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Ministry of Labour, Family and Social Protection
Managing Authority for Sectoral Operational Programme for Human Resources
Development

Project: First Interim Evaluation of SOP HRD

Final report

Evaluation Report

Ad hoc evaluation PA4 - Modernisation of Employment Services

JUNE 2011



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and Social Protection

KPMG Romania in consortium with
Eurolink and Kantor

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LIST OF ACRONYMS

ACSI	Authority for the Coordination of Structural Instruments
AEM	Active Employment Measures
CPEA	County Public Employment Agency
EC	European Commission
ESC SOP HRD	Evaluation Steering Committee for the Sectoral Operational Programme
ESF	European Social Fund
EU	European Union
FDI	Framework Document for the Implementation of SOP HRD 2007-2013
GD	Government Decision
GEO	Government Emergency Ordinance
HR	Human Resources
HRD	Human Resources Development
IB	Intermediate Body
IO	Indicative Operations
SOP IEC	Sectoral Operational Programme for Increase of Economic Competitiveness
KAI	Key Area of Intervention
MA	Managing Authority
MA SOP HRD	Managing Authority for Sectoral Operational Programme Human Resource Development
MoLFSP	Ministry of Labour, Family and Social Protection
n.a.	Not available
NAE	The National Agency for Employment
NES	National Employment Service
NCOST	NAE Centre for Own staff Training of NAE
NDP	National Development Plan
NIS	National Institute for Statistics
NIS	National Institute for Statistics
NGO	Non-governmental Organization
OP	Operational Programme



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PA	Priority Axis
PES	Public Employment Services
PS	Public sources
RTC	Regional Training Centres
SOP	Sectoral Operational Programme
SOP HRD	Sectoral Operational Programme Human Resources Development
TA	Technical Assistance



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1. INTRODUCTION

1.1 General Introduction

An ad-hoc evaluation of the Public Employment Service (PES) is a core component of the First Interim Evaluation of the Sectoral Operational Programme Human Resources Development (SOP HRD). The rationale for the ad hoc evaluation relates to a request made by the Monitoring Committee of SOP HRD at its meeting of May 28th 2008 for an ad-hoc evaluation of the programme PA 4 - “Modernizing the Public Employment Service”.

1.2 Priority Axis 4 SOPHRD

Priority Axis 4 aims to increase the quality and efficiency of the services provided by the PES in order to:

- better reconcile labour market supply and demand;
- ensure a more personalised approach to job-seekers and those who belong to vulnerable social groups;
- to raise the level of client satisfaction and to better identify clients’ potential;
- to increase the vocational competencies of personnel involved in the provision of these services;
- to improve co-operation of PES with other organizations operating on the labour market and with local public authorities, training/education providers as well as to provide high quality career guidance.

The PA4 Key Areas of Intervention are as follows:

- KAI 4.1 Strengthening the PES capacity to provide employment services;
- KAI 4.2 Training of PES staff.

The first, “Strengthening the PES capacity to provide employment services” (KAI 4.1), has the following *main operational objectives*:

- Improving and increasing the range of employment services provided for PES clients;
- Improving the monitoring and evaluation process of the net impact of the active employment measures;
- Improving the PES forecasting capacity on labour market trends.



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The second, “Training of the PES staff” (KAI 4.2), has the following *main operational objective*:

- Increasing the level of vocational competences of the PES staff.

1.3 Evaluation aim and objectives

The overall aim of this component of the first Interim Evaluation of the Sectoral Operational Programme Human Resources Development (SOP HRD), i.e. ‘The ad-hoc evaluation of the modernization of the PES’ is to analyze the quality, transparency, relevance and efficiency of services provided by the PES in the current socio-economic context, and the manner in which the projects financed through PA4 contribute to reaching the objectives/ indicators established for PA4. Specific evaluation objectives, activities and desired results are specified in the Terms of Reference (TOR) for the Interim Evaluation as outlined below.

The general objectives of the Ad-hoc Evaluation of the Modernisation of the PES outlined in the TOR are as follows:

‘Delivery of an independent and well justified opinion on the relevance of the implementation of PA 4 “Modernisation of Public Employment Service” to market demands in the present socio-economic context, through an ad-hoc evaluation.

The expected result of this ad-hoc evaluation is an evaluation report.

1.4 Evaluation activities

The TOR indicates that the ad-hoc evaluation of the modernisation of the PES is to focus on six key activities, as follows:

IIIa.1. Analysis on how the projects financed by PA4 contribute to the achievement of established PA4 objectives/indicators.

IIIa.2. Analysis of the activities established by FDI SOP HRD against the needs of the target group in the present socio-economic context.

IIIa.3. Analysis of the types of services, quality, relevance and efficiency of the services provided by the PES in the present socio-economic context.



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111a.4. Comparative analysis of the services provided by the PES against similar services provided by private organizations.

111a.5 Analysis the matching of the services provided by the PES against the existing employment demands in the present socio-economic context.

111a.6. Analysis of the professional training and existence of transferable competences of PES employees.

1.5 Labour market context

As the evaluation activities required a focus on the PES within the current socio-economic context; an outline profile of the labour market, employment sectors and related socio-economic factors was prepared, and set a context for the evaluation activities. This profile is presented in Annex 1; and is in summary as follows:

Key features of the Romanian labour market 2008-2010 are low activity and employment rates, and increasing unemployment with relatively higher rates for younger and older people. The labour market is also characterised by the disproportionate size of the agriculture sector and the relatively small size of the services sector. Reflecting the high unemployment the rate of job vacancies has been in decline; also there is limited internal rural-urban migration while emigration is high. A reluctance to use temporary contracts and the prevalence of undeclared work contributes to inflexibility in the Romanian labour market. The prevalence of undeclared work is influenced by high taxes on labour, time consuming tax payment procedures and insufficient encouragement for beneficiaries of social assistance to seek employment. There is also an increasing poverty rate; the most vulnerable groups are poor people, children, youth, Roma population, self-employed in urban areas, rural poor and the unemployed. The longer term demographic pattern, an ageing population, suggests increasing pressure on the Social Insurance Budget. The labour market context, in which the PES was operating at the time of this evaluation, was dominated by change from labour supply shortages to oversupply and increasing unemployment.

1.6 Methodology



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Data was collected for the evaluation through a range of methods including documentary review, review of project data, key stakeholder interviews, group meetings and surveys. Details of the data collection methods for each evaluation question are provided in Annex 2 - Methodology in tabular form¹.

1.6.1 Desktop research

'Desk top' research was initially undertaken to provide a basis for analysis and further evaluation. This included review of documentation, statistics and other relevant research literature. Key secondary data sources examined were:

- Relevant SOPHRD documents including the OP, the Framework document for Implementation and the Beneficiaries Operational Manual;
- Relevant PES documents including NAE Annual Activity Reports for 2008 and 2009; Law 76/2002, Training Plan for 2009 and 2010, and other data from the NAE web-site; and NAE IB data on PA4 SOPHRD projects;
- Relevant national policy documents including National and Regional Employment Strategies;
- Review of published data on the SOPHRD PA4 contracted projects contained on the MA and IB NAE websites;
- Review of research on PES in the EU; this included studies that addressed aspects of PES effectiveness, efficiency and relevance in a range of countries (e.g. Ireland, UK, Netherlands, France, Denmark). Summary findings from this review are included in the Annex 3 - Research on PES in EU

1.6.2 Fieldwork

Extensive fieldwork and primary research (interviews, group meetings and surveys) was carried out with a wide range of internal PES stakeholders, and representatives of external stakeholder agencies and organisations across a range of regions in Romania. This included face-to-face interviews (42) and group meetings (3) with internal and external PES

¹ Annex 2. Table A2.1.



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stakeholders; a survey of one-hundred and fifty-nine trainees, and a survey of nineteen PA4 SOPHRD contracted projects ². Details of the main fieldwork methods and participants are provided in Annex 2 - Methodology³; a list of all participant organisations is provided in Annex 4 – List of stakeholders consulted.

1.7 Evaluation approach

The evaluation approach aimed to be transparent and participative. The views of a wide range of internal and external stakeholders were sought; the aims of the evaluation were clearly indicated to all participants highlighting that the evaluation was a key opportunity to improve the functioning and modernisation of the PES, and the contribution of PA4 SOPHRD to that process. This approach was reflected in the organization and management of the working meetings, and interviews; topics lists were distributed in advance; open discussion was encouraged, with confidentiality assured. All participants were provided with the opportunity to make recommendations to assist the PES modernisation process and the PA4 SOPHRD contribution.

1.8 Definition

Throughout this report the PES is understood to refer to the National Agency for Employment (NAE) and its territorial units (at regional, county and local levels), unless where otherwise stated.

1.9 Report Structure

This report contains five sections, as follows:

- Section 1: Introduction has presented an outline of the evaluation objectives and methodology.

² The evaluators particularly wish to acknowledge the information and assistance provided by staff of the MA, NAE, and NAE IB throughout the evaluation process.

³ Annex 2. Table A2.2



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- Section 2: Relevance is analysed in relation to four evaluation activities IIIa2, IIIa3, IIIa5, and IIIa6. Findings for each evaluation activity are presented, followed by a Table with conclusions and recommendations.
- Section 3: Efficiency is analysed in relation to activities IIIa3/5 and IIIa4. Findings for each evaluation activity are presented, along with a Table of conclusions and recommendations.
- Section 4: Effectiveness is analysed in relation to a single evaluation activity, IIIa1. Findings on the contribution of PA4 projects to established objectives and indicators are presented and factors associated with the achievement of project objectives are examined. Conclusions and recommendations are then presented in a tabular format.
- Overarching conclusions and recommendations on the PES and the SOP HRD projects are presented in Section 5.

A time-frame (short/medium/long) within which recommended changes should be made is indicated for all recommendations made in the report. Generally speaking recommendations to be implemented in the short-term should be implemented within three months of finalisation of the report. Recommendations for the medium-term should be implemented within six-nine months of the finalisation of the report. Recommendations for the long-terms should be implemented within a year, although in certain instances the 'long-term' may reach into a two-three year time-frame (e.g. where recommendations are made that build towards the next SOPHRD programming period).

Additional data analysis, tables and survey questionnaires are included in Annexes 1-12.



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2. RELEVANCE

2.1 Introduction

Relevance was analysed in respect of four evaluation activities:

- Analysis of the relevance of eligible activities established within FDI SOP HRD to the needs of the target group in the present socio-economic context (III a2)
- Analysis of the relevance and quality of the services provided by the PES in the present socio-economic context (111a3)
- Analysis of the match between services provided by the PES match and the existing employment demands in the present socio-economic context (111a5).
- Analysis of the relevance of the professional training of NAE and its subordinated territorial units personnel to the services provided by PES (111a6).

The research findings and evaluators' assessment for each of these evaluation activities in outlined in this Section, followed by an overall table of conclusions and recommendations.

2.2 Relevance of the eligible activities established within FDI SOP HRD to the needs of the target group in the present socio-economic context (Sub-task III.a.2)

2.2.1 PA4 FDI focus

The FDI indicates that modernising PES implies moving towards active engagement with the groups that it aims to serve (jobseekers, unemployed, workers and employers) leading to fighting and reducing inefficiencies and imbalances in the labour market. The key aim of the PA4 is to increase the quality and efficiency of PES services; to ensure a more personalised approach to job-seekers; to increase vocational competencies of PES staff, and to improve PES cooperation with other labour market organisations, and to provide high-quality career guidance. It is envisaged that the operations under this PA will support the consolidation of the administrative capacity of the employment agencies at national, county and local levels, taking into consideration the modernization need of the PES, from the point of view of the need to develop current employment services, and also trying to diversify these services.



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Our assessment of the relevance of the FDI eligible activities took into account the changed labour market and socio-economic context, and feedback from senior PES staff at central and regional level on current challenges for the PES. To assist the analysis a question on the continued FDI relevance for KAI 4.1 was included in the survey of the 19 PA4 projects contracted by 31st December 2009. In addition, ten senior PES representatives at a group-discussion meeting as part of the evaluation fieldwork were similarly asked to rate the continued relevance of the FDI 4.1 eligible activities. Details of these ratings are provided in Annex 6 together with the evaluators own assessment.

The FDI for PA4 contains a broad list of indicative operations (IOs) and an extensive list of eligible activities (EAs) for both KAI 4.1 and 4.2; with thirty-four eligible activities being listed for 4.1 as shown below.

Table 2.1: FDI distribution of PA4 Indicative Operations (IOs) and Eligible Activities (EAs) by KAI

PA4 KAI	IOs	EAs
4.1 Strengthening PES capacity to provide employment services	10	34
4.2 Training of PES staff	6	15

The list of eligible activities was designed in an attempt to assist applicants to identify types of activities that can be supported. While the EA lists are not specified in terms of discernable categories, they include a range of potential activities to improve PES services, systems and procedures, and communications at national, regional and local levels. The list of EAs for KAI 4.1 ‘strengthening PES capacity to provide employment services can be categorized as including the following range and types of potential activities:

Table 2.2: Focus and types of PA4 listed Eligible Activities in FDI 4.1 & 4.2

PES focus	Examples of focus of Eligible Activities
Service/activities/programmes	Active employment measures; personalized action-plans



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PES focus	Examples of focus of Eligible Activities
	and counseling, job mediation; and vocational training.
Systems	IT, software, data bases, and self-service in employment offices.
Research/analysis	Forecasting, monitoring and evaluation.
Communications:	Promotion of PES; exchange of know-how and good practice; partnership-building.
Quality improvement	service standards and procedures.
Staff development	PES staff training strategy, continuous training plan; employment counselling training.

The listed eligible activities within KAI 4.2 include a focus on development of a staff training strategy, training needs assessment, the continuous training needs of staff in the Employment Services offices, including for counselling and mediation activities.

2.2.2 Assessment of the continued relevance of eligible activities

- PES representatives and the managers of PA4 projects (contracted to 31 December 2009) are very positive regarding the continued relevance of the FDI eligible activities, and the majority of eligible activities are perceived to have become ‘ more relevant’ or even ‘much more relevant’ in the changed socio-economic context (See Annex 5). Few eligible activities are considered to be now less relevant.
- Based on the feedback from the PES representatives, and review of the changed socio-economic context, listed FDI eligible activities that are of considerably increased relevance to the needs of the target group, i.e. the PES, its clients (unemployed, jobseekers, workers and employers, and its staff) include:
- Development of methods/services/programmes of implementation of active employment measures, including guidance and counselling services for vulnerable groups;



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- Implementing activities aiming at strengthening the PES capacity to provide employment services;
- Knowledge transfer and implementation of techniques, methods, methodologies and instruments for providing PES services;
- development and implementation of client 'self-service' portals in reception areas of PES offices;
- Identification, implementation, and exchange of good practice and expertise with PES from EU;
- Development and implementation of systems and instruments for strengthening the forecasting/planning capacity in employment.
- Other EA's activities that are of increased importance are:
- Innovative, inter-regional and transnational activities aimed at diversification and improvement of PES employment services;
- Development of innovative techniques/tools to improve PES capacity for assessment of the professional potential of the unemployed;
- Identification and implementation of international standards and procedures in the provision of PES services;
- Information and publicity campaigns to promote employment services at local, regional, national, and trans-national levels.

2.2.3 Evaluators' assessment

Our assessment is that the majority of the FDI eligible activities for the PA4 – Modernisation of the PES remain relevant and many have become even more relevant as a result of the changed socio-economic context. Eligible activities which should be prioritized during the remainder of the OP include the following: design, development and implementation of active employment measures; strengthening capacity to provide and diversify employment services, including self-service; development and implementation of labour market forecasting capacity; and transfer of EU and international good practice and experience in provision of PES.

However, we also conclude that the current lists of EA's are overly long and detailed, with some overlapping between activities and that such lists are not appropriate. The existence of a



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very extensive list of eligible activities may encourage project promoters to undertake a project as specified in the list, rather than on the basis of an analysis of identified need. Additionally, as the EA's are not indicative they can become fixed to the financial control system and eligible costs, and potentially restrict the activities that can be undertaken by project promoters. In the future a shorter more coherent list of categories of EA's would be more beneficial (for example, research and analysis, training, guidance, programme design and development, transnational activities and publicity and communication). Such a conclusion has also been drawn for all PA's and KAIs within the SOPHRD, in the Component 1 Interim Evaluation of SOPHRD report.

