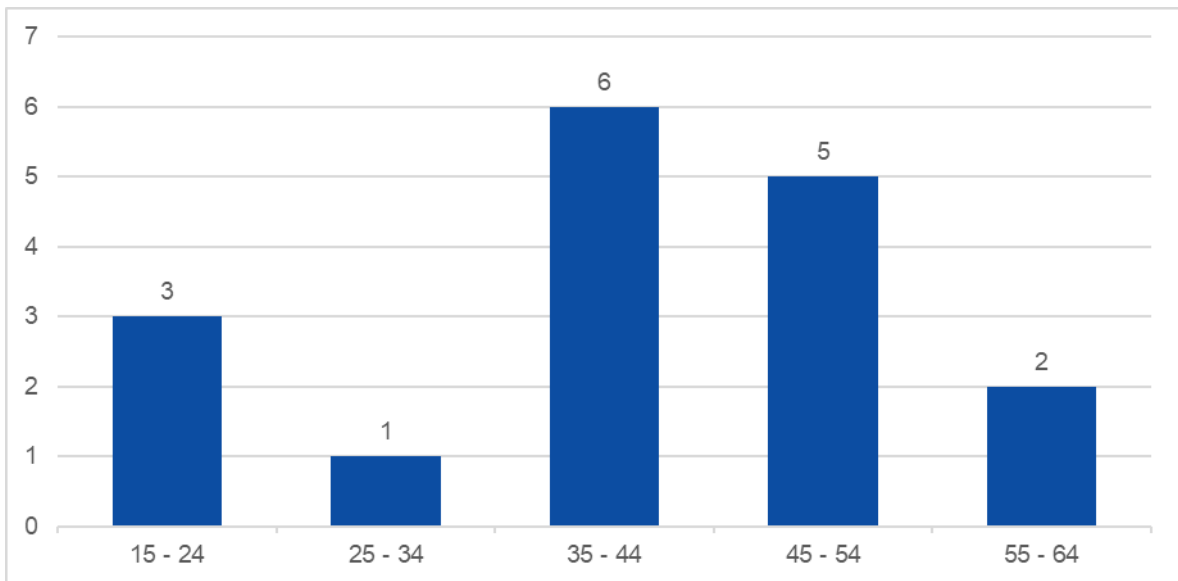


Most respondents identified themselves either as representatives of public authorities (16 out of 40 respondents) or as EU citizens (16 out of 40 respondents).

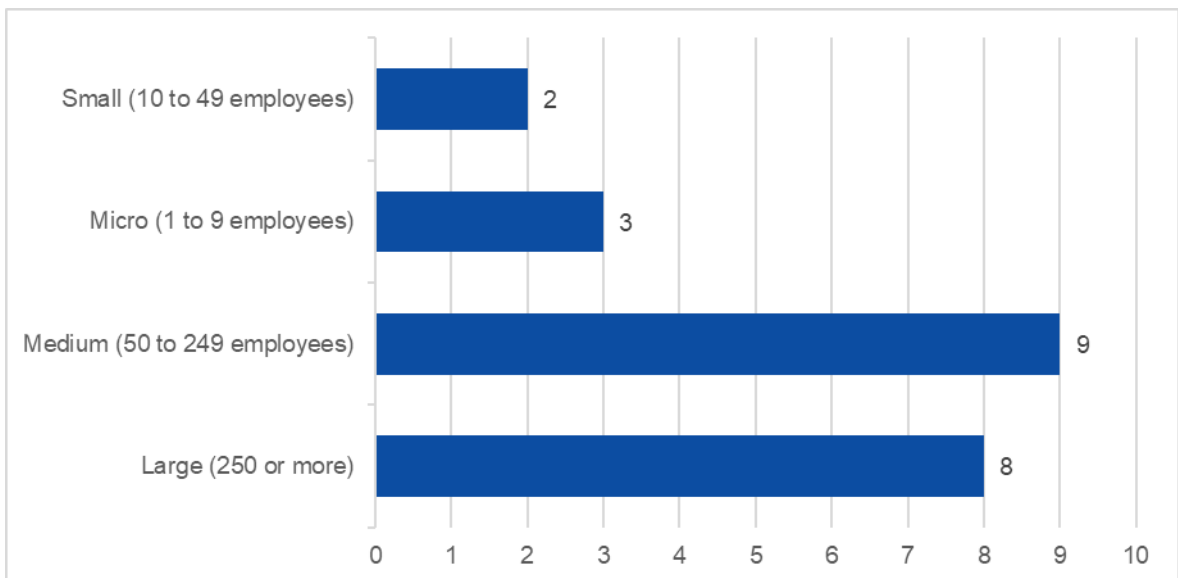
Figure 25. I am giving my contribution as..., N=39



Citizens were asked to provide further details about their gender, age, and current employment status. The majority of citizens were in the 35-44 and 45-54 age group (6 out of 17 respondents and 5 out of 17 respondents, respectively). Most citizens indicated that they were female (11 out of 17 respondents) and currently employed (14 out of 17 respondents).

Figure 26. Age group, N=17

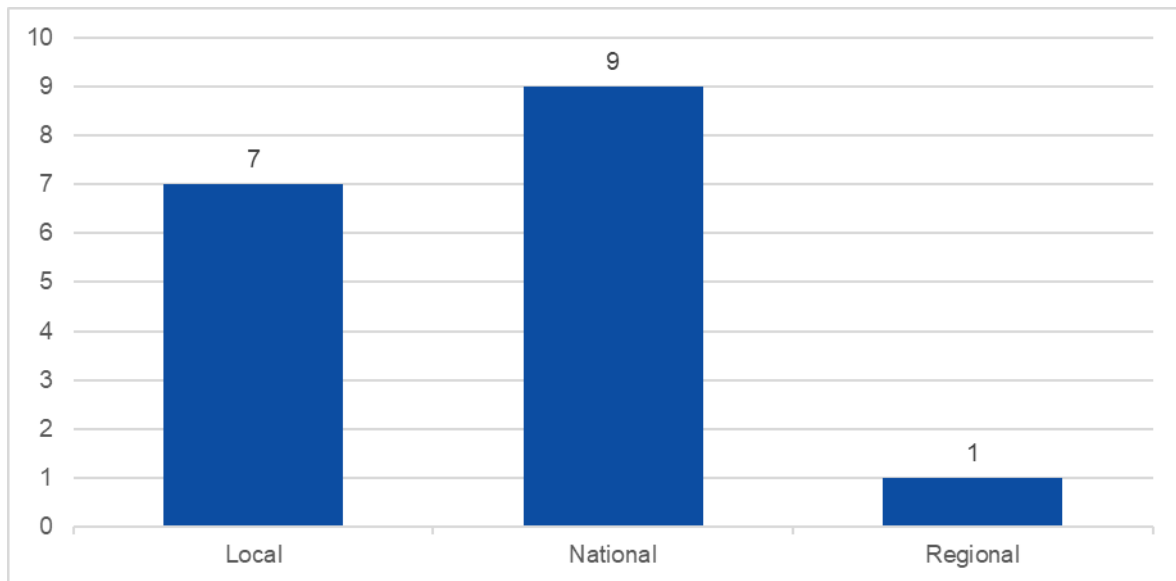
Respondents who indicated belonging to a public authority or a company were asked a different set of profiling questions regarding the size and scope of their organisations. Most of them stated that they represented a medium¹³⁷ (9 out of 22 respondents) or a large¹³⁸ (8 out of 22 respondents) organisation.

Figure 27. Organisation size, N=22

The organisations were mostly national or local (9 and 7 out of 17 respondents, respectively).

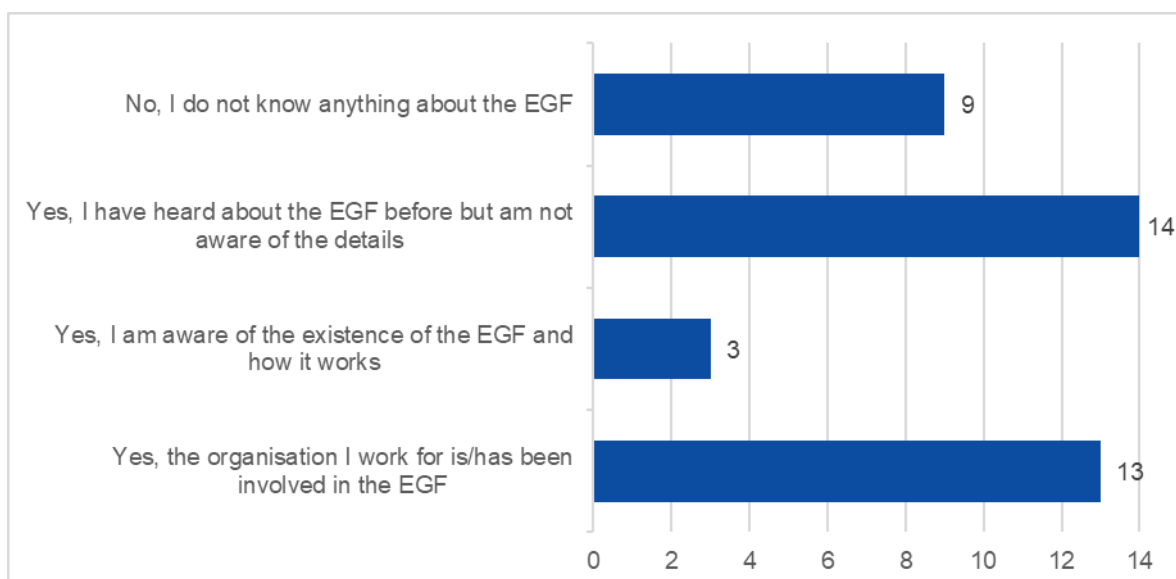
¹³⁷ 50 to 249 employees

¹³⁸ 250 or more employees

Figure 28. Scope, N=17

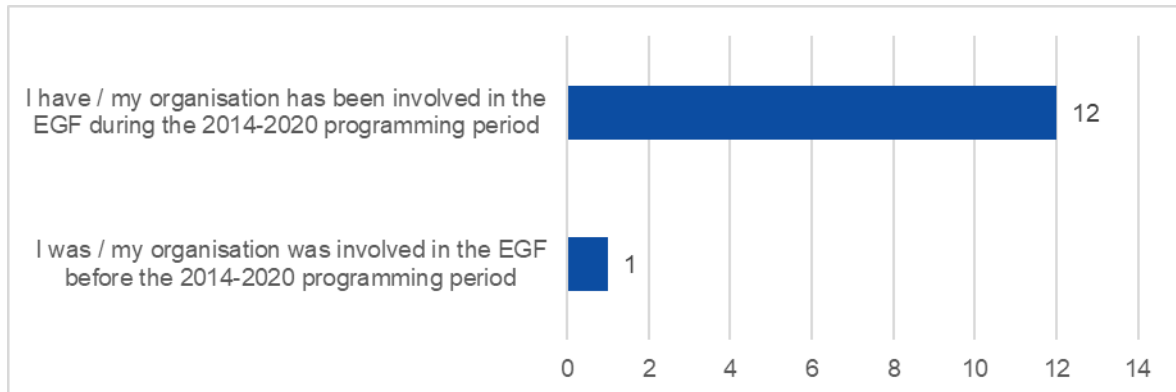
Next, the respondents were asked whether they were aware of the existence of the EGF. The majority of respondents were aware of it because of their organisations' past or present involvement with the Fund (13 out of 39 respondents), were generally aware of it and how it worked (3 out of 39 respondents) or had heard of it but had no in-depth knowledge of the Fund (14 out of 39 respondents). Conversely, 9 respondents indicated that they were not familiar with EGF.

The responses to this question were used to split the respondents into two groups based on their level of familiarity with the EGF. The 16 respondents who indicated that their organisation was or had been involved in the EGF or that they were aware of it and how it worked, were subsequently asked questions about the Effectiveness, Efficiency, Relevance, Coherence and EU Added Value of the Fund. The 23 respondents who stated that they were not familiar with the Fund or that they had heard of it but were not aware of the details were asked general question about what the role of the EU should be vis-à-vis dismissed workers.

Figure 29. Are you aware of the existence of the European Globalisation Adjustment Fund (EGF)? N=39

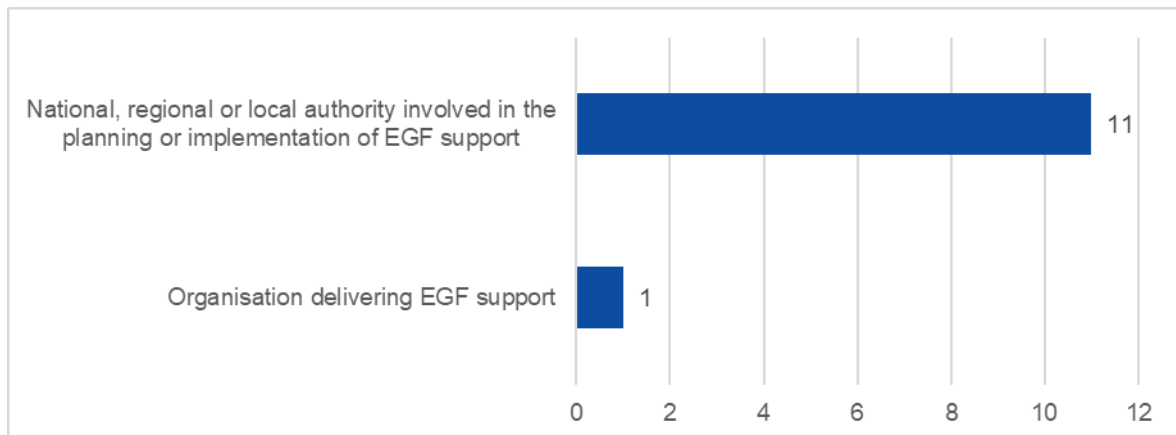
Respondents who stated that they or their organisation had been involved with EGF were asked to specify when that took place. All respondents but one (12 out of 13) indicated involvement during the 2014-2020 programming period rather than the one before it.

Figure 30. When have you or your organisation been involved with EGF in the past? N=13



Those respondents were asked to provide information about the role they or their organisation had or currently has in relation to the EGF in the 2014-2020 programming period. Nearly all respondents (11 out of 12) represented national, regional or local authorities involved in the planning and implementation of EGF. One respondent was a representative of an organisation delivering EGF support.

Figure 31. What was/is your/your organisation's role in relation to the EGF in the 2014-2020 programming period? N=12



Effectiveness

In order to collect information about the Effectiveness of the EGF, respondents were asked to indicate whether they agreed or disagreed with a number of statements.

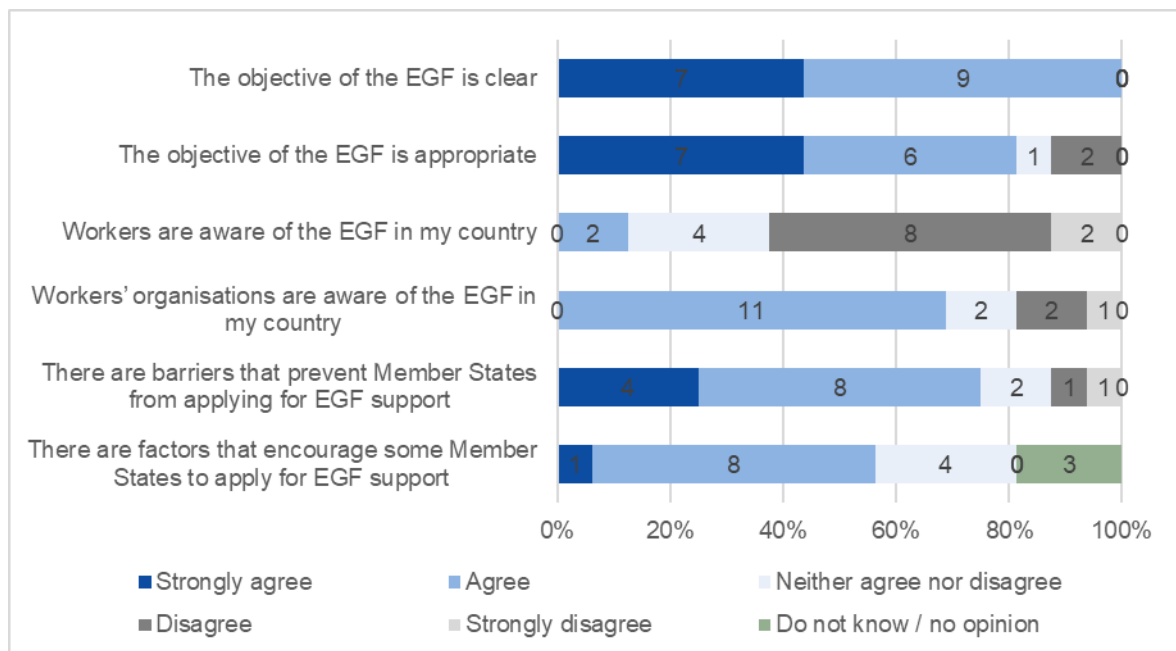
All of them found that the objective of the EGF was clear (7 respondents strongly agreed and 9 agreed), and almost all of them also believed it was appropriate (7 respondents strongly agreed and 6 agreed).

While most respondents (11 out of 16) stated that workers' organisations in their respective countries were aware of the EGF, the results indicated that the workers themselves were not aware of it (8 out of 16 respondents disagreed with this statement and 2 strongly

disagreed). The two respondents who indicated “strongly disagree” were both from Germany.

Furthermore, the stakeholder responses affirmed that there were barriers which prevented Member States from applying for EGF support (4 out of 16 respondents strongly agreed and 8 agreed). Nonetheless, more than half of respondents (one out of 16 strongly agreed and 8 agreed) shared the opinion that there were factors that encouraged some Member States to apply for EGF support. The remaining respondents neither agreed nor disagreed with this statement (4 out of 16) or indicated that they had no opinion on the matter (3 out of 16).

Figure 32. To what extent do you agree with the following statements, N=16



Most respondents positively assessed the way EGF catered to the needs of beneficiaries (4 out of 16 strongly agreed and 8 agreed). In most cases, participants reported that the EGF altered the type of support available at national level for redundant workers by Member States (2 out of 16 strongly agreed and 8 agreed). Moreover, nearly all respondents indicated that the actions supported by the EGF helped redundant workers to find employment (8 out of 16 strongly agreed and 7 agreed).

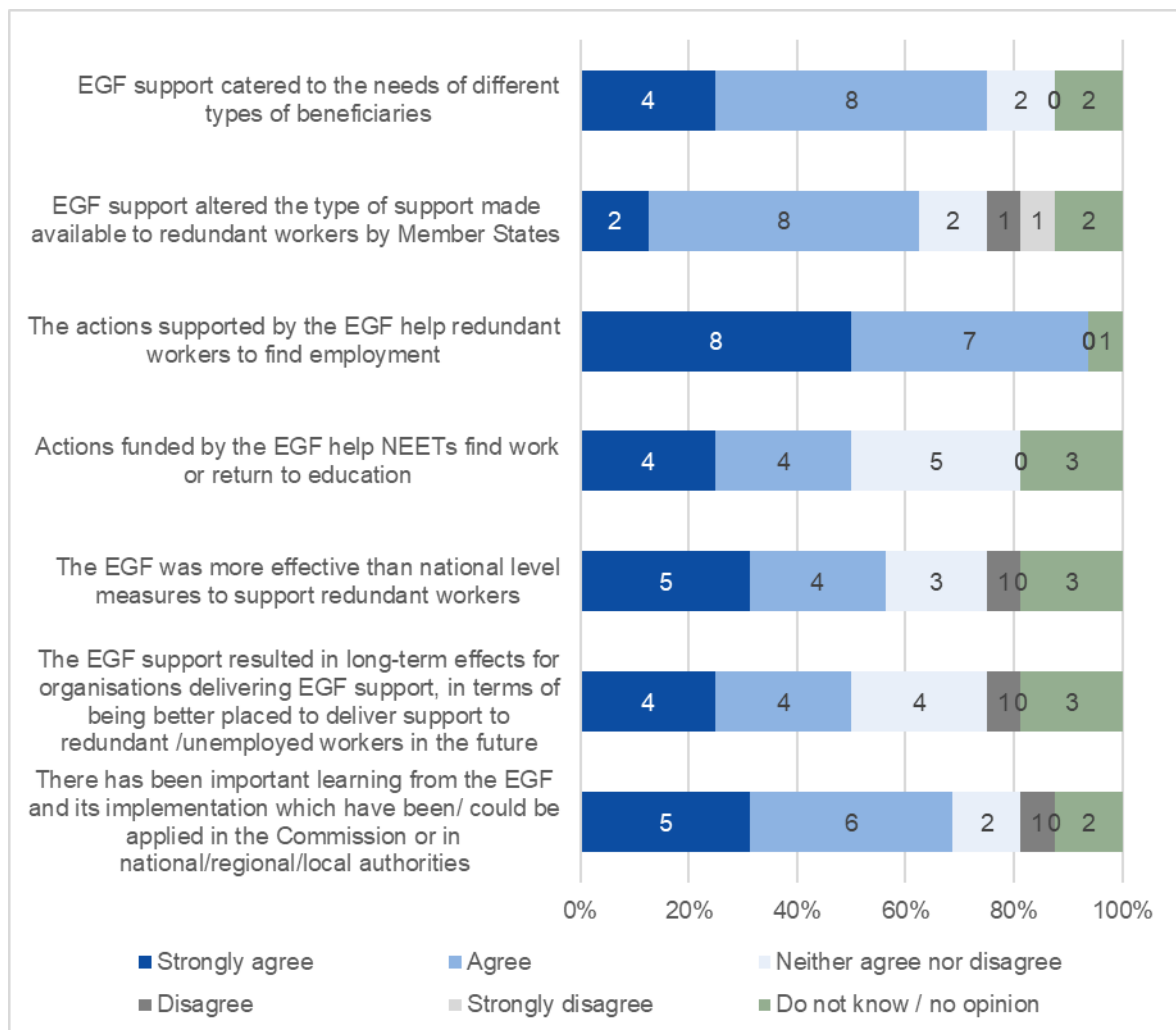
With respect to NEETs, half of the respondents stated that actions funded by the EGF had helped them find work or return to education, while the other half neither agreed nor disagreed (5 out of 16) or had no opinion (3 out of 16), indicating a lack of unanimity about the subject. The respondents in the former group were from Germany, Italy, Lithuania and Finland and those in the latter group were from Denmark, The Netherlands and Latvia. None of those countries targeted NEETs through the EGF.

More than half of the respondents indicated that the EGF was more effective than national measures put in place to support redundant workers (5 out of 16 strongly agreed and 4 agreed). They noted that contrary to national measures, the EGF allowed for the implementation of very targeted and personalised measures and did so in a shorter period of time. Additionally, they noted that EGF encouraged social innovation, allowed a certain level of freedom in individual projects that would not have been possible otherwise, and provided fiscal incentives (e.g. Entrepreneurship Grant, Job Search Allowance). All remaining respondents, but one, held neutral (3 out of 16) or no opinions (3 out of 16) about this matter.

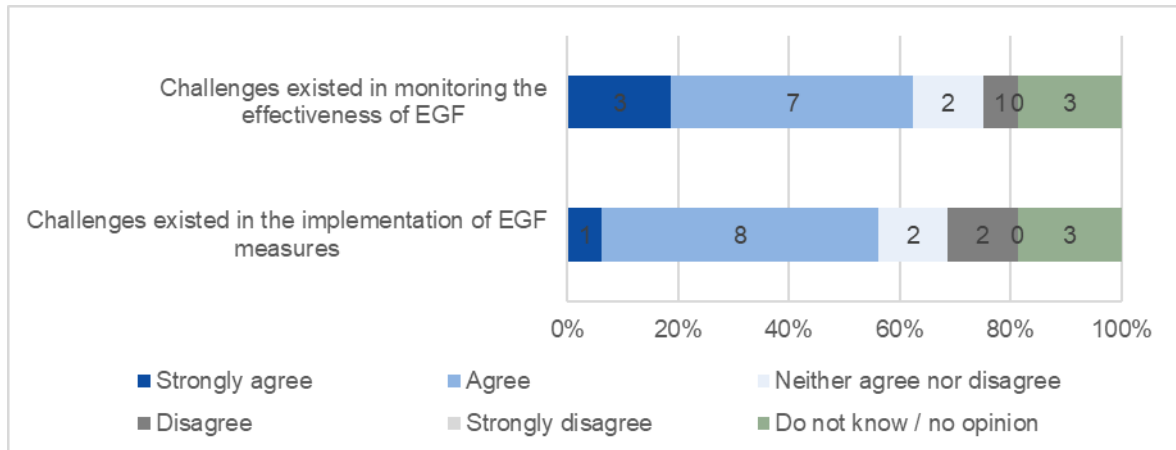
A similar pattern emerged when participants were asked whether EGF support had resulted in a long-lasting effect for organisations delivering EGF support in terms of being better placed to deliver support to redundant/unemployed workers in the future – half of the respondents strongly agreed (4 out of 16) or agreed with this statement (4 out of 16), while 4 of them neither agreed nor disagreed and 3 had no opinion.

The picture was clearer with respect to the learning that had taken place from the EGF and its implementation in the Commission and in national/regional/local authorities, as the majority of respondents agreed (5 out of 16 strongly agreed and 6 agreed) that there had been important lessons learnt from its implementation.

Figure 33. To what extent do you agree with the following statements, N=16



Overall, the respondents agreed that there were challenges in the implementation of EGF measures (1 strongly agreed and 8 agreed) and in monitoring the effectiveness of EGF (3 respondents strongly agreed and 7 agreed) Only 2 respondents disagreed with the former and one disagreed with the latter.

Figure 34. To what extent do you agree with the following statements, N=16

Some respondents provided examples of challenges in the implementation of EGF measures. In particular, they listed the duration of the approval process, which, in their opinion, should be made more flexible to react to unforeseen mass redundancies, the complexity of both the reporting requirements and the procedures at national level, the lack of flexibility in intervention criteria, and the co-financing rate, which was considered to be too low. Some of them also noted that it was challenging to identify prospective beneficiaries due to data protection requirements and lack of collaboration between relevant public bodies, lack of interest among job seekers and lack of necessary knowledge and experience when setting up a transfer company in the case of Germany, which, it was suggested, could be overcome by hiring a procurement specialist.

The respondents also made several suggestions that could address the challenges associated with monitoring, such as reduction in reporting, use of electronic filing systems, and allowing for mid-term qualitative assessment of the experiences of the beneficiaries, rather than a merely quantitative assessment of the rate of re-employment. They also suggested that additional monitoring should take place after the end of the projects.

Efficiency

With regard to efficiency, more than half of the respondents (3 out of 16 strongly disagreed and 6 disagreed) believed that the level of resources used to support each redundant worker (or NEET) by the EGF was not similar to the amount used for national measures to support their (re)-integration into the labour market or education. The respondents who stated that the level of resources used by the EGF and at national level were similar were from Lithuania, Latvia, Cyprus and Czechia.

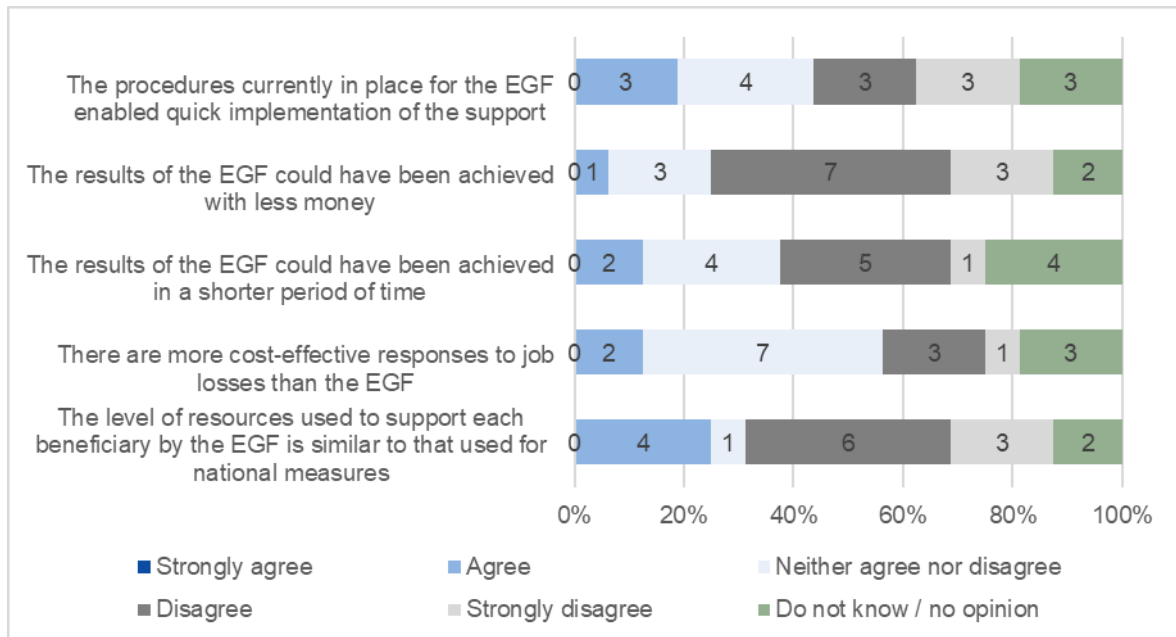
In contrast, most respondents held neutral views (7 out of 16) or had no opinion (3 out of 16) with respect to whether there were more cost-effective responses to job losses than the EGF. The rest were more likely to disagree with this statement rather than to agree with it (3 respondents disagreed and 1 strongly disagreed).

Overall, the respondents indicated that the same results could not have been achieved at a lower cost (7 out of 16 respondents disagreed and 3 strongly disagreed). It should be noted that all but one of the remaining respondents held neutral views (3 out of 16) or stated that they did not have an opinion on the matter (2 out of 16), suggesting that this statement was not unanimously supported. One respondent indicated that the support provided would have been implemented nationally regardless of the EGF, but that the EGF had helped increase the quality of the support.

Additionally, 6 out of 16 stakeholders stated that the same results could not have been achieved within a shorter period of time. However, here once again should be noted that half of the respondents indicated that they did not have an opinion (4 out of 16) or that they neither agreed nor disagreed with this statement (4 out of 16), which once again suggests that not all of the respondents were in a position to comment on this subject. To reduce the time needed for the delivery of support, several respondents suggested that the lengthy decision-making process at EU level should be shortened.

Lastly, the results provided little support that the procedures currently in place for the EGF had enabled quick implementation of the support, as only 3 respondents agreed it had, while 6 of them disagreed (3 of whom strongly). It was suggested that the main barrier to the quick implementation was the lengthy application approval process.

Figure 35. To what extent do you agree with the following statements, N=16

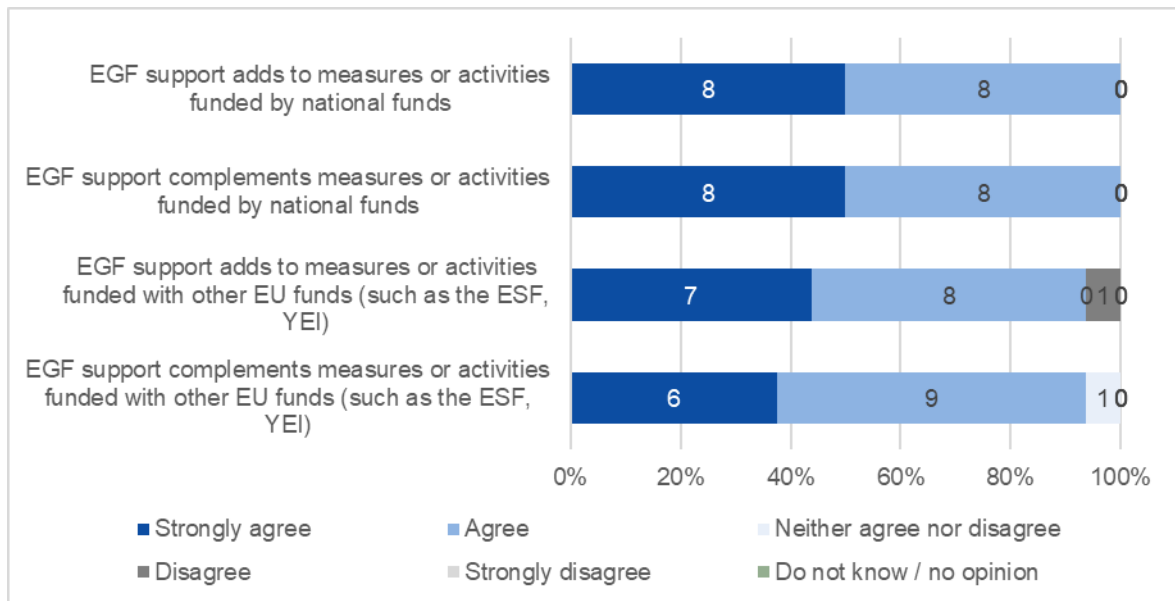


Coherence

Nearly all respondents indicated a strong external coherence of the EGF with other support measures available at the EU and national level. In particular, all respondents but one were of the opinion that EGF support complemented (6 out of 16 respondents strongly agreed and 9 agreed with the statement) and added to the measures or activities funded with other EU instruments such as the ESF and YEI (7 out of 16 respondents strongly agreed and 8 agreed with the statement).

All respondents stated that EGF support complemented and added to measures or activities funded by national funds with an even split between respondents who strongly agreed and those who agreed with these two statements.

Figure 36. To what extent do you agree with the following statements concerning the coherence of the EGF with other EU/national initiatives, N=16



One respondent took the opportunity to explain their answer and stated that in light of the future programming period, it would be preferable to use instruments such as ESF+ to work on structural issues such as the promotion of sustainable and inclusive labour markets, instead of using an emergency Fund like the EGF for this purpose.