2.3 Analysis of the relevance and quality of PES services in the current socio-economic climate (111a3)

2.3.1 PES Framework

The National Agency for Employment and Training in Romania was established in 1998 (Law no. 145). In 2000 the organization's name was changed to National Agency for Employment (NAE)⁴, and the agency took over the structure of the Labour Offices within the General Directorates of Labour and Social Protection of the Ministry of Labour of that time. The PES in Romania is currently comprised of the National Agency for Employment (NAE) and its subordinated territorial units at regional, county and local levels. Currently, at territorial level the PES has 41 county agencies plus Bucharest agency, 83 local agencies, 160 working offices and 8 Regional Training Centres. The number of PES staff is 2810⁵.

The range of PES activities and services in Romania changed significantly over the last ten years. The organization diversified from its main activity of administration of the Unemployment Insurance Fund to providing a wider range of services. The enactment of the Law 76/ 2002 provided the legal framework and system change to support a more diverse range of services to be delivered within the context of a modernized public employment service. The legislative framework has been frequently adapted and adjusted, either to adapt

⁴ See Annex 6 - PES Services and the National Agency for Employment (NAE)– A6.2 for outline of NAE structure, role and functions

⁵ May 2010



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better to the labour market needs (as by Law 107/2004 and Law 580/2004), or to better meet clients' needs at county and local level (by Law 202/2006 regarding organization and functioning of the PES, the Government Ordinance 1610/2006 regarding the PES Statute). Since April 2007, the Agency has also incorporated also the activities of the Office for Labour Force Migration, and it now deals also with the placement of the Romanian citizens abroad, as well as with protecting their rights while employed abroad.

2.3.2 PES activities and services

The Registration of unemployed people is a key PES activity. In addition the PES provides a range of active employment support measures, for employers and jobseekers; these services are delivered through the network of County and local employment agencies and other private sector and NGO providers. The main types of services for 'job-seekers' are active measures for promoting employment and measures for preventing unemployment (e.g. information and counselling, labour mediation /job matching, training). The main services for 'employers' are employment incentives (e.g. job subsidies, loans for new jobs). In addition the PES supports social programs for young people at social risk and specific active measures for people with disabilities: these include specialised counselling and mediation (in 2009 there were twenty specialist centres for people with disabilities). The NAE Annual Reports of Activity 2007-2009 shows that the main PES services in terms of numbers of persons served were information and guidance, training and labour mediation. Summary details of the main PES services and client numbers over the period 2007-2009 are shown in Table 2.2, and further details are provided in Annex 6 - PES Services and the National Agency for Employment (NAE)⁶.

- While comparison between 2007 and 2009 shows considerable increase in provision of some PES services, there has however been a decrease in provision in the majority of its services. The services in which there was increased provision were: information and guidance (+25%), and counselling and assistance for business or self-employment start-up activity between 2007-2009 (+9%). There was also a large increase in measures for preventing unemployment (about 70% on average). The four-fold increase in provision of employment information and counselling services between 2007-2009 follows from

⁶ Annex 6. Table A6.1



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the increased numbers of unemployed registered with the PES over the period. As outlined in Annex 1 - Outline profile of the labour market, employment sectors and related socio-economic factors the number of registered unemployed increased by 75% between 2008 and 2009, and the number of recipients of unemployment's benefits by much more (about 3 times).

The main PES services in which there was reduced levels of provision between 2007-2009 were labour mediation (job matching); employment support for persons over 45 and single parents; local community development scheme; incentives for hiring graduates of educational institutions; and in vocational training.

Table 2.3 Main PES Services and Clients/participants, 2007-2009

No	Type of service provided	2007	2008	2009	% Change 2009/07
I.	Measures for stimulating employment				
	Information and guidance	610527	610597	762164	24.8
	Training (no.'s benefiting from free training)	46999	43915	33,184	-29.4
	Incentives for hiring graduates of educational institutions				
	No. of graduates hired by employers receiving subsidies	26645	23115	10662	-60.0
	Employing of unemployed during the unemployment insurance period				
	No. of unemployed benefiting of subsidies	24665	18782	21036	-14.7
	Employing of people over 45 years old or of unemployed single parent supporters, of which	101053	90639	62925	-37.7
	Counselling and assistance to start an activity as self-employed or to start-up a business	13144	11684	14340	9.1
	Local Community Development Scheme (No. occupied for a limited period of time)	53007	35321	21982	-58.5
II	Labour mediation	391882	320544	239958	-38.8
III	Measures for preventing unemployment				
	No of people benefiting from pre-redundancy services, like:				
	information session regarding the unemployment legal framework and the PES services	24618	22957	43646	77.3



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No	Type of service provided	2007	2008	2009	% Change 2009/07
	assistance services for job placement	23852	20171	41681	74.7
	training on how to find a job	19796	16079	31856	60.9

The reduction in numbers in receipt of certain services 2007-2009 was due to a variety of factors, as follows:

- There was almost a forty per cent reduction in labour mediation (job-matching) services in the years 2007-2009 (-39%, i.e. about 152 thousand persons), the highest reduction being registered for number of people hired with a permanent work contract. This is recognised by both the PES and clients as being a result of the decline in employment and job vacancies, but is also related to some degree to the shortage of skilled PES job-mediators.
- The number of persons over 45 and single parents supported by the PES also decreased by over one-third in that period (-38%) due to a decreasing interest amongst employers in the present socio-economic climate in incentives to employ individuals in these target groups, when the large pool of available workers allows them to find suitable employees, without any of the commitments, that apply to the PES subsidies.
- The number of participants in Local Community Development Schemes has been reduced by over a half; from 53,007 in 2007, to 21,982 in 2009 (-58%). This service decrease is explained by budgetary constraints of local authorities; these are no longer able to pay their matching contribution to wages of employees hired for community development work. The decrease in these community activities has resulted in an increased the number of jobseekers in rural areas (either benefiting for unemployment insurance, or of minimum guarantee revenue)
- Incentives for hiring school-leavers have also decreased, again because employers are less interested in taking people from the PES database and adhering to the corresponding commitments.

The numbers of persons included in vocational training courses fell by over one-quarter from 2007 -2009 (-26%); this is attributed to a cut in budgets, and also a change in the legislation



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in 2009⁷. The number of vocational training programmes provided by the PES has declined by eleven per cent 2007-2009 (-10.9%).

2.3.3 Relevance and quality of the PES in the current socio-economic context

The changed socio-economic context has had a major effect on the labour market. Since 2009 labour force shortages have been replaced by increasing unemployment and shortage of job vacancies. The PES is currently operating within a very difficult and challenging environment in the context of fiscal constraints in this crisis period and increasing tensions on the labour market. While the PES continues to offer a range of services, the changed socio-economic conditions and a decreased budget have necessitated increased resources for passive measures such as registration of unemployed, and a consequent decrease in resources for active labour market measures. In an effort to ensure the quality of the services provided, the ISO 9001 standard for service management has been introduced by the PES, but to date the number of agencies that have implemented the ISO management standard is low: NAE, and only 19 county agencies and 15 local agencies.

Our evaluation of the relevance and quality of PES services in the present socio-economic climate took into account the views and experiences of stakeholders (employers, job seekers and PES personnel). An outline of these perspectives is shown in Figure 2.1 following:

Figure 2.1 Summary of stakeholders' perceptions on relevance and quality of PES services in current socio-economic context

<p>Employers' Organizations views</p>	<p>A more negative image of the PES in the past two years (due primarily to experiences of poor quality of job-matching services, and perceived delays in providing services). Some active measures such as employment subsidies (e.g. people over 45, young graduates) or favourable bank loans are of decreased relevance and attractiveness to employers in the current economic and business climate.</p>
<p>Job seekers'</p>	<p>Based on our survey of Trainees⁸ in Regional Adult Training Centres:</p>

⁷ according to Government Ordinance 449/2009 the subsidies for employers that are sending employees for training courses within PES are not any longer included in Unemployment Fund, but will be subject to state aid for training scheme, which is under elaboration.

⁸ See Annex 11 – Results of Survey



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views	<p>Trainees have a positive image overall of the PES. The majority (79%) of trainees surveyed agreed that PES staff were very helpful, that information about training was easy to find in CAE offices (89%) and that notices about job vacancies were widely available in the Employment Offices (83%)⁹.</p> <p>While a large majority (79%) were satisfied with the overall assistance they had received from the CAE, two-thirds (67 %) rated themselves as ‘fairly’ satisfied. However 61% agreed that CAE staff had not time to give them enough attention; and over half (55%) felt that staff were not able to give them a personalised service; and over two-thirds (68%) agreed that they did not feel comfortable in visiting a CAE office¹⁰.</p> <p>When asked if they saw the County Agency of Employment as the main source they would use in looking for a job, 42% saw it as a main source; while 58% did not¹¹.</p>
Views of senior PES personnel	<p>The extent to which CAE staff can provide quality information and personalized guidance service has diminished due to the increased number and focus on registration of unemployed clients, and reductions in staff numbers and budget resources. Likewise many staff has not received training in employment guidance and the outsourcing of guidance services to professional counsellors has also been curtailed. Skills training for unemployed people are perceived as of increasing relevance to enable unemployed people access jobs, but the supply and quality of vocational training courses in Regional Adult Training Centres has also been considerably reduced.</p>

2.3.4. Evaluators’ assessment

Our research and analysis has identified that changes in the past two years (2008-2009) in the socio-economic context and in the structure of the labour market have impacted heavily and negatively on the PES; these include the decline in employment, increase in unemployment and fewer notified job vacancies. These changes have resulted in an increased number of job-seeking and unemployed clients for the PES and increased demand for PES services. The allocation of increased PES budget and staff resources to administration of the Unemployment Fund, has consequently resulted in decreased provision of active labour market measures, and the scale of personalised and specialist guidance services being provided to individual clients is small. At the same time as a result of the economic crisis, there have also been reductions in PES staff numbers, and further staff reductions are likely.

⁹ Annex 11. Chart 11.7

¹⁰ Annex 11. Chart 11.6

¹¹ Annex 11. Chart 11.7



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This changed socio-economic context has increased the relevance for the unemployed and job-seekers of certain PES active labour market services: particularly information and guidance, mediation and vocational training. However, the changed socio-economic context has also caused a decrease in the quality and scale of some of its services, particularly the active employment measures, primarily due to the combined demands of an increased number of clients (particularly registered unemployed), an increased range of client needs, and PES budget reductions and staffing constraints. In this context the potential of projects funded under PA4 SOPHRD to assist the PES improve service quality, diversify the range of employment services; and to reprioritise development and implementation of active labour market measures is of increased relevance and significance.

In light of the increased relevance of PES services and budget constraints there is a need to review the nature of the active labour market measures currently being provided by the PES and to target scarce resources, based on international best practice (e.g. employment-led skills training with certification for school leavers and new entrants to the labour market; activation programmes, up-skilling and re-skilling for low skilled unemployed and those formerly employed in declining sectors).

2.4 Analysis of the match between PES services and employment demands (Activity 111a5)

There is some overlap in this and the previous 111a3 evaluation activity in the review of PES services and activities. The focus here is confined to the match between specific services and employment demands.

2.4.1 Stakeholders' perceptions

Feedback from stakeholders (employers, job-seekers and senior PES personnel) was considered in our assessment; this feedback is summarised in Figure 2.2.

Figure 2.2 Summary of stakeholders' perceptions on the match between PES services and employment demands

Employers' organizations views	PES services are not sufficiently linked to the employment needs identified by industry and employer bodies (e.g. industry sectoral committees) Training provision for unemployed is not well matched with labour market demands; PES
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	<p>is not aware of the employment needs; labour market forecasting is needed;</p> <p>The PES is not able to provide sufficient support for company-based training, and continuing training of employees;</p> <p>PES staff is not sufficiently knowledgeable or in-touch with the technology and training needs of specific industry, business and service sectors. The PES is not sufficiently proactive in the design and development of apprenticeship training;</p> <p>PES staff at central level and in county and local offices is not sufficiently proactive in communicating with employers.</p>
<p>Job seekers views</p>	<p>Based on our survey of trainees in Regional Adult Training Centres¹²:</p> <p>‘Information on vocational training opportunities’ is the PES service that was of most benefit to them; with over half (51%) rating this as the most beneficial service. Registration (14%), employment guidance (13%) and advice about working abroad (9%) were the other PES services rated as being of benefit¹³.</p> <p>The majority are satisfied with their training courses, but over half (54%) feel that the training will have only a ‘little’ effect on their chances of finding a job, while 40% think it will improve their chances of finding a job ‘a lot’¹⁴.</p> <p>Using personal contacts, and making direct application to employers are judged to be the ‘most effective’ methods in finding a job. However, the PES is seen to have a role with over half (55%) saying that using the CAE is an effective method in helping to find a job, and 24% see it as a very effective method¹⁵.</p> <p>There is not a high degree of awareness of the range of services offered by the PES amongst the trainees (as job seekers and unemployed); Almost one quarter were not aware of the range of services the PES offer and over two-thirds (67%) were only ‘partially’ aware of the range of PES services prior to registration¹⁶.</p>

¹² See Annex 11 for full results of the survey

¹³ Annex 11. Chart 11.4

¹⁴ Annex 11. Charts 11.10 & 11.11

¹⁵ Annex 11. Chart 11.12

¹⁶ Annex 11. Chart 11.5



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<p>Views of senior PES personnel.</p>	<p>Demand for training opportunities by employers and by the unemployed exceeds supply possibilities at regional and county levels, while the number of courses provided by Regional Training Centres has been curtailed in 2009 and 2010 due to lack of budget. Most vocational training provision is provided in the larger towns or cities, with most training centres being located in these places. Only a limited amount of training is provided for those living in rural areas.</p> <p>Courses provided in Regional and County Adult Training Centres are not specific to the employment needs in these areas, but are part of a national portfolio of training programmes.</p> <p>There is a lack of training in new technologies or in newly emerging employment sectors. There is insufficient provision and focus on broad transferable personal and social skills, such as communication skills, job-seeking skills, project management, etc.</p>
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2.4.2 Evaluators' assessment

From our analysis, we conclude that PES services are not currently very well matched with demands of employers, unemployed or job-seekers. Employer demands are not satisfied; in part due to lack of labour-market forecasting and PES capability issues. Vocational training provision, while valued by job-seekers, is not sufficiently relevant to employers needs or to the demands of the labour market. Such training for unemployed people is heavily concentrated on specific occupations and with limited focus on generic transferable skills. Similarly there is a lack of training provision to meet the needs of unemployed in rural areas. There is a need for a greater focus overall on demand-led provision; and to expand the range of vocational training provision and employment supports, to better fit with market demands and the current socio-economic context.

The lack of labour market forecasting and analysis by the PES is a particular weakness; such forecasting is needed at national, regional and county levels to improve the match between PES services and employment demands¹⁷. The lack of adequate systems for forecasting sectoral employment needs at national, regional and county levels means that the types of vocational training and employment incentives being provided may not match with the employment requirements. For example, the largest numbers of training courses provided by

¹⁷ Two strategic projects contracted within PA4 SOPHRD are planned to focus on labour market forecasting (SAPERE) and anticipating change in the labour market (ASC).



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the PES are in hairdressing (a total of 167 courses, across all counties), while currently there is only a very small number of notified vacancies for hairdressers. On the other hand, some Adult Regional and County Training Centres have very limited capacity for provision of IT training, which is an essential and generic skill for many occupations. Increased partnership and cooperation with employer groups, industry Sectoral Committees and regional and local bodies is also needed to ensure that the PES more effectively meets with and responds to employment demands.

A strategic and multi-faceted approach is needed to better match PES services with employment demands. This approach will require, for example: systematic identification of employment needs, improved correlation of employment and training programmes with regional and local needs; increased partnership with employers and the private sector to identify required skills and competences; analysis of the structure of notified vacancies, and the profile of unemployed registered with the PES. As previously identified in relation to improving the quality of PES services, the PA4 SOPHRD KAI and FDI eligible activities provide a potential opportunity to better improve the match between PES services and employment demands. These include elaboration/implementation of specific innovative methods for: strengthening labour market forecasting capacity; labour force recruitment according to the needs of employers; increasing the quality of work mediation services; and updating job demand/offer data bases to match job profiles. Such activities should be highlighted in future calls for project proposals.

2.5 Analysis of the relevance of the professional training of PES staff to the services provided by the PES (Sub-task 111a6)

2.5.1 Professional training for PES staff

The Centre for Staff Training in Rasnov (NCOST) has traditionally been the main channel for PES staff training. It was established under the coordination of the NAE, with responsibility for training of all PES staff. Training programmes for staff were developed and provided in six core areas (with approximately 40 modules), as follows: employment services management (procedures, applications); labour market (instruments for studying demand and



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supply); IT ; employment and training legislation; projects in employment and training; and financial management in employment and training

Up to 2009, training programmes were planned annually by NAE-NCOST, based on an inventory of identified staff competencies and training needs of staff at county levels. The Centre reported that design of staff training programmes in recent years was increasingly based on job analysis, and the training methods moved from the traditional pedagogical approach to specific learning methods adapted for adults. Training materials, designed and developed by the NCOST, were distributed to all PES units. In recent years NCOST training courses were increasingly delivered in the facilities of the PES Regional Training Centres for Adults.

Review of the training courses provided in 2007 and 2008 shows increased levels of provision in 2008, with 27 different types of modules provided in 2008, compared with 20 in 2007. However the amount of staff training was curtailed in 2009 (less than 100 staff received training in Rasnov Centre in 2009, compared with 1,173 in 2008), due to overall budget constraints in the PES; the numbers of trainers and tutors has also been reduced. There is no overall budget for staff training in 2010, but some training has been provided in 2010 within the context of PA4 (KAI 4.2) SOPHRD projects. This included IT training, project planning, training in employment counselling, and study visits.

2.5.2 Priority staff competencies and training needs

In 2010 there was 2810 staff employed within the PES system¹⁸; the great majority (88%) of whom were employed in the County Employment Agencies. Many of these have considerable year's experience of working in the system. However, due to staff turnover, and budget cutbacks there are many staff, particularly young new entrants who have not received adequate formal staff training, necessary to cope with the increasing diversity of clients and needs in their daily work situations.

The views of senior PES personnel at central, regional and county levels on the priority competencies and training needs of staff were sought as part of the fieldwork research for this

¹⁸ Data supplied by NAE, May 2010



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evaluation..There is an overall perception that significant staff training and development is required, particularly for staff in CAE's. Such staff requires a range of transferable and integrated skills to enable them to work effectively on both active and passive PES measures, and to interact effectively with clients (employers, jobseekers and unemployed). Staff in Regional Adult Training Centres requires upskilling in training methodologies, and competency in project management. Key perceived staff training needs and competencies are shown in the following chart.

Figure 2.3 Perceived key training needs and competencies of PES staff

Target staff	Training need/competency
PES staff in County Employment Agencies	Vocational/employment guidance;
	Mediation (job matching) skills
	Communications skills for liaising with employers and external organizations (such as local authorities, community organizations and NGOs).
	Customer service skills
	Information Technology
	Competency development in dealing with the more complex needs of disadvantaged and vulnerable clients.
	Project management skills; also skills in developing projects and writing project proposals.
Regional Adult Training Centres	Use of new technology in training; and trainee-centred learning approaches
	Managing and monitoring of externally contracted service delivery and providers.
	Project management skills; also skills in developing projects and writing project proposals.

Senior PES staff also identified a need to ensure meaningful accreditation and certification of the courses undertaken by staff (within SOPHRD Projects and in NCOST courses), and for accreditation of prior experience and learning of staff. Accreditation and certification of such training would ensure that the skills and experience of PES staff that may be forced to leave



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the PES system due to budget cuts, can be retained through their ability to work within the private employment/training market sector. Likewise senior PES staff suggested that increased consideration should be given to opportunities for joint-agency cooperation in staff development.

2.5.3 Staff training needs identified within the KAI 4.2 SOPHRD

The six projects contracted (up to 31 December 2009) under Priority Axis 4.2 are currently the main potential channel for PES staff-training. These three strategic projects and three grant projects seek to address perceived priority training and development needs of PES employees. The range of contracted KAI 4.2 projects includes a strategic project to develop an overall strategy for innovative staff training within the PES (RATIO L3). The staff training and development needs to be addressed in the projects are:

- competencies in vocational guidance;
- training in development of personal employment plans for unemployed people;
- training in Quality Assurance to improve organisational performance and standards;
- customer service training;
- project planning.

The three strategic projects for staff training are being developed and implemented at NAE central level, while the grant projects are being undertaken by County Employment Agencies. An outline of these projects is presented in Figure 2.4.

Figure 2.4 .Contracted projects under KAI 4.2 – Training of PES staff

Type of project	Beneficiary	Nature of project
Strategic	NAE	SCOP - Specialization of the Vocational Guidance Advisers
Strategic	NAE	COMPROF – Increasing the professional competencies of PES staff to provide personalised services to job-seekers, including unemployed and vulnerable groups.
Strategic	NAE	RATIO L3: analysis, development, conjecture, testing, evaluation and shaping of an innovative Strategy on Continuous training for staff of the Public Service Employment Office



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Type of project	Beneficiary	Nature of project
Grant	Mehedinti CPEA	Strengthening the capacity of the Public Employment Service (SPO) of the region to plan projects and deliver customer-centred services.
Grant	Sibiu CPEA	Modernization of Public Service Employment-SPO Staff training – “Excellence in Employment”
Grant	Vrancea CPEA	Quality, Efficiency and transparency in public employment services

2.5.4 Evaluators’ assessment

Our assessment is that ongoing development of its human resources capacity is essential for the modernization of the PES. However due to budget constraints there has been little staff training provision in the past eighteen months, with the exception of some training provided within the SOPHRD projects. Increased opportunities for training and development of PES staff are needed, particularly for front-line staff in Employment Agencies. The projects contracted under the SOPHRD KAI 4.2 are currently the main potential source for development and further training of PES staff.

The approved strategic projects for staff training in KAI 4.2 should considerably enhance the development of competencies and facilitate the development of training courses focused directly on meeting the needs of clients more effectively. The focus, through these projects, on developing a strategic approach to staff training, on provision of professional personalized vocational guidance to unemployed and job seeker PES clients is particularly welcome. However these projects are all at a very early stage of development and some were delayed or postponed in order to resolve project management issues. Every effort should be made to ensure the implementation of these projects¹⁹.

In the longer term consideration should be given to use of e-learning in staff training, and development of links with relevant international e-learning networks. The opportunity for development of an accredited diploma and degree programme specifically for staff working in employment services should be considered as part of an overall strategy for staff

¹⁹ Since this evaluation was completed conditions relating to payments for project management and human resources in currently contracted and future PA4 SOPHRD projects have been addressed by the NAE IB and MA.



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development; such a programme would credit prior experience, and should include a combination of distance learning and workshops.



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2.6 Relevance conclusions and recommendations

Overall conclusions and recommendations for each of the four evaluation activities related to assessment of Relevance are presented in Table 2.4.

Table 2.4. Conclusions & Recommendations on PA4 Relevance by Evaluation activity, Target, and Time-frame

Eval. Activity	Conclusions	Recommendations	Targeted at	Time-frame (S, M, L) ²⁰
111a2	1 Almost all Eligible Activities (EAs) in the FDI PA4 remain relevant and many have become even more relevant to the modernization needs of the PES. PA4 SOPHRD Projects focused on active labour market measures (e.g. information, guidance and counselling) are now more relevant and necessary	Projects related to design and development of active labour market measures (ALMP's) should be prioritized, in future PA4 calls for proposals and evaluation and selection of projects.	NAE IB & MA	S
	2 The EA lists are too detailed and not organized in coherent categories.	The list of FDI eligible activities for PA4 should be redesigned; a reduced list of possible activities within broad categories should be developed.	MA, & NAE IB	L

²⁰ S – short; M – medium; L- long



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Eval. Activity	Conclusions		Recommendations	Targeted at	Time-frame (S, M, L) ²⁰
111a3	3	Socio economic changes have impacted heavily and negatively on the PES due to increased number of clients and cuts in budget and staffing levels. The changed socio-economic situation has caused a decrease in overall scale and quality of services. There is less focus on active labour market measures and the scale of personalized and a specialist guidance service being provided is small.	Review and prioritise PES active labour market measures.	Ministry of Labour & NAE	M
	4	The full range of PES activities and services (registration, information, guidance, training, employment supports) are more relevant and necessary (particularly for unemployed persons) due to the worsened socio-economic situation and increased number of job-seekers and unemployed.	PA4 SOPHRD to be used to enhance PES capacity to provide additional vocational training and employment supports for unemployed and job seekers.	NAE & NAE IB	S



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Eval. Activity	Conclusions		Recommendations	Targeted at	Time-frame (S, M, L) ²⁰
	5	Additionally, there is a need for the PES to develop a targeted employment support programme for the those most distant from the labour market (e.g. inactive persons in rural areas, people with a disability)	Use the PA4 SOPHRD to design, develop and pilot a targeted PES employment support programme for unemployed, disadvantaged and vulnerable groups, and inactive persons.	NAE & NAE IB	M
111a4	6	Existing PES services are not currently well matched with the employment needs of unemployed persons and job-seekers	The PES should engage in labour market forecasting to support its strategic role.	NAE & Ministry of Labour	M
	7	PES services not currently well-matched with employer needs; this is due to lack of labour-market forecasting and capability issues.	PES to also engage in short-term and more regional/localized labour market forecasting.	NAE & CAE's	M
			PES to actively engage in increased partnership with employer and other relevant groups to more effectively meet employment demands	NAE, CAE's, Employer Groups	M



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Eval. Activity	Conclusions		Recommendations	Targeted at	Time-frame (S, M, L) ²⁰
111a6	8	<p>Continuous training and upskilling of PES staff is critical to respond to increased demands resulting from changed socio-economic situation.</p> <p>The contracted projects in KAI 4.2 of the SOPHRD are the main potential source for training of PES staff due to cut in PES own staff training budget.</p>			
	9	<p>Continuous training for staff in CAE's is a priority, to more effectively meet clients' needs (e.g. unemployed, job seekers and employers).</p>	<p>Prioritise training for front-line staff in County Employment Offices, within the context of a strategic plan for PES staff training.</p>	NAE & CAE's	S
	10	<p>The projects within KAI 4.2 SOPHRD could make a significant contribution to addressing priority staff training needs.</p>	<p>Ensure all contracted SOPHRD KAI 4.2 projects 'to enhance PES staff capacity' are implemented, and that the available funds are absorbed.</p>	<p>NAE NAE IB & Project Promoters</p>	S



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3. EFFICIENCY

3.1 Introduction

Two evaluation activities address PES efficiency as follows:

- An analysis of the efficiency of the services provided by the PES in the present socio-economic context (IIIa3/IIIa5).
- A comparative analysis of the efficiency of services provided by the PES in comparison with similar services provided by private organizations (IIIa4).

The evaluators' findings and assessment for each of these evaluation activities are first documented in this section. Conclusions and recommendation for both evaluation activities are then presented.

3.2. Analysis of the efficiency of PES services in the current socio-economic context

3.2.1 Introduction and context

The range of PES services has already been outlined in Section 2 of this report. For this evaluation activity the focus is on reviewing the efficiency of PES active labour market services. The current PES management information system does not provide specific information on the relative cost-efficiency of individual active measures; the following analysis is therefore based on available data from the NAE Activity Report, Annex and Budget execution; 2009 is used as a reference year. To supplement this review of efficiency the PES (internal) performance indicators and achievement of targets are also reviewed.

3.2.2 Overview of PES budget and expenditure

The economic crisis has had a complex impact on PES activity. Firstly, it has affected the unemployment budget; the PES had a deficit of 1.3 billion lei (aprox. 308 million euro) at the end of 2009. According to the 2009 Activity Report, the unemployment budget was not sufficient to finance all the activities planned in the employment and training plans, together



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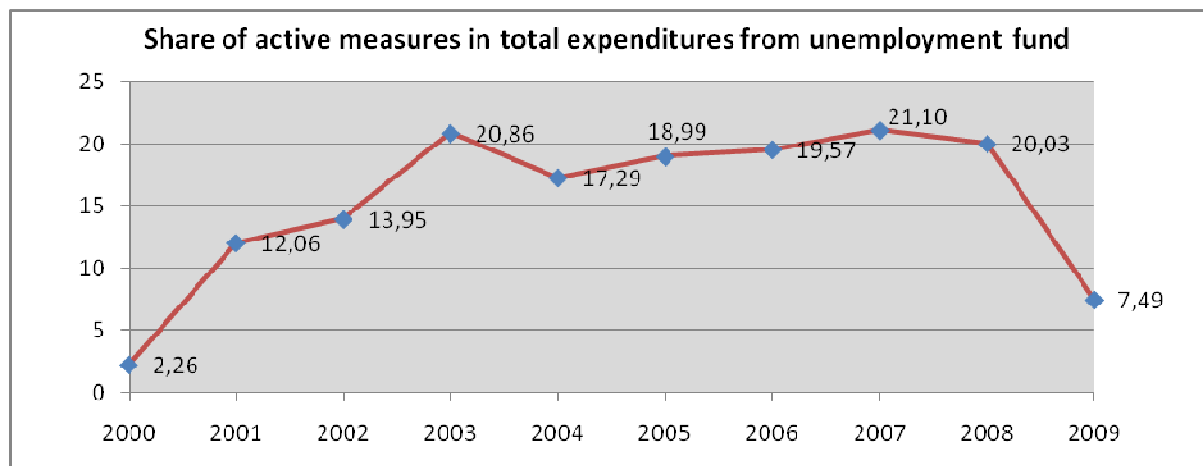


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with those related to the management of the fund. Only major obligations were financed, with maximum savings achieved for expenditures under the heading *Goods and Services*²¹.

The PES had the same budget in 2009 as in previous years to implement a range of active measures (0.04% of GDP in 2009). A further indicator of the PES financial situation is the active measures expenditures' share of the total expenditures from the unemployment fund. As presented in the chart below, in 2009 the share was significantly lower than in previous years, reaching the lowest value in eight years (approx. 7.5%).

Figure 3.1. Share of active measures in total expenditures from unemployment fund (2009)



Secondly, the economic crisis has significantly increased the number of PES clients. In 2009 social protection measures had to be increased significantly because of the sharp increase in the number of job seekers receiving unemployment benefit, while the budget for active labour market measures had to be significantly reduced. The economic difficulties also caused changes both in the profile and needs of PES clients compared to those of 2007 and 2008, as has been already referred to in Section 2.

3.2.3 Overview of PES expenditures: structure and value

A measure of PES efficiency can initially be obtained by looking at the main headings of the expenditures from the unemployment budget. The main PES cost categories, based on the NAE 2009 report and the Budget 2009 description, are presented in Table 3.1. Almost two

²¹ NAE Activity Report 2009, p. 33.



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thirds of the expenditures relate to social assistance costs (social assurance and social support), a share that indicates a focus on passive measures. This suggests an alternative perspective from which to evaluate the efficiency of the PES services: that for these measures it is not the PES that should be evaluated, as the decisions for underlying social assistance policy (e.g. groups, amounts, and types of allocation) are made at a higher level. The relatively low share of *personnel costs, salary claims, capital and loans and goods and services* can also be observed in Table 3.1. The high share of the *transfers between public bodies* (20.7%) is also evident; this refers to employment services that are provided by other public bodies.

Table 3.1 Main categories of expenditures from unemployment budget (2009)

Expenditures categories	Expenditures (thou. LEI)	% of total
Social assistance	961,000	59.6
Goods and services	63,000	3.9
Subsidies (Training, job creation)	4,450	0.3
Personnel	119,010	7.4
Capital and loans	31,000	1.9
Salary Claims	97,466	6.2
Transfers between public bodies	333,604	20.7
Total		100.0

3.2.4 Outputs of expenditure

PES expenditures may have enabled a substantial number of people during 2009 to become employed. As shown in Table 3.2, almost 300,000 people, obtained a work contract (two thirds on unlimited time), facilitated by the PES through various methods.

Table 3.2 Persons exiting unemployed status by main categories of reasons (2009)

Main reasons for losing unemployed status (within PES)	No. of persons
Obtained unlimited time contract	203,491
Obtained limited time contract	82,756
Other situations: emigration, retirement, maternity leave, unjustified refusal of a job/training, failing to show for visa etc.	60,297



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Main reasons for losing unemployed status (within PES)	No. of persons
No new requests from unemployed after finishing benefit period	72,433
No new requests from unemployed not receiving benefits	343,363
Total	762,340

The total number of registered unemployed who did not renew their requests for a job in 2009 was 415,796. This large number of individuals, who had finished the benefit period or were not receiving benefits, and who did not make new requests is a matter of concern. In general these individuals were probably in one of the top three categories listed in table 3.2 but it also suggests a potential category of discouraged, long-term unemployed, no longer registered in public files. The absence of information on this large category of clients represents one of the main barriers in assessing the efficiency of the service and draws attention on the need to foster the PES capacity for collecting and promoting relevant labour market data²².

Besides assisting job seekers, the PES is also an interface between employers and candidates with relevant qualifications; therefore a second measure of the efficiency of its services is related to *the degree to which notified job vacancies are filled due to PES intervention and with what costs*. Unfortunately, the job-mediation/matching services are currently reported only according to the number of unemployed inserted on the labour market and not by the share of filled vacancies following specific active measures; such data is required to measure the efficiency of PES active labour market measures.