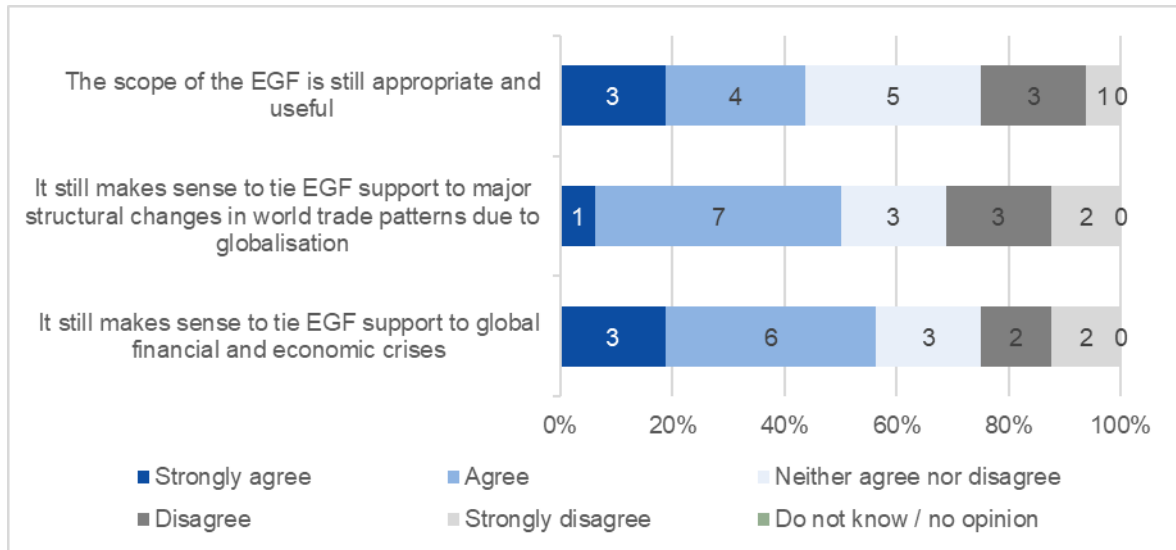
Relevance

Results concerning the relevance of the EGF were mixed. Nearly half of the respondents strongly agreed (3 out of 16) or agreed (4 out of 16) that the scope of the EGF was appropriate and useful, however, several respondents disagreed (4 out of 16) or neither agreed or disagreed (5 out of 16), suggesting that this may not be entirely the case. Similarly, while half of the respondents stated that it still made sense to tie EGF support to major structural changes in world trade patterns due to globalisation (1 out of 16 strongly agreed and 7 out of 16 agreed), the other half was neutral (3 out of 16), or disagreed altogether (2 strongly disagreed and 3 disagreed) with this statement, indicating that the support for this aspect of EGF was not unanimous. Lastly, while slightly more than half of the respondents strongly agreed (3 out of 16) or agreed (6 out of 16) that tying EGF support to global financial and economic crises still made sense, the remaining respondents either disagreed with this statement (2 strongly disagreed and another 2 disagreed) or held a neutral opinion (3 out of 16).

Several respondents expressed their opinion that the scope of the EGF should not be this narrow and that it should go beyond globalisation and economic or financial crises to include layoffs as a result of more general restructuring events stemming from automation and digitalisation. They also showed support for the direction taken in the framework for the post-2020 programming period in this respect.

One respondent stated that the current scope of the EGF should not be broadened because of its overlap with ESF+ and that the EGF should only act as an emergency tool. This answer came from the same respondent that stated that structural issues should be dealt with through the ESF+ rather than an emergency Fund like the EGF.

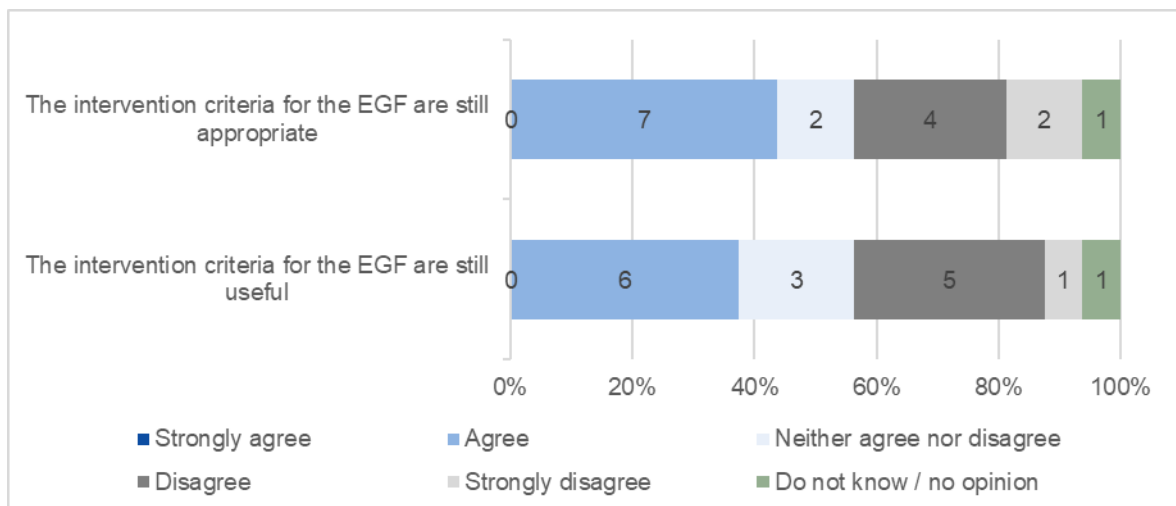
Figure 37. To what extent do you agree with the following statements relating to the scope of the EGF, N=16



There was no unanimity as to whether the EGF intervention criteria were still appropriate – respondents were almost equally split on this aspect (7 out of 16 respondents agreed, while 4 disagreed and 2 strongly disagreed). The latter specified that the threshold of 500 redundancies was no longer realistic, and that lowering it to 250 redundancies would allow for an increased use of the Fund. There was no correlation between the response and the respondents’ characteristics (e.g. citizen/public institution; gender; employment status; age).

Similarly, the respondents were equally split in their views regarding whether the intervention criteria for the EGF were still useful (6 out of 16 agreed, while 5 disagreed and 1 strongly disagreed).

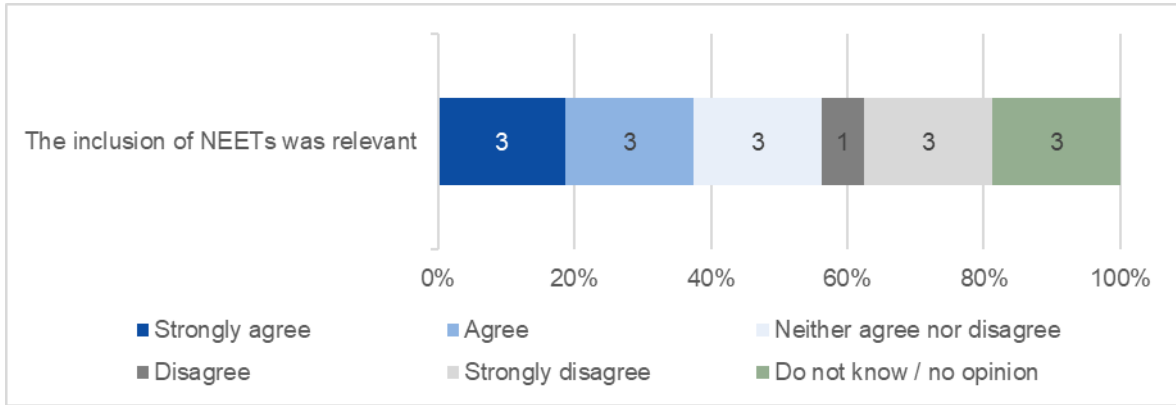
Figure 38. To what extent do you agree with the following statements relating to the intervention criteria of the EGF, N=16



The inclusion of NEETs in the scope of the EGF is another topic that divided respondents. More than a third of the respondents were either neutral (3 out of 16) or had no opinion about it (3 out of 16). Among the remaining respondents, more than a third were in favour of their inclusion (3 strongly agreed and another 3 agreed). The rest were against it (3 respondents strongly disagreed and one disagreed). Among the former, half of the

responses were provided by representatives of countries where NEETs were targeted through EGF (i.e. Belgium (2 responses) and Spain). It is worth noting that no responses against the inclusion of NEETs were recorded in countries where NEETs had been supported by the EGF.

Figure 39. To what extent do you agree with the following statement relating to NEETs and the EGF, N=16

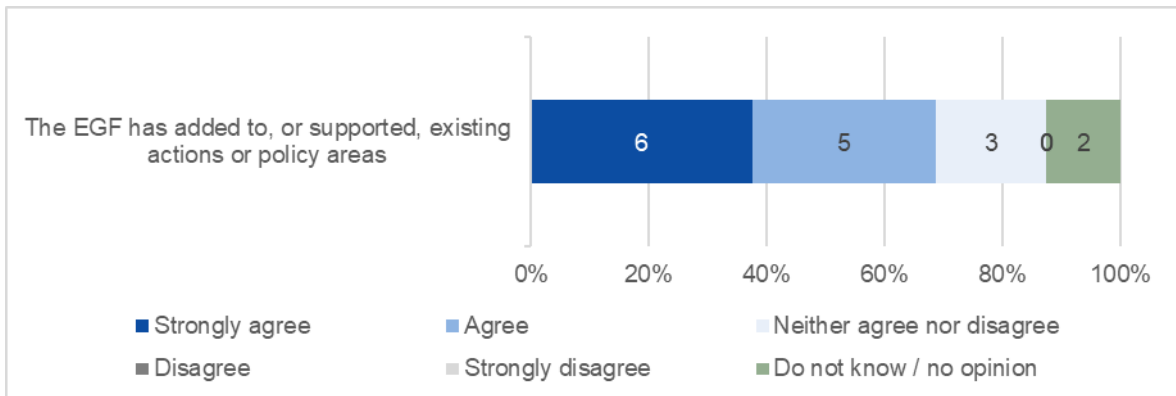


The arguments given against the inclusion of NEETs were that NEETs constituted a different type of target group, which required a specific and separate set of measures, and that there already were specific instruments for youth support.

EU added value

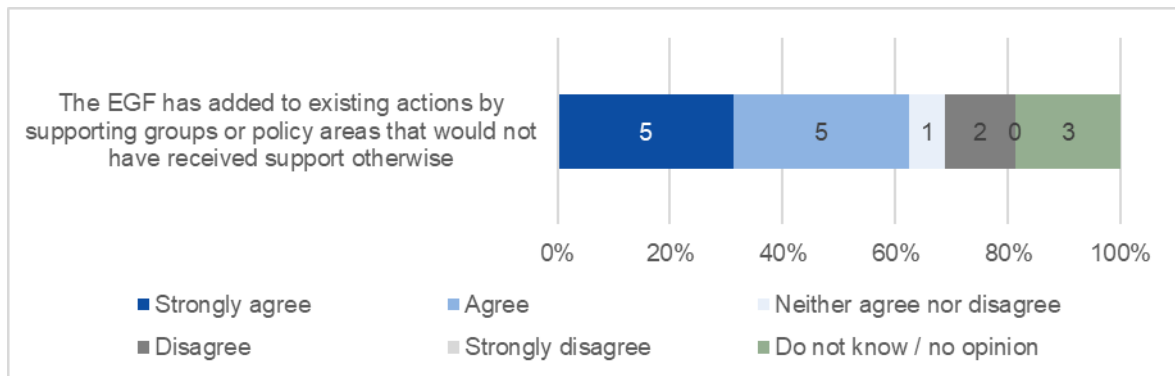
With respect to EU added value, most respondents (6 out of 16 respondents strongly agreed and 5 out of 16 agreed with this statement) believed that EGF had added to or supported existing actions or policy areas.

Figure 40. To what extent do you agree with the following statement, N=16



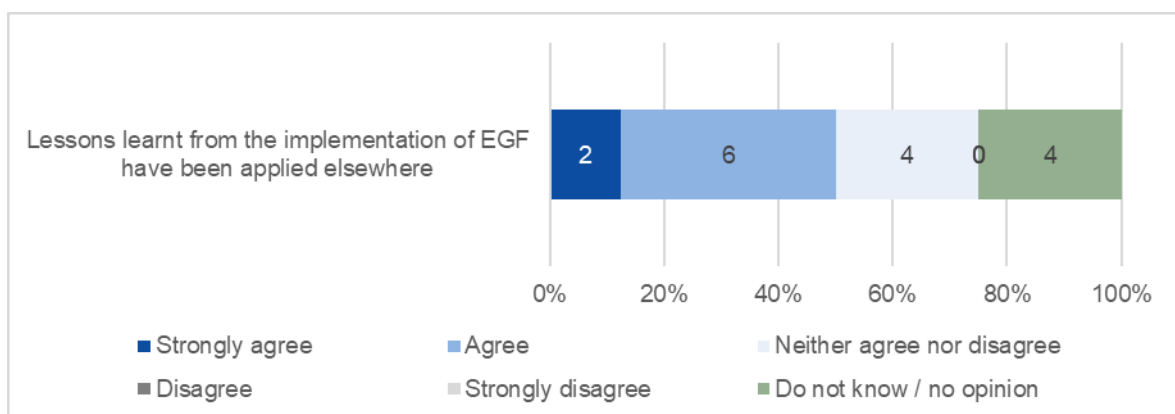
The respondents were asked to provide examples of evidence of this. They included that EGF allowed for more flexible measures to be implemented than those provided by the national services both in terms of content and format (*scope effect*), that in some instances services, which were initially financed through EGF, were continued by the public employment services (*role effect*) and that in general EGF helped co-finance the existing support system (*volume effect*).

As with the previous question, the majority of respondents stated that EGF had added to or supported existing actions or policy areas that would not have received funding otherwise (5 out of 16 respondents strongly agreed and another 5 agreed with this statement).

Figure 41. To what extent do you agree with the following statement, N=16

The examples of evidence of this, given by respondents, included the provision of on-demand training with a wider range of content and formats and a higher quality, as well as personalised guidance and support for entrepreneurs (*scope effect*). They also mentioned the support for workers laid off shortly before retirement, the provision of financial incentives (e.g. mobility bonus, payment of the registration fee for studies), and the strengthened partnership between local governments and the organisation providing support (*process effect*).

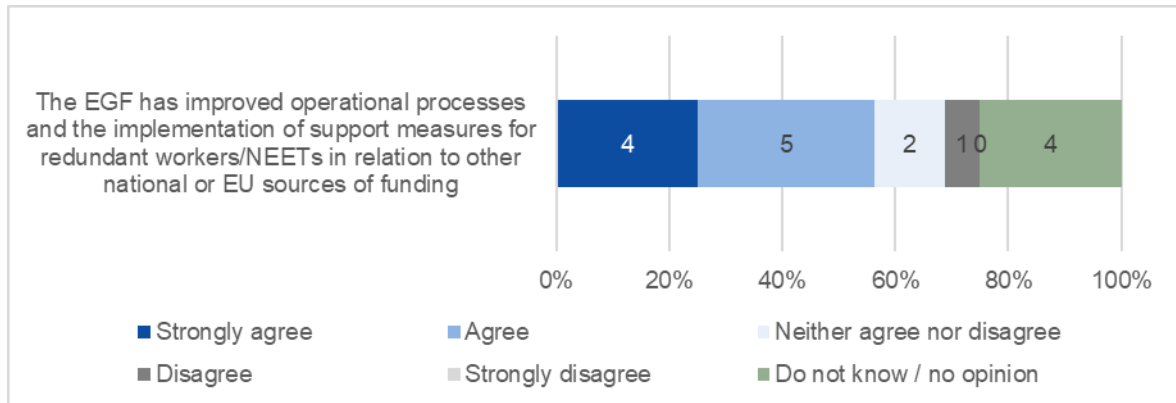
The picture is less clear with respect to whether the lessons learnt from the implementation of EGF have been applied elsewhere. While half of the respondents either strongly agreed (2 out of 16 respondents) or agreed (6 out of 16 respondents) that they have been applied elsewhere, the other half neither agreed or disagreed, or indicated that they did not have an opinion (4 out of 16 respondents, each). The representatives in the former group were from Lithuania, Latvia, Italy and Czechia and in the latter – from The Netherlands, Austria, Cyprus, Belgium. In the cases of Latvia, Lithuania, Austria and Cyprus, this is likely because they had no EGF cases during the 2014-2020 period.

Figure 42. To what extent do you agree with the following statement, N=16

The respondents were asked to provide examples of evidence of this. One of them pointed to the practice of uncovering specific training needs and backgrounds of prospective beneficiaries, which was now introduced in the approach of their organisation. Another respondent mentioned a support programme for unemployed women and promotion of freelancers and cooperatives in mining areas 2019-2020 in Spain as an example of the application of the lessons learnt from the implementation of EGF. Similarly, respondents noted that EGF-funded programmes, which provided support to NEETs in Belgium, were then replicated in other cities.

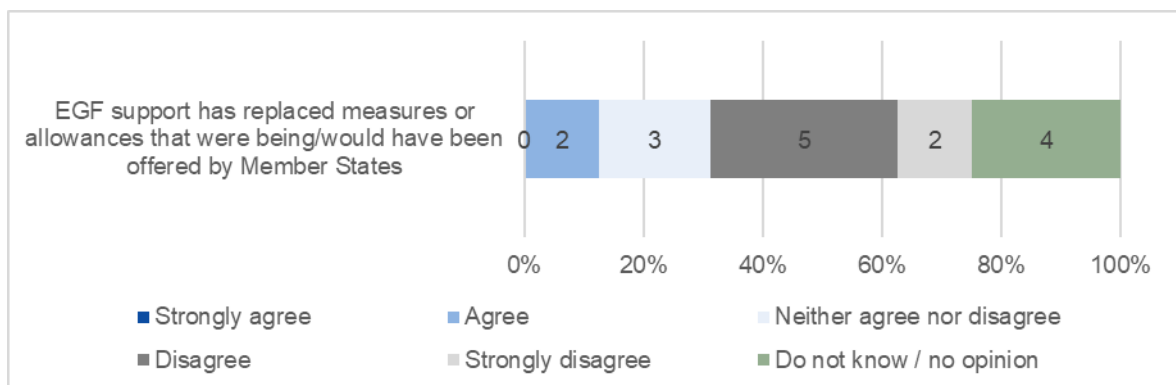
As with the previous question, only slightly more than half of the respondents strongly agreed (4 out of 16) or agreed (5 out of 16) that EGF had improved operational processes and the implementation of support mechanisms for redundant workers/NEETs in relation to other national or EU sources of funding. In particular, they noted that the EGF was quicker in processing, managing and paying incentives to unemployed persons and entrepreneurs, and that the strict controls carried out within the EGF framework had encouraged national services to improve their own procedures. All remaining respondents but one did not have an opinion (4 out of 16) or neither agreed nor disagreed (2 out of 16) with this statement.

Figure 43. To what extent do you agree with the following statement, N=16



More than half of the respondents disagreed (5 out of 16) or strongly disagreed (2 out of 16) with the statement that EGF support had replaced measures or allowances that were being or would have been offered by Member States. The same number of respondents neither agreed or agreed (3 out of 16) with this statement or indicated that they did not have an opinion (4 out of 16). Only two respondents agreed with this statement, suggesting that in general, EGF has not replaced existing national level measures and allowance.

Figure 44. To what extent do you agree with the following statement, N=16



A few respondents noted that EGF support had not replaced national measures but rather that it had complemented them. One respondent stated that it had replaced measures concerning business creation and the provision of mobility allowances, training and coaching in some instances.

Role of the EU

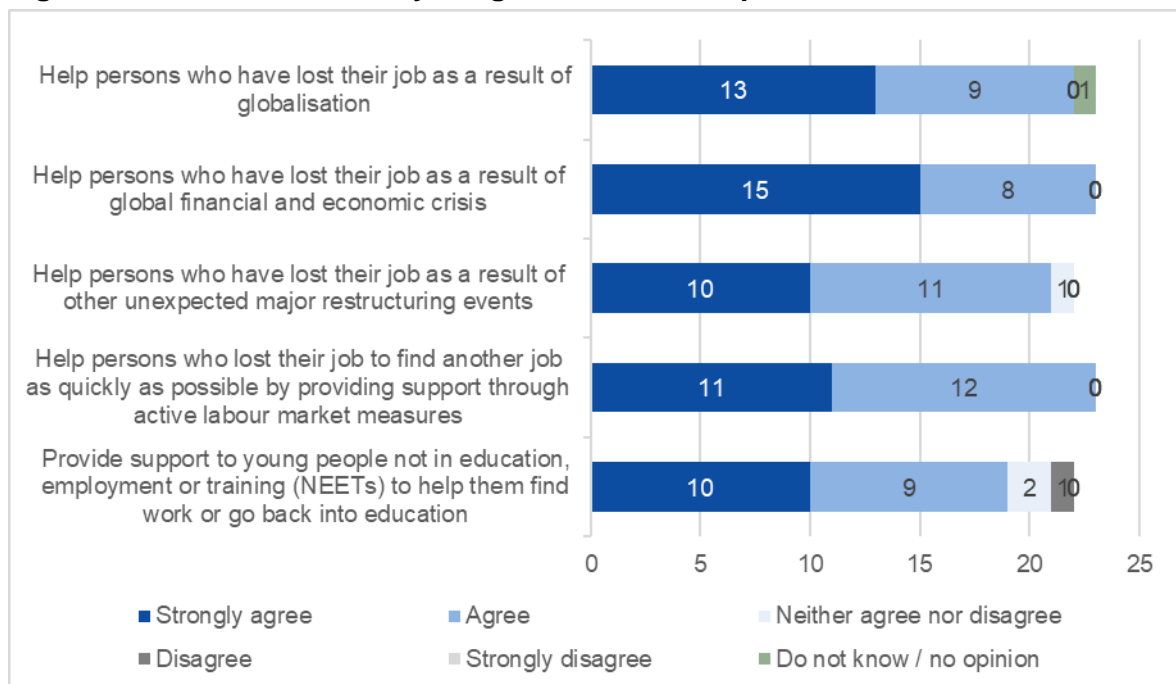
The respondents with no or limited familiarity with the EGF were asked, in more general terms, what the role of the EU should be vis-à-vis active labour market policies and dismissed workers. Respondents indicated, almost unanimously, that the EU should help workers who have lost their jobs as a result of globalisation (13 out of 23 strongly agreed

and 9 out of 23 agreed). Nearly all respondents also agreed that the EU should help persons who have lost their jobs due to a global financial and economic crisis (15 out of 23 strongly agreed and 8 out of 23 agreed). Similarly, almost all respondents believed that the EU should help persons who have lost their job as a consequence of other unexpected major restructuring events (10 out of 22 strongly agreed and 11 out of 22 agreed). The respondents were asked to provide examples of such events and they listed pandemics and the subsequent economic crises, automation, environmental disasters, and wars as some of the types of unexpected major restructuring events that should become the focus of EU support. Additionally, providing support in the event that a company moves its operations to another EU Member State in order to reduce production costs, encounters issues related to importing and exporting parts and products, or undergoes changes in its production facilities during a transition toward climate neutrality was also mentioned as important.

All respondents indicated that the EU should help persons who have lost their job to find another job as quickly as possible by providing support through active labour market measures such as tailor-made training and retraining, job-search allowances, employers' recruitment incentives, etc. (11 out of 23 respondents strongly agreed and 12 respondents agreed).

Lastly, almost all respondents stated that the EU should provide support to NEETs in finding a job or going back into education (10 out of 22 respondents strongly agreed and 9 out of 22 respondents agreed).

Figure 45. To what extent do you agree that the European Union should, N=22/23



Additional comments

Lastly, all respondents were asked to provide additional comments about EGF. Table 8 below outlines their key answer categories.

Table 8. If you have additional comments on the EGF, please write them here. If your comments refer to specific questions that we have asked, or to specific elements of the EGF, please make this clear, N=12

Answer category	Examples
<p>EGF has increased the number and variety of services offered, which has improved the reintegration rate and it is important to maintain it, N=4</p>	<p>“EGF has added European added value by increasing the number and variety of services offered to the laid-off workers. Compared to the previous funding period (2015-2016), the reintegration rate in the labour market improved from 49% to 56% (2017-2018)”</p> <p>“EGF has been a successful instrument and has regularly obtained reintegration rates outperforming the other available instruments, as well as helping workers to upskill and obtain higher-quality jobs. The EGF adds value to what the Member States could otherwise do to help the targeted beneficiaries to find new jobs. The EGF allows Member States to provide better quality measures for more targeted beneficiaries and for longer than would be possible without EGF funding.”</p>
<p>The intervention criterion of 500 workers made redundant should be lowered, N=2</p>	<p>“Why is there a minimum limit of 500 people? When companies in small countries tend to be less than that, unless in a multi-national or international company, who at the end, may have the funds to help out the persons laid off.”</p>
<p>EGF complements ESF, N=2</p>	<p>“The EGF aims to improve the employability of the beneficiaries and ensure their rapid reintegration into the labour market through active labour market measures. The EGF thus complements the ESF, which is considered to be the most important EU instrument for promoting employment with strategic, long-term goals. select and plan for the instruments and measures that will best achieve the objectives. In some cases, the EGF and ESF funds / measures are used by Member States to complement each other so that both short term (EGF) and longer term (ESF) solutions are available.”</p>
<p>EGF should provide support when companies choose to move operations to another EU Member State, N=1</p>	<p>“the fund and the member states should automatically create support for the workers of companies whose employer has gone to produce in another EU country”</p>
<p>The co-financing rate of EGF is too low, N=1</p>	<p>“In order to cover unemployed (including individual workers made redundant) training needs, Latvia largely uses the European Social Fund (ESF) which co-funding rate (85% for the less developed regions of the EU) was more flexible compared with EGF co-funding rate of 60%.”</p>
<p>EGF should provide support to workers who</p>	<p>“To help people older than 50 years to have a second chance to find a job in another branch by providing trainings support and education plans”</p>

Answer category	Examples
are older than 50 years old, N=1	
EGF should be promoted more, N=1	“Such scheme should be promoted more for all citizens to know about it.”
The reporting requirements of EGF are too high, N=1	“Fewer indicators would be desirable, here the effort of the implementing bodies in the preparation of the reporting is very high.”
The EGF should be more flexible, N=1	“Technical assistance should be provided on a flat-rate basis for each project so that the administrative effort (which produces just as many costs) would be reduced”
The scope of the EGF should be expanded, N=2	<p>“The EGF should be expanded to include a European Transition Fund”</p> <p>“...there will not be work for everybody which will result, more often in the future, that classical helping measure will not be efficient anymore and will result in a loss of time thus money. Instead, one must accept the fact that unemployment will rise as the population does and as automation does. The only way to re dynamise societies is buy drastically reduce work time and implement a universal salary for everybody.”</p>

The respondents to the public consultation were also given the opportunity to express their opinions further by uploading position papers. Two of them did so, namely:

- Fundación para el Anclaje Empresarial y la Formación para el Empleo en Castilla y León (Spain)
- An EU citizen (Hungary)

Table 9 below presents the main aspects of their positions.

Table 9. Summary of position papers

Respondent	Summary of response
EU citizen	<p>EGF should be further developed to support innovative start-ups</p> <p>Employment protection legislation and taxes should be harmonised</p> <p>Workers who are affected by changes in the economic structure of world trade or as a result of environmental issues should be protected</p>
Fundación para el Anclaje Empresarial y la Formación para el Empleo en Castilla y León	<p>The scope of the EGF should be expanded to include automation, digitization, the transition to a low-carbon economy and global pandemics</p> <p>The threshold of dismissed workers should be lowered from 500 to 250</p> <p>The reference period in which the dismissal has occurred should be reduced from 9 to 4 months (re. cases involving multiple companies)</p>

Respondent	Summary of response
	<p>EGF cases involving multiple companies should not be restricted to one NACE Rev.2 Division</p> <p>The application process should be shortened</p> <p>The flexibility in the design of the set of personalised measures offered by EGF is one of its greatest assets</p> <p>The complementarity of EGF with ESF, YEI and national and regional programmes amplifies their results</p> <p>The possibility offered by the Fund to reallocate the budget between the measures proposed and approved to adapt to the evolution of needs during the execution period is an advantage that allows optimising the use of available funds</p> <p>The experience with EGF has led to an efficient and effective reaction to dismissals and developing collaboration networks with unions, entrepreneurs and different regional and local authorities</p> <p>Participation of the beneficiaries in the personalised orientation process makes them feel more proactive, increases their self-esteem and encourages them to develop their personal and social skill. The training is shown to have had a positive effect on the family of the beneficiary as well.</p>

ANNEX 5: ANALYSIS OF THE TARGETED SURVEYS

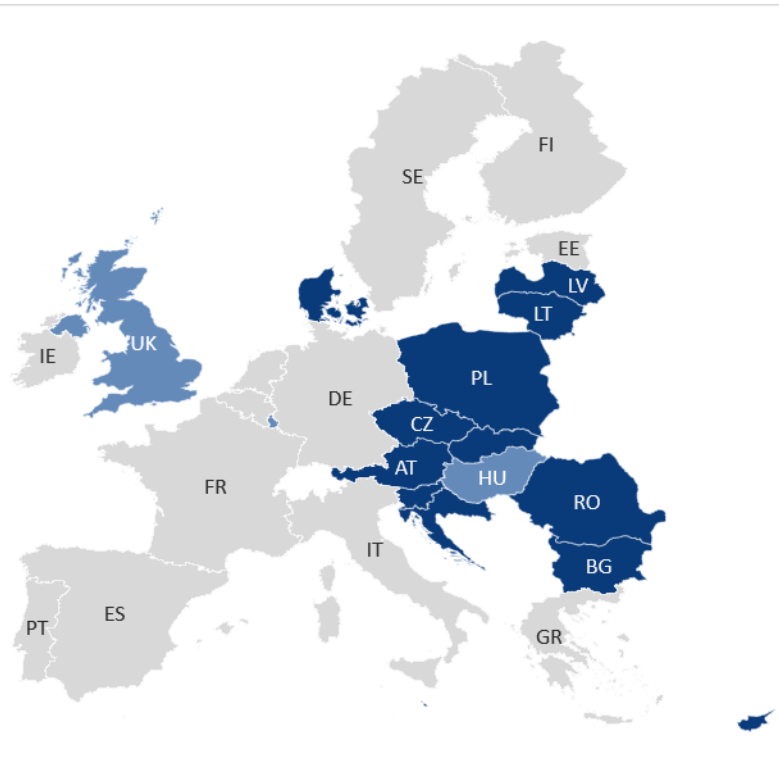
Survey analysis – Member States that did not apply for EGF funding

This survey was distributed to EGF contact persons in Member States that did not receive EGF funding in the 2014-2020 period. The purpose of this survey was to understand why those Member States did not apply for EGF support during the 2014-2020 period and assess whether its design was appropriate to meet the stated objectives.

Profiling questions

The survey was distributed to contacts persons in 16 countries. We asked respondents to provide one comprehensive response per Member State. 13 fully completed responses were submitted. One respondent (Cyprus) only responded to the profiling questions. Therefore, 14 responses were recorded in the profiling section of the survey. Nevertheless, the incomplete response from Cyprus will not be considered as it does not add value to the analysis.

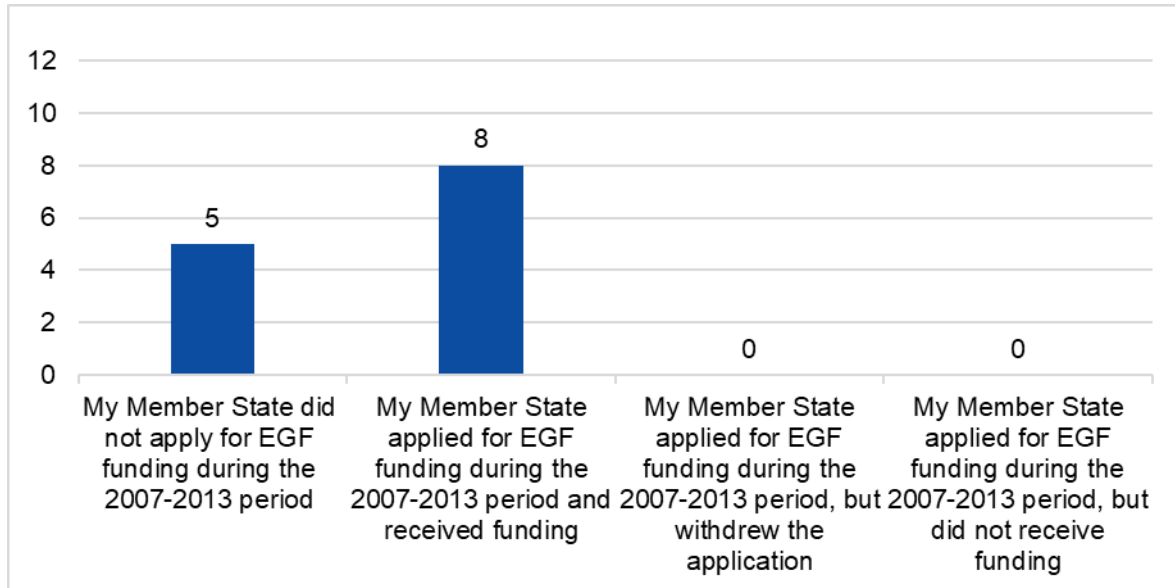
Figure 46. Respondents by Member State



Note: countries in grey were not targeted because they had EGF cases during the 2014-2020 period. Countries in light blue (UK, Hungary, Luxembourg) were targeted but did not reply.

Five respondents indicated that their Member State did not apply for EGF funding during the 2007-2013 period. These are Latvia, Bulgaria, Croatia, Slovakia and Cyprus. The remaining eight respondents indicated that their Member State applied during the previous funding period. These are Denmark, Czechia, Malta, Romania, Lithuania, Austria, Poland, and Slovenia.

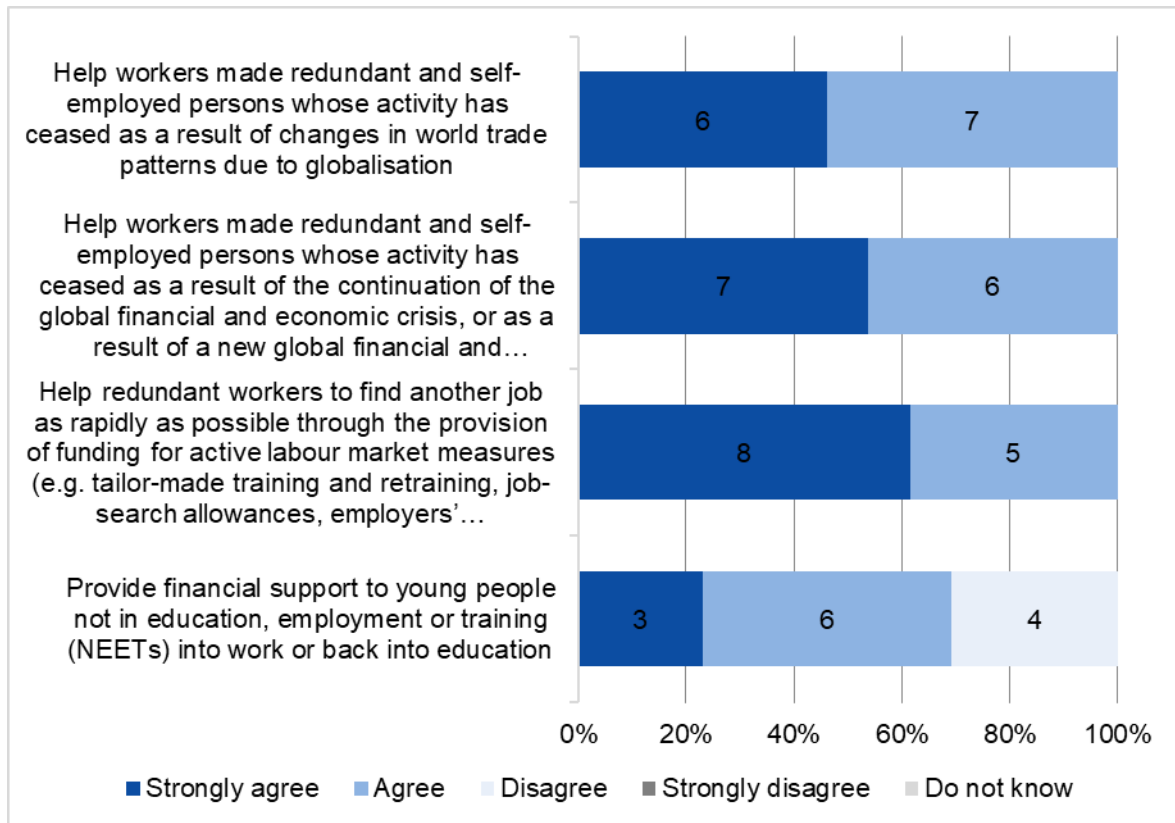
Figure 47. Please tick all the options that apply to your Member State during the 2007-2013 programming period:



The role of the EU in active labour market measures

Through the following questions we intended to understand respondents' views as to what the role of the EU should be in active labour market measures.

The figure below summarises the overall findings of this section regarding the role of the European Union in active labour market policies. All respondents agree, although to a varying extent, that the European Union should support dismissed workers and self-employed whose activities have ceased as a result of a (continuation of the) global financial and economic crisis. However, not all respondents agree that the European Union should also be targeting NEETs through its labour market policies.

Figure 48. To what extent do you agree that the European Union should:

Almost half of the respondents (6) agree that the European Union should provide financial support to young people not in education, employment or training (NEETs) into work or back into education. The remaining half is split between those who strongly agree with the statement (3), and those who disagree with it (4). However, it should be noted that the respondents who indicated 'disagree' might have answered in terms of what the EGF should be doing specifically, and not the EU more generally. There is no clear link between the responses and the respondent type.

We asked stakeholders to motivate the opinions they expressed for options a) to d). Nine of them provided an explanation. All respondents indicated that the EU should help dismissed workers affected by global economic changes. Protecting workers for the negative impacts of globalisation and economic crises is perceived as a fair act of solidarity. Four respondents indicated that needs of NEETs are addressed by other programmes¹³⁹. Therefore, the EGF should only be focusing on dismissed workers. Once again, however, it is worth highlighting that based on the responses provided, it appears that those respondents answered in terms of what the EGF should be doing specifically, and not the EU more generally.

Relevance

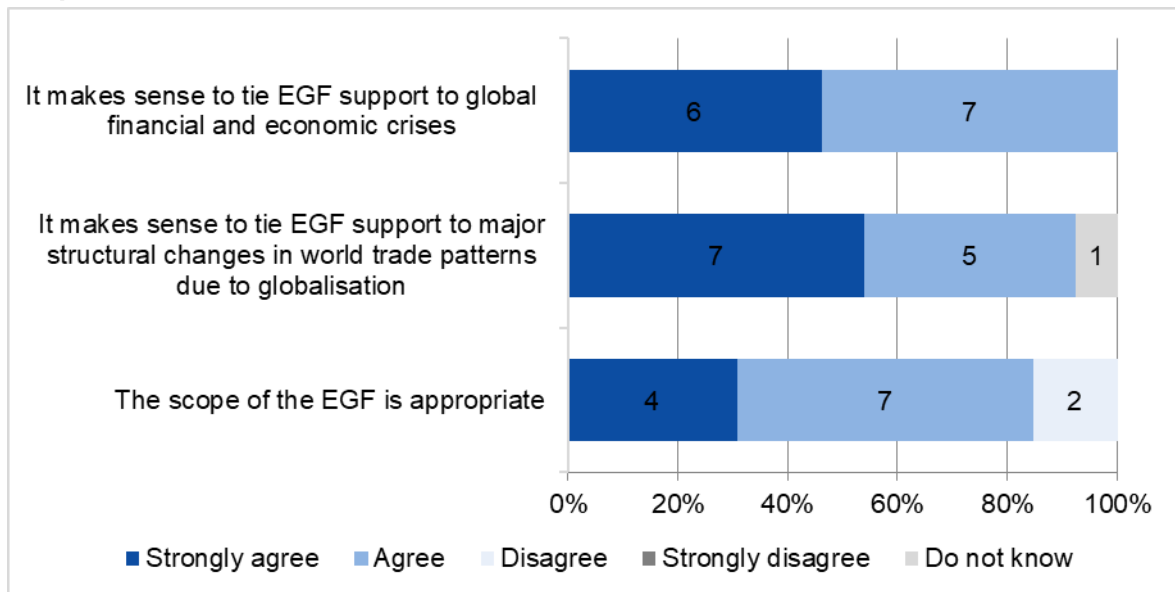
Through the following questions, we intended to understand the EGF is relevant to the surveyed Member States by looking at its scope (who can be supported and in what situation), intervention criteria (how many redundancies have to take place for a case to qualify for EGF support) and current exceptions in relation to general rules (derogations –

¹³⁹ European Social Fund (ESF); Youth Employment Initiative (YEI).

at present this applies to the inclusion of young people not in employment, education or training (NEETs) under certain circumstances.

As shown below, the majority of respondents believe that the scope of the EGF is appropriate. In particular, almost all respondents agree that it makes sense to tie EGF support to global financial and economic crises, as well as to major structural changes in world trade patterns due to globalisation.

Figure 49. To what extent do you agree with the following statements relating to the scope of the EGF:

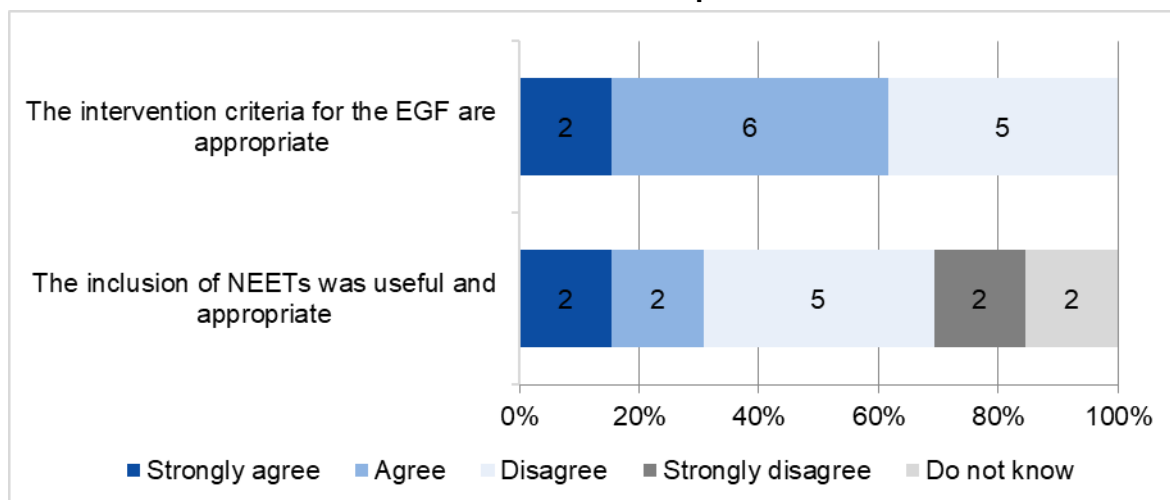


The EGF intervention criteria

The question below summarises the stakeholders' opinion concerning the extent to which the EGF intervention criteria are appropriate. More than half of the respondents believe that they are. Among them, only two strongly agree with the statement, whilst the rest (6) agree with it. However, the remaining five respondents disagree with the statement. There is no correlation between the responses and the respondent type.

Only a minority of respondents think that the inclusion of NEETs in the scope of the EGF was useful and appropriate. Almost half of them (5) disagree with the statement that the inclusion of NEETs in the scope of the EGF was useful and appropriate. The remaining responses are scattered. Two respondents strongly agree with the statement; two agree with it; two strongly disagree with it. Finally, two respondents chose the 'do not know' option. There is no clear link between the respondent type and the responses collected.

Figure 50. To what extent do you agree with the following statements relating to the intervention criteria of the EGF for the 2014-2020 period:



It is worth highlighting that the respondents who indicated 'disagree' and 'strongly disagree' in this question are the same that indicated 'disagree' when asked whether the EU should provide support to NEETs (see Figure 48). Therefore, the hypothesis that those respondents answered in terms of what the EGF should be doing specifically, and not the EU more generally, is plausible.

Table 10. Comparison between answers in Figure 48 and Figure 50

Should the EU provide support to NEETs?	Should the EGF provide support to NEETs?
Disagree	Disagree
Disagree	Strongly disagree
Disagree	Disagree
Disagree	Disagree

The respondents who answered 'disagree', 'strongly disagree' and/or 'do not know' were asked to further substantiate their responses to the previous two questions. Six of them provided additional explanations. Three key issues with the EGF intervention criteria set out in the 2014-2020 funding period were identified:

- The threshold of minimum 500 redundancies is too high for small countries/regions;
- The co-financing rate offered by EGF is too low and therefore not convenient vis-à-vis other instruments (e.g.: ESF);
- The needs of dismissed workers differ from those of NEETs. NEETs can be targeted through other instruments.

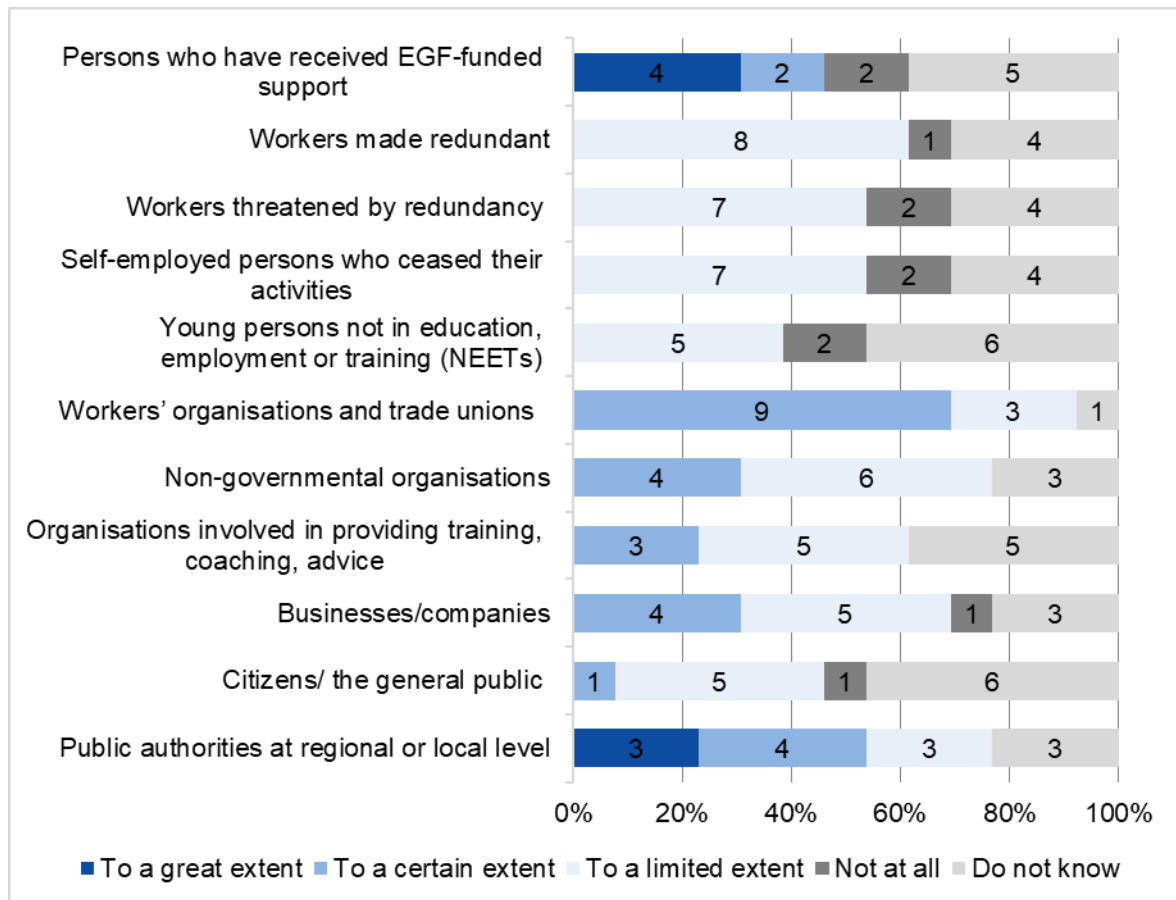
Awareness of the EGF

Through the next set of questions, we intended to understand whether there is awareness of the EGF in the surveyed Member States and (where relevant) what has acted as barriers to countries applying for EGF funding, be it prior to 2014 or during the current programming period (2014-2020).

The figure below summarises findings regarding the awareness about EGF in different stakeholder groups. The following key points can be drawn:

- EGF is only known “To a great extent” by its beneficiaries and by public authorities at regional or local level who are likely to manage the funds provided under the instrument;
- Workers’ organisations, trade unions, NGOs, and organisation providing training services are generally aware of the EGF;
- NEETs and the general public are the least informed stakeholder groups about the existence and role of the EGF.

Figure 51. To what extent are the relevant stakeholders aware of the EGF in your country?



Respondents who indicated low levels awareness of the EGF in their country¹⁴⁰ in any of the stakeholder groups above were asked to further substantiate their answers. Eleven respondents provided an answer. Three key points emerged from their responses:

- EGF is only advertised if and when there is the need to submit an application (5);
- In turn, the general public and dismissed workers only learn about EGF once/if mass redundancies occur (4);

¹⁴⁰ Those who selected “to a limited extent” or “tot at all” in any of the options in the preceding question.

- Since national administrations are more familiar and prone to use the ESF than the EGF, the former is more advertised than the latter at the national level (2).

Barriers to application – Member States that did not apply for funding in this or previous period

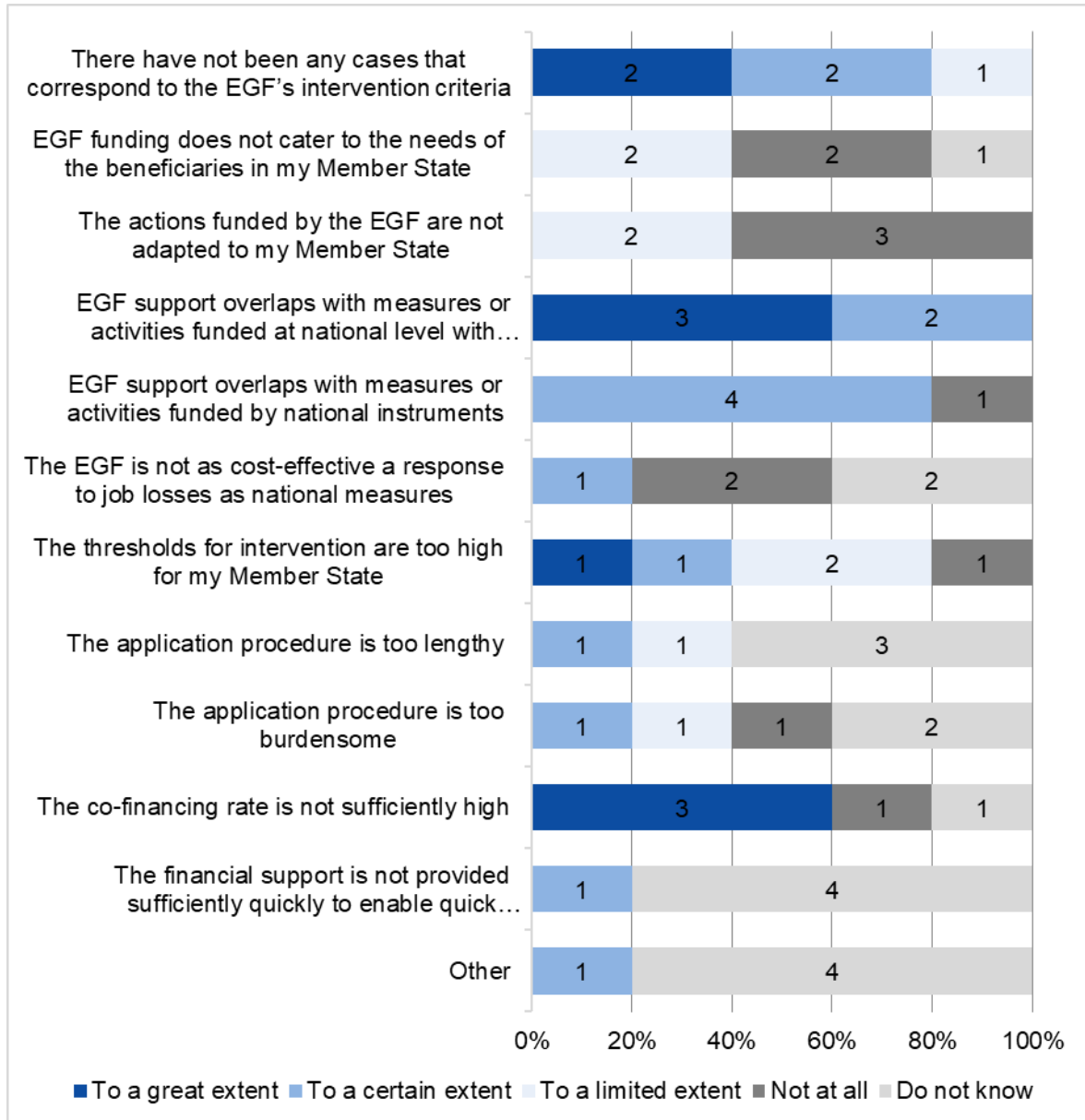
The aim of the next section is to understand the barriers that prevented and still impede Member States from applying for EGF funding. Therefore, the following questions were asked to Member States that did not apply for funding in this or in the previous funding period. As a consequence, in this section we will not assess whether there is a correlation between responses and respondent type. Five respondents corresponded to these requirements¹⁴¹.

The figure below summarises the results of this question. The following have been identified as the main barriers preventing Member States from applying for EGF funding:

- Cases in some Member States do not meet the EGF intervention criteria;
- The thresholds for intervention are too high for some of the Member States;
- EGF support overlaps with other measures and national and/or EU level;
- The co-financing rate of the EGF is not sufficiently high.

¹⁴¹ Bulgaria, Croatia, Cyprus, Latvia and Slovakia

Figure 52. Which of the following represent barriers that prevent your Member State from applying for EGF funding?



The lack of cases that correspond to the EGF's intervention criteria was identified in equal measure 'to a great extent' (2) and 'to a large extent' (2) as a barrier that prevented their countries to apply for EGF funding. The last respondent indicated that this only represented a barrier to a limited extent, indicating that this is largely country and context specific. This is reinforced by the responses that indicate the threshold for intervention to be too high (4 agree at least to a limited extent).

Another noteworthy barrier is the perceived overlap between the EGF and measures or activities funded at national level with other instruments, and to a lesser degree with measures or activities funded with national funds. The former was reported to be an issue "To a great extent" by Croatia, Latvia and Slovakia, and 'to a certain extent' by Bulgaria and Cyprus. All of those Member States have an average ESF co-funding rate of around 85%, and all but one of them indicated that the relatively low co-funding rate of the EGF acts as a barrier to applying for the support. As explained by one of them: "To a large extent, EGF-funded activities can be financed from the ESF on more favourable terms". As for national

measures, this was a hindrance to a great extent for Bulgaria, Croatia, Latvia and Slovakia, but not at all for Cyprus.

Most respondents were unable to answer questions pertaining to the length and complexity of the EGF application process and the speed with which the support is provided, because they have no experience with these processes.

The five respondents were also asked what would need to change for their Member State to consider applying for EGF funding. Their responses can be summarised in three key points. The following actions would be required to encourage Member States to apply for EGF funding:

- Increasing the co-financing rate and equating it to the ESF co-financing rate (2);
- Reducing the threshold of dismissed workers (2);
- Simplifying the application procedure (2).

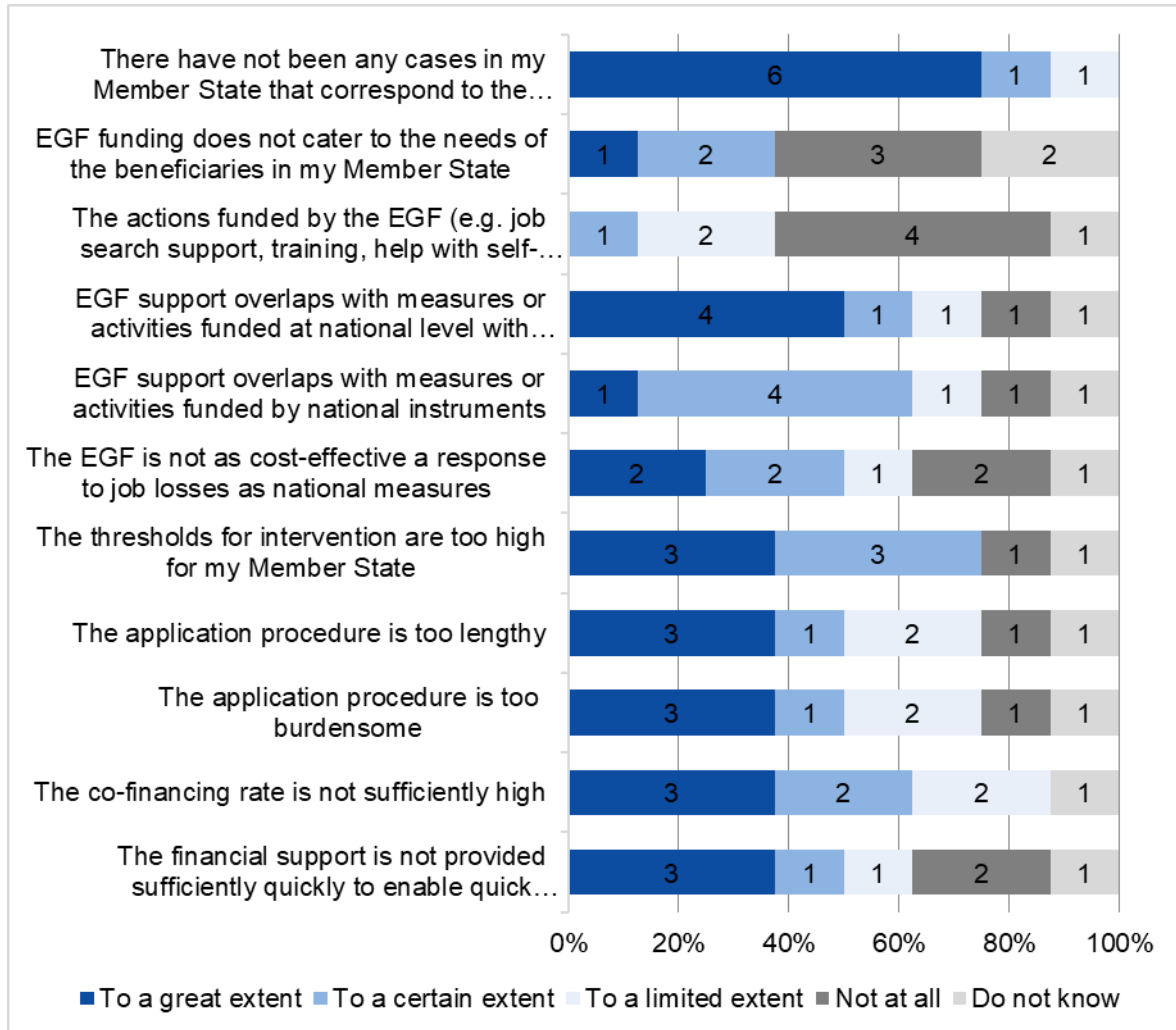
Barriers to application – Member States that applied for funding in the 2007-2013 period but not in the 2014-2020 period

The questions in this section apply to all Member States that applied for funding in the 2007-2013 period but not in the 2014-2020 period. There are eight Member States that satisfy these criteria, namely: Austria, Bulgaria, Czechia, Denmark, Lithuania, Malta, Poland, Romania, and Slovenia.

The figure below summarises the results. The following emerged as key barriers that prevented Member States to apply for EGF funding during the 2014-2020 funding period:

- The inability of some countries to meet the EGF thresholds (number of dismissals);
- The perceived overlap of EGF with other EU or national measures;
- The length and administrative burden imposed by the application process;
- The speed with which EGF funding is provided to Member States.

Figure 53. To what extent do the following explain why your Member State has not applied for EGF funding during the 2014-2020 funding period?



The most common reason for not applying is the lack of eligible cases, which is considered an issue at least to some extent by all respondents. This acted to a great extent (6) as a barrier that prevented from applying to EGF funding. One respondent indicated that this was a barrier to a certain extent and the last respondent indicated that this was an obstacle only to a limited extent.

Also noteworthy are the availability of other EU (and to a lesser degree national) funds to provide support to the EGF target group. As above, the Member States which indicated the former to be an issue to a great extent or to a certain extent mostly benefit from ESF co-funding rates that are between 80-85%, i.e. higher than that of the EGF, except for Austria. Lithuania, Poland and Slovenia indicated the EGF co-financing rate not being sufficiently high as a barrier to a great extent.

There also seems to be a degree of dissatisfaction with the length and complexity of the application procedure for the EGF, and the speed with which support is provided to enable quick implementation. The degree to which the support offered by the EGF meets the needs of the Member States and beneficiaries, on the other hand, does not act as a significant barrier for most.

We asked further information to the respondent who reported other factors acting as barriers to the application for EGF funding. The respondent indicated that a key issue is the fact that

it is not possible to start implementing a case before a decision is issued. The decision-making process can take up to 200 days. The respondent also highlighted in this context that it takes considerably less time to obtain ESF funds. The speed with which the EGF funding is provided is crucial for some Member States. Without the initial funding, Member States will not start implementing their cases.

Finally, we asked the eight respondents what factors would encourage their Member State to apply for EGF funding again. Their responses are summaries below.

- More cases that meet the redundancies threshold or lowering the redundancies threshold (6);
- Increasing the co-financing rate (4);
- Enabling advance-payments and, related to this, reducing the duration of the decision-making process (3)
- Simplifying the application process (3)
- Enlarging the scope of EGF by including other economic scenarios such as seasonal unemployment, natural disasters and force majeure (1)

Survey analysis – EGF beneficiaries

This appendix presents the results from the analysis of the responses to the online survey that targeted EGF beneficiaries. This survey was disseminated with the help of EGF contact persons and therefore reached variable response rates across different Member States and EGF cases. The survey was open for responses from 27th April until 2nd June 2020, and was later reopened twice for responses from the Netherlands (11th September until 21st September 2020) and Estonia (4th October until 14th October 2020). The average time to complete the questionnaire was 10 minutes.

In total, we received 1,347 complete responses (i.e. respondents who answered all questions that were visible to them) and 357 partially complete responses (i.e. respondents who started filling out the survey but did not complete it).

The total responses per question varied greatly due to individual behaviour of the respondents and filter questions, as not all questions were displayed to all respondents. Considering the risk of ‘false positives’, i.e. the survey reaching persons it was not intended for (persons who did not benefit from EGF support), the survey questionnaire contained a significant number of profiling questions aiming to include such persons from the analysis. As a result, our analysis presented in this annex covers 950 respondents that (a) ‘completed’ the questionnaire and (b) passed the profiling questions that filtered out persons that likely were not part of our target group¹⁴².

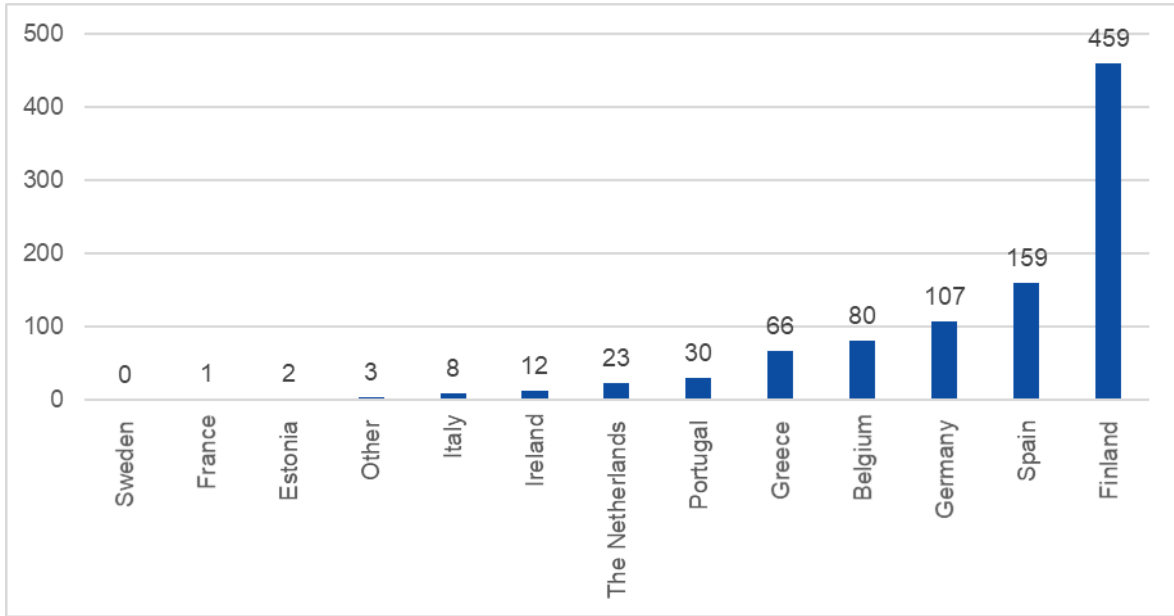
It is important to note that despite measures taken, we can never be sure if a respondent indeed benefited from EGF support even if they worked for a company that was the subject of an EGF application, as they could have been outside of the target group or fallen outside of the reference period.

Profiling questions

The responses received are geographically imbalanced, with half of the responses received from Finland (459/950; 48%), followed by Spain (159/950; 17%) and Germany (108/922; 11%). No eligible answers were received from Sweden. This creates difficulties in interpreting some of the results because it introduced a certain degree of bias, meaning that the results are not necessarily representative of the experience of all beneficiaries across all EGF cases and countries. It can, however, highlight interesting insights from the countries that are adequately covered.

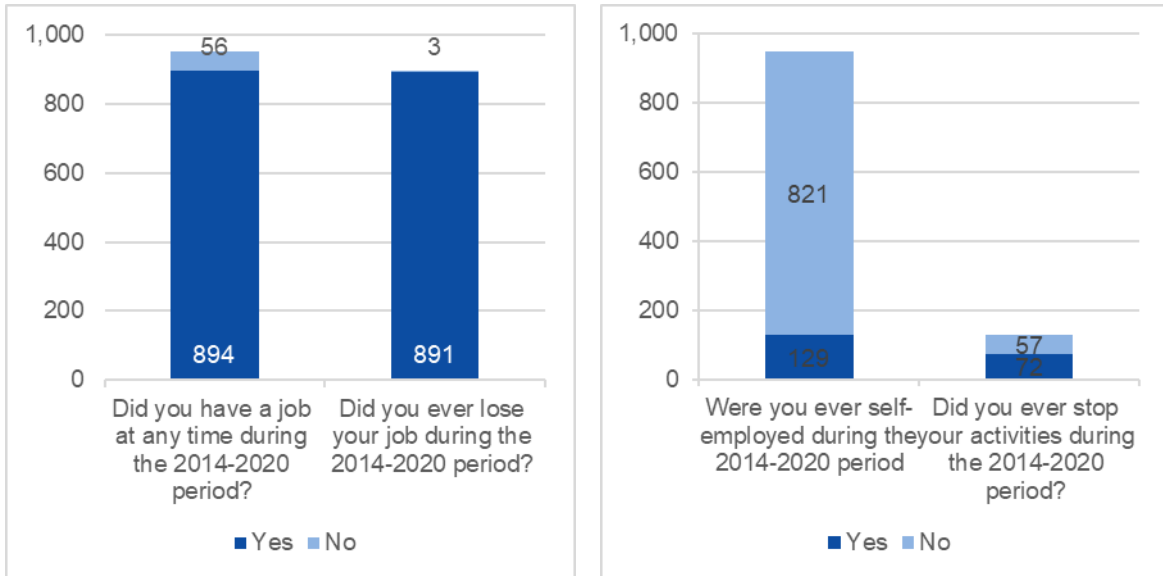
¹⁴² The minimum completion variable was set at the question on how old the respondent was when they received support following a job loss or cessation of activities as self-employed, or if they were a NEET and indicated having benefited from such support before. Both of these variables are necessary to consider, as a respondent is listed can have ‘completed’ the survey but were likely false positives (if they answered that they did not lose their job or cease their activities during the 2014-2020 period, for instance), and because partially completed responses might lead to double counting. Because of GDPR concerns, we had to rely on authorities to disseminate the survey and could therefore not keep track of who answered what. It is therefore possible that a respondent started completing the survey, closed the window, and restarted a new entry, e.g. the next day.