Measures aimed at *decreasing the risk of the employees becoming redundant* and their costs are other indicators of efficiency. Employer-subsidy expenditures were very low. Also pre-redundancy services, such as information sessions regarding the legal framework of unemployment and the services available, and assistance with job placement or training have been offered to only a limited group compared with the identified needs. This is particularly

²² Labour market information (LMI) includes statistics on registered unemployed (broken down by age, education levels, health condition, gender, and special client groups), the number of registered vacancies, sector-specific data, labour market trend reviews, and forecasts of skills requirements (often based on surveys of employers). It can also include wage and salary data, and information about training providers, potential employer lists, conditions of employment, and so on (cf. *Career Guidance in Europe 'Public Employment Services*, p. 34)



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evident in regard to PES ‘professional reconversion services’; only 1500 persons benefited from these services, as indicated in the table *Key-services provided by PES and their results (2007-2009)*. This figure is far from the current needs of employees and employers and an example of how underfunding affects the efficiency of PES.

Profile of the unemployed

Before having a closer look at the efficiency of other active measures, it is worthwhile also to explore the situation of *persons becoming registered as unemployed in the reference year (2009)* since this offers an insight into the scale of the employment services required (Table 3.3).

Table 3.3 Persons obtaining unemployed status, by main categories of reasons (2009)

Main reasons for becoming registered as unemployed (within PES)	No. of persons
Redundancy (collectively or individually)	447,778
Reactivation of financial support rights	52,752
Re-applications for a job	212,846
Graduates	61,505
Unemployed not receiving benefits soliciting an official document for obtaining the minimum income	124,676
Other situations	168,725
Total	1,068,282

In December 2009 more than 700,000 unemployed persons were registered with the PES. This included those registered unemployed and job seekers, no longer in receipt of benefits but still registered by the Agency. For the whole year PES services registered over one million persons as unemployed, more than half of them unemployed for the first time. The largest categories of newly unemployed are those made redundant collectively or individually and young graduates (school leavers) wishing to enter the labour market. The services offered to these categories are the most important in evaluating the efficiency of PES, in general, and of active measures in particular.



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3.2.5 Cost efficiency of active measures

The NAE in fieldwork for this evaluation acknowledged that cost-efficiency measures are not used in assessing the NAE budget and programme. An attempt was made by the NAE to obtain such indicators in 2008 but it was not finalized as results were inconclusive. Nonetheless there are some active measures for which the number of persons benefiting and the associated costs are known²³ and these are presented in summary form in Table 3.5. The measures included in Table 3.5 are: *beneficiaries of information and guidance services; professional training; incentives for employers to hire young graduates; people hired with limited duration work-contract* and *pre-firing services*. In regard to ‘beneficiaries of information and guidance’ the financial expenditure is estimated due to the fact that this heading in the expenditures budget is loosely defined as *counselling* and *career assistance* and could include other activities.

Table 3.5 Expenditure on specific PES active employment measures from Unemployment Fund (2009)

PES active measure	Number of persons/services	Expenditure (LEI)	Expenditure per person /service *
Information and guidance (through territorial agencies and private providers)	762,164	1,4127,95 (est.)	1.9 (est.)
Professional training	33,184	20,460,545	616.6
Incentives for hiring graduates of educational institutions	10,662	51,179,163	4,800.1
People hired with limited duration of the work contract	70,246	32,233,079	458.9
Measures for unemployment prevention (collective pre-redundancy services)	150,550	767,919	5.1

*To first decimal place.

In terms of cost-comparisons, a good efficiency from the perspective of input/output indicators is evident in respect of collective pre-redundancy services and training activities, while the incentives for hiring graduates (school-leavers) raise some questions, especially in

²³ See Annex 6, Table A6.2;



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relation with their net benefit/impact. Due to reasons already mentioned, the information and guidance services are difficult to evaluate from the perspective of the efficiency.

The analysis identifies an average cost of training in 2009 as 150 Euro per trainee (617 LEI); this is close to that identified in other evaluations. The ex-post evaluation of PHARE 2000 HRD Program²⁴, taking into account expenditures related to trainer remuneration (for their actual training activity) and the expenditures paid for preparation of training modules, indicated that the average cost of the training courses per participant amounted to EURO 210.

Benchmarking with average European expenditures on ALMPs

From a European perspective, it is noted that Romanian PES services are included in the category of *new member states* from Central and Eastern Europe that are characterised by the following features²⁵: difficult working conditions; low socio-economic security; low rates of participation in training; high long-term unemployment; and low levels of productivity;

Within this context, Romanian expenses on PES differ significantly from European averages. Traditionally spending on ALMP's is monitored through six categories: training, job rotation/sharing, employment incentives, supported employment and rehabilitation, direct job creation and start up incentives. At EU aggregate level, training absorbs around one third of the resources. It includes: workplace training, institutional training (that is provided by a school, college, training centre, etc) and special support for apprenticeship. Employment incentives constitute the second most popular measure with an allocation of one fourth of total resources²⁶.

In the absence of specific costs standards both at national and European levels, the accountability of PES services could be significantly increased by recording all categories of expenditures, disaggregated by sub-types of measures. Also, this could provide PES management with an additional basis for setting target values linked with the current economic difficulties.

²⁴ *Ex-Post Evaluation of the Pre-ESF 2000 HRD Grant Scheme*, Romanian National Observatory, Institute of Education Sciences, Bucharest, 2006.

²⁵ See for details Begg et al. *Medium term employment challenges*, Center for European Policy Studies, 2010.

²⁶ See for details Begg et al. *Medium term employment challenges*, Center for European Policy Studies, 2010, p. 42.



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3.2.5 PES performance measurement

Another way to evaluate the PES efficiency is to study the mechanisms in place for performance measurement. Following a European trend the PES in Romania developed a range of performance indicators; these are outlined in the Contract-Commitment concluded between MoLFSP and the NAE, based on the objectives set in the Annual Employment Program. Similar contracts, containing specific performance indicators, are signed by the NAE with each of the 42 county agencies. The indicators address different target groups, including unemployed persons, jobseekers, persons with special needs, employed at risk of unemployment and other vulnerable groups. The indicators, targets and their achievement rates for 2009 are shown in Table 3.6.

Table 3.6 PES Indicator targets and achievement 2009

Indicators ²⁷	Target	Achieved
	%	%*
1. Percentage of jobseekers registered with the PES that benefit from personalized services packages.	60	50
2 Employment rate of the vacancies announced by employers and registered with ANOFM.	75	81
3. Employment rate for all ANOFM registered jobseekers.	40	25
4. Participation rate of unemployed to training sessions	15	7
5. Participation rate for long-term unemployed in active measures:		
5a. Youth	25	25
5b. Adults	20	20
6. Participation rate of unemployed in active measures.	70	86
7. Participation rate of unemployed aged 50 years old in employment incentives active measures.	70	84
8. Participation rate of unemployed with primary, secondary and vocational educational level, in employment incentives measures.	70	77
9. Percentage of unemployed, registered with PES, benefiting from information, counselling and professional guidance.	50	63

²⁷ The values for indicators are worked out based on the number of persons registered with PES.



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Indicators ²⁷	Target	Achieved
	%	%*
10. Percentage of persons with special needs, registered with PES, benefiting from information, counselling and professional guidance.	50	57
11. Employment rate for participants in active measures :		
11a. Within 3 months from participation in active measures.	20	24
11b. Within 6 months from participation in active measures.	26	28
12. Participation rate of unemployed youth in active measures within 4 months from registration.	100	80
13. Work placement rate for the graduates of vocational training programs, within 6 and 12 months from graduation.		
13a. Within 6 months from the graduation.	20	22
13b. Within 12 months from the graduation.	50	48

* To nearest percentage.

Analysis of the performance indicators for 2009²⁸ shows that while the majority of targets were met, four types of indicators were not reached: *percentage of ANOFM registered jobseekers benefiting from by personalized services packages, employment rate for all ANOFM registered jobseekers, participation rate of unemployed in training sessions, participation rate of unemployed youth in active measures within 4 months from registration.*

As indicated in the NAE Activity Report 2009 and also by PES personnel in the evaluation fieldwork, there has been a decline in the rate of achievement of indicator targets between 2007-2009. This decline is due to the negative influence of socio-economic factors, changes in the labour market and scarcity of funding for active measures in 2009. The overall list of indicators and the target values therefore needs to be revised, and should take into account the different uses of these indicators, previous performance, and other relevant data available on short term socio-economic development.

²⁸ NAE Activity Report 2009



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3.3. Evaluators assessment

It is only possible to partially answer the question on the efficiency of PES services, as the required data is not available within the PES. While most of the PES's internally-set target values are reached, they in most cases relate to outputs and such indicators do not permit efficiency to be evaluated in respect of results. Distinctions between the direct and indirect contributions of particular services (e.g. counselling, training, and mediation) to employment are often overlooked in PES planning/reporting. Usually a range of factors account for a successful insertion into the labour market but the PES currently lacks the data to understand the role of its own interventions. Only by collecting this type of data, and linking it with other resources/costs covered by employers or the unemployed, will it be possible to evaluate more accurately the efficiency of any one measure.

Under current difficult socio-economic conditions, the quality of the services offered by the PES is under threat and it is essential to ensure an optimum relationship between costs and impact. Management should be constantly concerned to develop tailored strategies and tools for promoting a culture of *best value for money*.

Some of the most important barriers to efficiency of the services provided by PES at county level (as identified in the fieldwork for this evaluation) are related to PES's human resources capacity: For, example, the shortage of personnel in county agencies together with the increasing number of clients is reducing the opportunity to provide integrated, personal service/assistance; and increasing workloads, together with decreasing salaries is leading to de-motivation and turnover of personnel. Human resources capacity plays a key role in assuring the efficiency of the measures and further planned cuts in staff numbers will present additional challenges for the PES.

Performance indicators and targets for staff should be re-designed within a wide consultation process, and new support measures for staff should be promoted in order to prepare them for the current challenges. Collection of performance statistics should be improved, including, for example, the average number of staff per local office, geographical area per office (square km), dependent employment and average stock of job seekers per staff member.

Finally, a harmonisation of the categories/sub-categories of services for monitoring of interventions, expenditures and results should be considered. The PES should regularly



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provide general data on expenditure on the following; the active labour market programmes, PES and related administrative expenditures, unit costs per dependent employee, per vacancy, and per placement. Likewise, the PES should evaluate the costs/outcomes and costs/results ratio for each type of active measure used annually, based on its own documented trends and forecasts.

3.4 Comparative analysis of the NAE services with similar services provided by private organizations (Sub-task IIIa4)

3.4.1 PES framework for service delivery

The PES mission and services are defined by the legal framework: The Law No. 76 / 16.01.2002 concerning the system of unemployment insurance and stimulation of employment, in force at the date of 3 January 2008, as updated through modifying legal acts published in the Official Journal of Romania by 31 December 2007. The employment services are defined in this legal act and further defined in a number of Laws, Government Decisions and Ministry Orders. The delivery of the range of employment services is not restricted to PES. Other public providers and private (both non-profit and commercial) providers are allowed to offer employment services. Such organizations must include, as part of their mission and legal object of activity, contributing to the prevention of unemployment, or to support the quality of employment, value-added and number of jobs (in order to comply with the logo" sustainable economic growth with more and better jobs and greater social cohesion").

As a result, the range of private companies and NGO's registering various employment services in the scope of their activities is relatively broad. The employment services provided both by PES and by other providers cover most of the services in accordance with the definitions in the Law 76/2002; these include the following: active employment measures; pre-redundancy and outplacement services; recruitment and career counselling; labour mediation; vocational information and training; job-matching and jobs-brokering; and apprenticeship training programs. It also includes support to companies for upgrading their



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human resources for better adaptation and flexibility and notification of vacancies in the EU and support for migrant workers.

In practice, most private employment services provision are mostly focused on supporting companies, public entities to adapt and upgrade their human resources and for assisting their employees to improve their skills and qualifications, whereas, the employment services delivered directly by PES are mostly focused on the job-seeker and unemployed target group.

3.4.2 Employment services activities by private providers

Private providers' income comes from fees charged to client organizations or training / consultancy fees paid by individuals. The prices for provided services are set by the market and they are sensitive to the quality of services, added-value for customers, and effectiveness in providing benefits to clients (e.g. access to better jobs for individuals, improved competitiveness for companies, and accomplishment of their mission for NGOs). Some services are partly subsidized from public funds: for instance, previous PHARE funds and currently the HRD SOP co-finance a broad range of services offered by public and private organizations. The State Aid Schemes for Employment and for Training, launched by HRDSOP MA in 2009 as part of the crisis alleviation measures, provide subsidies for companies in order to support their survival and competitiveness.

In addition to market requirements, the quality of the services provided by the non-PES public and private sector is ensured through a range of accreditation and quality assurance mechanisms. The criteria of authorization and accreditation are valid for any provider, be it PES, or non-PES public, profit or non-profit private providers.

3.4.3 PES training service delivery outsourced to private providers

Currently, in line with the legislation, the PES outsources some of its service delivery on a contract basis to private companies. Vocational training is the service that is most outsourced to private providers by the PES. The NAE 2009 Draft Activity Report indicates 17% of training is provided directly by private providers, compared with 42% by Regional Training Centres and 41% in County Training Centres. However the proportion of training delivered



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by private training contractors is significantly higher than the 17%, as much of the training organised by County Agencies and Regional Training Centres is delivered on an outsourced contract basis by private providers. These trainers are selected on the basis of an annual public tender for delivery of services. In most counties training is provided through a combination PES direct provision and outsourced private provision. However, all of the training provided in Bucharest Region and Ilfov and Arad counties, is currently outsourced to private providers; the PES does not have any training centre in Bucharest city districts. The NAE training plan for 2010 indicated that in 34 counties the CAE would invite private providers to tender for subcontracting services.

To provide training on behalf of the PES, providers must be authorised by the Ministry of Labour, Family and Social Protection (through registration with the National Council for Adult Vocational Training), whilst companies providing information and vocational counselling and /or Labour Mediation (on the domestic market) must be authorised by NAE. The official list of training / consultancy providers and of their authorized programmers is published on the website of the National Qualifications Authority. The trainers hired for services delivery should be certified in accordance with CNFPA requirements.

Based on meetings during the evaluation fieldwork, private providers of training services on behalf of the PES, evaluation, see themselves as being more 'efficient' due to having specialized trainers with relevant industry or sector experience. They were critical of many aspects of the PES contractual system and requirements. Key concerns expressed were as follows: lack of freedom regarding the training curriculum and the training methods; lack of clarity concerning the respective roles of the County Employment Agencies and the Regional Training Centres (RTCs) in the management and monitoring of externally contracted training; RTCs are also seen as competing with private providers, as they are increasingly offering training places to fee-paying trainees. The private providers view this as unfair competition, as the publicly-subsidized centres can under-cut the prices charged by private providers.

The employer representatives that participated in the evaluation fieldwork viewed private providers of training services as currently being more attentive to quality assurance (relating to knowledge, skills and attitudes than the public providers of such services. The national education and training agencies indicated that quality standards were similar for both public



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and private providers at the lower qualification levels (1 and 2), but that quality standards were higher amongst the private providers for training courses offered for higher levels of qualification.. Both employers and union representatives indicated the benefit of use of private providers in providing training services to rural populations, and also in skills and occupations not catered for by the PES centres. The provision of specialist guidance services by private providers on behalf of the PES is welcomed by external stakeholders. However the scale of provision to date is very limited and should be expanded to meet the needs of those unemployed and job-seekers clients who are most distant from the labour market and need additional supports to assist them in gaining employment.

3.4.4 Evaluators' assessment

The evaluation research has identified that certain employment services are provided similarly by both the PES, by commercial companies and by NGOs in Romania. Likewise the legislation underpinning the PES provides for the involvement of private operators in delivery of some of the services. Job-mediation and recruitment is a key employment service that is provided by private agencies and the PES. Private recruitment agencies provide more specialised services and are more advanced in terms of use of IT for service delivery than the PES; and can therefore provide a more efficient service to employers and job-seekers, on a fee-paying basis. However the PES job-mediation service is provided free of charge, and is more focused on placement of unemployed persons into jobs and therefore assisting those who are more distant from the labour market to access employment. There is potential for greater cooperation between the PES and the private recruitment sector; such cooperation could be of benefit to both parties. Traditionally the private agencies and the PES have served different client groups of job-seekers. Private providers of employment services mostly focused on recruitment for higher level skill vacancies; while the PES job matching services primarily focus on assisting unemployed and unskilled persons to find employment. However there is increased overlap in their target groups in recent years due to the increased number of unemployed persons and their changed profile.