Figure 54. Which country do you live in? N=950



The majority of respondents (894/950) had a job in the period of 2014-2020, and almost all of them (891/894) lost their job during that period, indicating that they might have been part of our targeted population. A much smaller sample of respondents indicated that they had been self-employed during the 2014-2020 period (129/950). Among them, 72 had ceased their activities as self-employed during that period, indicating they may have been part of the targeted population.

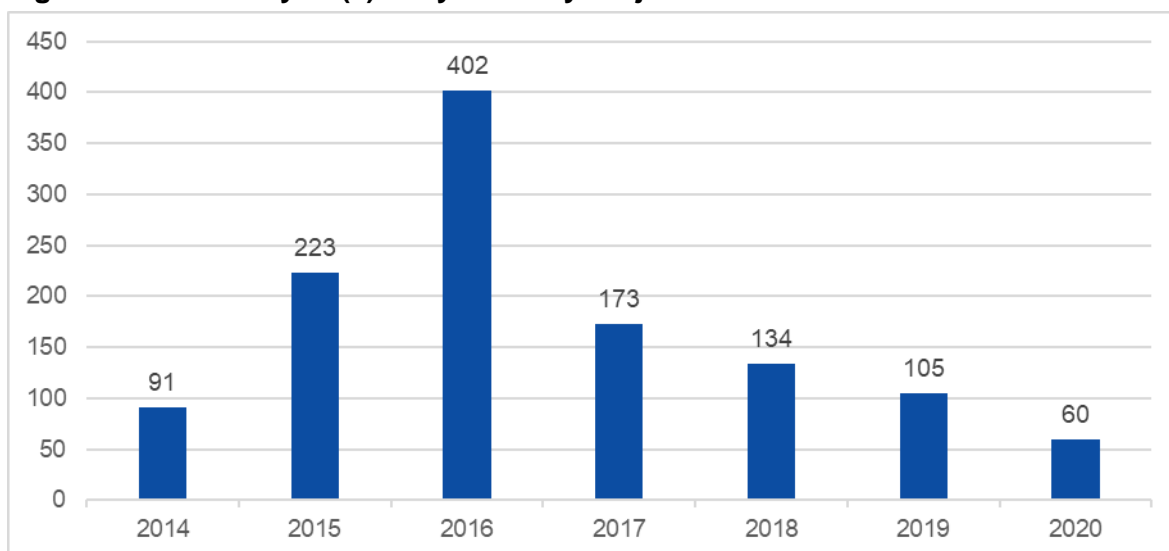
Figure 55. Did you have a job/did you lose your job during the 2014-2020 period? (left) Were you self-employed/did you stop your activities during the 2014-2020 period? (right) N=950



Respondents who indicated that they had lost their job during the 2014-2020 period were asked to share when they lost their job; multiple answers were possible. The majority of job losses took place in 2016, with 45% of respondents indicating that they lost their job in that year. This somewhat coincides with the EGF case distribution during the 2014-2020 period, as 10 case applications were submitted in 2017 (following redundancies that took place in

2016). It should be noted that 18% of respondents (172/950) indicated that they lost their job more than once during the period of 2014-2020.

Figure 56. In which year(s) did you lose your job? N=1188¹⁴³



The table below shows how the responses were spread geographically.

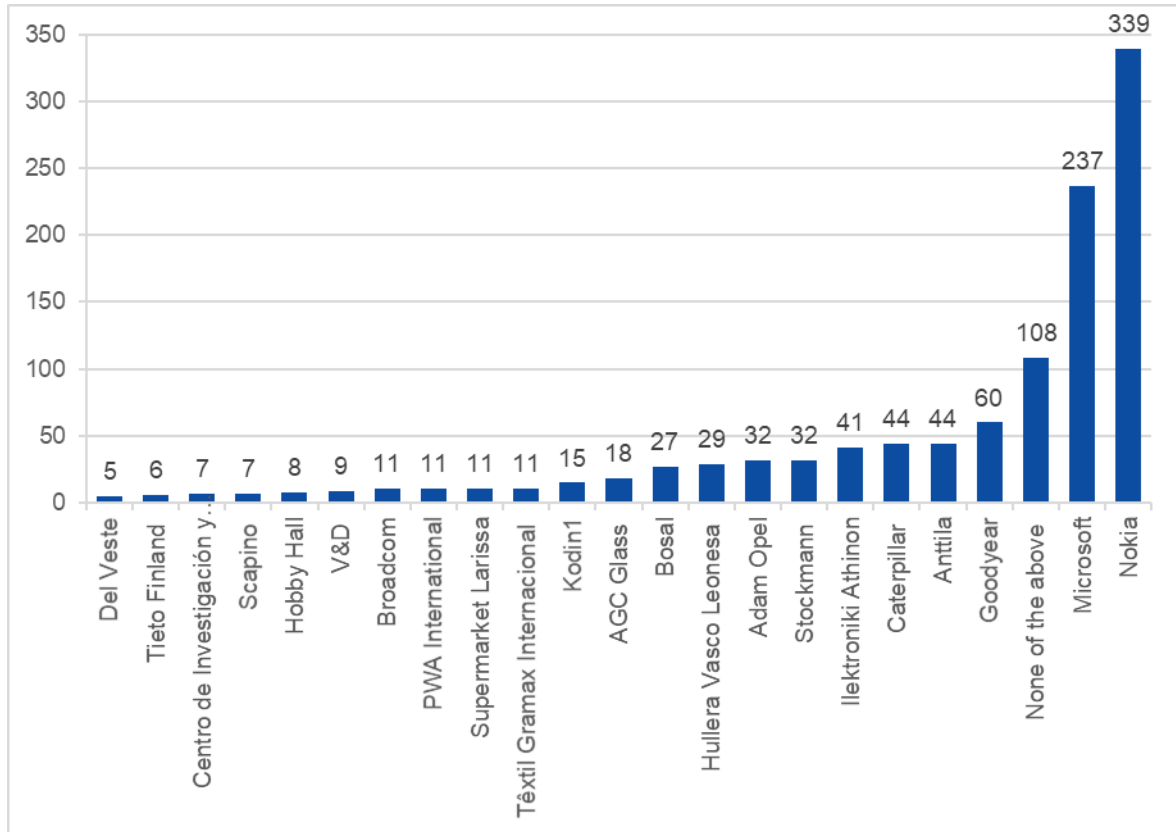
Table 11. Year of job loss crossed with country of residence, N=950

	BE	EE	FI	FR	DE	EL	IT	IE	NL	PT	ES	Total
2014	16	0	12	0	14	5	2	3	1	2	36	91
2015	22	0	112	1	12	9	3	9	2	2	51	223
2016	2	2	276	0	3	44	1	2	16	2	53	401
2017	31	0	54	0	39	7	2	0	2	4	33	172
2018	5	0	28	0	27	7	1	1	2	25	37	133
2019	4	0	27	0	13	6	2	0	1	11	41	105
2020	0	0	18	0	5	6	1	1	0	10	18	59
Total	80	2	527	1	113	84	12	16	24	56	269	1184

Figure 57 shows the companies which employed at least 1 or more of the respondents during the 2014-2020 period. In line with the geographical distribution of the respondents, most of the beneficiaries indicated that they were employed by Finnish or German companies, notably Nokia, Microsoft and Goodyear.

¹⁴³ Respondents were able to select multiple years, in case they lost their job more than once during this period. Therefore, a total of 1188 responses were received, by 894 unique respondents (i.e. those who previously indicated that they had lost their job).

Figure 57. Were you previously an employee of any of these companies/this company? (responses with over 1%) N=1156¹⁴⁴

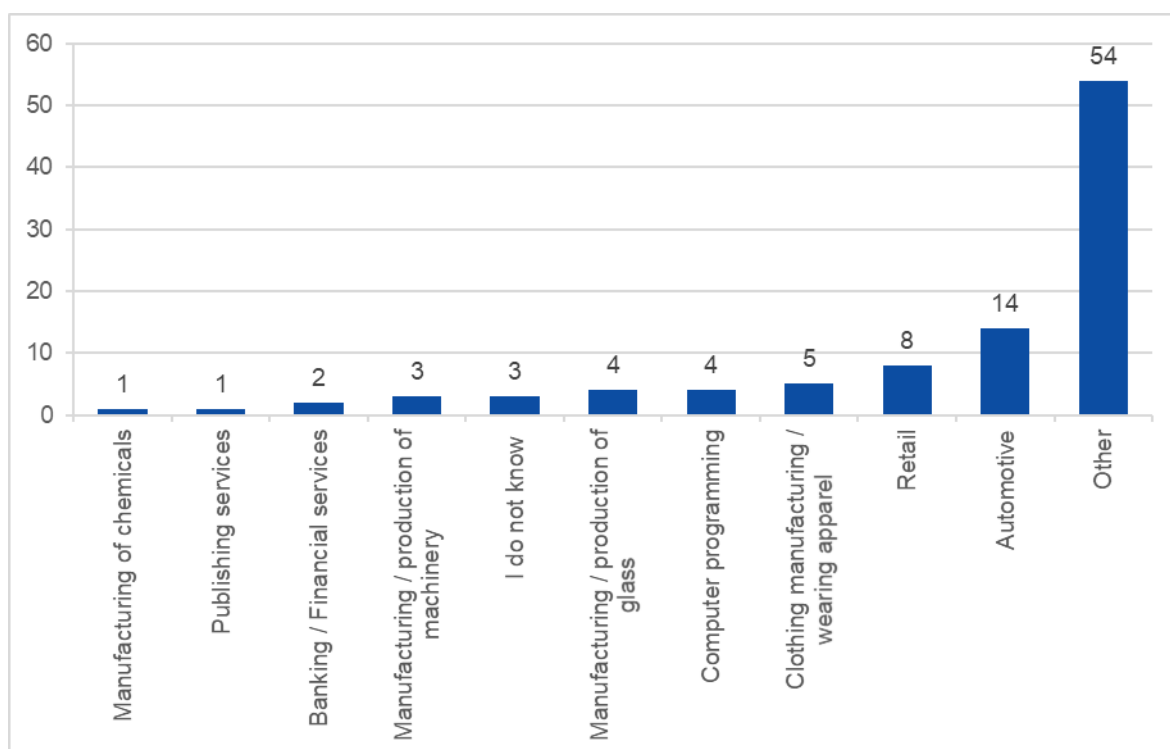


Those that answered 'none of the above' were asked which sector they worked in, to try and gauge if they benefited from an EGF case involving several companies that perhaps

¹⁴⁴ Multiple answers were possible. A total of 1156 answers were provided by 894 unique respondents. Notably in Finland, for instance, a large number of respondents (20%) indicated that they had worked both at Nokia and Microsoft. The figure does not show all of these responses, as it only shows those with 1% or more of the responses.

were not listed as options in the question above. This yielded 98 responses, as shown below.

Figure 58. Were you previously working in any of these sectors? N=99



The majority of the respondents (80/99) who were not employed in any of the listed companies live in Spain. 55% of those Spanish respondents who did not work at any of the listed companies also did not work in any of the sectors pre-identified in the preceding question.

Table 12. Sector of activity crossed with country, N=99

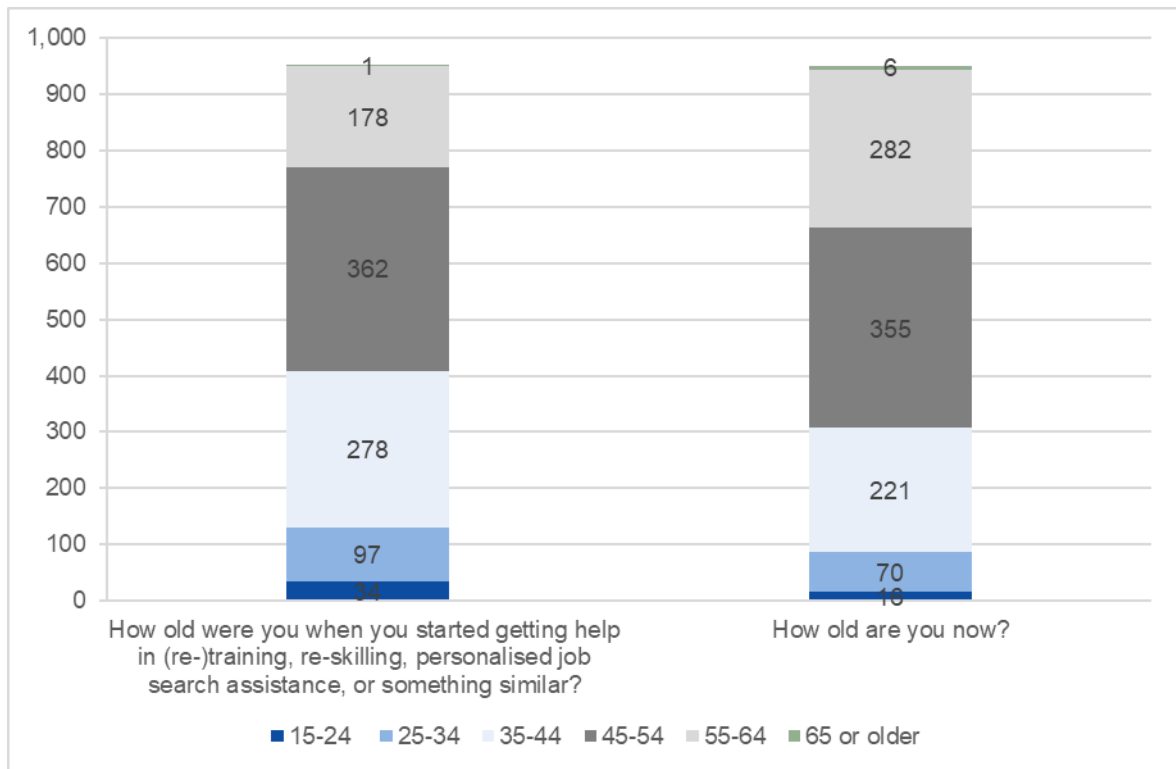
	BE	FI	NL	PT	ES	Total
Manufacturing / production of glass	0	0	0	0	4	4
Manufacturing / production of machinery	0	0	0	0	3	3
Manufacturing of petroleum products	0	0	0	0	0	0
Manufacturing of chemicals	0	0	0	0	1	1
Computer programming	0	2	0	1	1	4
Retail	0	0	0	3	5	8
Publishing services	0	0	0	0	1	1
Automotive	0	0	0	1	13	14
Mining of coal	0	0	0	0	0	0
Banking / Financial services	0	0	0	0	2	2
Clothing manufacturing / wearing apparel	0	0	0	0	5	5
I do not know	1	1	0	0	1	3
Other	1	4	1	4	44	54
Total	2	7	1	9	80	99

The following open-ended question allowed respondents to further explain in which sector they had been working. Some of them indicated sectors that had been listed already (e.g.

3 for retail), while others indicated working in different sectors, such as the food industry (17), material processing industries (17) or hotel and gastronomy (13).

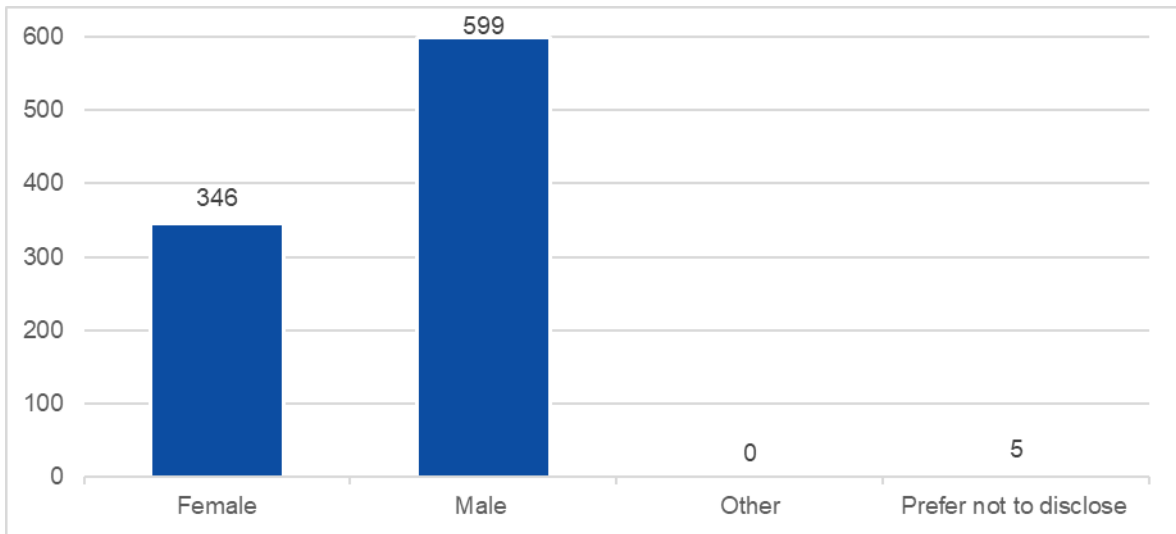
As only respondents who indicated having lost their job or ceased their activity in the 2014-2020 period were considered in the analysis, and that they had previously received help in (re-)training, re-skilling, personalised job search assistance or something similar, all of them were asked how old they were when they first received this type of support. The majority of them were in the age group of 45-54 (38%) when they received help in (re-)entering the job market. Only 33 respondents (3.6%) were between 15-24, hinting at a low representation of NEETs among EGF beneficiaries.

Figure 59. How old were you when you started getting help in (re-)training, re-skilling, personalised job search assistance, or something similar? How old are you now? N=950



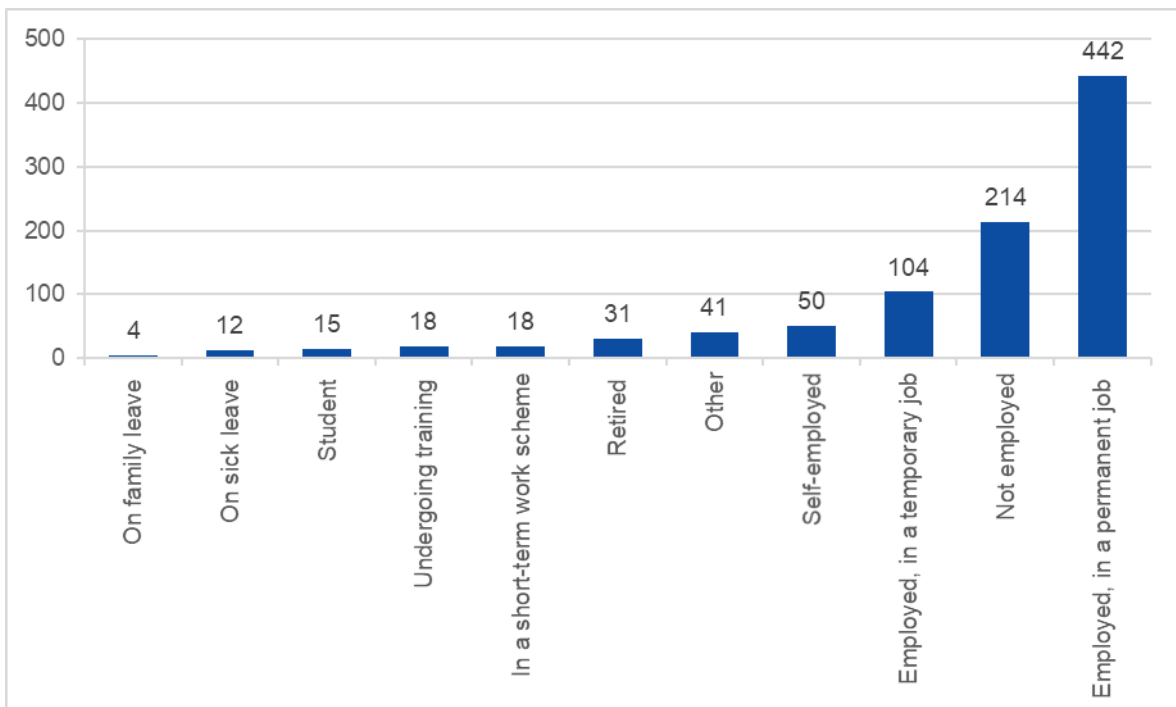
The distribution of gender was quite unbalanced in favour of male respondents, who made up 63% of respondents. This is largely in line with the numbers of men and women targeted through the EGF during this period – 70% of the targeted workers and NEETs were male, and 30% were female.

Figure 60. What is your gender? N=950



In total, around 57% of responses are in permanent or temporary job¹⁴⁵, signifying that perhaps their participation in EGF measures helped them get this job. A total of 214 respondents (23%) indicated that they were not employed. Smaller numbers of respondents were self-employed (50; 5%), retired (31; 3%), in a short-term work scheme (18; 2%), studying or undergoing training (33; 3%), or on temporary leave (16; 2%).

Figure 61. What best describes your current situation? N=950



When looking at the current status compared to the EGF case (based on which company the respondent used to work for), there is a general trend that the largest group of respondents (on average, 37%) is currently employed, in a permanent job. In the case of

¹⁴⁵ 46% in a permanent job and 11% in a temporary job.

Nokia, for instance, 237/338 respondents (70%) is in permanent employment. For PWA International, the number of respondents in permanent employment is 8/11 (73%).

There are, however, exceptions. In Portugal, for instance, only 3/30 are in permanent employment, and 3/30 in temporary employment (20% combined). In Belgium in the case of Caterpillar, the largest group of respondents is self-employed (20/44; 45%).

It should be noted, however, that these results are not necessarily representative of the effectiveness of specific EGF cases or the EGF overall in a specific country, as there might be a self-selection bias in the respondents – persons who had a positive experience with the EGF might be more likely to take the time to complete such a survey. It does, however, offer some interesting insights and can be compared to the actual numbers of workers and NEETs assisted. The table below shows the distribution of responses based on the country in which people are living.

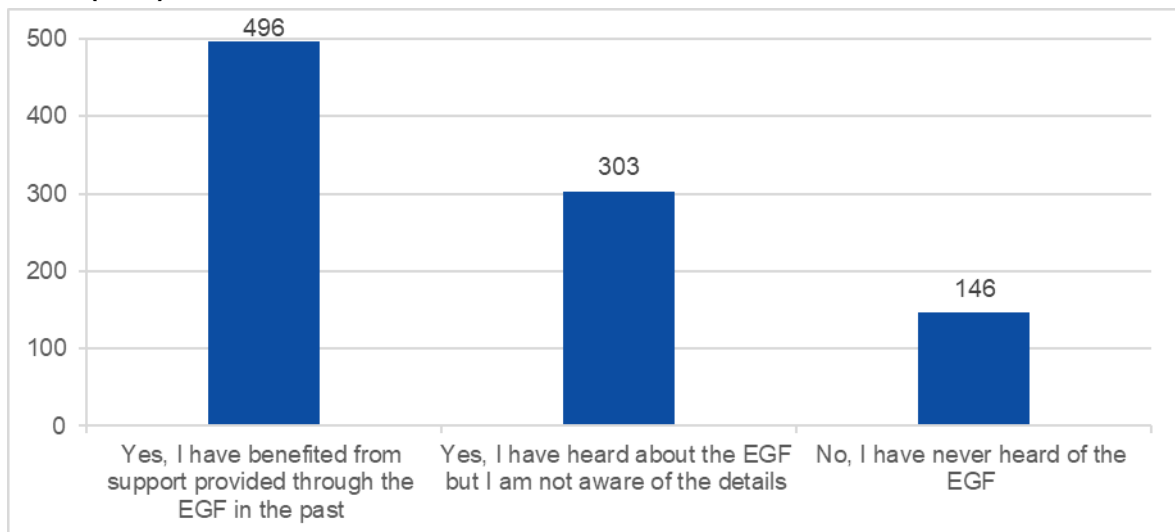
Table 13. Current situation crossed with country, N=949

	BE	EE	FI	FR	DE	EL	IT	IE	NL	PT	ES	Other	Total
Student	1	0	10	0	0	1	1	0	0	0	2	0	15
Undergoing training	2	0	7	0	4	0	0	0	1	2	2	0	18
Employed, in a permanent job	30	1	301	0	40	16	1	8	10	3	32	0	442
Employed, in a temporary job	4	0	26	0	11	15	2	0	6	3	37	0	104
Self-employed	21	0	9	0	2	2	0	1	0	0	15	0	50
In a short-term work scheme	1	0	8	0	4	1	0	0	0	0	3	1	18
Not employed	9	1	67	1	27	27	2	2	3	19	55	1	214
On sick leave	1	0	2	0	6	0	0	0	0	0	3	0	12
On family leave	0	0	2	0	0	0	0	0	1	0	1	0	4
Retired	4	0	17	0	3	0	1	0	1	0	5	0	31
Other	7	0	9	0	10	4	1	1	1	3	4	1	41
Total	80	2	458	1	107	66	8	12	23	30	159	3	949

Respondents who indicated being in employment were asked to specify for how long they had been in this job, in an open-ended question. The largest group had been in their job for 2-3 years. Among those who are currently not in employment, the largest group had been in this situation for 4 years or longer. The large majority of them (182/214; 85%) were actively looking for a job, though a considerable number of them were not interested in finding a job (27/214; 13%). The others had already found a new job but not yet started working.

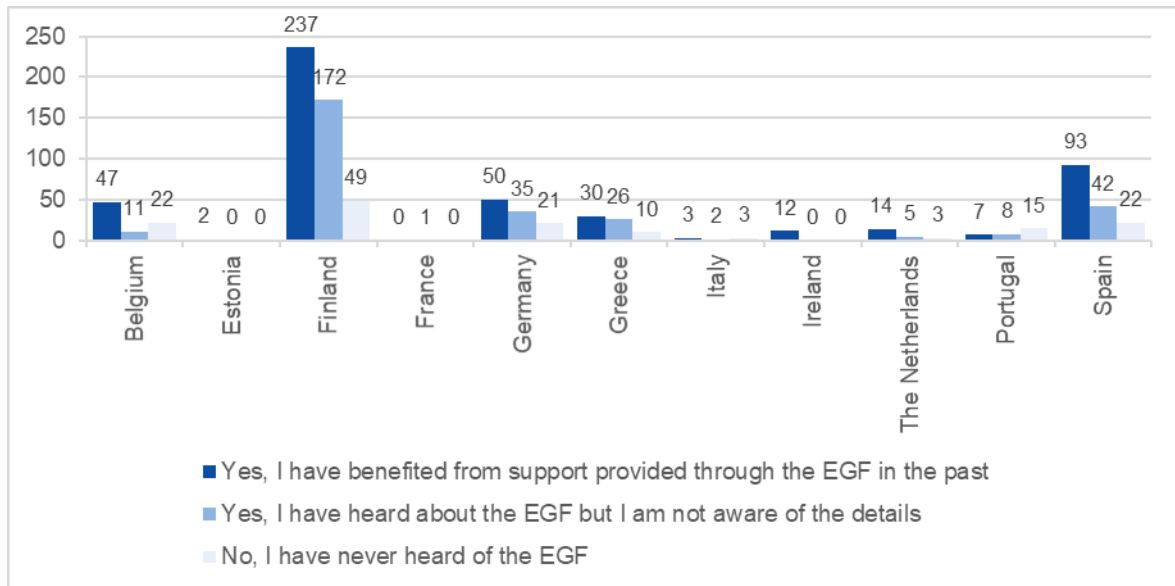
Figure 62. Are you currently looking for a job? N=214

Next, respondents were asked whether they were aware of the EGF, as it is possible that they may have benefited from EGF measures without knowing it. Just over half of the respondents (496/945; 52%) indicated that they had benefited from the EGF before, and most others (303/945; 32%) indicated having heard about it before. At the same time, a total of 146 respondents (15%) had not heard of the EGF before.

Figure 63. Are you aware of the existence of the European Globalisation Adjustment Fund (EGF)? N=945

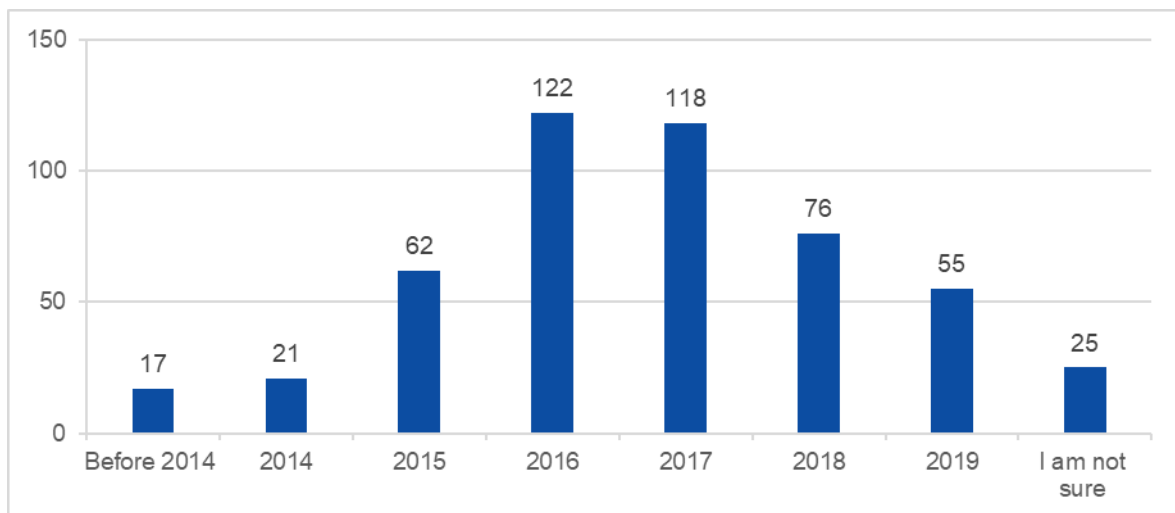
Whether this significant number of persons who are unaware of the EGF is because of a lack of communication and awareness raising in the Member State / at EU level or because the respondent did not actually benefit from the EGF cannot be known. When looking at the answers per Member State, there is no indication that there might be a lack of awareness in any specific countries – most of them follow the same trend that the largest group of respondents knows they have benefited in the past, followed by those who have heard of the EGF, and those who have not. This might suggest that the communication activities of the Commission and the Member States were successful in reaching the EGF beneficiaries. However, beneficiaries that are aware of the EGF are also more likely to participate in the survey. Since participation was voluntary and there was no incentive for beneficiaries to participate in the survey, the results of this question are likely to overestimate the level of awareness of the EGF.

Figure 64. Awareness of the EGF crossed with country, N=945



Respondents who indicated that they were aware that they had benefited from EGF measures were asked to indicate when this support started. This yielded 496 responses, distributed as shown in the below graph. In total, 48% of the respondents indicated that their support started in 2016 or 2017. This corresponds to the fact that most beneficiaries lost their job in 2016. The 17 respondents who indicated that they received this support before 2014 were asked to exit the survey, as they did not meet our target group.

Figure 65. In which year did you (begin to) receive support provided through the EGF? N=496



When asked for how long they received this support, a total of 381 meaningful results were provided. The largest group of respondents (131/381; 34%) benefited for 6-12 months, followed by 108 (28%) who benefited for longer than 12 months. A smaller group benefited for 3-6 months (75/381; 20%) or less than 3 months (67/381; 18%). The average length of EGF support lies at around 8 months.

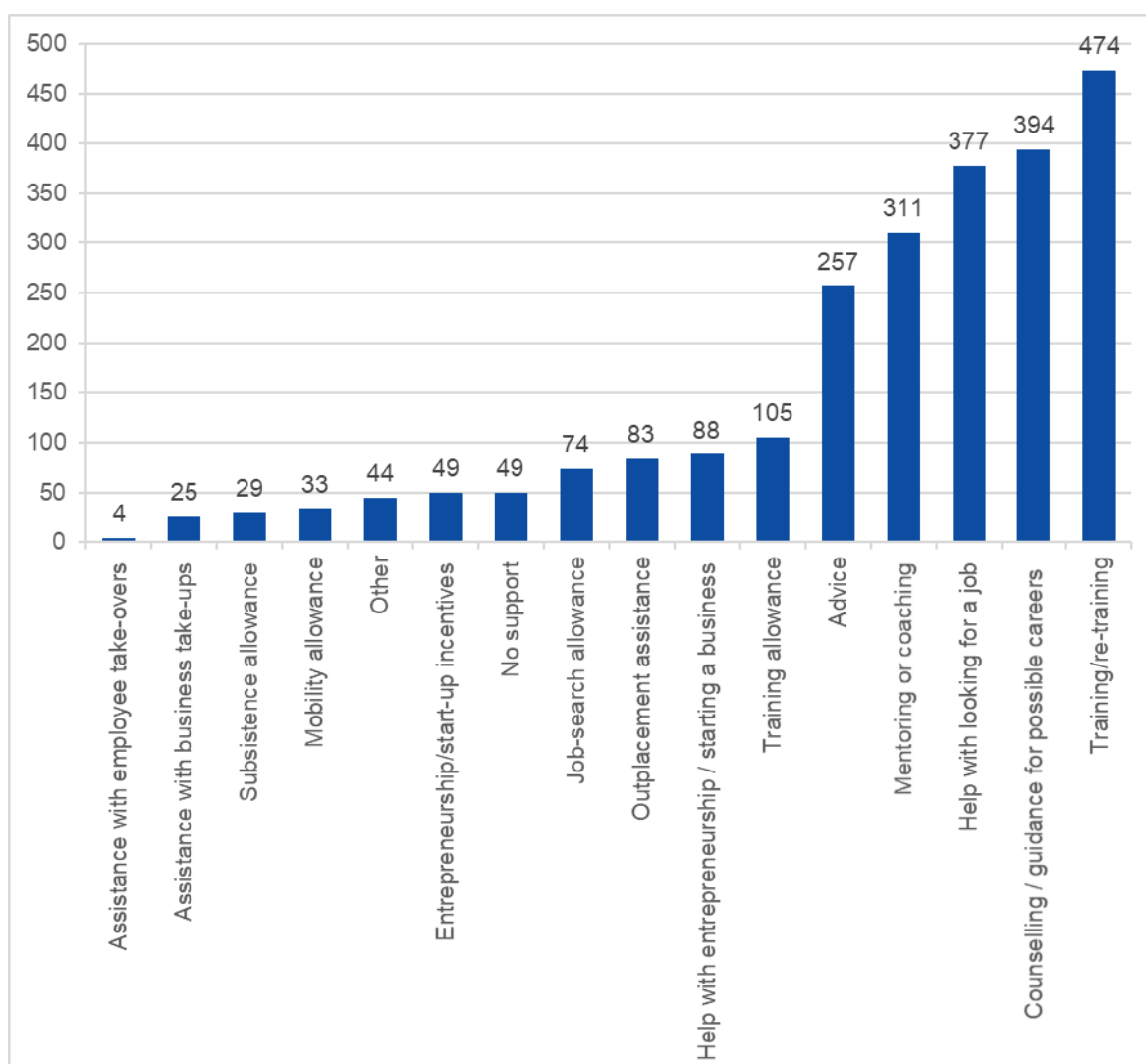
Help provided by the EGF

This next section asked respondents questions to uncover whether and to what extent they were helped by the EGF, and their opinions on the support provided. The phrasing of the

questions was tailored based on whether or not the respondents were aware the support they received was co-funded by the EGF.

The most common type of support received by respondents was training/re-training (465/902), followed by counselling or career guidance (388/902), help with looking for a job (371/902), mentoring or coaching (310/902) and advice (250/902). Allowances were less common but still used: respondents received training allowances (101/902), job-search allowances (72/902), and mobility allowances (33/902). Interestingly, 48/902 respondents indicated they did not receive any support, despite previously having indicated that they had received help finding their (first) job.

Figure 66. Which types of support did you receive when you lost your job or stopped your activities as a self-employed person? N=2396¹⁴⁶



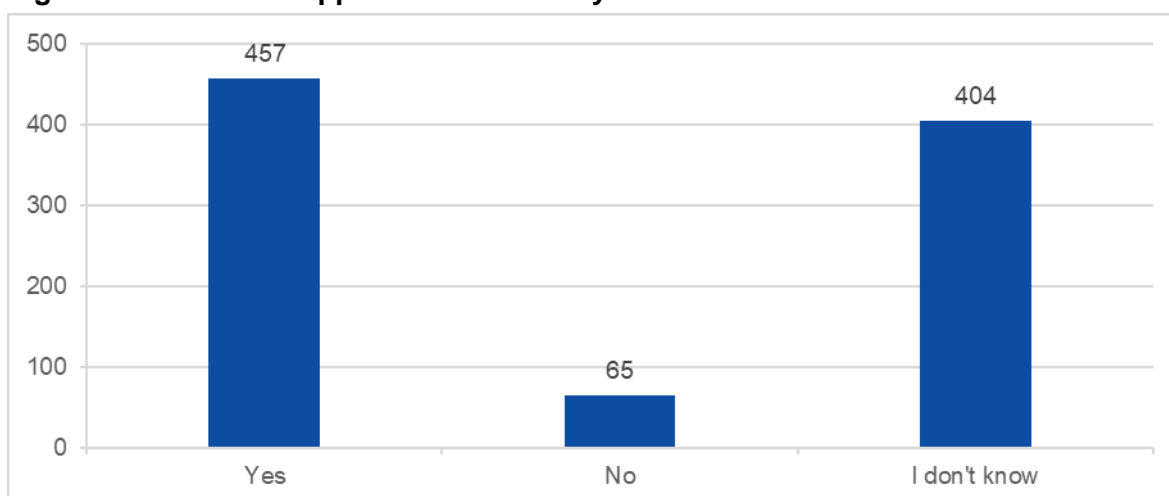
The 44 respondents who indicated that they had received 'other' types of support were asked to specify or explain their answer in an open-ended question. Their responses can be summarised as presented in the table below.

¹⁴⁶ Multiple answers were possible in this question, as most EGF beneficiaries likely benefit from more than one EGF-funded measure or activity. The total number of responses received is therefore 2396, but the answers were provided by 925 unique respondents.

Table 14. What other types of support or help did you receive? Please provide examples. N=44

Answer category	Examples
Wage subsidies, n=13	<p>“The new employer received a wage subsidy”</p> <p>“Some fund paid half of my salary for the first 6 months”</p> <p>“Wage subsidy to the employer who hired”</p>
Support for education and/or training measures, n=10	<p>“Driving lessons and full driving licence test”</p> <p>“Financing of two courses the DGQ (Internal Auditor, VDA 6.3)”</p> <p>“Start-up training”</p>
Support for self-employed/start-up activities, n=5	<p>“Aid to purchase transport animals”</p> <p>“a premium to improve and invest in my commercial activity”</p>
Counselling sessions, n=4	<p>“Employment office encouraged the search for self-employment”</p> <p>“Consultations and recommendations for job fairs.”</p> <p>“They tried to convince me to do some courses that were not at all related to my work experience, so I was not interested.”</p>
Help with job applications, n=2	<p>“Help in updating my CV and LinkedIn”</p> <p>“Application assessment”</p>

Almost 50% of respondents said that the support they received was co-funded by the EGF. However, only 7% indicated that it was not, and the remainder of beneficiaries could not answer this question. Interestingly, among those who previously indicated that they were aware of the EGF because they had benefited from it, 11 said here that the support they received was not co-financed by the EGF, implying that one of their answers was a mistake.

Figure 67. Was this support co-financed by the EGF? N=926

The following two figures show the responses to a set of questions about the support received. The first one shows the answers of respondents who know the support they

received was co-funded by the EGF, and the second one shows the answers of the respondents who answered 'no' or 'do not know' to the question above.

Figure 68. To what extent do you agree with the following statements... N=456

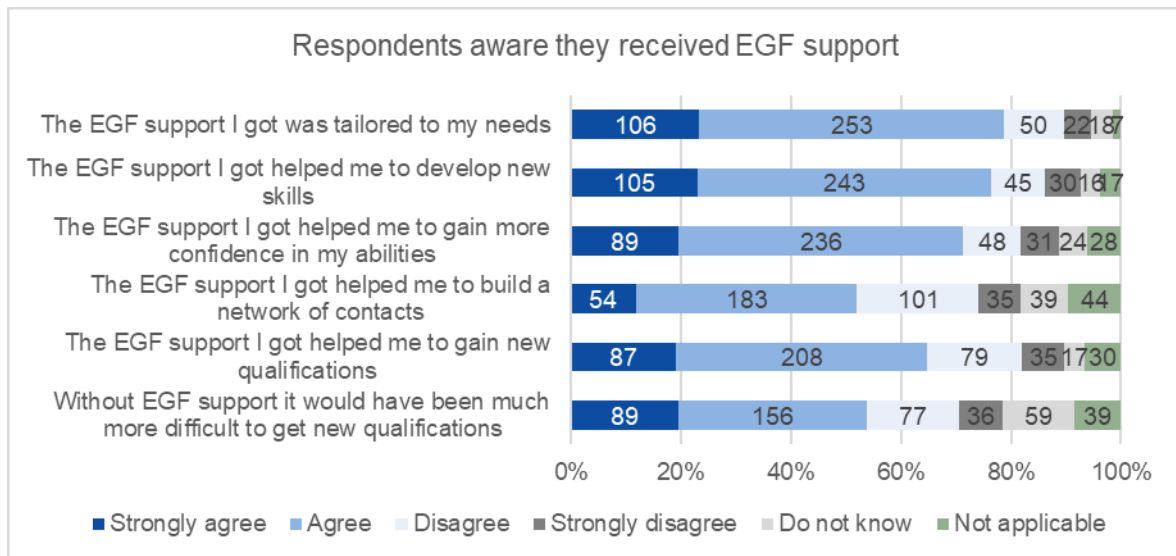
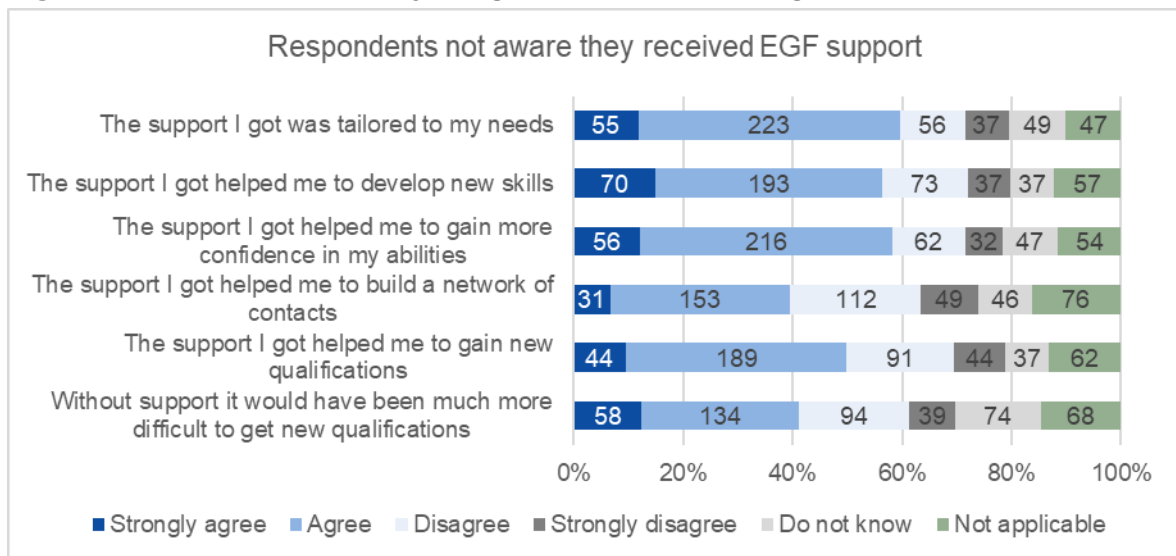


Figure 69. To what extent do you agree with the following statements... N=467



Overall, the EGF support seems to be perceived as very effective by the majority of respondents in both cases. There is, however, a difference across the two groups – those who are aware that the support they received was co-funded by the EGF generally responded more positively to all six questions. On average, their rate of agreement with the statements is 66%, compared to 51% among respondents who said that it was not or were unsure.

In total, 69% of the respondents agreed or strongly agreed to the statement that the support that they received was tailored to their needs. There are no clear differences between countries, showing that Member States achieve similar success in tailoring their support to the beneficiaries.

Furthermore, 66% of respondents agreed or strongly agreed that the support they received helped them to develop new skills, and 65% agreed that the support helped them to gain more confidence.

Helping beneficiaries build a social network of contacts was a less notable effect of the EGF support, however still 46% of respondents agreed that it did. When looking at the results split between respondents from sectoral cases (i.e. EGF cases involving more than one company) compared to cases involving only one company, there are no major differences. Among respondents from sectoral cases, 41% agree or strongly agree that the support helped them build a network, compared to 51% in single company cases. 17% of respondents from sectoral cases also answered 'not applicable' to this question. This might be because sectoral cases are usually more geographically spread, thus not allowing for networking opportunities as much as single company cases.

Finally, 57% of respondents agreed that the support they received helped them to gain new qualifications. Considering this is not a specific objective of the EGF, the fact that 47% of them believe this would have been more difficult without (EGF) support, is a very positive result. When asked to explain their answer, the following types of responses were received.

If respondents responded "agree" or "strongly agree" to the sub-question on whether it would have been more difficult to obtain more qualifications, they could specify their reason for it in an open question. The responses are summarised into categories with some examples in the table below.

Table 15. Why would it have been more difficult without (EGF-funded) support? N=445

Answer category	Examples
High cost of getting new qualifications, n=140	<p>"Too high training costs"</p> <p>"Re-skilling would have been economically challenging"</p> <p>"Courses and training are expensive"</p> <p>"The unemployment allowance was not high enough to encourage me to go to the training centres"</p> <p>"The training I followed in the field of chemistry lasted one year and was very expensive"</p> <p>"Without financial aid, it would have been impossible for me to resume studies of a bachelor's in computer science"</p> <p>"I would not have been financially able to successfully complete the professional certifications"</p> <p>"Trainings are expensive and unemployed people in particular need to be cautious with their use of money. Other certifications and trainings are expensive"</p> <p>"Economic situation does not allow for long time studying"</p> <p>"Because as a single mother I wouldn't have had the money to pay for lessons and all the costs of getting my full license"</p>
Difficulty to find and organise training and qualification measures, n=64	<p>"I would not have got a course or even to find suitable courses without support."</p> <p>"Help took place, it did not have to look and ask."</p> <p>"it would have been complicated to find the right format."</p>

Answer category	Examples
	<p>“Training and coaching were easier to get to, when they had just tailor-made for people in the same field”</p> <p>“It would have been troublesome trying to think about what to study all alone.”</p> <p>“I would have not been aware of all the possibilities by myself.”</p> <p>“I would not have otherwise known [<i>the training I received</i>]¹⁴⁷ - through which I found permanent employment relationship with my current job”</p> <p>“For middle-aged people it may be difficult to take up training.”</p>
<p>The support provided opportunities, that otherwise would not have been available, n=22</p>	<p>“The internship opportunity would not have been available”</p> <p>“Training would not have been possible”</p> <p>“It would be more difficult to enter this area because employers always want to have experience. In this way I could learn and work at the same time.”</p> <p>“As I received guidance because of my unemployment, it opened so many new things that I would have hardly found the place where I have been working now for almost 3 years.”</p>
<p>Help with applications, n=22</p>	<p>“I did not know how to make a resume”</p> <p>“I did not need to apply for a job in years and it helped to move forward”</p> <p>“Upgrading the job search after 35 years to modern times after working for a long time was helpful.”</p> <p>“I received help on how to make CV's, how to describe my skills and competences, how to make the applications, interview preparation etc.”</p> <p>“Job search changes over the years”</p> <p>“Job search methods are not the same as in the 80s!”</p>
<p>Tailor-made support, n=20</p>	<p>“Tailor-made training courses would be otherwise difficult to obtain”</p> <p>“Tailor-made training sessions would not be possible to get without support.”</p> <p>“No option would have worked for me.”</p>
<p>Social support and networking, n=15</p>	<p>“Peer support during the training is important”</p> <p>“Because the job market is difficult, and the support is an incentive to fight”</p> <p>“It would be left without good advice and peer support”</p> <p>“I didn't feel that I was just left alone after layoff. It was great to have this support to help me get back to the work that I liked and hoped for.”</p> <p>“Networking and updating of knowledge would have been difficult without support.”</p>

¹⁴⁷ Anonymised

Answer category	Examples
High quality of the training, n=13	<p>“Training and support were of really good quality and effectiveness, as well as a selection of many different types of training. Support got me to believe in my own possibilities and also contained concrete advice.”</p> <p>“Because I would not have learned so much.”</p> <p>“I learned about topics that I knew very little about previously: cloud technology”</p>
Boosting self-confidence, n=13	<p>“Thanks to the retraining units, we are motivated to seek employment. You feel supported through the advisor(s)”</p> <p>“Access to training, less motivation, one wonders what happens to you, you need a boost”</p> <p>“I have not previously been unemployed; it was good to go through all documentation again. Job application, curriculum vitae, elevator speeches. In addition, new networking channels such as LinkedIn and Työmarkkinatori.”</p> <p>“Lack of self-confidence (I had not studied new things in a long time)”</p>
Self-studying would have been difficult/less effective, n=6	<p>“self-training would have been more difficult than teaching”</p> <p>“Independent study at home would not have been motivating enough”</p> <p>“Learning new things with no organized training is considerably less efficient”</p>
Changing sector would have been difficult, n=5	<p>“It would have been difficult to change the sector, without support”</p> <p>“Possible to pursue full-time study for a new profession”</p> <p>“would not have got a new job and thus a new direction in the field of IT”</p>
Help with starting own business, n=3	<p>“Starting a new business requires an enormous budget to install”</p> <p>“I could not have started my business and maintained the business activities”</p>

Next, respondents who were aware they received EGF-funded support were asked a series of questions about the effectiveness of the EGF in helping them reintegrate into the labour market. The figure below shows the distribution of responses, omitting those that responded ‘do not know’ or ‘not applicable’.

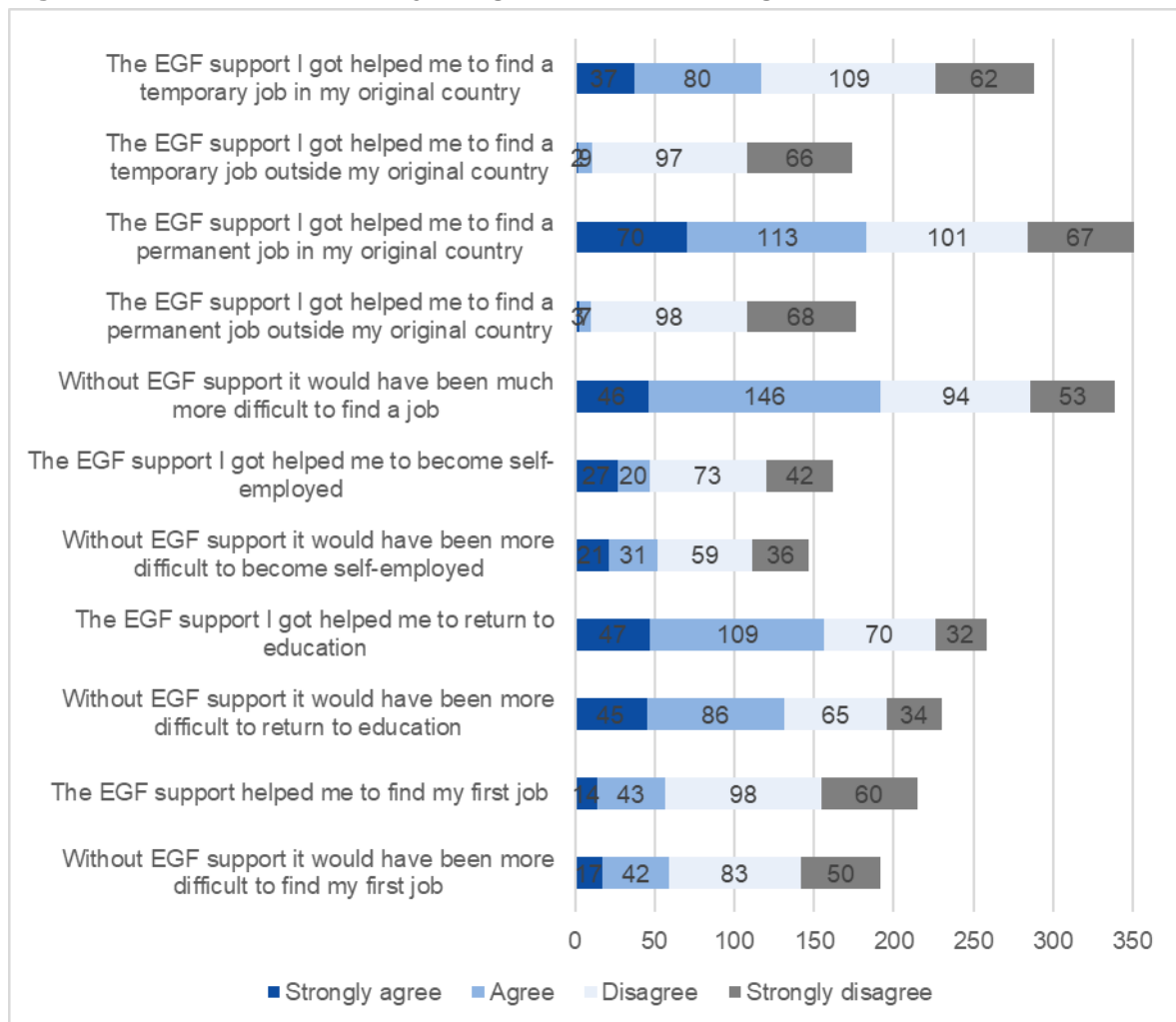
When looking at the success of beneficiaries in finding re-employment, more respondents said that they found a permanent job with the help of the EGF (193/456), than those who said that the EGF helped them to find a temporary job (128/456). This indicates that the EGF support helped beneficiaries to find and stay in employment. In terms of whether they would have been able to find a job as easily in the absence of the EGF, the largest group agreed that it would be (192/456), though a significant share also did not consider that the EGF played a large role (147/441).

A cross-border effect of the EGF does not seem to play a major role, as only 11 respondents agreed that the EGF support helped them to find a temporary job outside their original

country of residence, and 10 respondents indicated that the EGF helped them to find a permanent job in another country.

The EGF is less effective in helping beneficiaries to become self-employed, as only 47 respondents agreed to the statement that it helped them become self-employed, though 52 agreed that it would have been more difficult to become self-employed without the support of the EGF. In comparison, the EGF helped more of the beneficiaries to return to education, and respondents agreed that it would have been more difficult to return to education without EGF support. With helping to find the first employment position, the EGF seems to have a minor effect, as only 13% of respondent acknowledged help of EGF support in finding their first job.

Figure 70. To what extent do you agree to the following statements..., N=456



Respondents who agreed or strongly agreed to the statements about it being more difficult without the EGF to (a) find a (first) job, (b) become self-employed or (c) return to education were asked to elaborate on their answers. This yielded a total of 264 responses, as summarised in the table below.

**Table 16. Why would it have been more difficult without (EGF-funded) support?
N=264**

Answer category	Examples
<p>Because the training measures would not have been as easily available or of inferior quality, n=64</p>	<p>“Without retraining, my situation would have been worse.”</p> <p>“My CV would not have been as strong without the extra courses.”</p> <p>“Without any doubt, without the support I would not have so easily been able to update my job skills to modern requirements.”</p> <p>“There would be fewer courses available, and it would be more difficult to access education and it is more difficult to find a job without training”</p> <p>“Lack of current certificates for trainings would have been disadvantageous in applications at my age”</p> <p>“Education gave a pretty good foundation to apply for new jobs because without education there would have been no evidence / proof that I had the new skills that were needed at work.”</p> <p>“The training course had a longer period and supported me a lot”</p> <p>“Access to information and training for entrepreneurship would have been harder to find”</p> <p>“Courses are expensive and hard to find in our area”</p>
<p>Because of the financial support, n=59</p>	<p>“Got course fees and funding for a laptop”</p> <p>“It allowed me to obtain a qualification which the employers were looking for. Being made redundant I could not afford the course myself. This support allowed me this opportunity. It also helped me with my CV writing which was a huge bonus as CV writing changed and it allowed me to have a CV that enabled me to find a job.”</p> <p>“Because I would not have been able to pay by myself”</p> <p>“I would not have been able to study without financial support”</p> <p>“I could not afford the cost of education on my own”</p> <p>“I would have to pay it myself”</p> <p>“Financial assistance to start the job search”</p>
<p>Because the EGF subsidised my wage, n=17</p>	<p>“Wage subsidy intake was necessary to allow for the employment; part of the aid was supposedly paid by the EGF”</p> <p>“Job would have been uncertain without the wage subsidy.”</p> <p>“At 52 years of age it is not easy to find a new job, and when I was second in the final stages of the application process, I believe that the EGF wage subsidy helped me to be picked”</p> <p>“The wage subsidy was a good incentive for my employer”</p> <p>“Wage subsidies helped to find employment”</p>

Answer category	Examples
Because of counselling and awareness-raising, n=16	<p>“Provided an opportunity to reflect on my own skills”</p> <p>“Useful information about the package I got in close coaching.”</p> <p>“The EGF support motivated me and guided me in finding employment”</p>
Because of the support in search for and applying to jobs, n=15	<p>“I had been with the same employer for a long time and needed help to improve my job-searching skills.”</p> <p>“Previous job searches were a long time ago and methods have changed since then. In addition to the courses I got better self-confidence to watch for possible new jobs in a wider area of expertise.”</p> <p>“Job-searching skills were out of date”</p> <p>“Coaching helped to improve the marketing of its own”</p>
Because of moral support, n=9	<p>“Getting unemployed after almost 30 years of employment, you feel numb, insufficient and unable to do anything. All the help is then needed, and there is a lot of age discrimination.”</p> <p>“The trainings were served on a silver platter. Everything in the depressing situation was made really easy on the part of <i>[the company]</i>. The actual career guidance of a psychologist, on the other hand, was not actively promoted. That support came through colleagues that we were also participating in the EGF-support measures. This in particular was super helpful and created faith in my own abilities. That was at least the most positive thing for me that helped me find a better working place than the original”</p> <p>“It helped to structure the thoughts about the future”</p>
Because the EGF supported me to start my own business/become self-employed, n=7	<p>“For the start of my business”</p> <p>“funding to start a business is very difficult without the fund”</p> <p>“Without the funds it is difficult to start self-employment”</p>
Because of providing access to professional networks, n=6	<p>“You don’t have access to the demands of companies who are seeking workers. Support from the EGF put us in touch with them.”</p> <p>“Job vacancies are sometimes hidden, so having a network is key to finding hidden jobs. I got to upgrade my skills in health technology, which had an impact on employment”</p>
There would have been no such support available, n=6	<p>“A similar support would not have been available”</p> <p>“The service would not have been available”</p>

Answer category	Examples
The support was tailored to me, n=4	<p>“Because the support was targeted individually and destination Leader”</p> <p>“The company's business was so different, and a corresponding direct training does not exist, so this customized training helped get the workplace”</p>
The EGF-support did not help me, n=8	<p>“I had not had support from anyone”</p> <p>“I missed career advice and support”</p> <p>“EGF support did not influence my situation in any way.”</p> <p>“The support did not affect the discovery of a job.”</p>

When asked whether the EGF helped them in any other way, most respondents were unable to provide a meaningful answer. A total of 35 respondents claimed that it did but did not explain their answer, while 179 others said it did not. Table 17 depicts a categorisation and examples of the remaining responses that contained an explanation.

Table 17. Did the (EGF-funded) support help you in any other way? N=179

Answer category	Examples
Because of training/learning new skills, n=59	<p>“Good knowledge that also generally applies to my work and entrepreneurship”</p> <p>“This allowed me not to have to choose between feeding my family with immediate employment (in a job I did not want) and retraining (in an area that attracts me, and training that allows me to obtain a diploma of higher education).”</p> <p>“I got a great knowledge of the courses and I was able to conveniently acquire professional skills appropriate to update my skill through the courses.”</p> <p>“Inspired by the training I founded a company with my family.”</p> <p>“It helped me remember things that I had studied previously”</p> <p>“Education inspired other ways to learn new skills that could be useful at work.”</p> <p>“The most important thing was to get hands-on training and skills upgrading and mentoring; practical job search documents, filing and discussion help.”</p> <p>“Yes. I got the training, which, combined with our expertise in the former helped me to be an entrepreneur in a new field.”</p>
Moral support, n=34	<p>“It also helped me to be active in seeking employment. A not lose hope to be able to find a job.”</p> <p>“It gave me structure after losing my job, something to work on”</p> <p>“EGF-funded training kept me mentally together during a period of unemployment”</p> <p>“strengthened self-confidence”</p>

Answer category	Examples
	<p>“to strengthen self-confidence and look positively towards the future”</p> <p>“It felt good to experience that it is not all alone in the new situation.”</p>
<p>Financial help, n=20</p>	<p>“Because I would not have been possible to finance training courses that helped me find a new job and meet the demands of the market.”</p> <p>“It brought economic stability in life”</p> <p>“This allowed me to bridge the gap between full employment and my current situation”</p> <p>“It paid for my expenses incurred while re-training.”</p> <p>“It secured the finances for about two years, so that I was able to concentrate on my studies.”</p>
<p>Better application documents and interview skills, n=16</p>	<p>“Mainly general job search assistance to a possible new career and CV tailoring.”</p> <p>“The most important thing was to get hands-on training and skills upgrading and mentoring; practical job search documents, filing and discussion help.”</p> <p>“I got a good career coach who knew how to critically evaluate job applications and gave feedback.”</p>
<p>Coaching and counselling, n=16</p>	<p>“Yes, they took the time to speak to me and gave advice on coaching.”</p> <p>“The biggest help was a personal career guidance”</p> <p>“Mentoring and counselling helped to better understand my own strengths and also what kind of use they could be when looking for a job.”</p>
<p>Social contacts, n=8</p>	<p>“other students in the same situation, motivated to continue studies”</p> <p>“Helped my self-esteem to see that many others also had the same situation, and I had not to blame myself for the loss of my job, but it really was due to structural change”</p> <p>“Yes, I met new people”</p>
<p>Support to own commercial activities, n=6</p>	<p>“Yes, I could secure my business, purchase inventory, rental guarantee”</p> <p>“Support in launching my own company (which later did not materialize)”</p>
<p>I found a new job, n=6</p>	<p>“found employment”</p> <p>“It enabled me to work in between. I got a new job through their own existing networks and I also had just funding.”</p>
<p>Mobility, n=3</p>	<p>“Helped to relocate in search of work abroad”</p> <p>“Travel expenses for a new job”</p>

Most of the respondents had expected the EGF to help them in the way that it did (121/309 who provided answers). Table 18 presents examples of answers given by respondents who did not expect the EGF to have the result it did.

Table 18. Did you expect the (EGF-funded) support to help you in this way or was this unexpected? N=309

Answer category	Examples
Positive surprise, n=38	<p>“I was very surprised by what it all covered. When I was being made redundant for the second time, I made my employers aware of this programme, but they never followed up on it.”</p> <p>“I was pleasantly surprised. I felt very lucky to speak to someone and get such good advice.”</p> <p>“It was a positive surprise. The training course was full, but because it was paid by the EGF, they found a place for me.”</p> <p>“I expected the support would finance help, but I was still pleasantly surprised.”</p> <p>“It was unexpected. I really was not expecting such good support and to have access to funding to support training and education, which was a great help”</p> <p>“The quality was surprisingly good”</p> <p>“I was surprised by the extent and amount of aid”</p> <p>“A little bit unexpected and very nice”</p> <p>“I fully expected that the EGF fund could not help to improve my job situation.”</p>
Negative surprise, n=7	<p>“I expected that there would be some supervision during skills upgrading, but what happened was that there wasn't any kind of guidance. Only self-learning took place, and the company collected the money away. It had no effect on my employment, I would have found employment anyway after a while.”</p> <p>“I was expecting to get a job in accordance with the new training, But I still could not get a training that could comply with my objectives, unfortunately.”</p> <p>“Certainly, I wish I could get an actually correct or certified training without being prevented by all intermediate leeches.”</p>
Neutral, n=125	<p>“It was surprising”</p> <p>“It was unexpected, not knowing that the company would go bankrupt.”</p> <p>“unexpected”</p> <p>“partially surprising”</p> <p>“I did not expect anything.”</p> <p>“I cannot say what I expected”</p>

The following two figures show the responses to a set of questions about the short and long-term impact of the support received. The first one shows the answers of respondents who know the support they received was co-funded by the EGF, and the second one shows the answers of the respondents who did not. For clarity, we have omitted ‘do not know’ and ‘not applicable’ answers.

Figure 71. Please indicate which of the following statements apply to you, N=454

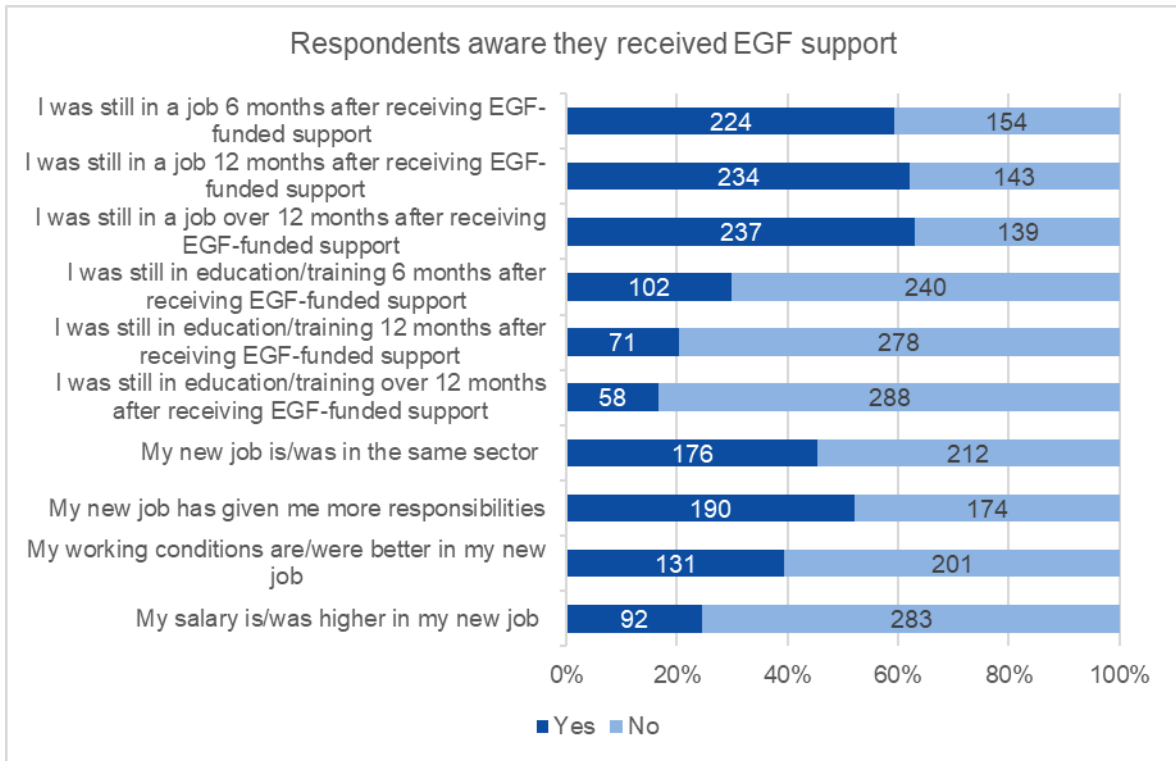
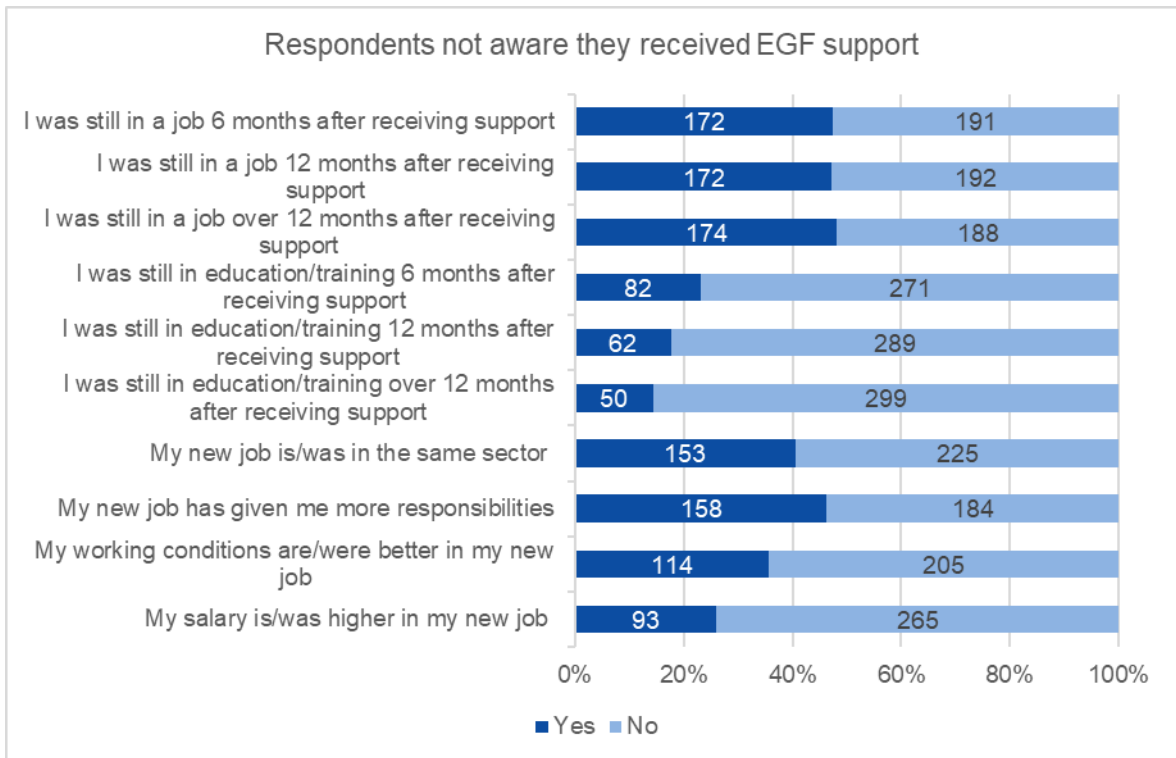


Figure 72. Please indicate which of the following statements apply to you, N=467



In general terms, respondents who were aware that the support they received was co-funded by the EGF responded more positively to all questions, except the one concerning their salary. Approximately 60% of the first group was still in a job 6 months after receiving the support, and slightly more than that indicated they were still in a job 12 months (62%) and over 12 months after receiving the support (63%). This indicates that some people may

not have been employed right away after taking part in EGF measures, but did manage to get and stay in a job in the long term. Among those who were not aware whether the support they received was co-funded by the EGF, these rates are lower – only around 48% on average was still in a job 6, 12 or longer than 12 months after receiving support. Interestingly, an average of 43% of respondents found a new job in the same sector they were working in before, pointing to a high degree of cross-sector mobility resulting from the EGF support.