Private providers already play a role in the provision of public employment services in Romania. There is currently a well established system of outsourcing PES vocational training



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services to private providers. Vocational guidance services are also outsourced to private providers but on a much smaller scale; similarly the extent of involvement of private recruitment firms in mediation/ job-matching and job-placement on behalf of the PES is small-scale.

Outsourcing of services such as vocational training, guidance and recruitment has a number of advantages for the PES. These include the ability to provide an increased volume of activity for an increased number of clients, on a wider geographic basis; improved capacity to respond to short-term needs; and provision of services that the PES may not itself have sufficient capacity to provide directly (e.g. professional employment guidance and counselling; skills training in specific occupational sectors; business advisory services). Private training providers can also be used to provide training in locations, not currently served by the existing network of public training centres (e.g. in rural areas). Such training services can be provided by locally-based NGOs, as well as by commercial private providers. However a perceived disadvantage is the ability to monitor and control the quality and quantity of the work done by private companies; also the necessary public procurement process for outsourcing can cause delays in start up of planned activities.

The increased use of private providers is beneficial to the PES, and will be increasingly required to meet growing demands for services. There is recognition in the PES of the value of cooperating more with private providers in recruitment, due to the added-value that can be brought through their specialist services. Similarly private employment agency providers perceive benefits that could result from increased cooperation with the PES. There is a need for the PES to be more pro-active in the development of partnerships in recruitment both with commercial companies and with NGOs.



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3.5 Efficiency conclusions and recommendations

Key conclusions and recommendations for Efficiency evaluation activities IIIa3 and IIIa4 are outlined in the following table.

Table 3.7 Key conclusions and recommendations on efficiency evaluation activities

Eval. Activity	Conclusions	Recommendations	Targeted At	Time-frame (S, M, L) ²⁹	
IIIa3	1	Assessment of the efficiency of PES services is constrained by the absence of internal management information (e.g. on costs of individual programmes, on job-placement). Better indicator and performance –measurement data on PES employment & training services is required.	Generate better indicator & performance-measurement data on PES employment and training services. Harmonise categories/sub-categories of services to enable monitoring of interventions, expenditures and results.	NAE, & CAEs	M
	2	Improved management data on staff performance (e.g. to monitor case-loads and work-loads) in Employment Offices is also required to measure efficiency.	Collect and analyse relevant internal indicators and statistics on staff performance.	NAE & CAEs	M

²⁹ S – short; M – medium; L- long



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Eval. Activity	Conclusions	Recommendations	Targeted At	Time-frame (S, M, L) ²⁹	
IIIa4	4	PES and private providers of employment services mainly serve different client groups; but some services are provided by PES and non-PES employment agencies. Private employment services providers do not serve all regions, or all categories of job-seekers/unemployed. Private agencies are more efficient in use of on-line facilities.	PES to be more pro-active in developing partnerships with private recruitment agencies and NGO's in job mediation activities.	NAE & CAEs	
	5	Increased use of private providers is beneficial to the PES, and will be increasingly required to meet growing demands for services.	Increase the level of outsourcing to specialist providers of guidance services for those clients most distant from the labour market (e.g. inactive persons in rural areas).	NAE, CAEs & RTCs	
	6	There is a need to assure the quality and standard of PES services outsourced to private providers.	Improve and standardise the system for monitoring all employment and training services provided by private providers.	NAE, CAEs & RTCs	



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4. EFFECTIVENESS

4.1 Introduction

The Terms of Reference required that effectiveness be reviewed in respect of one evaluation question, namely: **analysis of the degree to which projects financed by PA4 contribute to the achievement of established PA4 objectives and indicators (sub-task IIIa.1)** To respond to this requirement, the contracted projects (to 31st December 2009) are first reviewed in this Section in line with the objectives established for PA4; the projects' achievements against predefined target indicators are then reviewed. Internal and external factors that influence the achievement of objectives and targets are discussed. Finally conclusions and recommendations are presented in tabular format.

4.2 Overview – PA4 aim, objectives and contracted projects

4.2.1 PA4 aim and objectives

According to the SOP HRD/ FDI SOP HRD, Priority Axis 4 aims to increase the quality and the efficiency of the PES services in order to:

- better reconcile offer and demand on labour market;
- ensure a more personalized approach to job-seekers and those who belong to vulnerable social groups;
- raise the level of client satisfaction and to better identify clients' potential;
- increase the vocational competencies of personnel involved in the provision of these services;
- improve co-operation of PES with other organizations operating on the labour market and with local public authorities, training/education providers as well as to provide high quality career guidance.

Two PA4 key areas of intervention (KAI) are specified in the SOPHRD and FDI SOPHRD: KAT 4.1 strengthening the PES capacity to provide employment services, and training of PES staff. Four operational objectives are specified to support the achievement of the PA4 aim. These objectives for KAY 4.1 are to improve and/or increase: the range of employment



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services provided for PES clients; monitoring and evaluation of the impact of the active employment measures; PES forecasting capacity on labour market trends; and the operational objective for KAY 4.1 is the level of vocational competences of PES staff.

4.2.2 PA4 Contracted projects

Following four calls for proposals, in 2008 and 2009, nineteen projects were contracted by end December 2009, the cut-off date for this ad hoc evaluation. All nineteen projects were contracted between March and August 2009. Eleven of the nineteen projects are strategic projects, while eight are grant projects. The strategic projects were contracted at NAE central level, while the contracts for grant projects were concluded with County Agencies for Employment. The majority, (12 of 19) of contracted projects are within KAI 4.1 *‘strengthening PES capacity to provide services’*, while seven are focused on KAI 4.2 *‘training of PES staff’*. The distribution of the contracted projects by KAI and type of project is shown in table 4.1.

Table 4.1: Number of PA4 contracted projects (to 31st December 2009) by KAI and type of project.

Pa4 KAI	Strategic projects	Grant projects	Total projects (by KAI)
4.1.	7	5	12
4.2	4	3	7
Total (by type)	11	8	19

The overall value of the nineteen contracted PA4 projects (31 December 2009) was 41.4 million euro; with twelve KAI 4.1 projects valued at 22.5 million euro; and a value of almost 19 million euro for the seven KA1 4.2 projects (Table 4.2). Details of the financial value of each of the individual PA4 SOPHRD contracted projects are presented in Annex 7: PA4 Contracted Projects and budgets.

The nineteen contracted projects had the potential to absorb two thirds (62%) of the allocated funding for 2007-2009. Within KAI 4.1 the contracted projects accounted for over half (53%)



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of the eligible funding allocation for projects, while within KAI 4.2 contracted projects accounted for almost 80% of the eligible funding for that component in 2007-2009 (Tables 4.2 and 4.3).

Table 4.2 – Allocation versus contracting for KAI 4.1 -Strengthening the PES capacity to provide employment services, 2007-2009

Year	Allocated value (ESF+PS ³⁰)	Contracted projects (ESF +PS)	
	M. euro	No. of projects	M.euro
2007	9.310.332	0	0
2008	14.432.429	0	0
2009	19.785.128	12	22,524,382.16
Total	42,527,889	12	22,524,382.16

Table 4.3 Allocation versus contracting KAI 4.2 Training of PES staff 2007-2009

Year	Allocated value (ESF+PS)	Contracted projects (ESF +PS)	
	M.euro	No. of projects	M.euro
2007	5.120.683	0	0
2008	7.937.836	0	0
2009	10.881.820	7	18,949,253.78
Total	23,940,339	7	18,949,253.78

4.3 Contribution of contracted projects to PA4 objectives

Based on analysis of data from the project application forms, we identified which of the four the Operational Objectives was to be addressed by each of the contracted projects; this is shown in Table 4.4. Further details of the nature and scope of each of the strategic and grant contracted projects that address each of the operational objectives are provided in Annex 8 Main Operational Objectives of PA4 contracted projects.

³⁰ Public Sources – Unemployment Insurance Fund



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Table 4.4 Operational objectives being addressed by Contracted PA4 projects as identified in projects' application forms

KAI	Operational objective	No. of strategic projects	No. of grant projects	Total No. of projects
4.1	1. Improving and increasing the range of employment services provided for PES clients;	4	4	8
	2.Improving the monitoring and evaluation process of the real impact of the active employment measures;	1	1	2
	3. Improving the PES forecasting capacity on labour market trends.	3	0	3
4.2	4. Increasing the level of vocational competences of the PES staff.	4	3	7

The majority of strategic projects indicate in their applications that they address one operational objective only. Three-quarters (8 of 12) of the contracted KAI 4.1 projects aim to address the operational objective of *improving and increasing the range of PES services*, with four strategic projects and four grant projects in this category. The *labour market forecasting* operational objective is to be addressed by three strategic projects; and the *impact measurement* objective is being addressed in two projects (one strategic and one grant). One strategic project (SAPERE) addresses two main operational operational objectives, the labour market forecasting and the impact measurement objectives. All seven KAI 4.2 contracted projects aim to address the operational objective of increasing the level of vocational competence of PES staff; four strategic and three grant projects.

Within the survey of the contracted projects for this ad hoc evaluation, project managers were requested to indicate which objectives were being addressed by their projects; their responses are shown in Table 4.5. A slightly different picture emerges from the survey results as in some cases, the project managers consider that their projects address more than one operational objective. For example some KAI 4.1 projects that aim to improve or increase the range of services for PES clients, also include staff training (KAI 4.2 objective) as part of



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their Work Plan; in other projects ‘increasing the existing PES services’ is a default objective and was added to the principal objective. Likewise, five project managers indicated that their project would address the objective of ‘improving the monitoring and evaluation process of the real impact of the active employment measures’, whilst only one project identified this as a main objective in the application form.

Table 4.6 Operational objectives reported as being addressed by projects, (based on survey of contracted PA 4 projects)

KAI	PA4 FDI Operational objective	No. of projects that address the operational objective
4.1	1. Improving and increasing the range of employment services provided for PES clients;	14
	2. Improving the monitoring and evaluation process of the real impact of the active employment measures;	5
	3. Improving the PES forecasting capacity on labour market trends.	2
4.2	4. Increasing the level of vocational competencies of the PES staff.	11

From the two different sets of analysis of projects and their objectives, it is evident that the contracted projects should contribute to the achievement of each of the four operational objectives; with the two broad operational objectives of ‘improving and increasing the range of PES services for clients’ and ‘increasing staff competencies’ being addressed by the largest proportion of projects. These contracted projects should therefore make a significant contribution to the PA4 aim of improving the quality of PES services; while the contracted projects to address PES forecasting and impact assessment capacity should address the aim of improving the efficiency of the PES services - providing that appropriate implementation conditions are met.



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4.4 Contribution of contracted projects to indicators

4.4.1. Achievement of indicators and targets

The FDI provides for *programme* indicators and *additional* indicators for both KAI 4.1 and KAI 4.2, as follows:

- The *programme* indicators are further defined as output and result indicators
- The *additional* indicators are defined as input, output, result indicators

Comparative review of these targets and indicators and the actual position as of 31 December 2009 shows a very low level of achievement for PA4 overall (Details in Annex 9 – Analysis of PA4 SOPHRD projects performance against targets). For example, for the output indicator “no. of supported employment agencies” the target value for 2009 (see the FDI) is seventy and the actual value achieved (cut-off-date 31 December 2009) is three.

Project results

As shown in Table 4.6, the main results achieved by the nineteen contracted projects (to 31 December 2009) are the elaboration of brochures, leaflet and posters; training of staff, and study visits.

Table 4.6 Actual Results³¹ achieved by the 19 projects funded from PA 4 (KAI 4.1+KAI 4.2)

Results	Achieved values
Trained staff	225
Staff participants in study visits	90
Studies and researches for collecting info on staff training needs	12
Employment agencies supported(no)	3
Analysis and forecasts on labour market	1
Visibility campaigns/ actions	12
Research studies for PSE modernisation	1
Strategies on staff training and training programmes developed.& implemented	2
Brochures, leaflets, posters elaborated	2161

³¹ Based on technical-financial projects reports due to December 2009- January 2010



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Results	Achieved values
Press conferences organized	2
Project web pages developed	1
Workshops /conferences for project promotion organized	2
Articles published in local and regional media	11
Equipment purchased	4
Trained staff on ECDL	20

4.5. Factors contributing to achievement of project objectives/indicators

The fieldwork and analysis for this evaluation has identified a range of factors that have influenced the effective achievement of the project objectives/indicators. These include projects': design; selection process and outcomes; contracting; implementation; monitoring and payments system. Key issues are as follows:

4.5.1 Expertise and resources for project design

The design and development of ESF projects can be complex and requires expertise and time commitment. Reduced PES staff numbers, increased work-loads and lack of expertise have made it difficult for PES staff, particularly at county level to participate in the SOPHRD application process. No dedicated units to support the design and development of ESF projects have been created.

4.5.2 Projects selection process and outcomes

Four calls for proposals were launched for PA 4 for the period of 2007-December 2009. 49 applications were received (35 for strategic projects and 14 for grant projects). 19 projects (11 strategic and 8 grants) were contracted up to 30th December 2009. The NAE IB participated in the selection for both strategic and grants applications for the first call for proposals. For the following three calls for proposals the selection for the strategic projects was conducted by the MA through external independent evaluators. For grant projects only one call for proposals was launched including three rounds during 16 April-15 December 2008. An overview of the selection process and outcomes for both PA4 strategic and grant projects is shown in the following tables.



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Table 4.7 Overview of the outcomes of the PA4 ‘Strategic’ projects selection process 2008-2009

Strategic -2008	Projects received	Projects evaluated	Projects rejected	Projects contracted
Call of proposals 11	6	6	1	5
Call of proposals 12	2	2	0	2
Call of proposals 65	6	6	4	2
Call of proposals 66	3	3	1	2
Total	17	17	6	11
Strategic - 2009				
Call of proposals 94	13	13	11	0
Call of proposals 95	5	5	1	0
Total	18	18	12	0

Table 4.8 Overview of the outcomes of PA4 ‘Grants’ projects selection process 2008

Grants - 2008	Projects received	Projects evaluated	Projects rejected	Projects contracted
Round 1	0	0	0	0
Round 2	2	2	0	2
Round 3	12	12	6	6
Total	14	14	6	8

A high rate of rejection was registered; for strategic projects the rejection rate was 35% in 2008 and 66% in 2009 and for grant projects there was a 43% rejection rate overall. Reasons for rejection of the projects included the mentioning of identification data for the applicants within the electronic application; non-eligibility of the proposed activities; projects assessed as non-relevant for the specific objectives of PA 4 and respective KAIs; and lack of coherence in description of the partnerships³²

³² According to the information provided by IB NAE and MA SOP HRD.



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PES representatives at central and regional level acknowledge the error of including identification data in the application; however they also perceive that rejections may have resulted from evaluators' insufficient understanding of the relevance of the proposed project activities for PES modernization. However the MA has indicated to us that evaluators were not supposed to have specific knowledge of the PES, and that project applications should be self-explanatory. Training is required to further develop project management competencies for ESF projects within the PES agencies (including drafting of project applications); and thereby increase potential for success with project applications.

4.5.3 Duration of the contracting process and roles of MA and IB

Most of the projects (presently under implementation) were designed in 2007-2008. There were delays between the submission of the projects and contracting (about one year for well over half (58%) of the projects and around eight months for another 21% of the projects). These delays were considered by project managers not to significantly influence the achievement of PA4 indicators. However such delays may impact on the continued relevance of projects within a fast changing economic environment; for example the contracted projects include a strategic project that is specifically addressing skilled labour shortages in the construction sector, and one focused specifically on the needs of workers returning to Romania.

The contracting was successfully completed for the nineteen projects that are currently under implementation. The IB prepared the contract documentation and the contracts were signed between the Beneficiaries and the Managing Authority. All functions namely selection, contracting, signing of contracts, budget commitment and monitoring were activated/applicable in the case of grant projects, in accordance with the new Agreement for delegation of tasks signed on 8 of April 2010 for the IB NAE. In the case of strategic projects, the selection and contracting was undertaken by the MA, but the IB has responsibility for their monitoring. The IB would see it as beneficial if all functions were also delegated for strategic projects.



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4.5.4 Projects' implementation

There have been significant delays in the implementation of contracted projects due to PES internal factors and other factors that are external to the PES. For all of the contracted projects under PA 4, the actual implementation only commenced in 2009. Over half (53%) of the projects asked for the postponement of starting date of project (half of them by 2 months) due to delays in approval of the PES budget for 2009 or delays in receiving notification for commencement of projects.

In addition, inconsistency between relevant legislation and the procedural Manuals/Guides applicable to projects funded from PA4 has had direct implications on human resources involvement within the projects, particularly at project management level. Human resources are the main category of project expenditures, representing 50-60% of the total budget. For some of the projects this "human resources issue" has already has a negative impact; some staff from project implementation teams have refused to implement project activities until this issue was resolved.

4.5.5 Monitoring

The monitoring of both strategic and grant projects is performed by the IB based on provisions of the NAE IB Procedures Manual. Two types of monitoring visits are undertaken by the IB: planned and ad-hoc visits. At least one annual monitoring visit is made to projects. Based on the Monitoring Manual provisions, the monitoring visits are focused mainly on control issues. Project beneficiaries perceive this as not constructive or positive and indicate that monitoring should focus more on ensuring the efficiency (e.g. *timeliness, and whether activities are implemented within the proposed implementation plan*) and the effectiveness (*were the right things done?*) of project implementation. For programme-level monitoring, the NAE IB submits quarterly implementation reports on each KAI to the MA SOPHRD.

4.5.6 Payments

The MA is the responsible body for making payments to applicants, for both grants and strategic projects. Requests for pre-financing of public institutions must be submitted within



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three months of receiving pre-financing or the date of commencement of the implementation period. By December 2009, some reimbursement claims were rejected due to under-spending by the projects. The internal statistics on payments for PA 4 shows, no payments were made up to the evaluation cut-off-date 31 December 2009. The instructions available for the reimbursement of VAT appear to be unclear for both the IB and the project beneficiaries. There is uncertainty on the methodology to be observed.

4.5.7 Help Desk

The NAE IB Help Desk provides responses to questions submitted, based on internal consultation with experts from the IB on the specific topics addressed in the request. Analysis of the information (Q&A) posted on the website indicates that only a small number of questions were submitted by potential applicants. Nevertheless, this does not reflect a low level of interest of applicants for PA4 projects, since PA 4 is an Axis dedicated to PES and is well-known within the system. In addition, in the projects' survey for this evaluation the Helpdesk was considered as one of the main sources of information for preparing the project proposal/application.

4.6 Evaluators' assessment

Our analysis indicates that the currently contracted PA4 projects are coherent with the stated operational objectives/indicators of the KAIs 4.1 and 4.2. The interventions proposed under these contracted projects could contribute significantly to the achievement of the PA4 aim 'to improve the quality and efficiency of the services provided by the PES'. They include strategic and grant projects that address the objectives of improving and increasing the range of PES services; as well as projects to address improvement in staff competencies; in labour market forecasting; and impact assessment capacity. However the extent of the contribution is unclear at present due to the low values of indicators/ results achieved so far, following from delays in start-up and implementation of projects. As outlined in this section, a range of external and internal factors have, and may continue to, undermine the process of project implementation of PA4. These internal and external factors need to be reviewed and



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addressed. For example, the duration of time elapsing between design and submission of a proposal and its approval has also been overly long, and may impact on the continued relevance of some projects.

The worsened economic climate has resulted in increased demand for employment services and modernization of the PES nationally is even more essential to meet increased demands with diminished resources. PA4 SOPHRD can provide resources to address the current funding-gap; it is critical therefore that the absorption of this funding is maximised. A strategic approach is however necessary, to ensure that the SOP HRD projects in which NAE and CAE are involved are analysed in a systematic way and thus increase the relevance, efficiency, effectiveness and impact of these instruments in the modernization of the PES.



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4.7 Conclusions and Recommendations

Key effectiveness conclusions and recommendations are presented in Tabular format in Table 4.9

Table 4.9 Key conclusions and recommendations on ‘Effectiveness’ evaluation activity (IIIa1): extent to which PA4 projects will contribute to the achievement of the objectives and indicators established by PA4

Eval. Activity	Conclusions		Recommendations	Targeted At	Time-frame (S, M, L) ³³
IIIa1	1	The contracted PA4 projects (to 31 st Dec.2009) are coherent with the stated operational objectives/indicators of the KAIs 4.1 and 4.2.			
	2	The currently contracted ‘strategic’ projects should make a substantial contribution to achievement of the PA4 KAI objectives of improving and increasing: the range of PES services; PES labour market forecasting and impact-assessment capacity; and staff competencies.			
IIIa1	3	PA4 projects are essential for the modernization of the PES nationally, particularly within the worsened economic climate and funding constraints.			

³³ S – short; M – medium; L- long



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Eval. Activity	Conclusions		Recommendations	Targeted At	Time-frame (S, M, L) ³³
4	The potential contribution of contracted projects (to 31 st Dec.2009) has been constrained by a slow rate of implementation due to internal PES project-management issues		Immediately redress and resolve any inconsistencies in the legislative framework that impinge on project implementation ³⁴ .	NAE , NAE IB and MA	S
5	Staff in CAEs needs capacity-building training to develop proposals.		Training to be provided for staff in CAEs to design project proposals and prepare ESF SOPHRD project applications.	NAE IB & CAEs	M
			TA to be used to facilitate additional support and training in project management to contracted projects.	NAE IB	M

³⁴ The NAE-IB reports that since the cut-off date for this evaluation, procedures have been agreed that resolve the project management issues for currently contracted projects, and for future projects.



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5. OVERARCHING CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

These findings from the ad hoc evaluation of the modernization of the PES have been presented in this Section 2-4 of this report. Findings from specific evaluation activities on PES relevance, efficiency and effectiveness were presented, together with conclusions and recommendations on each sub-question. Some common overarching issues emerged from the individual evaluation activities; these can be grouped within three broad topics:

- PA4 focus and eligible activities
- PES strategy
- Policy and focus on active labour market measures

The findings, conclusions and recommendations for each of these are presented below in Table 5.1.



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5.2 Overarching conclusions & recommendations

Summary Findings	Overarching Conclusion	Recommendation	Targeted At	Timeframe (S, M, L) ³⁵
(1) PA4 focus and eligible activities				
Changes in the past two years in the socio-economic context and in the structure of the labour market have impacted heavily and negatively on the PES; these include the decline in employment, increase in unemployment and fewer notified job vacancies. These changes have resulted in an increased number of job-seeking and unemployed clients for the PES and increased demand for PES services. The evaluation concluded that the majority of the FDI eligible activities for the PA4 – Modernisation of the PES continue to be relevant in the light of the changed socio-economic context, and many are even more relevant.	The focus of PA4 within the SOPHRD was primarily on improving the efficiency and effectiveness of the PES organization and system (e.g. the NAE, CAEs and RTCs) with a strong focus on improving methods/instruments/ of service delivery, and staff competencies. However, as a result of the changed socio-economic context, there is a now a strong argument for prioritising within PA4, projects that target directly potential and actual PES clients, particularly unemployed, job seekers, and inactive or vulnerable persons.	Priority to be given in future PA4 projects/call for proposals to projects that target directly potential and actual PES clients, particularly unemployed, job seekers, and inactive or vulnerable persons.	NAE IB & NAE	M

³⁵ S – short; M – medium; L- long



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Summary Findings	Overarching Conclusion	Recommendation	Targeted At	Timeframe (S, M, L) ³⁵
(2) PES strategy				



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Summary Findings	Overarching Conclusion	Recommendation	Targeted At	Timeframe (S, M, L) ³⁵
<p>Changed socio-economic context has increased the relevance for both job-seekers and employers of certain PES services, particularly registration, information, guidance, mediation, training, and employment supports. However, the changed socio-economic context has also caused a decrease in the quality and scale of these services; primarily due to the combined demands of an increased number of clients (particularly registered unemployed), an increased range of client needs, and PES budget reductions and staffing constraints. Similarly the evaluation has identified that the match between PES services and employment needs is constrained by a lack of labour market forecasting capacity; and that lack of adequate performance management information hampers the ability to judge the cost-efficiency of specific PES services.</p>	<p>The PES is currently operating within an increasing challenging environment that requires a strategic and multi-faceted approach.</p> <p>The planned activities within the nineteen³⁶ PA4 SOPHRD contracted projects SOPHRD will address some of the PES modernization challenges and needs identified by internal and external stakeholders.</p> <p>However their likely effectiveness will be diminished by the absence of an overall coherent PES strategy. Such a strategy would assist in better focusing of resources.</p>	<p>Develop an overall PES strategic plan (with a regional dimension) for its activities within the next three years, to optimize output in the light of budget constraints and competing pressures.</p> <p>PES to use KAI 4.1 PA4 SOPHRD to develop a Strategic Plan.</p>	<p>NAE</p> <p>NAE & IB-NAE.</p>	<p>M</p> <p>M</p>



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Summary Findings	Overarching Conclusion	Recommendation	Targeted At	Timeframe (S, M, L) ³⁵
(3) Policy and focus on active labour market measures				
<p>The increased numbers of registered unemployed has made significant demands on the Employment Insurance Funds, with a resulting decrease in funding for active labour market measures. However a range of active labour market measures are required to meet the needs of current and potential PES clients.</p>	<p>In light of the worsened socio-economic situation future PES strategy should include a targeted activation programme for registered unemployed, job seekers and inactive persons in rural areas. However this requires also being part of wider national policy on activation and labour market measures. PES could endmaximise the potential contribution of SOPHRD in this context, through drawing on the resources and activities available (either as project promoters or as partners in projects) within PA5 – ‘Promoting active employment measures’ and PA6 – ‘Promoting social inclusion’.</p>	<p>Design and develop a pilot targeted activation programme for unemployed persons within KAI 4.1 PA4 SOPHRD, based on lessons learned and good practice from other EU countries. Consider potential for linkages with PA5 and PA6 SOPHRD in development of targeted activation programme</p>	<p>NAE & NAE IB, with Ministry of Labour, & MA SOPHRD NAE & NAE IB, with Ministry of Labour, & MA SOPHRD</p>	<p>M M</p>



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5.3 Concluding comments

This ad hoc evaluation has identified that the PES in Romania is faced with significant challenges resulting from the changed socio-economic context since the design of the original SOPHRD. We conclude that there is a continued need to improve the relevance and efficiency of PES services as part of a modernisation process. Projects and activities with PA4 SOPHRD could potentially contribute significantly to this process. However, the overall contribution to date of PA4 has been limited due to delays in the process for selecting, contracting and implementing projects, and the evaluation has highlighted a range of factors that have caused delays in the overall absorption of PA4 funds. The NAE IB reports that progress has been made since the cut off date of this evaluation in addressing issues that have delayed implementation of contracted PA4 projects (to 31st December 2009), and that will ensure that delays will not occur in implementation of future projects. We believe that the PES and its services are of increasing importance in this time of economic crisis. Every effort should therefore be made to ensure that use of PA4 funding is effectively maximised, for the remaining period of the SOPHRD, to assist the PES more effectively meet the needs of an increasing number of unemployed persons, job seekers and employers for a range of employment services.



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ANNEXES

Annex 1 - Outline profile of the labour market, employment sectors and related socio-economic factors

While the economic conditions were favourable for the labour market up to 2009, the values of the main employment indicators are currently far below the target values anticipated in the National Employment Strategy (values registered in 2009 compared to target values for 2010) and the current social-economic developments are not favourable for addressing this deficit.

Table A1.1: Comparison between the actual values and the target values of the employment indicators in the National Employment Strategy 2004-2008.

	Value registered in 2009 (EUROSTAT) %	Target value for 2010 stipulated in the National Employment Strategy 2004- 2008 %
Employment rate	58.6	70
Employment rate for women	52.0	60
Employment rate for people between 55-64 years of age.	42.6	50

In 2009 GDP declined because of the economic-financial crisis and there are no signs of a rapid recovery. The decline in GDP was quickly reflected in the labour market, with a switch from labour shortages to oversupply and increased unemployment, with direct impact on PES activities. With the same human resources, or even less, PES staff must deal with an increased number of job seekers with both active and passive measures, while employers demand a higher quality of services.

Key features of the Romanian labour market can be summarised as follows:



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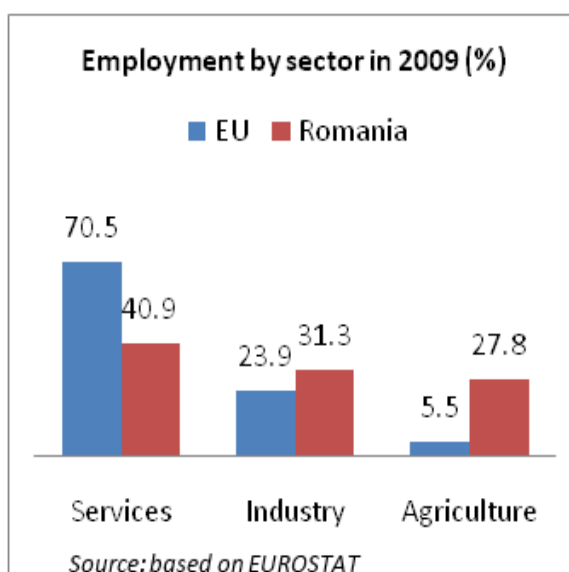


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- **Low activity and employment rates** (among the lowest in EU-27 countries). This reflects low absorption of the labour force following transition and its associated economic restructuring process, but also high inactivity rates (partly related to relatively low incentives for active job-search). The DG ECFIN AMECO database³⁷ shows a decline in overall employment in Romania for 2009 and 2010 and a slow recovery in 2011 and 2012.
- **The distribution of employment by economic sector is quite unusual** by comparison with the EU: especially the very high employment in agriculture in Romania. Although agriculture's share of total employment has decreased in favour of the services sector, it is five times that of the EU-27. Employment in the services sector in Romania is about 60% of the European level.



In 2009 less than 6% of those working in agriculture were employees, 53% were self-employed and almost 41% were unpaid workers (contributing family workers)³⁸.

While no official forecast is provided for employment by sector, the economic crisis is likely to induce important structural changes in the Romanian economy that may have implications for reallocation of the labour force.

- **Increasing unemployment rate** – The unemployment rate in Romania has increased between 2008 and 2009 regardless of which methodology is used – PES (registered



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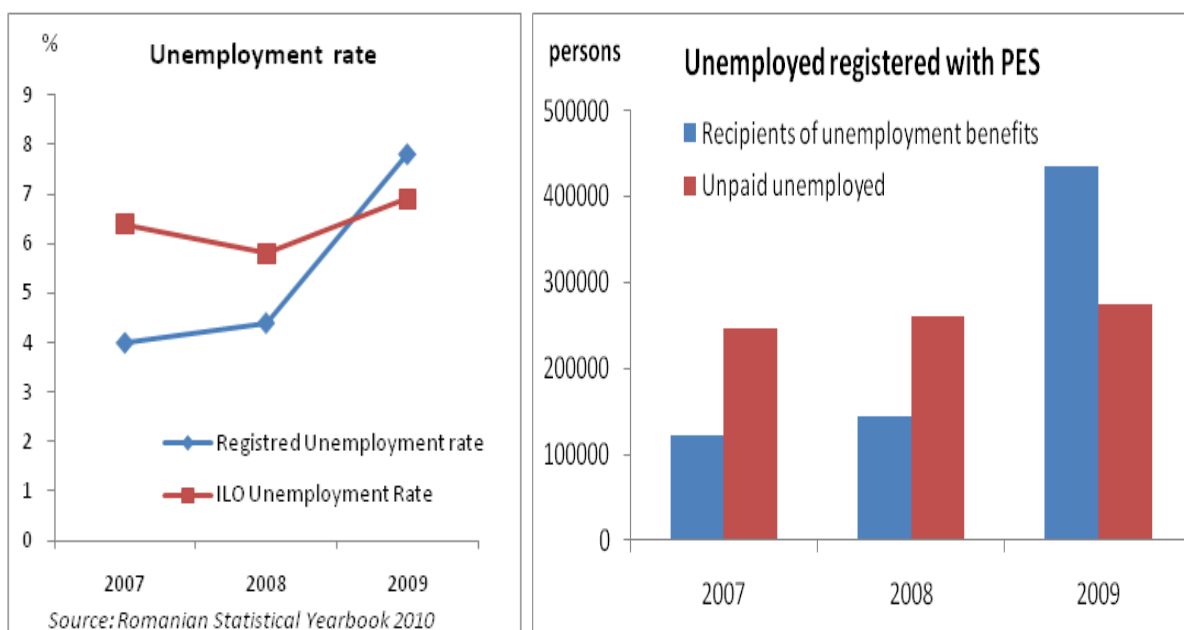


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unemployment) or ILO (Labor Force Survey). But, for the first time, in 2009 the ILO unemployment rate was below the PES unemployment rate: 6.9%, revised downwards from 8.4%. However, it is widely recognised that the number of registered unemployed, does not reflect reality. The low registered unemployment rate indicates the high incidence of undeclared labour, influenced by the ineligibility for unemployment benefits because of previous work in the informal economy or a very long period of unemployment.