A similar trend is visible for respondents who were still in education after 6, 12, or longer than 12 months after receiving support, although the number of respondents in these situations is much lower and the rate decreases over time. This makes sense, as many educational/training programmes are short-term, and people are likely to want to re-enter the labour market as soon as possible.

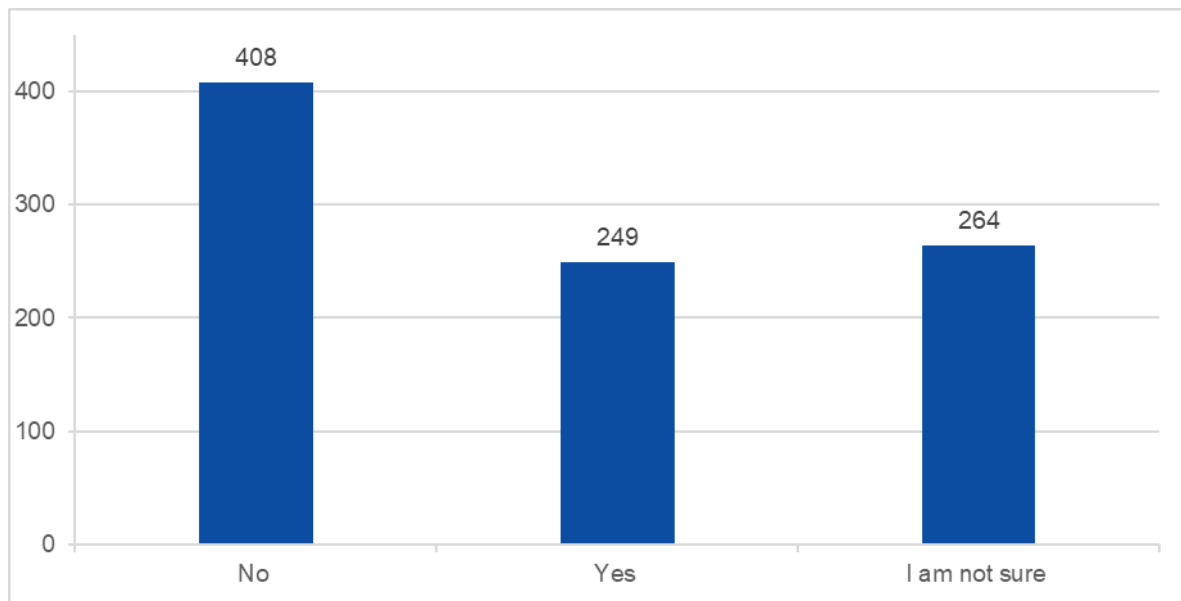
The EGF support does not seem to have a great influence on the employment conditions of beneficiaries. Although the EGF has no specific objective to improve working conditions, it is an added benefit. Here, too, those who were aware that they participated in measures co-funded by the EGF generally had more responsibilities and better working conditions in their new job than those who did not know whether the support they received was co-funded by the EGF. Although, in both groups and for both questions, more than half of the respondents indicated that they did not experience this positive change, we are unable to identify whether this means their new job worse or the same as their first job. As such, the above results point to a positive unintended effect of the EGF on at least some beneficiaries.

EGF compared to other measures

The final section of the survey asked a limited number of questions that aimed to uncover how active labour market measures co-funded by the EGF compared to other sources providing such support.

Only 249 respondents (27%) indicated that they were aware of other sources offering support to unemployed persons.

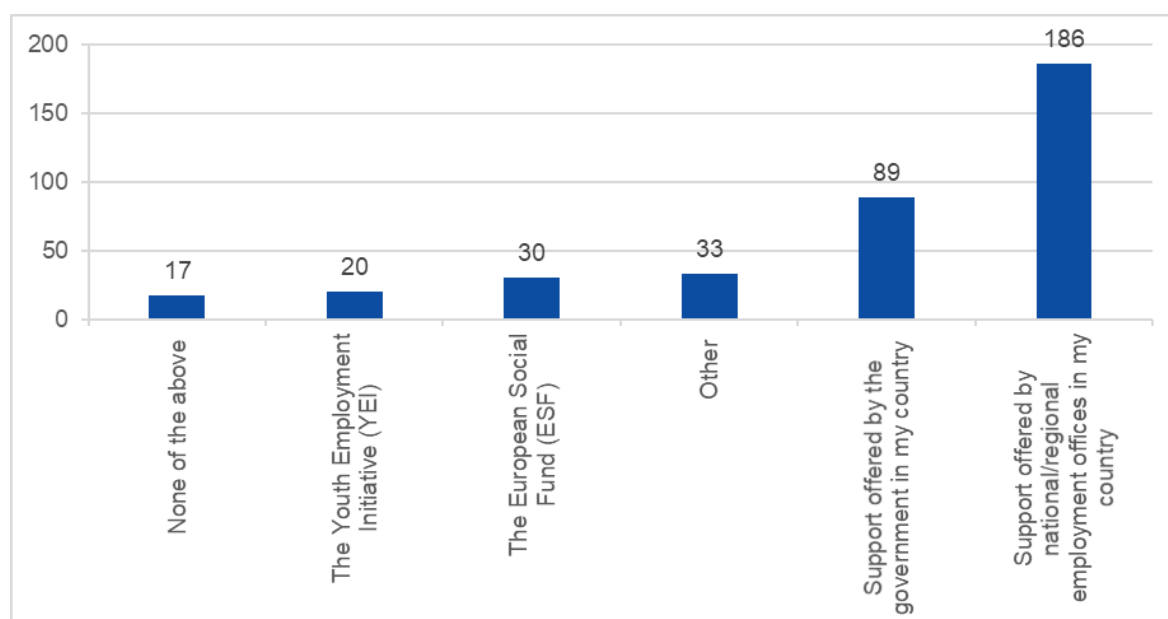
Figure 73. Are you aware of the existence of any (other) source of support for unemployed persons to find a job? N=921



These respondents were asked to indicate which sources of support they were aware of, at national or EU level. The large majority of them (186/249; 75%) were aware of support offered by national/regional employment offices in their country, followed by support offered by the government (89/249; 36%). Only a few respondents were aware of EU-level sources of funding, such as the ESF (30/249; 12%) and the YEI (20/249; 8%).

Those who answered 'other' were asked to explain their answer, which included support offered by unions (9 respondents), foundations (4 respondents), companies (2 respondents), NGOs (2 respondents) and online job portals (2 respondents), but also answers that fit into the predefined categories, such as national employment services (5 respondents) and municipalities (3 respondents).

Figure 74. Which source(s) of funding do you know about? N=243



The table below shows the distribution of responses per country. There are no obvious trends across countries – most respondents in each country are aware of support offered by national/regional employment offices in their country. Knowledge of other EU-level sources of support is also dispersed.

Figure 75. Awareness of other sources of support crossed with country, N=374¹⁴⁸

	BE	FI	DE	EL	IT	IE	NL	PT	ES	Total
Support offered by the government in my country	9	44	10	1	0	3	5	3	13	88
Support offered by national/regional employment offices in my country	16	102	31	2	0	3	3	5	24	186
The European Social Fund (ESF)	4	5	11	1	1	0	1	2	5	30
The Youth Employment Initiative (YEI)	4	6	2	0	0	0	0	2	6	20

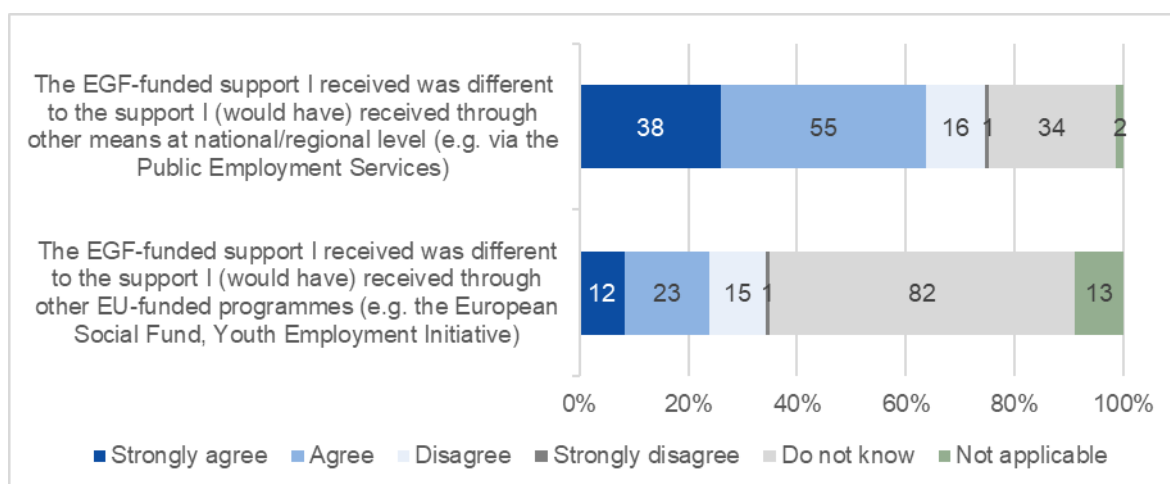
¹⁴⁸ Respondents were able to provide more than one response. A total of 374 answers were received from 249 unique respondents.

	BE	FI	DE	EL	IT	IE	NL	PT	ES	Total
None of the above	2	3	6	3	0	0	1	0	2	17
Other	2	18	6	1	0	0	0	3	3	33
Total	37	178	66	8	1	6	10	15	53	374

Finally, respondents who were aware of other sources of support and also aware about / aware that they benefited from the EGF were asked to indicate how the EGF compares to these other sources of funding. This yielded a total of 146 responses.

Among those who were able to answer, the majority believes the EGF support was different to support they (would have) received through other sources at national/regional level (85% of those who provided an opinion), or from the EU (69% of those who provided an opinion).

Figure 76. To what extent do you agree with the following statements... N=146



When asked to explain their answer, a few key differences came up – most of them positively evaluating the EGF in comparison to other sources of support, notably in terms of the volume and scope of the EGF support, and it being more targeted to specific needs of beneficiaries. Only two of them evaluated the EGF negatively. Table 19 outlines the key answer categories emerging from the responses, along with some examples of each.

Table 19. In what way was the EGF support you received different to what you (would have) received otherwise? N=90

Answer category	Example
The support had better quality and/or provided more financial resources, n=33	“The amount received is different”
	“It is of a higher quality and more personal”
	“There was no need to provide co-financing”
	“Other support would have been more modest financially”
	“a high level of personal coaching”
	“The training was excellent compared to the previously offered to”
	“The wage subsidy received more easily than on a national employment office”
	“As far as I know, the wage subsidy would not have been granted otherwise”

Answer category	Example
<p>The support provided training opportunities that would have not been available otherwise, n=20</p>	<p>I would not have received the training leading to a qualification.</p> <p>“It allowed me to do a PMP course. This was not offered to me by the local employment office. Also at the employment office no CV assistance was offered.”</p> <p>“I had more training opportunities.”</p> <p>“Because it was more focused on retraining and developing new skills for employment.”</p> <p>“Otherwise I would not get any funding for training”</p>
<p>The support was better targeted to my situation, n=19</p>	<p>“The courses were upgraded and more closely related to my field”</p> <p>“More individualised, better tailored to my previous education / professional experiences”</p> <p>“Targeted to employers made redundant [at the specific company]”</p> <p>“Support was clearly targeted at employers with higher education and who already had a long career. Thus, education and support received in my view, helped me much more. Also, it called for more of your own effort, which I think is right.”</p>
<p>Better organised, n=11</p>	<p>“it was very straightforward”</p> <p>“more direct assistance and with less red tape”</p> <p>“Modalities, duration, and supporting posts.”</p> <p>“Organized in an easier way to use”</p>
<p>The EGF was not helpful, n=2</p>	<p>“EGF support was received through theoretical lectures, I got excluded from the rest of the practical support, had to help myself.”</p>

ANNEX 6: ANALYSIS OF THE INTERVIEWS

A total of 8 targeted interviews were carried out at EU level, covering a range of different stakeholder groups, namely the European Commission (3), the European Parliament (2), Member States that did not apply for EGF funding during the 2014-2020 period (2), and European social partners (1).

Where relevant, responses from the exploratory interviews that were conducted during the inception phase of the study have also been incorporated into the analysis. This included interviews with the European Commission (3), Member States that did apply for EGF funding during the 2014-2020 period (2) and the project manager of the study supporting the mid-term evaluation (1). However, as the aim of those interviews was primarily to gain a deeper understanding of the Fund rather than collect evidence to answer the evaluation questions, their usefulness in this analysis is limited.

The interviews conducted at national level are not reported on here, but have instead been integrated into the 31 case study reports provided as separate deliverables to this report and not made public.

Notes from each of the interviews conducted were analysed, and the results are presented at the level of evaluation sub-questions.

Effectiveness

EQ 1.1: Is the EGF used to its full potential by Member States?

Why do some Member States not apply for EGF funding? Is sufficient information and support during the application process available to them?

All interviewees responded to this question. Overall, they indicated that **Member States still do not use the EGF to its full potential**. Several reasons have been identified. In particular:

- Three stakeholders (European Commission and NCP) reported that **countries might not satisfy the EGF intervention criteria**. Especially in smaller countries, mass redundancies do not reach the minimum threshold of 500 dismissed workers;
- Two stakeholders (European Commission and NCP) also acknowledged that the **co-financing rate of EGF is for many countries less convenient than that available in ESF**. Related to this, it was noted by two stakeholders that ESF is generally perceived as more flexible by Member States. In this regard, one interviewee highlighted that the ESF allows Member States to implement their cases in a quicker way. ESF funding can be provided in advance, whereas with the EGF it is often the Member States that need to provide the first influx of funding;
- Finally, two stakeholders (European Commission and social partner) indicated that **there is still lack of knowledge regarding the EGF and the funding possibilities it offers**. Lack of full involvement of trade unions and social partners constitutes an issue. With full involvement of social partners, more awareness on the EGF and the opportunities it offers could be achieved. The other interviewee highlighted that **the managing authority and staff in charge of the EGF can make a difference**. If they are not quite familiar with the EGF when an application is needed, they might turn to other, more widely known options such as ESF. It shall be noted that the awareness issues raised above relate to the national level. One interviewee, in fact, highlighted that the **information provided by the European Commission to**

Member States is generally sufficient. EU staff in charge of EGF are said to provide quick responses whenever they are contacted with EGF-related questions.

EQ 1.2: Is the EGF used to its full potential by beneficiaries?

Why or why not? Is all the funding provided by the Commission used in its entirety?

One stakeholder (European Commission) highlighted that **Member States usually tend to “overcommit” and request more funds than are needed.** Often, therefore, countries do not spend the entire sum they requested. This, however, does not provide enough information to assess whether the EGF is used to its full potential by its beneficiaries.

EQ 1.3: Is the co-financing rate (60%) adequate to cover all costs incurred during a case?

Should the co-financing rate be higher? Should the co-financing rate be lower? Should the co-financing rate be dependent on contextual factors (e.g.: number of dismissals, average GDP pc) rather than equal for all countries?

One interviewee (European Commission) reported that the extent to which the co-financing rate is adequate to cover all costs incurred during a case might be dependent on the country applying for funds. The Commission considered including different rates based on countries' socio-economic and geographical differences. However, that option was not pursued because it would have been virtually impossible to consider and control for all relevant factors (e.g.: population density, rural/urban areas; re-employment capacity, etc.)

EQ 1.4: Do Member States manage to target and provide EGF support to all eligible beneficiaries?

Are NEETs, young/old unemployed and women always targeted? Have eligible beneficiaries ever refused EGF support? Why?

Four respondents provided an answer to this question. Two respondents (European Commission) acknowledged that the EGF might need to be revised. In fact, to benefit from the Fund, dismissed workers need to be in a specific “bracket” of the dismissal period. This might result in some dismissed workers being eligible for EGF support and others, in the same sector, being left out of it. This is clearly perceived as unfair. However, one of the two stakeholders highlighted that this unequal treatment might be the result of poor management and implementation from the part of Member States, rather than being an inherent feature of the EGF. In any case, this issue deserves attention in the future.

Two interviewees (European Parliament) also stressed that lack of understanding of the EGF has impacted the extent to and the way in which Member States have implemented their cases in the past. One of them mentioned some poorly managed cases in Spain and Ireland. In Spain, for instance, EGF cases have failed to reach marginalised groups which could be reached through other funds. However, both interviewees reported that **Member States have developed an improved their understanding of EGF over time.** This resulted in better management of its funds and implementation of cases.

Finally, the social partner indicated that **the EGF scope has also improved over time.** The scope was made more inclusive and flexible by acknowledging issues such as intra-EU delocalisation, digitalisation and climate change. This has resulted in more flexibility for Member States to target the needs of dismissed workers in their countries.

EQ. 1.5: Is the support offered through EGF sufficiently targeted and personalised to effectively meet the needs of its beneficiaries?

Are the needs of beneficiaries assessed? If so, how? Do Member States involve former employers to develop personalised support measures for dismissed workers?

Six interviewees responded to this question. All respondents indicated that EGF support is tailor-made for dismissed workers. Therefore, it can effectively meet the needs of all its beneficiaries.

Two interviewees (European Commission) believe that EGF support is much more targeted than ESF support can be. Another stakeholder (European Commission), however, believes that the extent to which support is targeted ultimately depends on the way its implemented, rather than on the instrument used.

It also emerged that **the support offered by EGF became more and more targeted over time**. The social partner mentioned that in some countries, beneficiaries were not only provided training for re-skilling, but also transport fees to go to such trainings. Similarly, one representative of the European Commission indicated that other than trainings, dismissed workers were provided with additional support for childcare and benefits during retraining process. Briefly, **EGF measures took increasingly into account the socio-economic context in which dismissed workers live, therefore addressing their needs in a holistic way**.

Finally, one member of the European Parliament also highlighted that the EGF is not just very specific, but also very flexible to address the needs of dismissed workers. For this reason, in the context of the COVID-19 outbreak, members of the European Parliament are working to make sure that EGF is ready to support the companies and their needs.

EQ 1.7: Are there any challenges related to the implementation of cases?

What are they? How are they tackled?

Three responses to this question were provided. According to the findings of the EGF interim evaluation, reported one representative of the European Commission, the implementation period poses a challenge. **The application process is lengthy, and by the time funds are mobilised it is already too late for some cases**. It may take a several months to go from the submission of the application to its approval. This was also highlighted by the social partner. The latter, however, also indicated that **there has been an improvement since the introduction of the EGF**. The other representative of the European Commission indicated that **lack of proper monitoring might also constitute an obstacle**. Without a full policy background on the pre-existing conditions in each country/region, proper implementation cannot be achieved.

EQ 1.8: Are cases personalised to the extent possible, through the establishment of case specific objectives?

*Do specific objectives vary according to the type of measure/beneficiaries/sector targeted?
Do specific objectives go beyond the sole interest of achieving labour market integration?
Can you give an example?*

Three interviewees responded to this question. According them (European Parliament and social partner) the **cases are personalised to the extent possible** through the

establishment of case specific objectives. However, these respondents did not provide additional details to support their views.

EQ 1.9: Is progress on case-specific objectives regularly monitored by Member States?

Three responses were provided by the interviewees. All respondents (European Commission and social partner) indicated that **progress on case-specific objectives is poorly monitored by Member States**. To date, EGF requires little to no reporting, one Commission representative stated. While the ESF has common indicators and standardised reporting requirements, the EGF does not. Member States currently only must report the number of persons initially targeted and who benefited from the EGF support. **There is no uniform common reporting on EGF**. This is a pity because the cases would lend themselves much better for net impact evaluations. This is why it was proposed that after 2020 the Commission would include stricter reporting requirements and specific common indicators.

EQ 1.10: Is the national monitoring system timely and effective?

Are there any delays in the receipt of data from Member States?

One respondent (European Commission) provided an answer to this question. The interviewed stakeholder could not comment on the timeliness and effectiveness of national monitoring systems. However, it was mentioned that such systems are internal to Member States and might result in small studies on progress of cases and access to labour market, following the receipt of EGF benefits. Nevertheless, there is no obligation for Member States to provide this information to the European Commission.

EQ 1.11: How adequate and reliable is the data collected by Member States?

Are there any gaps, duplications, inconsistencies in reported data? How comparable is data collected across Member States? Should more data per case be collected?

One interviewee (European Commission) provided an answer to this question. As previously mentioned, the monitoring of EGF funds and their impacts varies from one country to the other. Therefore, **reporting is also not harmonised**. Consequently, trends are very difficult to identify across countries. In the future the Commission plans on requiring a more structured data delivery from Member States.

EQ 1.12: What are the factors that encourage/hinder the use by Member States of EGF to support NEETs specifically?

Is sufficient attention dedicated to the needs of NEETs when establishing a case at Member State level?

Five responses to this question were provided. One respondent (European Commission) indicated that a **key hindering factor is lack of awareness**. Many Member States still do not know that EGF can be used to target NEETs. Another stakeholder (European Commission) indicated that **NEETs are a different target group with different needs from those of dismissed workers**. Therefore, it is difficult to target both groups and address their needs with a single package. Finally, three of the respondents (European Commission and European Parliament) identified the availability of other instruments to

target NEETs as a key hindering factor. **The availability of other funds, often perceived as being more flexible and easier to manage than EGF, draws Member States away from EGF funding to target NEETs.**

EQ 1.13: Is the length of the decision-making process at the EU level to finance/implement a case adequate?

Is the decision-making process too long? Why? What is its impact on case implementation?

Six responses were provided to this question. All stakeholders (European Commission, European Parliament and NCP) acknowledge that **the decision-making process at the EU level to finance/implement a case is lengthy**. However, not all of them agree that the process could be streamlined and shortened.

Two stakeholders (European Commission) believe that the process should and could be shortened. A lengthy process goes against the concept of the EGF being an emergency Fund. For this reason, the European Commission is trying to further shorten the process in the next programming period by setting deadlines for every partner involved in the process.

Contrarily, another stakeholder (European Parliament) indicated that times in the process have been cut down to the minimum possible. Furthermore, the stakeholder indicated the existence of a non-written practice: if a Member State submitted a well written application abiding to all criteria, in case of urgency the application would be “informally” approved. Therefore, the country could start implementing its case even before receiving the formal application approval.

Three stakeholders (European Commission and European parliament) indicated that **the quality of applications received impacts the length of the decision-making process**. A well written application fully meeting all the criteria will be processed faster than a poorly written one. In this regard, one stakeholder (NCP) indicated that the decision-making process might take from 6-9 months for a well written application, to 18 months for a poorly written one.

EQ 1.14: Is EGF support adequate to ensure permanent/temporary re-employment of dismissed workers?

What is the overall and case by case re-employment rate after EGF support is provided?

Two responses were provided to this question. One stakeholder (social partner) stressed that given the lack of proper monitoring of EGF outcomes so far, it is not possible to respond to this question. Once monitoring of EGF activities and impacts is regularly conducted it will be possible to assess the EGF results in terms of permanent/temporary re-employment.

The other stakeholder (European Commission), instead, indicated that the **EGF intervention has high re-employment rates**. More than 60% of dismissed workers are said to be re-employed after receiving EGF support. These rates appear to be higher than those achieved by the ESF. However, it is uncertain whether these re-employment rates in the short-term conduct to long-lasting positive impacts.

EQ 1.16: Did EGF support lead to any unexpected or unintended effects?

What type of effects were there (e.g: economic, social, environmental)

What in the EGF/its implementation caused these unexpected effects to arise?

Two answers were provided to this question. One stakeholder (social partner) is unaware of any unintended effects resulting from the implementation of EGF support. The other (European Commission) stressed that the EGF is just a means of financial support. Therefore, the EGF per se cannot have any unintended effects. Rather, the way EGF funds are translated into support measures and tangible actions, might have unintended effects. However, the respondent did not have knowledge on specific unintended effects that might have occurred to date. One stakeholder (European Commission) interviewed during the exploratory phase of the study indicated a positive unintended effect of EGF. **EGF measures and coaching usually result in the formation of a social network between the dismissed workers.**

EQ 1.17: How do the impacts for EGF beneficiaries compare to other redundant workers and/or NEETs who have not received the same support?

Are re-employment rates higher for EGF beneficiaries? Is the share of EGF beneficiaries in permanent employment higher than other workers who had been made redundant?

Four responses were provided to this question. One respondent (NCP) could not respond based on personal experience, but rather on findings presented in previous case reports. Those reports indicated that the measures implemented did not work as well as hoped. It was therefore concluded that maybe the EGF was not the right tool to use for that case, at that time. Linked to this point, another stakeholder (European Commission) stressed that **the extent to which the EGF results in positive impacts ultimately depends on the way it is implemented.** The EGF is just a financial means of support, therefore differences in outcomes cannot be justified if not by the way these funds are used. Additionally, the stakeholder noted that **there is currently no structured process to follow up on EGF effects.** Once again, this would require that proper monitoring is in place and regularly conducted.

Another stakeholder (social partner) also touched upon the monitoring issue in EGF. According to the respondent, the ESF is overall more successful than the EGF in delivering the expected results. This is because through proper ESF monitoring, results are constantly supervised. Based on such results, implementation can be optimised to address any issues that might have emerged through the monitoring process. According to this stakeholder, **EGF monitoring activities are not fully implemented because the “partnership principle” is not fully ensured.** If social partners were fully involved, more monitoring would take place at local/national level and potentially more monitoring activities would take place. This would ultimately lead to the optimisation of the EGF implementation activities.

Concerning NEETs, one stakeholder (NCP) reported that the EGF did not deliver as well as hoped. The reason, in the stakeholder’s opinion, is that **the conditions for NEETs support in EGF are very “artificial”.** This prevented countries to take advantage of EGF funds to support NEETs and to turn to other resources such as the ESF.

EQ 1.18: Is EGF an adequate tool to have long-lasting effects on dismissed workers?

What proportion of EGF beneficiaries have been re-employed¹⁴⁹ for 12 months or more? What proportion of EGF beneficiaries have been re-employed on a permanent as opposed to temporary or fixed-term basis?

¹⁴⁹ Including self-employed.

One answer was provided to this question. The interviewee (social partner) stressed that it is difficult to currently assess the adequacy of EGF to have long-lasting effects on dismissed workers. However, it was also highlighted that the long-term impacts ultimately depend on how the implementation is conducted by Member States. **Member States are responsible for ensuring that the short-term emergency relief provided by the EGF turns into sustainable, long-term effects.**

EQ 1.19: What have been the key learning points, at the EU level, from the use and implementation of EGF support?

Are there any key learning points that could be applied in the Commission and/or other EU funding schemes?

Three responses were provided to this question. All three respondents agree that the EGF has proven a useful tool to support dismissed workers. Its key strengths have been identified as follows:

- Provision of targeted emergency support;
- Enough flexibility to ensure that support provided is integrated into national systems;
- Enough flexibility to ensure that a holistic support personal, economic and geographic needs of dismissed workers.

Additionally, two stakeholders (European Commission and European Parliament) highlighted the important role of Member States in using and implementing EGF support. On one hand, **different national systems and implementation processes** matter a lot and shape the final outcomes of EGF support. On the other, NCP and country managing authorities are essential in creating awareness on the EGF and “create an appetite for using the fund”. In this regard, one of the interviewees (European Commission) reported that over the years, knowledge about the EGF and the opportunities it offers has increased considerably.

EQ 1.23: What, in your opinion, are the main achievements / benefits brought about by the EGF?

What are the main driving factors behind these achievements? Is there anything the EGF has not managed to achieve that it was expected to? Why has it not managed to achieve this? What are the hindering factors?

Six responses were provided to this question. The three main benefits brought about by the EGF were identified as follows:

- Four interviewees (European Commission and European Parliament) indicated that a key benefit of the EGF is the targeted, tailored support it provides to dismissed workers;
- Three interviewees (European Commission and social partner) mentioned that a key benefit brought about by the EGF is its focus on emergency situations;
- Finally, three interviewees (European Commission and European Parliament) also reported that the tangible EGF support has concretely shown the social reach the EU can have through a global support programme. Dismissed workers know that this Fund is specifically targeted to their needs in emergency situations.

Nevertheless, two interviewees (European Commission) also noted that although the EGF was developed as crisis response instrument, the mobilisation is not as quick as it should be. **Because of the time lag between the application and implementation period, the EGF fails to target all the people that would in principle need support.** By the time EGF funds are mobilised, some people may have found new jobs, or autonomously enrolled in training. Yet, this time lag might also have a positive effect, as one stakeholder mentioned during the exploratory interviews. **The time lag between implementation and application ensures that only the people that would not find re-employment or training without the EGF are targeted by it.**

EQ 1.24: Have the seminars organised by the Commission proved helpful and what can be improved?

Have the seminars facilitated learning and information exchange between various EGF stakeholders? Are there any other communications channels that would be more efficient?

Two responses (NCP) were provided to this question. On one hand, a respondent indicated that the **seminars organised by the Commission have been very useful.** Yet, even more efficient communication tools should be exploited in the future. Sometimes Member States aim to structure and implement their cases based on the experience of other countries. Therefore, it would be good to have a platform where all this information is stored. For instance, a Facebook group or a similar platform where NCP could exchange their views, key learning points and relevant contacts. **Currently, the respondent reported, it is difficult to find the necessary information without going through the Commission and its staff.**

On the other hand, the other interviewee stressed that **seminars and communication activities are not the key priority now.** According to the stakeholder, providing a solution to the pre-financing “issue” and shortening the decision-making process are to be addressed first. Only when these two challenges are addressed, will it make sense to organise awareness campaigns. The respondent concluded by reporting that even during the COVID-19 outbreak the EGF response has not been quick enough. As a result, turning to national funds appeared more convenient than using EGF funds.

Efficiency

EQ 2.1.: Are the results yielded so far by the EGF cost-efficient?

Would the same results have been achieved with less resources (time, money) at the EU level?

Five respondents provided an answer to this question. The interviewees raised several aspects related to the cost-efficiency of the EGF.

One respondent (European Commission) indicated that **the lengthy decision-making process might result in inefficiencies.** However, it is also acknowledged that being the EGF outside of the EU budget, makes it difficult to further streamline the decision-making process. Another respondent (European Parliament) also highlighted that in his/her professional experience working on EGF since 2014, **the efficiency of the Fund and how it is managed at the EU level has greatly improved.**

Two respondents (European Parliament and social partner) linked the cost-efficiency of the EGF to how the Fund is implemented at the national level. One of them tried to compare

the EGF and ESF outcomes in his/her country in terms of cost-efficiency during the 2007-2013 funding period. It is difficult to compare the two Funds because the use of ESF was much more widespread than EGF. Although difficult to compare, the respondent expects that the two Funds were efficient approximately to the same extent, as they were managed by the same authorities. Another respondent (European parliament) mentioned that **the way time-limited special measures are provided under EGF packages affect its cost-efficiency**. Based on the respondent's experience, Member States in a better starting economic situation, would use the maximum amount of time-limited special allowances as part of their targeted services. Member States in a less positive starting economic situation, would use a lower percentage of their funds to provide time-limited measures. The latter was found to be not as cost-efficient as the former. No further explanation was provided to substantiate this statement.

EQ 2.3: Is the funding provided by EGF adequate to cover all expenses incurred during a case?

Do Member States tend to overestimate costs, and hence return unused funds?

Only one response was provided to this question. The interviewee (European Commission) reported that **Member States often overestimate costs, and hence return unused funds**. This would suggest that the EGF funding is indeed adequate to cover expenses incurred by Member States during a case.

EQ 2.4: Is the application process sufficiently clear and rapid?

Is the application process overly demanding, in terms of time and/or costs?

Four responses were provided. Two respondents (European Parliament) indicated that they could not properly assess the application process, in terms of its clarity and rapidity. Three of them (European Parliament and European Commission) also reported that the difficulty of the application process is inversely related to the experience of the applicant Member State with the EGF. The more Member States know the EGF and its application process, the easier and quicker it is for them to apply. Therefore, **the EGF application process seems to require a learning process from the part of the applicant authorities**. Once the learning process is done, the subsequent applications will require less resources, both in terms of staff and resources.

Finally, one interviewee (European Commission) also highlighted that for the next programming period the administrative burden of the application period will be reduced to the minimum. Less evidence and statistics concerning the impact of globalisation and its link to dismissals will be required. NCP will be allowed to identify the reason for applying for EGF funding in a less constrained way.

EQ 2.5: Are application requirements for EGF more/less demanding compared to other similar programmes at the EU level?

Four responses were provided to this question. Two respondents (European Parliament) only provided their views on the EGF application process, as they have no experience with other similar programmes at the EU level. Both acknowledge that **the process can be lengthy and would benefit from simplification**. However, they both believe that **the application process and requirements are not excessively complicated**. With the

support and relevant experience of local authorities, the process is sufficiently easy to comply with, posing no excessive administrative burdens on the relevant authorities.

The remaining two interviewees (European Commission) know both the EGF and the ESF application process. One of them found it difficult to compare the two, while the other indicated that Member States tend to apply for ESF funds because the application process is easier. The interviewee also highlighted that some countries have never applied for EGF funding before. Therefore, the application process would take longer and require more resources in terms of time and staff required. On the other hand, however, once the application is approved, **EGF funds are more flexible than ESF funds**. National/local authorities have more room for manoeuvre to implement EGF funds as they best see.

During the exploratory interviews one stakeholder mentioned that **linking the need for EGF funds to the impacts of globalisation has proven particularly challenging for applicant Member States**. This resulted in several iterations of the applications, which would need to be revised on multiple occasions by the different stakeholders involved. In turn, this resulted in efficiency losses in terms of time spent and staff involved in the application process. With the new EGF proposal there is an intention to simplify the application process, by decoupling the need for funds from the impact of globalisation. This should result in efficiency gains, as less time would be spent on the application process by fewer people.

Coherence

EQ 3.1: What mechanisms at EU level – if any – complement or overlap with the EGF? e.g. the European Social Fund (ESF), the Youth Employment Initiative (YEI), national labour law?

How do they complement/overlap? Can you give an example?

Eight responses to this question were provided, indicating that **Member States have a great responsibility to ensure that there is no overlap between the EGF and other instruments**. There is a fine line between complementarity and overlap. Managing authorities shall avoid overlap through the appropriate application of the different instruments. This should be rather easy for countries to achieve, as in most Member States the managing authorities responsible for EGF also oversee the application of other instruments, notably the ESF.

The ESF

Seven interviewees (European Commission, European Parliament and NCP) identified **strong complementarity between the EGF and the ESF**. However, five of them also acknowledged several differences between the two. Therefore, despite the strong complementarity of the two instruments, there is agreement that the two shall remain separate.

Three interviewees (European Commission and NCP) indicated that **EGF and ESF allow for the implementation of largely comparable measures**. However, the instruments serve different functions and have different implementation processes. Related to the previous point, three interviewees (European Commission, European Parliament and NCP) indicated that the EGF is a tailored, specific Fund to target the needs of a very narrow group. This is not the case of the ESF, which is broader in its objectives and the people it targets.

Three interviewees (European Commission, European Parliament and NCP) highlighted another key difference between the EGF and the ESF. **The EGF is an emergency relief**

Fund, while the ESF is programmed in advance for 7 years and is permanently available to Member States. This difference should ensure the complementarity between the two programmes. They allow countries to implement the same measures, but under different circumstances. However, one interviewee noted, the demarcation between the two Funds is somewhat artificial. If the EGF is to be a true rapid relief solution, then its decision-making process needs to be streamlined.

Two interviewees have highlighted that **it is easier for Member States to implement ESF funds than EGF funds.** However, the views from another respondent contradict this statement. It was reported that ESF funds have more strings attached in terms of reporting requirements, design of programmes, management in Member States. EGF funds, on the other hand, leave more room for manoeuvre to the managing authorities.

Finally, two interviewees indicated that at the national level the same institutions/department oversee both the management of EGF and ESF funds. This, in their view, ensures that the two instruments are used in a complementary way without overlapping.

The YEI

Two stakeholders (European Commission) provided contrasting views on the relationship between the EGF and the YEI. One stakeholder reported that the YEI has a very narrow focus and a dedicated budget line. It is implemented as part of the ESF, not as a standalone programme. The YEI is limited to specific regions. Therefore, not all regions and countries are eligible for it. EGF funds, instead, could be generally used only in situations where the YEI was not applicable. This ensures the full complementarity of the two instruments, whilst avoiding their overlap.

Nevertheless, another interviewee believed there is overlap between the two programmes and the extent to which they target NEETs. According to this stakeholder, the YEI is a more appropriate tool to target NEETs than EGF.

FEAD

Only one interviewee (NCP) elaborated on the relationship between the FEAD and the EGF. In his/her opinion, **there is no complementarity (and consequently no overlap) between the FEAD and the EGF.** The FEAD is focused on a specific target group. It is managed more similarly to the ESF than to the EGF.

National labour law

Two interviewees provided their views on the relationship between the EGF and national labour law. One of them (European Parliament) indicated that all EU instruments are drafted so to be compliant with EU and national rules. Programmes developed at the EU level, therefore, are made so to allow a level of flexibility at national level. Nevertheless, the other (social partner), doubts that the EGF can be complementary to all national legislation systems. There are so many and so diverse national legislation systems in the EU that it is difficult to imagine how the EGF could fully complement all of them.

EQ 3.3: How does EGF funding interact with national instruments?

Have you identified any inconsistencies between the EGF and national instruments or support programmes? Can you give an example?

One interviewee (NCP) indicated that the EGF can be complemented by national instruments. National funding and strategies can be combined with EGF financial support and packages to implement a case.

EQ 3.4: Do you see any room for establishing synergies between the EGF and other funding instruments at EU level? [all]

Four answers were provided to this question. One interviewee (European Parliament) mentioned that **complementarity could be developed between the EGF and microfinance programmes**. Two other respondents (European Commission) indicated that complementarity between the EGF and other funding instruments is already satisfactory. Therefore, attention should be focused on ensuring the continued consistency and coordination of the interventions. One interviewee (European Parliament), finally, believes that **complementarity between EGF and other funding instruments at EU level exists but should be better advertised**.

Relevance

EQ 4.1: Is the scope of the EGF (e.g. in terms of targeted persons, conditions for funding) still appropriate? Are the needs of targeted beneficiaries originally defined still relevant today?

If not, why not? What has changed? Is anything missing from the scope? Is the scope too wide? Too narrow? What would be the result of widening or reducing the scope? What distinguishes the EGF from other sources of funding at EU/national level?

Six responses were provided to this question. Views were mixed. Three interviewees (European Commission and European Parliament) positively judged the introduction of the EGF and its overall relevance. **Targeting dismissed workers is seen as appropriate and fair**. One stakeholder (European Parliament) believes that setting the EGF has conveyed an important message on the role the EU intends to take in active labour market policies. Although the EGF allows to implement the same measures of ESF, another respondent indicates, it has its own reasons to be in place. The **EGF provides Europe with an emergency pocket of money to be drawn on only in emergency cases**.

Nevertheless, two stakeholders (European Commission and NCP) also indicated that the scope of EGF could be enlarged, in terms of conditions to access funding. Notably, two measures could improve the accessibility to EGF funds:

- Lowering the dismissal thresholds;
- Adapting the dismissal period within which workers are eligible for EGF support¹⁵⁰.

Another stakeholder (NCP) believed that **there is a somewhat artificial connection between the support to dismissed workers and NEETs**. In his/her view, the inclusion of NEETs in the EGF scope was more a political statement rather than driven by an actual need. In his/her opinion, NEETs should be targeted by ad-hoc instruments. More specifically, he/she would be prone merging all instruments in one programme. EYF and ESF, FEAD and EGF should be merged into ESF+.

¹⁵⁰ See also Effectiveness, EQ 1.4.

EQ 4.2: Are the intervention criteria of EGF¹⁵¹ still appropriate and useful for its aims? Is the EGF flexible enough to address the current challenges of the labour market? Why or why not?

Three responses to this question were provided. Two stakeholders (European Commission and NCP) indicated that **the EGF intervention criteria would benefit from a revision**. The intervention criteria may have been more appropriate when the Regulation was negotiated. But since 2012, a shift has occurred. Large companies have developed the capacity to mitigate globalisation changes. SMEs, instead, are still heavily affected by globalisation and the consequent restructuring. Therefore, the initial 2012 threshold was lowered. However, one of the two stakeholders indicate that further lowering the threshold of dismissed workers would make the EGF more accessible to smaller countries. This, in turn, would make the EGF more flexible to adapt to diverse needs. The other stakeholder believes the EGF is already flexible enough, as it mobilised based on needs.

Another stakeholder (European Commission) also acknowledged that **some criteria to be met in the application might have made it difficult for some countries to apply for EGF funding**. More specifically, demonstrating that the redundancies were directly linked to globalisation has proven particularly challenging in several instances.

EQ 4.3: Is EGF an adequate tool to effectively address the needs of NEETs?

What are those needs? Have they changed over time? Why?

Seven responses to this question were provided. Four stakeholders (European Commission and NCP) believe that **NEETs should not be addressed by the EGF**. Two main reasons have been provided to justify this statement.

- EGF is not the most appropriate Fund for NEETs. There are other instruments – primarily YEI - to do that are more specialised to provide tailored support. One interviewee (NCP) suggests that NEETs should be targeted through a specific programme, within an ESF envelope;
- NEETs as a target group are very different from workers made redundant. Therefore, the connection between support to dismissed workers and NEETs is somewhat “artificial” and not justified.

In relation to the last point, two stakeholders (European Commission and social partner) believe that the inclusion of NEETs in the scope of EGF was a political statement, rather than a targeted action to address a need.

Three stakeholders (European Parliament, NCP and social partner) are more positive about the inclusion of NEETs in the scope of EGF. The social partner sees complementarity between the EGF and the YEI in how they address NEETs. The YEI helped the NEETs get in touch with the labour market in the first place. In regions where the YEI could not be applied, the EGF would come into play and support NEETs. However, the interviewee also acknowledges that in practice youth employment will be taken on board by ESF+, so it will probably be addressed in that Fund, rather than in EGF. Therefore, it was proposed to remove the focus on NEETs from the post-2020 EGF proposal. Another stakeholder (European Parliament) reports that in his/her opinion the EGF currently addresses the needs of NEETs in a satisfactory way. Comments submitted by companies in previous EGF

¹⁵¹ 500 dismissals, globalisation

cases have been considered to adapt the EGF in this direction. The obstacle now is to persuade more companies to use EGF funds to support NEETs. Finally, one stakeholder (NCP) indicated that he/she believes it is a good idea to target NEETs through EGF, although he/she has no practical experience in implementing such measures.

EU added value

EQ 5.1: Do you think the EGF has added value compared to what could be achieved by the Member States themselves?

What is the added value of the EGF overall? What is the EU added value of EGF measures targeted at NEETs? Can you give a concrete example of good and bad practices?

Six responses to this question have been provided. All interviewed stakeholders think **the EGF has added value compared to what could be achieved by the Member States themselves**. Three key definitions of EGF added value have emerged:

- EGF is a **complementary resource to national measures**. In absence of the EGF, some Member States would have very limited/no resources to address the needs of dismissed workers;
- EGF provides a **relief for emergency circumstances**;
- EGF has **demonstrated EU solidarity** towards dismissed workers.

One interviewee in the exploratory phase of the study highlighted that EGF funds were used to complement rather than to substitute national funding. **EGF funds make it possible for countries to provide more efficient support packages**. Especially in the IT sector, trainings are very expensive, and some countries would not be able to cover all expenses with national resources.

Finally, one interviewee also mentioned that the fact that NEETs can benefit from EGF is an added value (NCP). The interviewee reported having the impression that, in absence of the EGF, NEETs would not receive support from national measures. This, however, is not a commonly shared view.

ANNEX 7: COUNTERFACTUAL IMPACT EVALUATION

Counterfactual Impact Evaluation – the Dutch case

The goal of EGF funding is to “help redundant workers re-position themselves on the labour market and find new jobs”. Through this CIE, we therefore want to analyse how fast a person that received EGF funding finds a new job compared to a person that did not receive EGF funding.

In what follows, we focus on one particular EGF case in the Netherlands. From August 2015 until May 2016 six major firms in the retail sector went bankrupt due to the financial economic crisis. The two provinces, Drenthe and Overijssel, requested EGF support for the more than one thousand workers that were made redundant due to the bankruptcies. In both provinces, the retail sector is one of the biggest sectors in the regional economy, which means the bankruptcies had a large influence in the regional labour market. The request was granted by the Commission and the support of the workers took place between August 2016 and August 2018. In this section we show the results of the analysis of this particular case.

Method and key considerations

A problem with looking at the duration of unemployment is that it is time dependent. It is not unlikely that when someone is unemployed for a longer time, the chances of finding a new job are lower than for someone that just lost his job. To account for this, we used a duration model looking at how long a person ‘survives’ in a certain state. Using a duration model is also needed because the dismissal of persons is measured over a period of nine months, which leads to the fact that at the start of the observation period the time that a person is unemployed varies across beneficiaries. Duration models account for these differences between persons by using a function (for example the Hazard function) of the chance that someone finds a job at time t given he did not find a job before time t .

In addition, we also have accounted for differences in characteristics of individuals such as age, gender, education level and income. Moreover, we will control for differences in regional labour markets (if we look at different regions) for example by using an indicator for tightness of the labour market, e.g. the labour market tension indicator (vacancies versus job seekers) or the vacancy rate. To control for these factors, we make use of a Cox proportional hazards model. The purpose of this model is to evaluate simultaneously the effect of several factors on survival. In other words, it allows us to examine how specified factors influence the rate of a particular event happening (in our case employment) at a particular point in time, also referred to as the hazard rate. Formally the model looks like this:

$$h(t) = h_0(t) \times \exp(\beta_1 x_1 + \beta_2 x_2 + \dots)$$

Where:

- t represents the survival time
- $h(t)$ is the hazard function determined by a set of covariates (x_1, x_2, \dots)
- the coefficients (β_1, β_2, \dots) measure the impact of the covariates.
- the term h_0 is called the baseline hazard. It corresponds to the value of the hazard if all the covariates are equal to zero.

The above described model is based on the so called ‘Proportional Hazards assumption’. This assumption states that the hazard curves of the groups of persons should be

proportional and cannot cross. In other words, if an individual has a chance of finding a job at some point in time that is twice as high as that of another individual, then at all later times the change of finding a job should remain twice as high. We can test this assumption both graphically and statistically. When we do this, we find that for our model (in both control groups) the proportional hazards assumption holds.

In our analysis, the most important covariate is the ‘treatment’ variable. In our case this variable would take up the value 1 if a person did get EGF support and 0 if a person did not get this support. To get a sound control group, we looked at two different situations:

1. Control group within the same companies but in other regions.

Using the information on job characteristics, we have identified individuals that worked at the same companies as the treatment group and were also part of collective redundancies, but worked in a different region than Drenthe and Overijssel and were thus not supported through EGF funding.

2. Control group in the same sector and within the same region.

The second control group has been identified by looking for collective redundancies within the same region and the same sector, but in different companies. In the Dutch case there were only a few companies that went bankrupt and were therefore part of the EGF case. However, there were more collective redundancies in the same period and sector.

Data

Ideally, we would have information on which exact individuals benefitted from EGF support. Unfortunately, there is no variable in the data that tells us which individual got support. Therefore, we have identified the ‘EGF group’ based on some characteristics making use of microdata from the Dutch Statistics Bureau. Specifically, we have used the following data:

- Monthly job registrations per individual, including information about employers
- Personal characteristics such as age, education level, gender and migration background
- Information on registrations into education

We start by identifying the identification numbers of the companies where the employees were made redundant. These companies are reported in the Final Report of the EGF case¹⁵². All those companies went bankrupt in the period from Augustus 2015 to April 2016 and thus dismissed most of their workers in this period. After linking the identification numbers of the companies to the data, we were able to select all the employees that were made redundant in the right period and worked in the right provinces (Drenthe and Overijssel). These people were all eligible for EGF funding. Table 1 shows the total number of eligible workers by age group and gender. We compared this to the numbers that were reported in the Final Report of the EGF case.

¹⁵² Ministry of Social Affairs And Employments (2019). Requirements for the contents of a Final Report on the execution of a contribution from the European Globalisation Fund (EGF). Retrieved via the SFC portal of European Commission.

Table 1: Comparison of workers affected by the redundancies by age and gender

		Microdata		Data in final report	
Total		1,160	-	1,065	-
Age	15-24	647	56%	606	57%
	25-54	396	34%	357	34%
	55-64	86	7%	71	7%
	65+	31	3%	30	3%
Gender	Men	321	28%	296	28%
	Women	839	72%	769	72%

One can see that in our selection we have almost 100 more persons than were reported in the EGF report. One explanation for this is that the region where someone works is an approximation based on different characteristics performed by the Statistics Bureau. This approximation is correct most of the time, but there are some situations where the approximation is wrong. It could be that some persons were wrongfully identified as working in the provinces Drenthe and Overijssel. Nevertheless, the percentages show that the distribution of people over age and gender are completely similar to the data reported in the EGF report. We therefore can safely assume we have selected the right group of people. The 'error' we make with this selection is, if at all, quite small.

Not all of the eligible persons actually benefitted from assistance through EGF funding. There are a couple of reasons for having non-beneficiaries within the eligible group:

- Some people had already found a new job at the beginning of the project and stayed in this job until the end of the project period; these people did not need assistance.
- Some people became inactive due to health problems, disability or pensions.
- Some people were in education at the time of their redundancy and did not need assistance through EGF support to find a new job.

Unfortunately, we do not know exactly which people dropped out of the eligible group. However, based on the above described characteristics, we can identify this group. Out of the group of 1,160 people we excluded those who were:

- registered in education at the beginning of the project;
- had a job the whole programming period.

This selection led to the eventual possible treatment group of 333 persons. The Final EGF case report reported a total of 417 persons that were available for the labour market and profited from a measure. This means that our selection is an underestimation of around 80 people. This is most likely caused by some students that still made use of a measure at a later point in time (for example after they graduated and could not find a job). Because we cannot know which of the students did this and which did not, we have kept to our stricter selection, as in this way we have more certainty that the people that we have selected did benefit from the EGF measures.

First control group

We selected the first control group by looking for people that were made redundant in the same period (August 2015 to April 2016) and worked at the same companies as people in the treatment group, but in different regions. The regions we selected are the provinces of Groningen, Friesland and Flevoland, which are geographically the closest to Drenthe and Overijssel and have quite similar labour markets in terms of number of jobs. Again, we excluded the persons that were registered in education and had a job over the entire programming period. Table 2 provides a comparison between this first control group and the treatment group.

Table 2: Characteristics treatment and first control group

		Treatment group	First control group
Total		333	252
Age	15-24	21%	24%
	25-54	50%	50%
	55-64	21%	19%
	65+	8%	7%
Gender	Men	29%	29%
	Women	71%	71%
Region	Drenthe	41%	
	Overijssel	59%	
	Groningen		37%
	Friesland		35%
	Flevoland		28%
Migration background	No migration background	85%	85%
	With migration background	15%	15%
Education level	Low	23%	22%
	Middle	62%	65%
	High	15%	14%

On the basis of the characteristics of both groups, we have found a relatively sound control group, i.e. all characteristics more or less show a similar distribution.

Second control group

For the second control group, we selected persons that were part of a collective redundancy in the same sector and the same regions as the treatment group. We did this by looking at how many persons lost their jobs within the reference period within the same employers. If there are more than 20 dismissals in the same period and within the same company, the dismissed persons at these companies were selected. Eventually this led to a control group that was much larger than the treatment group. As a result, we tried to match the control group to the treatment group based on some characteristics. Eventually we thus acquired the same amount of people in the treatment as in the control group. The matching was not 100%, especially with regard to age. People in the control group were on average a bit younger than the people in the treatment group; in the analysis we will control for these differences. Table 3 provides a comparison of the characteristics of the two groups.

Table 3: Characteristics of the treatment and second control groups

		Treatment group	Second control group
Total		333	333
Age*	15-24	21%	35%
	25-54	50%	54%
	55+	29%	10%
Gender	Men	29%	29%
	Women	71%	71%
Region	Drenthe	41%	34%
	Overijssel	59%	66%
Migration background	No migration background	85%	85%
	With migration background	15%	15%
Education level	Low	23%	19%
	Middle	62%	63%
	High	15%	18%

*We use a different grouping here because the number of people above 65 in the control group was too small to report according to guidelines from the Statistics Bureau.

Once again, most characteristics are quite similar in the treatment and control groups. The only significant difference is the age: people in the control group are on average younger than people in the treatment group.

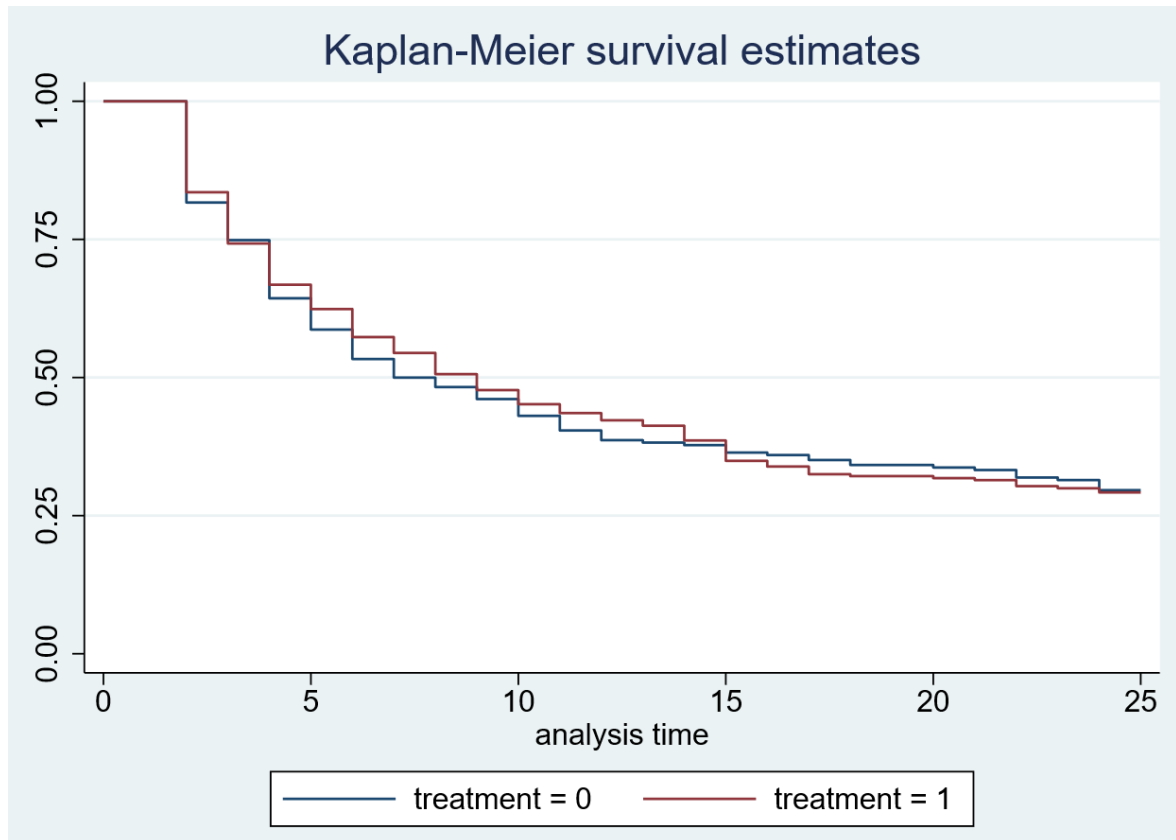
Results

On the basis of the above data, this section sets out the results of the analysis.

First control group

In a first step, we looked at the results for the first control group. We started by looking at the survival curves of both treatment and control groups, without controlling for any background variables. Note that in our case “surviving” means that one is not employed. Figure 1 shows these survival curves.

Figure 77: Survival curves treatment and first control group



On the y-axis one can find the proportion of people that ‘survive’. The lower the percentage of survivors, the more people have found a job. On the x-axis we see the number of months from start to end of the programming period (August 2016 – August 2018). The two lines of both treatment and control groups are quite similar, meaning that quite a few people found a job quite soon after the start of the EGF case implementation. After that the line flattens out, and at the end we see that around 30% of people in both groups had not yet found a job.

Then we corrected the curves for the background variables by using the cox regression model as mentioned in the first paragraph. Table 4 shows the results of this regression. Here we report the hazard ratios of the different variables. Hazard ratios give the ratio of the hazard rates (described in the first paragraph) corresponding to the conditions described by two levels of a variable. A hazard ratio above one indicates that the chance of the event (employment) increases. A hazard ratio lower than one indicates that the chance of someone finding a job decreases.

Table 4: Regression results Cox regression first control group

	Hazard ratios	Significance
Treatment	0.99	No

	Hazard ratios	Significance
Age	0.97	Yes, on 1% level
Education level = Low	*reference group	
Education level = Middle	1.12	No
Education level = High	1.18	No
Vacancy rate	0.00	No
Gender	1.07	No
Migration background	0.95	No
Number of months in unemployment at start of program period	0.94	Yes, on 1% level

The results show that there is **no significant difference between the control and treatment group**. The only significant variables in the model are age and number of months in unemployment at the start of the programming period. Both of these hazard ratios are smaller than one, which means that the higher these values, the lower the chance of finding a job. Older people and people with more months of unemployment prior to the start of the EGF case implementation thus have a smaller chance of finding a job.

If we take a closer look at the survival curves in figure 1, we see that around the 13th month after the start of the case implementation, the curve of the treatment dives below the curve of the control group. *In theory, this might indicate that EGF support has more of an effect on people who experience longer-term unemployment. In fact, providing extra assistance might be more beneficial for people who experience more problems in finding a job. On the other hand, the people who find a job quite soon after the start of the implementation might also have found this job without the extra assistance. Moreover, those who found a job quickly will not have benefitted from a lot of assistance.*

To test the above theory (in italics), we selected people that were still unemployed 12 months into the case implementation in both groups. Obviously, this reduced the number of persons in each group (128 in the treatment and 87 in the control groups), but the distribution of the variables was still quite similar between the groups. We ran the same regression as before on this sub-sample and arrived at very different results, as shown in table 5.

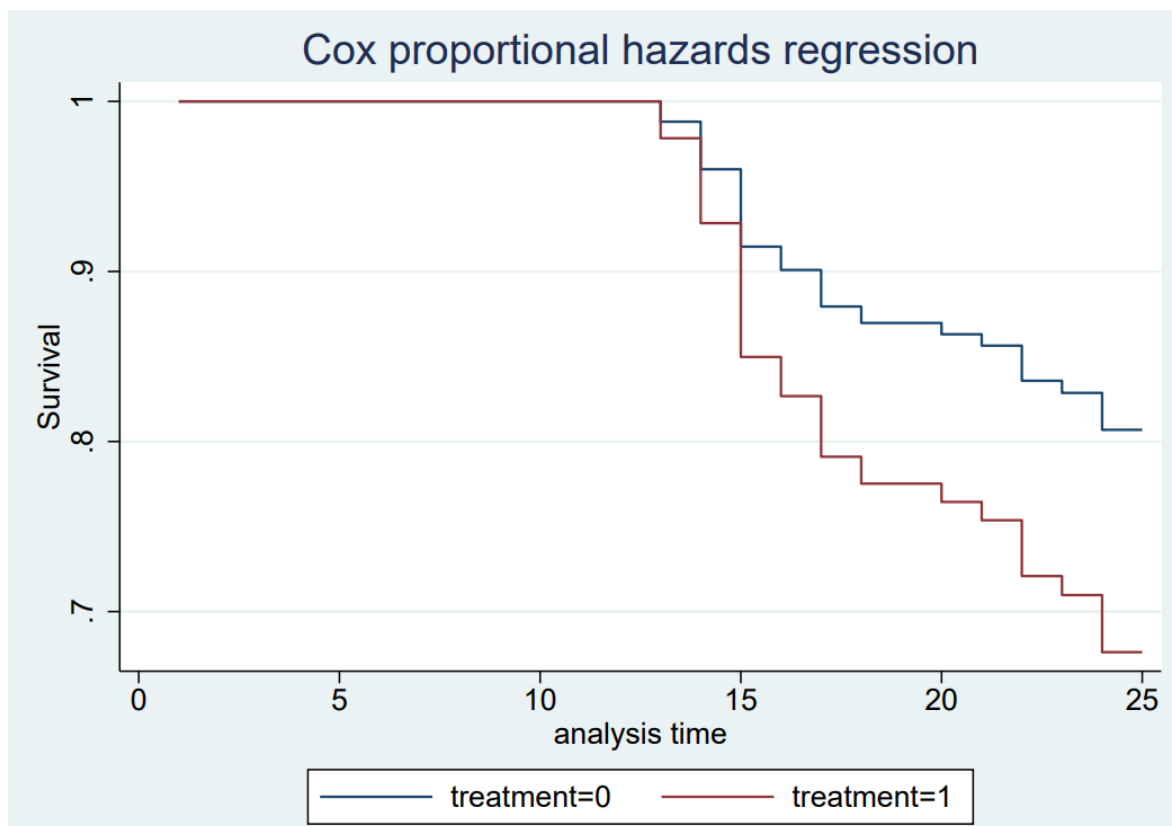
Table 5: Regression results Cox regression first control group, still unemployed after 12 months

	Hazard ratios	Significance
Treatment	1.82	Yes, on 5% level
Age	0.98	No
Education level = Low	*reference group	

	Hazard ratios	Significance
Education level = Middle	1.97	Yes, on 10% level
Education level = High	2.37	Yes, on 10% level
Vacancy rate	-	-
Gender	1.73	Yes, on 10% level
Migration background	0.70	No
Number of months in unemployment at start of program period	1.02	No

The treatment variable is now significant on a 5% level. This means that when a person switches from control to treatment, in other words from no EGF support to EGF support, their chances of finding a job increase significantly. The level of education and gender also become more of a factor in this sub-sample. Here the results indicate that a higher education level increases the chance of getting a job and men are more likely to find a job than women. When we look at the survival curve of this group, after controlling for the background variables, we can see the effect of being in the treatment group.

Figure 78: Cox survival curves of treatment and first control group, still unemployed after 12 months



We see that the two lines diverge more and more as we reach the end of the case implementation period. At the end of the implementation period, there is a gap of more than

10 percentage points in the survival rates of both groups. Note that the survival rates in both groups are still quite high at the end, i.e. the majority of the people who are still unemployed 12 months into the programme, are also still unemployed at the end of the programme.

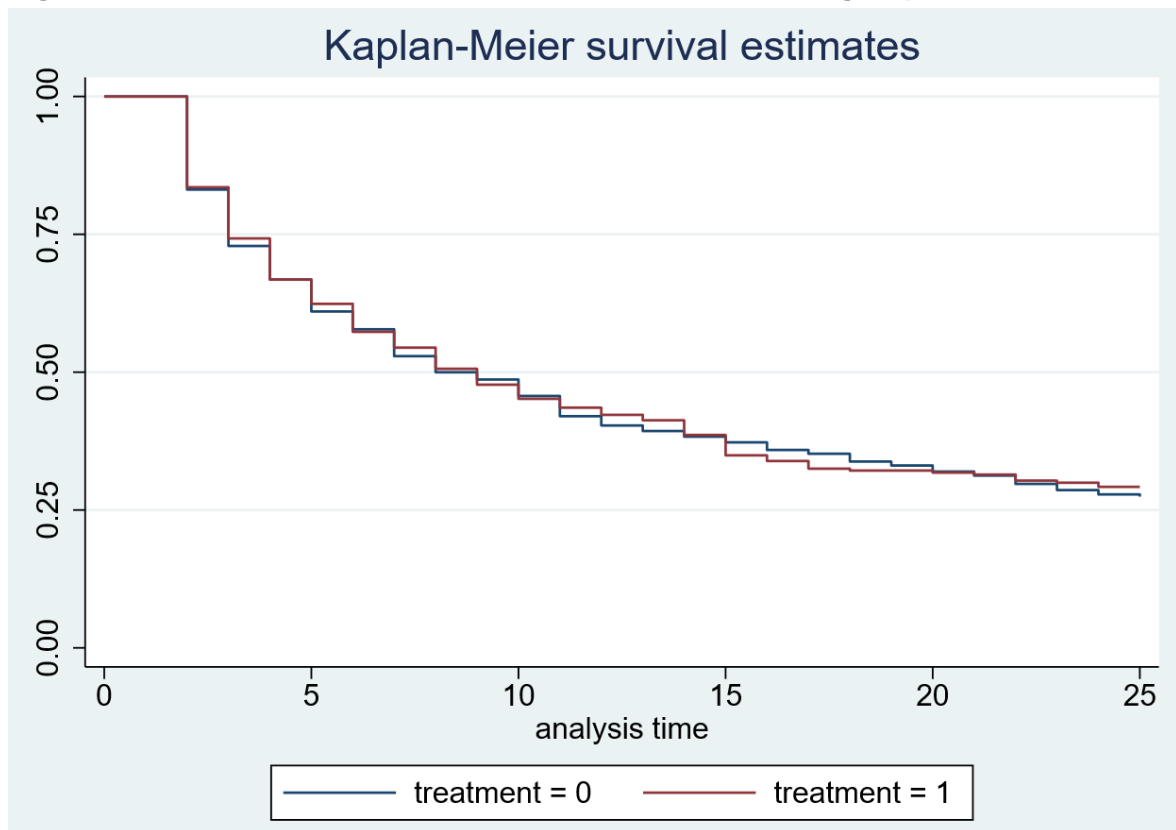
This result relating to the sub-sample of people that is still unemployed after twelve months, could be due to what we call the 'lock-in' effect. If a person gets intensive assistance to find a job, for example in the form of a course, this person is not able to actively search for a job. In the short-term this assistance has a negative effect on finding a job, while in the long run this effect could be positive. If in our case we have people in the 12-month sub-sample of the treatment group who would have found a job irrespective of the extra assistance, this lock-in effect could be causing the positive effect after 12 months. In other words, the presence of a lock-in effect in the first period may cause a selection effect when we compare treatment and control groups in the second period.