- **The number of registered unemployed increased by 75%** between 2008 and 2009, and the **number of recipients of unemployment's benefits** by much more (about **3 times**), increasing demand on the financial and personnel resources of the PES.
- **Differential rates of unemployment**, with higher unemployment rates for unskilled workers, and younger and older workers. By the end of 2009 unemployment was concentrated amongst individuals with the following occupational profile³⁹: unskilled workers in manufacturing, building and metal construction workers, salesmen in shops and markets, machine workers, unskilled workers in house construction, wood-workers, unskilled workers in transportation and distribution.
- **A decreasing long-term unemployment rate** (up to 2.1% in 2009), **with higher values for urban areas**; two years is below the EU-27 average.



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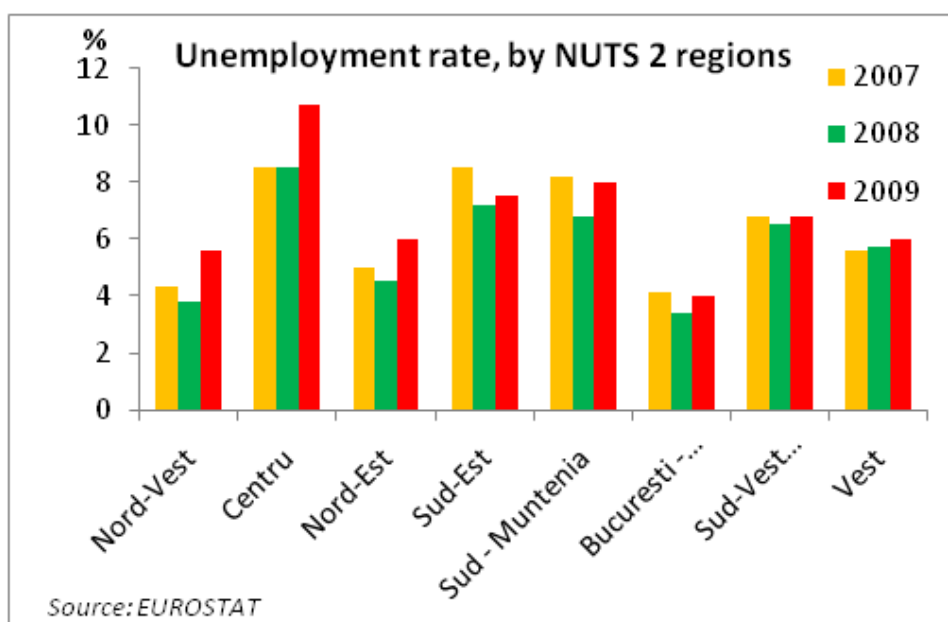
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- **Increasing unemployment rates for all NUTS 2 regions**, with a relatively **low dispersion of regional unemployment at NUTS2 level** (much lower than the EU-27 average) and similar to the European average (around 50%) at county level (NUTS 3).

The outliers in unemployment rate are Bucuresti-Ilfov (the lowest) and Centru (the highest).



- **A reduction in job vacancies by 50%**, but with differences among economic sectors

Table A1.2. : Rate of vacancies, by selected activities of national economy (%)

Activity (NACE Rev.2 sections)	2008	2009
Total	1.94	0.88
Agriculture, forestry and fishing	1.78	1.42
Industry – total	1.57	0.64
Manufacturing	1.78	0.72
Construction	1.45	0.60
Wholesales and retail; repair of motor vehicles and motorcycles	0.60	0.22
Transport and storage	0.64	0.43
Hotels and restaurants	0.71	0.40

Source: Job vacancy survey, Romanian Statistical Yearbook 2010

- **A lack of flexibility of the labour market, stimulating undeclared work and discouraging the use of temporary contracts.** Labour legislation is flexible in respect of



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regular, full time employment contracts and rigid in respect of collective dismissals and non-standard types of employment. The rigid regulation of non-standard contracts reduces compliance and stimulates undeclared work. But one can not blame legislation, the undeclared work⁴⁰ being determined by a mix of institutional and policy factors, such as: high tax burden on labour; time consuming administrative procedures for tax payment and weak requirements for job-search for people benefiting from social assistance. The use of Short-term contracts are not stimulated by the Labour Code, because they are treated as a special exemption, and Romania does not have a culture of short term contracts. This explains the very low share of temporary contracts (about 1% compared with almost 14% European average), however very recently there has been an increase in the demand for short-term employment contracts. Because of uncertainties about the economic context, more employers prefer hiring on a limited/defined period of time, rather than the 'traditional' contract, of a permanent job. This trend is likely to increase the probability that people become serial jobseekers and return to employment agencies after relatively short periods of time.

- **Restrictive factors related with demography.** Analysis of demographic changes from the perspective of impact on the future labour market highlights decreasing birth rate and deteriorating population age structure, with an increasing ageing population, and a decline in the proportion of young people. These will call for increasing pressure in the future on the Social Insurance Budget.
- **Low internal mobility and high external migration.** Internal mobility is very low in Romania and has been decreasing over the last couple of years. Internal migration is especially low from rural to urban areas, where there are more job opportunities. Emigration levels are high, stimulated by higher wages in places with similar costs of living, lower than those to be found in Bucharest or other large Romanian cities. This pattern could induce imbalances on the labor market in particular skills related or more generally.
- **Increasing poverty rate.** The poverty rate, which had declined significantly up to 2008, has begun to increase again; as shown in World Bank report *Country Strategy Partnership with Romania for 2009-2013*⁴¹, in 2009 the poverty rate increased from 5.7% in 2008 to



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7.4% and the rate of children at risk of extreme poverty increased from 7.8% in 2008 to 10.7% in 2009. *The most vulnerable groups* continue to be poor people, children, youth, Roma population, self-employed from the urban areas, rural poor, and the unemployed. The World Bank Report estimates that the current anti-poverty social care schemes are not providing the expected results. The expenditures for social protection in Romania are the lowest in the European Union and in the current context of national fiscal limitations the financial support schemes offered by the government to the unemployed and people at risk of poverty will continue to be a serious challenge.



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Annex 2 - Methodology

2.1 Introduction

A summary of the activities and associated data collection techniques and information sources used in the evaluation process is presented in the Table A2.1 below. Details of the fieldwork methods, target groups and numbers of respondents/participants are provided in Table A2.2. This is followed by a technical note on the two surveys undertaken as part of the evaluation process.

2.2 Key Evaluation activities

Table A2.1: Component IIIa – Ad hoc evaluation of PES



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Key evaluation activities and associated data collection methods (n=major source; and - = minor source).						
	Official Docs. & Sources	Other literature	Data – project, financial etc.	Key stakeholder Inter- views	Group Meetings	Survey
Relevance						
Activity IIIa.2 Analysis of FDI SOPHRD activities compared with target group needs	n	n	n	n	n	
Activity IIIa.3 Analysis of the relevance of services provided by the NAE	n	n	n	n	n	
Activity IIIa.5 Analysis of PES services matched with employment demands	-	n	n	n	n	n
Activity IIIa.6 Analysis of PES staff competencies and training needs	-	n	n	n	n	
Efficiency						
Activity IIIa.3 Analysis of the efficiency of services provided by the PES	n	n	n	n	-	
Activity IIIa.4 Analysis of PES services compared with similar services of private providers ⁴²	n	n	n	n	n	
Effectiveness						
Activity IIIa.1 Analysis of contribution of PA4 financed projects to PA4 objectives/indicators	n	-	n	n	n	n

2.3 Fieldwork methods, target groups and numbers of respondents



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Table A2.2 Fieldwork methods, target groups and respondents/participants in PA4 Ad hoc evaluation of the PES

Fieldwork methods & target groups	No. of respondents	Target group categories/respondents
Interviews (face to face)		
National Agency for Employment (NAE)	10	Chief Executive, and directors of: Finance; Management Information; Professional Training; Active Labour Market Measures; Labour Market Analysis; Eures; Mediation for Romanian Workers Abroad; HRD, and the IB SOPHRD.
NAE – Regional Adult Training Centres	6	Directors of Training Centres in Brasov, Calarasi, Dolj, Iasi, Mehidinti, and Mures
PES District Offices	3	Directors of PES offices within Bucharest/Ilfov, and North-East Region
External stakeholder agencies and organisations	11	National training and education organisations; Employer Bodies, Trade Unions, and agencies representing other PES client groups (Roma, People with Disability) & NGOs.
Private providers of training & employment services	6	Private company representatives from Bucharest, Centre, and North-East regions.
Ministry of Labour, Family and Social Protection	2	Employment Directorate; Social Affairs and Equal Opportunities Directorate
MA SOPHRD	4	Evaluation, contracting, financial, information/help-desk Departments.
Group Meetings		
County Agencies for Employment (CAEs)	20	Two discussion group meetings (Sibiu & Drobeta) with Director/Coordinators and other staff of County Employment Offices from three regions (Central, West and South-West).
Private providers of Employment and training services	4	Discussion meeting with representatives of private training/recruitment companies in West Region (Drobeta).
Surveys		
Contracted PA4 SOPHRD	19	8 strategic and 11 grant projects; (12 in KAI 4.1 and 7 in



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Fieldwork methods & target groups	No. of respondents	Target group categories/respondents
projects (up to end 2009)		KAI 4.2)
Trainees/jobseekers	159	Trainees on courses in seven NAE adult training centres in four Regions; (68% female and 32% male).

2.4 Technical note on surveys

Two surveys were undertaken as part of the evaluation process; a survey of contracted PA4 SOPHRD Projects, and a survey of trainees/job-seekers.

Survey of PA4 SOPHRD Projects

An electronic questionnaire was distributed to each of the 19 projects in Priority Axis 4 that was contracted up to December 2009. Information was sought in the questionnaire on issues related to the relevance, efficiency, and effectiveness of the projects; this included questions to beneficiaries on needs identification, on project implementation, and on horizontal issues and on their expectations of the projects impact and sustainability. Completed questionnaires were received from all 19 projects. The projects' questionnaire is included in Annex 10 of this report.

Survey of Trainees

While the resources for this ad hoc evaluation did not allow for a large scale or representative survey of unemployed persons and job-seekers, the evaluators and the MA SOPHRD were in agreement that the evaluation would benefit from the collection and inclusion of primary data on the views and experiences of unemployed persons. The evaluators decided that a survey of a cross-section of unemployed trainees attending at Regional Adult Training Centres was the best way to collect such information within the limited time-scale and resources available. A self-completion questionnaire was designed that focused on the trainees' attitudes to and experience of the PES (particularly the experience of use of the County Employment Agency and experience in undertaking vocational training).



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The survey was carried out in training centres in the Regions where group discussion meetings were also held for the Ad hoc evaluation of the PES (Central, West and South West), and also in one training centre in the North East Region (as part of the fieldwork for Component I of the SOPHRD Interim Evaluation) during June and Mid-July 2010. The questionnaire was distributed to trainees from a range of different types of training programmes that were taking place in the Regional Training Centres at the time of the fieldwork.

Altogether 159 trainees from 7 training centres in 3 regions participated in the survey. The distribution of respondents according to the training courses being attended is shown in the following table.

Table A2.3: Distribution of respondent trainees by course being attended

Type of training courses	No of respondent trainees
Accountancy	41
Hairdressing	30
Mechanics	11
Plumbers	17
Sales	21
IT	30
Cosmetics	9
Total	159

Self-completion questionnaires were used to gather the data. The survey population is not a representative sample of trainees or job-seekers, but is a pragmatic sample of trainees attending at Regional Adult Training Centres at a point in time. The survey results were analysed using Excel, and charts and diagrams of the main survey findings are included in Annex 11 – Results of Survey; the trainees’ questionnaire is presented in Annex 12 – Trainees’ Questionnaire.



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Annex 3 - Research on PES in EU

Introduction

A review was undertaken of a range of European studies on aspects of PES. Key factors and lessons from these studies are outlined in this note, categorised broadly under effectiveness, efficiency and relevance.

Effective PES

A review of PES services in Ireland⁴³ identified key necessary elements to provide an effective, high quality, user-focused, and value-for-money National Employment Service (2003) as follows:

- a single agreed national policy and a single brand for the National Employment Services as a whole;
- a common ‘gateway’ entry approach for all clients/service users;
- consistent standard provision of initial information, needs assessment and referral service offered to all users irrespective of location;
- HRD services to client groups, e.g. training, education and employment programmes, to be seen as distinct from the ‘gateway’ service;
- clearly defined and quantifiable performance indicators and effective MIS;
- progression plans tailored to individual clients need; and monitoring and support of the implementation of progression plans to impact on HRD programme design and delivery;
- Re-invigorated links with employers at national and at regional/local level;
- Advisory structures at both national and regional/local level.

Efficiency in PES

Features of high performing labour agencies were identified, following review of practice in PES in France, Germany, the Netherlands and UK (2006)⁴⁴. High performing Public Employment Services agencies were found to have six key capabilities, as follows:

- Speedy and efficient job-placement; with time to fill vacancies reduced by use of on-line portals, web-sites and personal case managers;



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- Ability to increase labour market participation among priority publics; personalisation and targeting of services and actions to meet the needs of groups such as lone-parents, people with disabilities; women, older unemployed;
- Provision of incentives for self-employed/entrepreneurs
- Accessible tailored training and education programmes; with particular focus on new technologies
- Good access to the agency services; through increased use of ICT; and provision of a range of segmented services to meet customer needs and optimise service delivery
- Holistic approach that ensures integration between social support mechanisms and labour market measures; particularly efficient payment of benefits.

Recent evaluation of the PES Modernisation Programme in Hungary (2010) has found that the PES achieved increased labour market accession and greater efficiency as a result of its modernisation programme⁴⁵. The modernisation programme has three core elements: improvement of the IT system; quality improvement programme in local offices; and an improved service model for clients.

Performance measurement

A UK study explored how the PES across Europe used performance measurement in achieving their organisational objectives, based primarily on data from the PES Monitor and Benchmarking Project(2009)⁴⁶.

Six key PES goal indicators have been identified from review of practice in European member-states. These are as follows:

- Aiming at a successful transition from unemployment to employment
 - Focusing on transitions from ALMP-training measures to employment
 - Ensuring that registered vacancies are filled
 - Achieving satisfaction among customers (unemployed jobseekers and employers respectively)
 - Opening access to a large share of vacancies through the PES information systems
 - Taking a special interest in the swift transition to employment

The UK review identified some common problems relating to the use of performance indicators in the PES: these included cost-effectiveness issues; the creation of ‘perverse



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incentives' e.g. encouraging 'creaming and parking' behaviour, where easy to place clients are prioritised over those requiring more help and who are arguably the more appropriate focus of PES; and thirdly that performance management indicators can incentivise PES and their contractors to promote short-term rather than long-term outcomes. The study noted that the European project to develop common indicators for PES and enable benchmarking by individual countries initially identified 11 indicators for PES, but that this was subsequently reduced to seven. (e.g. European PES Monitor and PES Benchmarking Project). The UK study developed a typology of PES performance measures, based on input, output, process quality, intermediate and final outcome measures. The typology is presented in the Table below.

Table A3.1 Typology of PES Performance Measures

Input measures	Output measures	Process quality measures	Intermediate outcome measures	Final outcome measures
<ul style="list-style-type: none"> • Staff hours in different roles • Spending on staff • Spending on programmes • Office numbers • Spending on compliance and processing 	<ul style="list-style-type: none"> • Vacancy registration • Interviews completed • Referrals to training or other support • Penetration measures • Individual plan completion • Placement into work trials • Sanctions 	<ul style="list-style-type: none"> • Assessment of interviews or plans • Customer satisfaction surveys • Employer satisfaction surveys 	<ul style="list-style-type: none"> General off-flow measures • Specific off-flow measures • Penetration measures • Benefit duration measures • Vacancy outcome measures • Hybrid measures 	<ul style="list-style-type: none"> • Employment rate • Unemployment rate • Inactivity • Productivity • Long-term wages/employment history of beneficiaries

Contracting out delivery



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The increased trend for contracting-out of the delivery of public employment services, and for public employment systems that integrate some form of contractual employment services, has also been the subject of review in recent years⁴⁷. Australia, the Netherlands, Denmark, the UK and more recently Germany were to the fore moving towards a quasi-market approach for delivery of parts of the public employment services (e.g. employment counselling, job-search assistance, and training). Policy on increased contracting-out has developed in context of a need to cut public service costs and staff numbers, and a belief that better and cheaper PES services can be delivered through the use of other external actors. These external actors can include private providers of employment and training services, semi-public educational institutions, and not-for-profit organisations.