We then tested for the presence of a lock-in effect by looking at the entire population up until the 12-month cut-off. If there is a lock-in effect we would expect a negative effect of the treatment variable before this cut-off point, because some people are 'locked-in' in the first period as they are not actively searching for a job. Again, we used a Cox-regression to control for the background factors, and we found that there is no significant effect of the treatment variable before the 12-month cut-off. Hence, we conclude that the presence of a lock-in effect is not very likely. This makes the effect of the treatment for the subsample after 12 months more robust.

The results described above show that we find no effect of EGF support when we look at the whole group, but that we do find a significant positive effect of the support for people that are unemployed for a longer period. These findings support the theory which we described earlier that providing extra assistance is more beneficial for people who experience more problems in finding a job.

Second control group

Further to the above analysis, we looked at the results for the second control group. This is the group of people within the same sector and region but dismissed at different companies than the treatment group. Again, we first looked at the survival curves of both groups, without controlling for background factors.

Figure 79: Survival curves of treatment and second control group

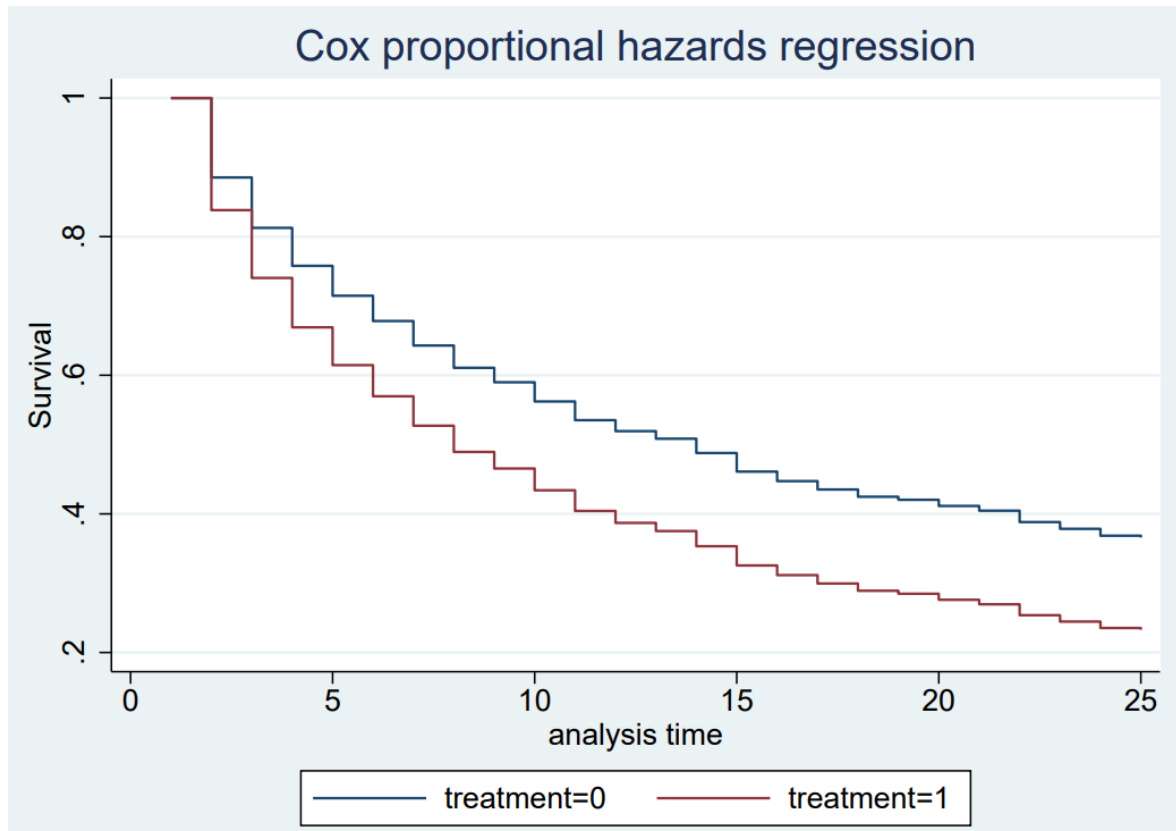
The graph is very similar to the graph of the first control group. Both treatment and control group show the same pattern of survival in unemployment. Once again, we see that **more than a year into the case implementation, the survival rate of the treatment groups becomes lower than that of the control group**. Table 6 shows us the results of controlling for background variables via the cox regression.

Table 6: Regression results Cox regression second control group

	Hazard ratios	Significance
Treatment	1.45	Yes, on 1% level
Age	0.98	Yes, on 1% level
Education level = Low	*reference group	
Education level = Middle	1.32	Yes, on 5% level
Education level = High	1.42	Yes, on 5% level
Gender	1.06	No
Migration background	0.94	No
Number of months in unemployment at start of program period	0.94	Yes, on 1% level

The results are different to those in the first control group. Here our treatment variable is significant with a hazard ratio greater than 1. This means that being in the treatment group, and thus benefitting from EGF support, increases the chance of finding a job. A higher education level also has a significant positive effect on the chance of finding a job. The effects of age and the number of months in unemployment prior to the start of the case implementation are the same as in the first control group. We can visually show the effect of the treatment variable after controlling for the background factors by looking at the survival curves of the cox regression.

Figure 80: Cox survival curves of treatment and second control group



One can see that the curves follow a similar pattern in the first few months, and diverge more and more towards the end of the case implementation. For this second control group, we also looked at what happened if we only selected those who are still unemployed after more than a year into the programme. The regression results of this sub-sample are shown in table 7.

Table 7: Regression results Cox regression second control group, still unemployed after 12 months

	Hazard ratios	Significance
Treatment	1.83	Yes, on 5% level
Age	0.98	Yes, on 5% level
Education level = Low	*reference group	
Education level = Middle	1.45	No

	Hazard ratios	Significance
Education level = High	1.32	No
Gender	1.55	No
Migration background	0.78	No
Number of months in unemployment at start of program period	0.99	No

The results are very similar to the results of the first control group. Here the hazard ratio of the treatment variable is 1.83 compared to 1.82 in the analysis of the first control group. Age still plays a significant role in the chance of finding a job. More specifically: the younger a person is, the higher their chances of finding a job sooner are.

In short, the results show that there is a **positive effect of the treatment group compared to the second control group**. However, looking at the distribution of the characteristics in the second control group, we see that this group is less comparable to the treatment group than the first control group. Especially the age distributions differ, having a younger population in the second control group. This could bias the results of the analysis for example if there are more people who started to study at some point during the programming period, i.e. they were not registered in education in 2016, but could have enrolled in 2017 or 2018. This could have an effect on the survival curves, as they might not have taken up a new job while attending the courses. We therefore conclude that the results of the analysis for the second control group are somewhat less reliable.

Conclusion

This CIE compares a group of people in the Netherlands where most received extra assistance in finding a job through EGF support, and two groups of people who did not receive this extra assistance. If we look at the whole period (August 2016 to August 2018), the results differ depending on the control group considered, finding no effect in the analysis with the first control group and a significant positive effect in the second control group. However, the first control group shows very similar characteristics compared to the treatment group, while the second control group differs more on these characteristics. This leads us to believe that the comparison with the first control group is somewhat more robust. The analysis of this control group shows that for the group, as a whole, there is no effect of the EGF support on the chance of finding a job. However, when looking at a sub-sample of people with longer unemployment spells, we do see a significant positive effect of the extra assistance provided through EGF support.

Overall, we conclude that in this particular EGF case in the Netherlands, we see an effect of the EGF support only for the people who are still unemployed after 12 months after the start of the programme. This suits the theory that extra, more intensive assistance is more beneficial to people who have more problems in finding a job.

Counterfactual Impact Evaluation – the Irish case

On 13 November 2013, Lufthansa Technik Airmotive Ireland (LTAI) sent a letter to the Minister for Jobs, Enterprise and Innovation in Ireland announcing collective redundancies at their factory in Dublin. Between December 2013 and June 2014, a total of 424 people were made redundant. On 19 September 2014, the EGF Managing Authority of the Department of Education and Skills as Competent Authority for the EGF in Ireland, submitted an application to the European Commission under the exceptional circumstances criterion in support of the workers affected by the redundancies. The LTAI EGF programme was approved by the EU Budgetary Authority on 15 April 2015.

A cumulative number of 251 persons out of the 424 redundant worker cohort (54%) had participated in EGF-related programme measures as at end of the EGF period. The measures undertaken in this EGF-programme entailed mostly training and educational programmes. Next to the support to the dismissed workers, the EGF programme also supported 162 NEETs. Because those persons were not directly linked to the redundancies at Lufthansa, we will not take them into account in this analysis.

Data

In order to perform a counterfactual impact evaluation, we obtained data via the Department of Employment Affairs and Social Protection (DEASP) in Ireland. The data contains information about unemployment and employment spells of individuals which have worked at Lufthansa (treatment group) and of individuals which worked for other companies in the same or adjacent sectors as the treatment group (control group). In addition to this, we have information about personal characteristics of the individuals, such as age, gender, and nationality.

Before we look at the data and the results, we have to mention an important shortcoming of this data. To investigate the effect of the EGF support on people's chance of finding a job, we would ideally have information on *when* someone finds a job after their unemployment period. However, for some people in this dataset we only know when they stopped using unemployment benefits, but we do not know what their subsequent status was. They could have been/be employed, inactive, migrated etc. The only thing we know for sure is that at the end of the period, they did not receive unemployment benefits. This caveat applies to both the treatment and control groups.

Table 20 provides a comparison between the treatment group in the data obtained and the numbers reported in the last implementation report of the EGF case. The data we obtained does not contain every individual that has been made redundant in the relevant period. Still, with 327 individuals, we do have information about a large sample of the relevant group (77%). The comparison on some characteristics also shows that our subsample is quite representative in terms of age, gender and county of residence.

Table 20. Comparison of workers affected by the redundancies by age and gender

		Irish data (treatment group)		Data in implementation report ¹⁵³	
Total		327		424	
Age	15-24	2	1%	20	5%
	25-29	23	7%	31	7%
	30-54	198	61%	252	59%
	55-64	102	31%	120	28%
	65+	2	1%	1	0%
Gender	Men	293	90%	374	88%
	Women	34	10%	50	12%
County of residence	Dublin	173	53%	217	51%
	Kildar	94	29%	142	33%
	Meath	7	2%	14	3%
	Wicklow	8	2%	14	3%
	Rest	45	14%	37	9%

The data obtained from the DEASP also contained information about people that were dismissed in roughly the same period, and who worked in the same (broad) sector as the treatment group. This information is needed to construct a control group for the comparison between people that were eligible for EGF support and people that were not eligible.

Unfortunately, there is an issue with the control group in that it contains fewer individuals than the treatment group. This is a problem because ideally one could match the treatment group to the control group on a number of background characteristics, to make the two groups more comparable (as we also did in the Dutch case). Because the control group contains fewer individuals than the treatment group, this matching is not possible and the two groups are therefore less comparable. That we are not able to match the two groups would be less of a problem if the two groups are initially quite similar. This is however not the case, which is shown in Table 21. Most importantly, the control group is on average younger than the control group. In addition, the sector of employment prior to the unemployment period differs between the two groups. The control group has been selected based on whether they have worked in the same (broad) sector as the treatment group,

¹⁵³ The data in the final report only showed the actual beneficiaries. Here, it is more useful to compare the data with the eligible persons, of which there was information in the 4th implementation report of this EGF-program.

however some people in the control group worked in this sector in earlier years, but not in the period just before their unemployment.

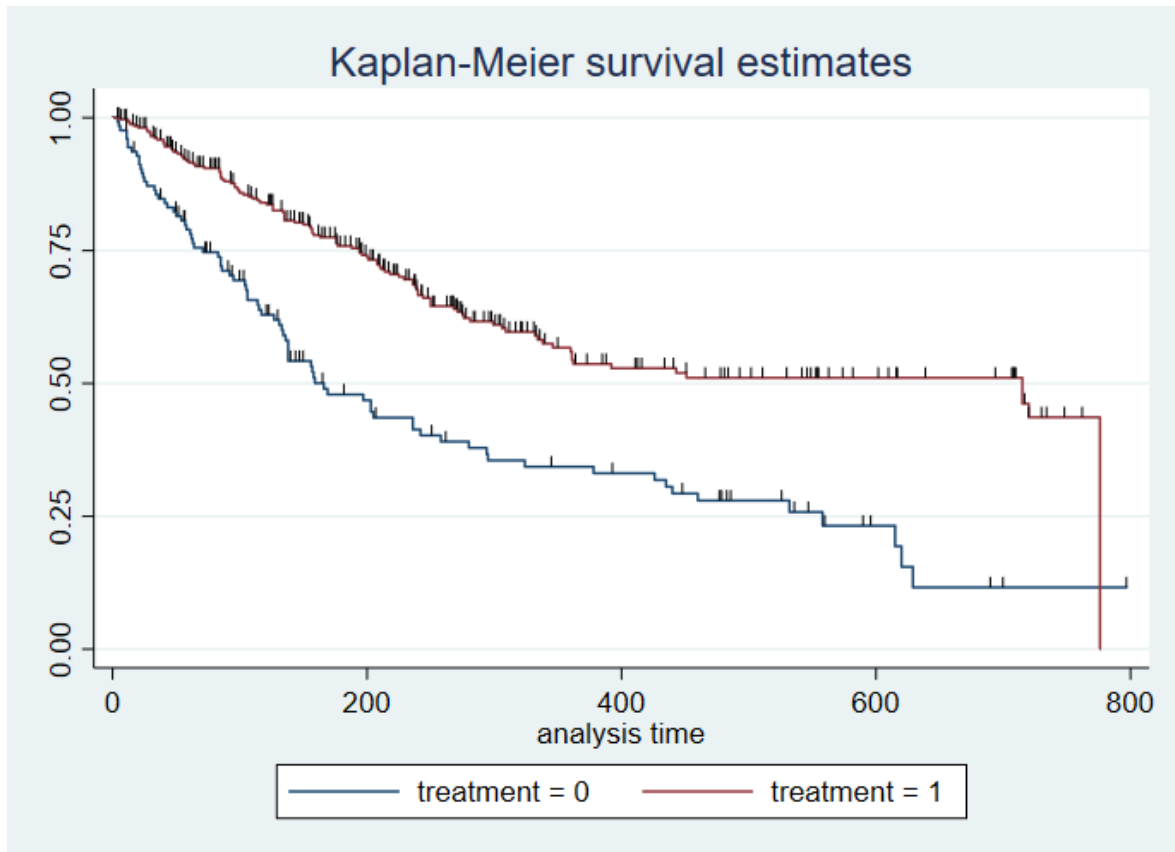
Table 21. Characteristics treatment and control group

		Treatment group		Control group	
Total		327		126	
Age	15-24	2	1%	37	29%
	25-29	23	7%	18	14%
	30-54	198	61%	59	47%
	55-64	102	31%	9	7%
	65+	2	1%	3	2%
Gender	Men	293	90%	90	71%
	Women	34	10%	36	29%
Migration background	No migration background	48	91%	47	91%
	With migration background	5	9%	6	9%
Sector	Manufacturing of air and spacecraft and related machinery	300	92%	48	38%
	Other manufacturing/repair	24	7%	51	40%
	Other sectors	3	1%	27	21%

We have controlled for these differences in the analysis. However, because the groups are different on the known characteristics, there is a chance that they are also different on other, unknown characteristics. As we cannot observe these in our data, we cannot control for these differences in the analysis.

Results

We start by looking at the survival curves of both treatment and control groups, without controlling for any background variables for the whole group. In this first analysis, we looked at the probability of leaving unemployment. As noted in the data section, this does not necessarily mean that those persons found a job: they also could become inactive. Figure 81 shows the survival curves.

Figure 81. Survival curves treatment and control group

On the y-axis one can find the proportion of people that 'survive'. Note that in our case surviving means that one is unemployed. The lower the percentage of survivors, the more people have gone out of unemployment. On the x-axis we see the number of days from the start of the unemployment spell. For the whole period, we see that the line of the control group lies under the line of the treatment group. This suggests that, without controlling for background factors, people that were eligible for EGF support take longer to leave unemployment than people that were not eligible for EGF support.

Note that with this data we are dealing with so-called 'censoring'. We only have information about one time period for each individual: the start and end date of the unemployment spell, the starting date falling within the reference period of the EGF case. We have information about the 'status' of each individual in the next spell, but not the length of this next spell. This is not a problem if the status of the next spell is 'employed'. However, some persons are still unemployed in the next period. These people therefore did not leave unemployment, but are 'censored' out of the data, due to the lack of information. This censoring occurs in both the treatment and the control group, and is shown in the graph with a tick mark. The survival analysis accounts for this censoring by only including those persons up to the point that they are censored out. After that, they do not have an influence on the survival rate.

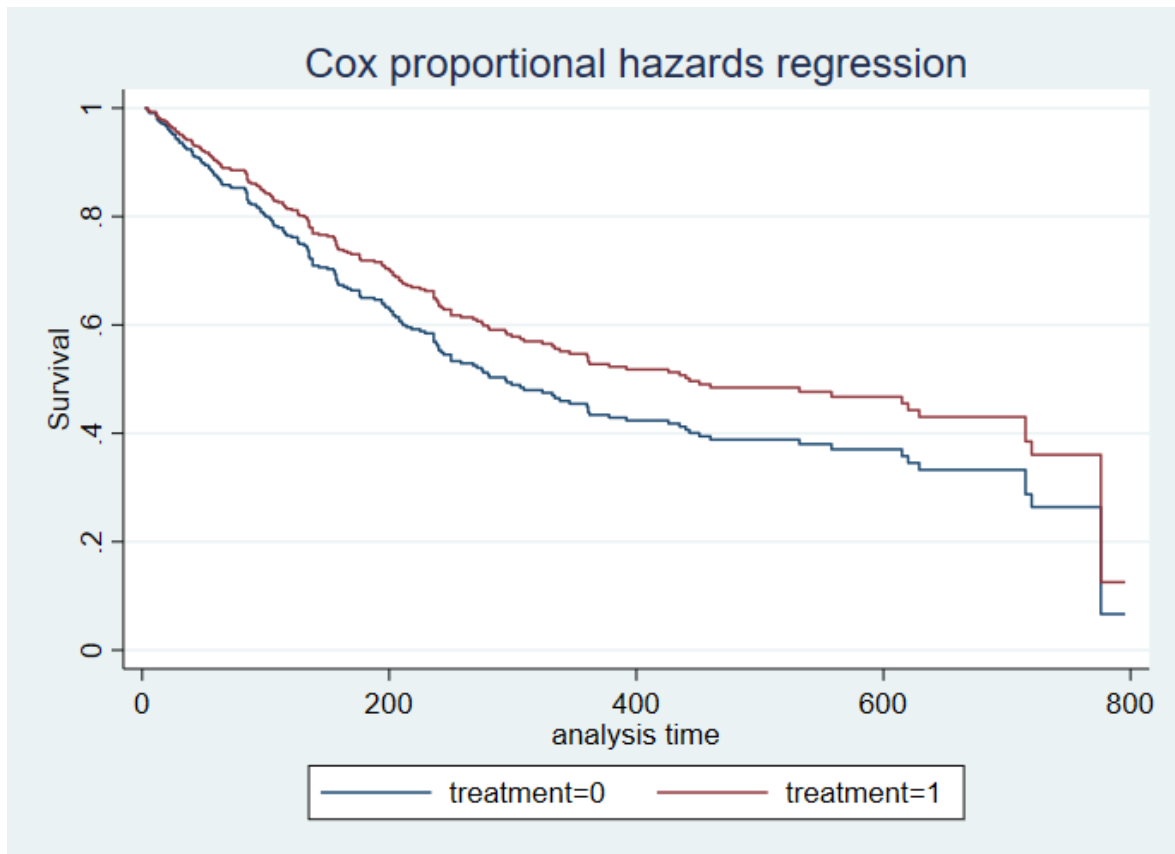
Next, we correct for the background variables by using the cox regression model as mentioned earlier. Table 22 shows the results of this regression. Here we report the hazard ratios of the different variables. Hazard ratios compare the probability of an event between two groups (treatment and control). A hazard ratio above one indicates that the probability of the event (leaving unemployment) increases. A hazard ratio lower than one indicates that the chance of someone leaving unemployment decreases.

Table 22. Regression results Cox regression

	Hazard ratios	Significance
Treatment	0.77	No
Age	0.97	Yes, on 1% level
Gender: female	1.02	No
Migration background	0.92	No
Industry: other manufacturing	1.12	No
Industry: other sectors	1.95	Yes, on 5% level

The hazard ratio of the treatment group is indeed lower than one, suggesting that the chance of leaving unemployment is lower for people that are eligible for EGF-support. However, this effect is not significant. Almost the entire effect of the better chances for the control group are caused by the fact that the control and treatment group differ with respect to age and sector. The age effect is the same as in the Dutch case: older people have a smaller chance of leaving unemployment. People that have worked in a different sector prior to their unemployment period have a higher chance of leaving unemployment. This again indicates that the control and treatment groups are quite different from each other.

The figure below shows the results of the regression in a graph. We see that, when we account for personal differences, the gap between the control and treatment group becomes a lot smaller: there are no significant differences in the chance of leaving unemployment between the treatment and the control group.

Figure 82. Cox proportional hazards curves for treatment and control group

Because of the censoring, these results only say something about the chance of leaving unemployment, not about the chance of finding a job. In order to get a better understanding of whether the groups differ on the chance of finding a job, we also conducted an analysis limited to the persons for which we know that they either find a job or become long-term unemployed (i.e. receive “Jobseekers Allowance”).

Impact of EGF support on employment

When we make the selection described above, we are left with 152 individuals in the treatment group, and 90 individuals in the control group. Note that there is thus more censoring in the treatment group than in the control group, which again points to the differences in the two groups. If we look at the results of the Cox regression for this subsample, we see that the Hazard ratio of the treatment variable is roughly the same as for the whole group, and is still not significant. Remarkably, the only significant variable is gender, indicating that females have a higher chance of finding a job than males. We must however note that there are very few females in this dataset, which can lead to distorted results.

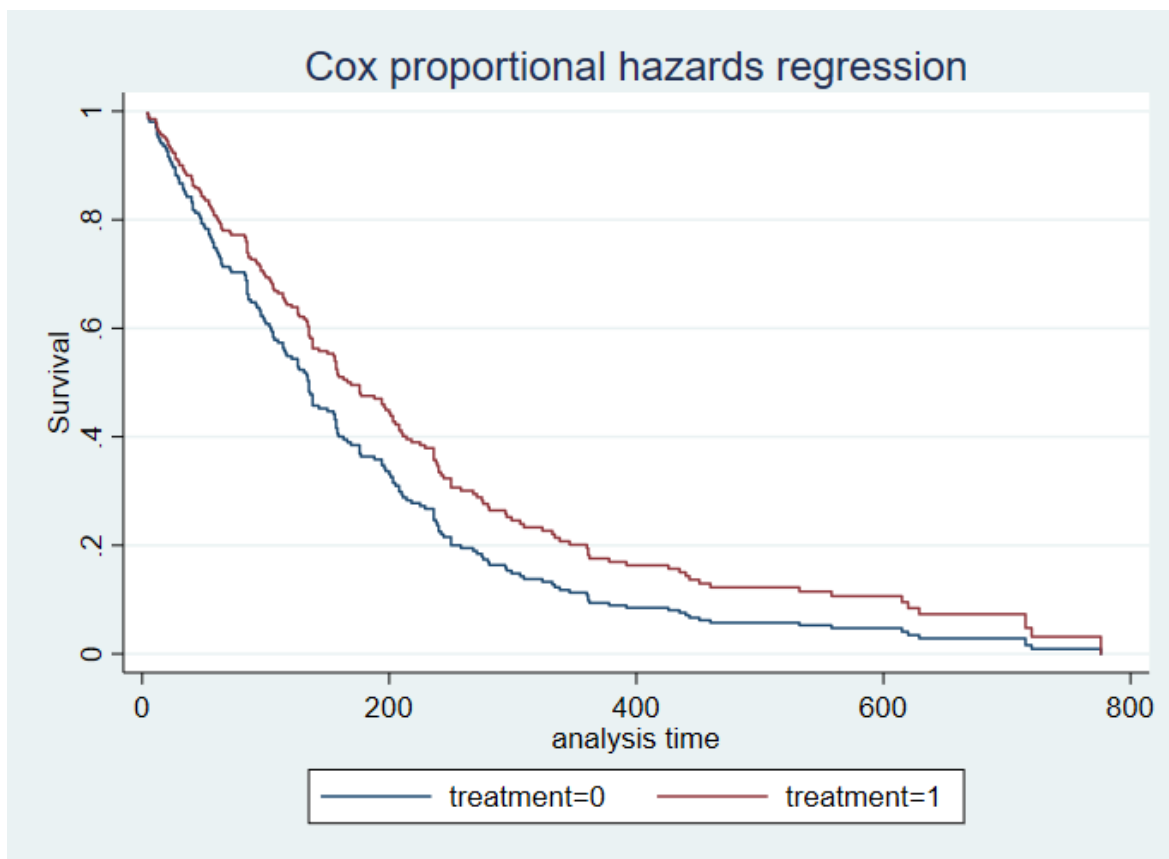
Table 23. Regression results Cox regression subsample

	Hazard ratios	Significance
Treatment	0.74	No
Age	1.00	No

	Hazard ratios	Significance
Gender: female	1.62	Yes, on the 5% level
Migration background	0.93	No
Industry: other manufacturing	0.85	No
Industry: other sectors	1.34	No

The figure of the Cox proportional hazard curves, comparing the survival rate of the treatment group with that of the control group, shows that the rates of both groups are again very similar when controlling for background factors.

Figure 83. Cox proportional hazard curves for subsample



Conclusion

The counterfactual impact evaluation of the EGF case in Ireland shows **no significant effect on the chances to leave unemployment or to find a job for a group of people eligible for EGF support compared to a control group not eligible to receive EGF support**. However, due to the fact that we did not manage to construct a comparable control group and that we do not have complete information for all individuals, we cannot draw a hard conclusion on the effect of EGF in the Lufthansa case.

The data shows that there are quite some differences between the treatment and control groups on the characteristics we can observe in our data. These differences also have an

effect on the difference in the chance of finding a job between the control and the treatment group. This implies that it is hard to draw a firm conclusion. It could be that there are more differences between the two groups that are not observed here. One major point for example is that we do not know the reason of the redundancy for these people. The EGF case concerns collective redundancies, which is quite different from a personal dismissal based on different reasons. In this analysis we do not know whether people in the control group were also part of a collective redundancy, or were dismissed for other reasons.

To get a better understanding of the true effect of the EGF case in Ireland, one would need data that is more similar to the data available in the Dutch case, meaning that we would need to have longitudinal data on the labour market position of all individuals that were part of the relevant EGF case. This data should ideally cover a longer period after the redundancies, in order to investigate the long-term effect of the support. Based on our exchanges with data experts in Ireland, we believe that this information is being registered by authorities in Ireland. However, it appeared to be very challenging to retrieve this kind of information from the different data sources. Getting a complete dataset with all relevant individuals, with all the relevant characteristics, and covering a longer time frame, is a very extensive exercise and proved difficult within the timeframe of this study. In order to evaluate labour market policies, not only the EGF intervention but also other (national or international) interventions, it is recommended to look at how this kind of data can be registered and processed in such a way that it is easier to make use of it for research.

Counterfactual Impact Evaluation – Methodological note

Survival analysis

A time to event variable reflects the time until a participant has an event of interest (e.g., finding a job, outflow of unemployment benefit). Statistical analysis of time to event variables requires different techniques than those for other types of outcomes because of the unique features of time to event variables. Statistical analysis of these variables is called time to event analysis or survival analysis. What is meant by "survival" in this context is remaining free of a particular outcome over time.

The questions of interest in survival analysis are questions like: Are there differences in survival between groups (e.g., between those having received re-integration support and those who have not)? How do certain personal characteristics affect participants' chances of survival?

Censoring

Complete data (actual time to event data) is not always available on each person in a study. In many studies, participants are enrolled over a period of time (months or years) and the study ends on a specific calendar date. Thus, participants who enrol later are followed for a shorter period than participants who enrol early. In the Dutch case, the problem of censoring was not much of an issue. In the case of Ireland, the indication of the status after the (first) unemployment period is not available for some of the participants.

Thus, in the case of Ireland, we have incomplete follow-up information. True survival time (sometimes called failure time) is not known. What we know is that the participants survival time is greater than or equal to their last observed follow-up time. This is called (right) censoring. While they do not suffer the event of interest, they contribute important information. Survival analysis techniques make use of this information in the estimate of the probability of event. An important assumption is made to make appropriate use of the censored data. Specifically, it is assumed that censoring is independent or unrelated to the likelihood of developing the event of interest. This essentially assumes that the participants whose data are censored would have the same distribution of failure times (or times to event) if they were actually observed.

Kaplan-Meier

The Kaplan-Meier approach, also called the product-limit approach, is a popular, non-parametric approach used to estimate the survival function from lifetime data. Appropriate use of the Kaplan-Meier approach rests on the assumption that censoring is independent of the likelihood of developing the event of interest and that survival probabilities are comparable in participants who are recruited early and later into the study. When comparing groups, it is also important that these assumptions are satisfied in each comparison group and that for example, censoring is not more likely in one group than another. In the Irish case this assumption holds as the number of censored individuals were roughly the same in both control and treatment group (respectively 15 and 18 times).

Cox proportional hazards regression

Survival analysis methods can also be extended to assess several risk factors simultaneously. One of the most popular regression techniques for survival analysis is Cox proportional hazards regression, which is used to relate several risk factors or exposures,

considered simultaneously, to survival time. In a Cox proportional hazards regression model, the measure of effect is the hazard rate, which is the risk of failure (i.e., the risk or probability of suffering the event of interest), given that the participant has survived up to a specific time.

In most situations, we are interested in comparing groups with respect to their hazards, and we use a hazard ratio. Specifically, the hazard ratio is the ratio of the total number of observed to expected events in two independent comparison groups. The interpretation of the hazard ratio is the risk of event in one group as compared to the risk of event in the other group.

There are several important assumptions for appropriate use of the Cox proportional hazards regression model, including:

1. Independence of survival times between distinct individuals in the sample
2. Changes in predictors produce proportional changes in the hazard regardless of time
3. Linear association between the natural logarithm of the relative hazard and the predictors

The Cox proportional hazards regression model can be written as follows:

$$h(t) = h_0(t) \times \exp(\beta_1 x_1 + \beta_2 x_2 + \dots)$$

where $h(t)$ is the expected hazard at time t , $h_0(t)$ is the baseline hazard and represents the hazard when all of the predictors (or independent variables) x_1, x_2, \dots are equal to zero, and $h(t)/h_0(t)$ is the relative hazard. Notice that the predicted hazard (i.e., $h(t)$), or the rate of experiencing the event of interest in the next instant, is the product of the baseline hazard ($h_0(t)$) and the exponential function of the linear combination of the predictors. Thus, the predictors have a multiplicative or proportional effect on the predicted hazard.

In practice, interest lies in the associations between each of the risk factors or predictors and the outcome. The associations are quantified by the regression coefficients (β_1, β_2, \dots). The technique for estimating the regression coefficients in a Cox proportional hazards regression model is described in Cox and Oakes.¹⁵⁴ The antilog of an estimated regression coefficient, $\exp(b_i)$, produces a hazard ratio. If a predictor is dichotomous (e.g. EGF-support) then $\exp(b_i)$ is the hazard ratio comparing the risk of event for $x_i=1$ (persons that received EGF-support) to the risk of event for $x_i=0$ (persons that did not receive EGF-support).

If the hazard ratio for a predictor is (close to) 1 then that predictor does not affect survival. If the hazard ratio is less than 1, then the predictor is protective (i.e., associated with improved survival) and if the hazard ratio is greater than 1, then the predictor is associated with increased risk (or decreased survival).

The Cox proportional hazards model is called a semi-parametric model, because there are no assumptions about the shape of the baseline hazard function. There are, however, other assumptions as noted above (i.e., independence, changes in predictors produce proportional changes in the hazard regardless of time, and a linear association between the natural logarithm of the relative hazard and the predictors).

¹⁵⁴ Cox, D.R., Oakes D., Analysis of Survival Data, Chapman and Hall, 1984.

The proportionality assumption can be assessed through graphical analysis or a statistical test. If either a statistical test or a graphical analysis suggest that the hazards are not proportional over time, then the Cox proportional hazards model is not appropriate, and adjustments must be made to account for non-proportionality. In both the Dutch and the Irish case we performed a graphical analysis as well as a statistical test. For the graphical analysis we used a log-log plot of the survival rate for both control and treatment group. If those rates behave roughly parallel, there is no indication of a violation of the proportionality assumption. In both the Dutch and the Irish case, the lines were roughly parallel. For the formal test of this assumption we used the proportional hazards assumption test based on Schoenfeld residuals. The idea behind this test is that the residuals must be independent of time for the proportional assumption to hold. For both the Dutch and Irish EGF case, the chi squared test showed no significant relationship between the residuals and time. Therefore, we can say that the proportionality assumption holds in both cases, and the cox regression give sound results.

Lastly, it is important that the independent variables used in the regression are not correlated with each other (multicollinearity). If this is the case, the interpretation of the impact of these variables is not straightforward. We checked for the existence of multicollinearity by looking at the variable inflation factor (VIF). Mathematically, the VIF is equal to the ratio of the overall model variance to the variance of a model that includes only that single independent variable. The square root of this factor indicates how much larger the standard error of the regression increases compared to if that variable had no correlation to other predictor variables in the model. This means that the higher the VIF for a specific variable, the more it correlates with other independent variables. Generally, a VIF higher than 5 is seen as a convincing indication of the existence of multicollinearity in the regression. For both the Dutch and the Irish case, the VIF's of all variables in the regression were far below this threshold, indicating that there is no multicollinearity in our regression.

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