Perceived advantages of contracting out of PES are greater efficiency and flexibility in delivery, improved responsiveness and greater choice for the client groups, and the potential to achieve better employment outcomes. While disadvantages of a market-oriented PES system based on use of other external actors have been identified as ‘short-termism’, an emphasis on quick and quantitative results based on a ‘work-first’ approach and a move away from longer-term activation measures. Difficulties in ensuring quality, standards and equality of access have also been highlighted as constraints to the contracting-out approach.

Relevant PES roles and services

Activation role for PES

A 2010 review of labour market programmes in Ireland⁴⁸, highlights the need for strong connection between receipt of social welfare benefits and mutual obligations and responsibilities for job-search and development. In light of increased unemployment it identifies a need to intensify PES activation measures for the unemployed; including ‘profiling’ of newly registered clients, provision of comprehensive careers and progression opportunity information needs; and more frequent face-to-face contact interviews between those on unemployment payments with employment counsellors.



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Vocational guidance

The type of guidance services offered by PES in Europe has been addressed by an EU Report in 2005⁴⁹. The report distinguished between three main categories of activities: ‘personalised employment services’; specialised career guidance services and other career guidance provision. One of the key trends that have an impact on the way personalised employment and career guidance services are delivered is responsibility-sharing. The study considered three key aspects in relation to this organisational trend. The first is the sharing of responsibility with regional and local employment offices through decentralisation.

The second is the sharing of responsibility with partners through joint service delivery, or through outsourcing and contracting-out. This change in the organisational context, as well as the shift towards a ‘personal service model’, has given rise to a number of trends in the delivery of career guidance and career-guidance-related services within Europe’s PES. One of the more important is the increase in the range and depth of services that contain career guidance elements. This increase in both supply and demand for services can lead to tensions resulting from the attempt to develop personalised approaches while at the same time catering for increasingly large numbers of unemployed in a differentiated manner. Ways in which these tensions are being resolved include: a resort to partnership and to outsourcing; a shift to self-service modes of delivery; and the introduction of tiering, to provide career guidance in self-access modes and in groups to the majority of clients, reserving to the rest more intensive individual career guidance interviews if and when needed. The study identifies four key challenges related to personalized employment and career guidance services for Europe’s PES. These are as follows:

- the need for PES career guidance and career guidance-related services to be more systematic in the evaluation of their effectiveness;
- The challenge to get the right balance between integrating career guidance elements in the services and activities provided by the PES, while at the same time maintaining specialist services for deeper engagement with clients when this is required;



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- the necessity to open up guidance services within the PES to embrace a more long-term, life-long perspective: one that is more in tune with the needs of citizens in the emergent knowledge economy;
- addressing key gaps in service delivery, and to focus on those areas that require further attention and investment in order to facilitate the provision of quality services for all.

Job-matching

The importance of good PES contacts with employers for high-quality job-matching was identified in a recent study in Sweden⁵⁰ (NAO 2010). The study focused on efforts made by the PES to be more specific in respect of contacts with employers, with a Service Concept project that requires that all employment officers have contacts with both job seekers and employers. The study indicated that more detailed internal controls were necessary, with clarification of procedures and documentation for contacts with employers, and relevant staff training. The report proposed a need for PES to have ‘transparent reporting to Government on its employer contacts’ to maximise the effectiveness of this aspect of its work.

PES and flexicurity

The role of the PES related to flexicurity was also examined in a recent EU study⁵¹. The overall conclusion of the study is that European PES has largely adopted proactive and preventive approaches to the delivery of employment services, and that these practices are conducive for flexicurity. This, taken together with PES' position as a mediator and hub of information, places PES in a historically unique position when national policies are to be tuned to a flexicurity approach.

The study demonstrates that European PES are undergoing or planning changes in their operational setup, in order to manage new approaches like case management and subcontracting of services. However, challenges remain. On the demand side, there is an increasing need for PES to improve their partnership with employers in the anticipation of future skill needs, while on the supply side PES staff face an increasingly diverse clientele, including clientele from other countries. Consequently, the European PES need to be able to



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develop and recruit more qualified staff, if they are to assume their potential role as promoters and evaluators of flexicurity. Key priorities identified for the modernization of PES to support flexicurity are focused on:

- A more proactive PES role
- Timely and advanced labour market information
- The PES to work with relevant social benefits agencies to improve incentives to move from unemployment benefit into work
- Strengthen implementation of active labour market measures
- Strike a balance between the need to secure rapid transition and financial considerations.



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Annex 4 – List of stakeholders consulted

Table A4.1 List of Stakeholders Agencies Consulted for Ad hoc Evaluation of PA4 Modernisation of PES⁵²

Agency	Directorates/Regions/Counties
Ministry of Labour, Family and Social Protection	MA SOPHRD
Ministry of Labour, Family and Social Protection	Interim Evaluation Steering Committee
Ministry of Labour, Family and Social Protection	Employment Directorate
Ministry of Labour, Family and Social Protection	Social Affairs and Equal Opportunities Directorate
National Agency for Employment (NAE)	President
NAE - Directors	Economic; HRD; Labour Market Forecasting; Vocational Training; Active Labour Market Measures; Mediation workers abroad; Management Information Systems Eures; Staff Training Centre (Rasnov)
IB NAE	Head of IB Head of Contracting & Evaluation POSDRU
NAE	Managers – POSDRU PA4 Projects (19)
NAE	Other specialist senior staff – central level
County Agency for Employment (CAEP) from Central, South-West, West, North-East, and Bucharest-Ilfov regions	Directors/Heads of CAEP in:
	Alba
	Bacau
	Brasov
	Bucharest (Districts 3 & 4)
	Caras Severin
	Covasna
	Gorj
	Hargita
	Huendoara
	Iasi
Ilfov	



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Agency	Directorates/Regions/Counties	
		Mehidinti
		Neamt
		Valcea
		Vrancea
		Sibiu
		Timis
NAE – Regional Training Centre for Adults	Brasov, Calarasi, Dolj, Iasi, Mehidinti, Mures,	
National Centre for the Development of Technical & Vocational Education and Training		
National Adult Training Board		
PIMM - South East Region branch of CNIPMMR (National Council of Private SME's in Romania)		
FEPA AGRIRO & Machinery Construction Sectoral Committee		
Patronatul Romconserv		
Regional Patronate 'Banatul' (West Region)		
Democratic Trade Union Confederation of Romania		
Public Administration Trade Union (PULISIND)		
ROMALIMENTA		
National Roma Agency		
Romanian National Organisation for Disabled Persons		
Private Providers of Training and Recruitment Services		West Region
		ARCS
		Vigilent Security
		SC Promexfor
		SC START Educational 2000 SRL
		Centre Region
		Fidelitas Association
		SC LOTUS B&B SRL
		Asociatia Filantroipia Ortodoxa Alba Iulia
		N-E Region
		Terramold
		DAL consulting
		Bucharest
		Ejobs.ro



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Annex 5 – PA4 Contracted Projects and budgets

Table A5.1: Assessment of the relevance of FDI KAI 4.1 eligible activities

Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
Development of methods/instruments/services/programmes of implementation of the active employment measures, including guidance and counselling, services specifically addressing the integration of vulnerable groups etc.;	+++	Increased unemployed client group and their need for active labour market measures				8	9	
Implementing activities aiming at strengthening the PES capacity to provide employment services;	+++	Increased registered unemployment			1	11	12	
Development and implementation of methods/instruments for monitoring and evaluation of current employment active measures and the impact on the labour	++	The decreasing budget for active measures necessitates improvement in the effectiveness and the impact						



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
market at local, regional, and national level, such as:		of services provided by the PES						
- developing and integrating innovative tools and techniques in view to monitor the impact of active employment measures on target groups;					3	3	6	
- developing and implementing adequate monitoring and reporting systems to European Eurostat AEMs database;					4	5	2	
Development and implementation of systems and instruments for strengthening the forecasting/planning capacity in employment;	++	Changing socio-economic context.				2	11	
Development and implementation of new organisational solutions to increase the quality and efficiency of employment	+++	Increased need for quality services in the context of budgetary constraints				6	8	



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
services provided;								
Elaboration/implementation/monitoring of individual action plans;	++	PES budgetary constraints and staff shortage; together with more diverse profile of registered unemployed.			3	3	4	
Elaboration and implementation of specific/innovative methods for labour force recruitment according to the needs of employers;	++	Increased expectations of employers for higher quality of job matching services				5	7	
Development and implementation of specific tools and techniques for increasing quality of work mediation services, including organization of job fairs at local, regional, national and trans-national level;	+	Job fairs of less relevance given the decline in employment opportunities and vacancies.		1	2	1	3	



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
Identification, elaboration, knowledge transfer and implementation of techniques, methods, methodologies and instruments for providing SPO services;	+++	PES budgetary constraints; together with increased number of clients.		1		8	9	
Elaboration and implementation of innovative techniques and tools for providing personalized counselling services;	++	Increased need of PES clients (unemployed & jobseekers)				4	8	
Development and implementation of “self-service” in the area of PES clients’ reception;	+++	Increased client numbers and decreased staff numbers.				4)	10	1
Development of innovative techniques and tools for improving PES capacity to assess the professional potential of the unemployed;	++	Demand for higher quality of PES services from employers				8	4	
Improving services addressed to SMEs, including micro-enterprises, viewing to prevent unemployment;	-	Despite the necessity of increasing labour market flexibility, there is less demand for such services from	1	1	2	2	5	



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
		enterprises						
Identification and implementing of international standards and procedures in the provision of PES services;	++	The need for increasing the quality of PES services'.	1			8	4	
Exchange of data between PES structures, setting up software networks, the exchange and implementation of best practices and of modalities of carrying out functions and providing services;	++	The need to improve efficiency in the context of a declining PES budget.		1	3	5	6	
Identification, implementation and exchange of good practice and expertise with PES from EU;	+++				2	6	13	
Extending and modernizing national and local PES IT system network;	++	Need for increased ability to measure PES performance in context of PES budget constraints.		1	1	6	6	



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
Extending and modernizing national and local PES databases, including by developing innovative systems to communicate with other relevant institutions (i.e. Employment Territorial Inspectorate; National Authority for Disabled People; Ministry of Interior and Administration Reform, for personal data; National Agency for Fiscal Administration; EURES – European mobility portal for employment, etc);	++	The need to improve efficiency and effectiveness in constrained budget context.			2	6	3	
Developing, running and updating job demand/offer data bases in view to match job profiles as well as for providing integrated information;	++	Increased number of clients and demand for higher quality of services			2	5	6	
Implementing and certifying quality management system;	++	Budgetary constraints to afford such expenditures				2	7	2



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
Cooperation and networking with public/private providers of services of counselling and vocational guidance;	++	Need to improve capacity for job placement in a more difficult labour market		1	1	3	2	3
Cooperation and networking with public/private relevant actors on labour market, e.g. employment services and CVET providers, viewing to develop and assure quality to the employment services provided, including promoting social dialogue, exchange of experience and best practices;	++	as above		1		5	3	2
Identification and dissemination of expertise and good practices by means of information actions, meetings and staff information;	++	Increasing need for sharing experience. As a suggestion, this objective could be complemented through putting in practice the lessons learnt through the implementation of good practice.		1	3	5	6	1



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
Information and publicity campaigns to promote employment services provided, including success stories and achievements, at local, regional, national and trans-national levels, other informative materials;	+	Overlapping with the next one		1	3	8	2	2
Development and implementation of information and publicity activities addressed to potential clients in view to promote PES services (including by establishing dedicated desks, information campaigns, and any other publicity and information initiatives);	+	Increasing number of 'newly' unemployed and of unemployed and inactive persons in rural areas		1	1	6	4	1
Development and implementation of specific methods and interventions to tackle unregistered unemployment especially in rural area and for vulnerable groups;	++	A high level of unregistered unemployment for these categories			1	4	3	2



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
Analyses, research and expertise on the PES functioning on the labour market;	++	Need for PES to develop a more strategic approach				2	7	2
Analyses, research and expertise on the applied instruments and programmes, especially in the field of:	++	Constraints of PES budget and increased number of clients						
- employment services' specific standards;						5	4	4
- vocational information and guidance;						2	7	2
- vocational training;						2	8	4
- job placement;					1	2	5	2
- vocational mobilization of the unemployed;					1	2	6	1
Creating, running and updating the registers of institutions delivering vocational training programmes for unemployed and jobseekers;	+	Trend for increased outsourcing of training services	2		1	6	1	



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
Research, analyses and expertise aimed at diagnosing vocational training needs of unemployed and persons threatened by unemployment, at diagnosing qualification requirements, as well as studying barriers in participating in vocational training and methods for eliminating them;	++	The internationally recognised value of high quality specific skills training as an effective active labour market intervention, as well as the identified priority need for jobseekers			2	4	6	
Improving the capacity of own vocational training centres to provide quality vocational training services addressing the unemployed (i.e. training for the personnel, developing the programmes provided) including developing and extending the validation/certification mechanisms for prior learning;	++	The need to increase quality of training programmes in order to better adapt to labor market changes				6	4	1



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Eligible activities (FDI) 4.1	Assessment of the change in relevance ⁵³	The change in socio-economic context affecting the relevance	Change in relevance (PES staff and Project managers view - Number of persons who answered the questionnaire) ⁵⁴					
			Not relevant	Less relevant	Unchanged	More relevant	Much more relevant	Don't know/
Strengthening the PES capacity to analyze the relevant legislative framework and to develop proposals for legislative amendments in employment field;	++	PES to build on it experience & knowledge of labour market issues on the ground, to improve legislation.				4	5	2
Identification and implementation of new organizational structures and management of PES;	++	A need for legislative amendments in respect of the PES is recognised to be required to improve relevance of services. Capacity building therefore appears appropriate.				6	5	1
Innovative, inter-regional and trans-national activities, aiming at diversification and improvement of PES employment services	++	The need to develop a strategic approach		1	3	11	3	1



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Annex 6 - PES Services and the National Agency for Employment (NAE)

6.1 Introduction

In this Annex the main PES services 2007-2009 are presented in Table A6.1; data on numbers in receipt of PES services and expenditures from the unemployment fund (2009) is provided in Table A6.2⁵⁵. A background note on the National Agency for Employment (NAE) and the role of the NAE as an IB for SOPHRD follows.

Table A6.1: Key-services provided by PES and their outcomes, 2007-2009

No	Type of service provided	2007	2008	2009	% Change 2007/2009
I.	Measures for stimulating employment				
1	Information and guidance, of which:	610527	610597	762164	24.8
	new entrants	470296	479807	599174	27.4
	already registered	148231	130790	162990	10.0
	people with special needs	48201	40891	49598	2.9
	people with disabilities	938	974	1468	56.5
	no. of people included in training progr. following this service	41410	38150	30581	-26.2
	no.of people benefiting from free counseling to start a business	3703	2108	4306	16.3
	no.of people hired following counseling	96450	66260	55683	-42.3
	no. of people with disabilities hired following counselling	365	406	398	9.0
2	Training				
	no of persons who benefited from free training, of which:	46999	43915	33,184	-29.4
	Unemployed	42234	39448	32,329	-23.5
	Other	4765	4467	855	-82.1
	no.of vocational training programmes	2486	2400	2215	(planned)
	people in rural areas	21147	18760	11,940	-44.0
	people with disabilities	106	94	79	-25.0
3	Incentives for hiring graduates of educational institutions				
	no of graduates hired by employers receiving subsidies	26645	23115	10662	-60.0
4	Providing loans in favourable conditions				
	no.of people hired	879	447	10	-98.9



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No	Type of service provided	2007	2008	2009	% Change 2007/2009
5	Employing of unemployed during the unemployment insurance period				
	no.of unemployed benefiting of subsidies	24665	18782	21036	-14.7
6	Employing of people over 45 years old or of unemployed single parent supporters, of which	101053	90639	62925	-37.7
	no.of people hired by employers receiving subsidies, of which	21862	18356	4740	-78.3
	people over 45 yrs.old	21046	17844	4591	-78.2
	single parents supporters	816	512	149	-81.7
7	Employing through labour force mobility incentives				
	no.of people receiving mobility incentives	3098	2636	2233	-28.0
8	Employing of people with disabilities				
	No.of people hired	1072	1061	402	-62.5
	no.of people hired by employers receiving subsidies	286	285	94	-67.1
9	Counselling and assistance to start an activity as self-employed or to start-up a business	13144	11684	14340	9.1
10	Local Community Development Scheme				
	No.of people occupied for a limited period of time, of which:	53007	35321	21982	-58.5
	for a period of minimum 6 months	17080	8707	5568	-67.4
11	Labour mediation, of which:	391882	320544	239958	-38.8
	no.of people hired with permanent work contract	294786	244995	169712	-42.4
	no.of people hired with limited duration of the work contract	97096	75549	70246	-27.7
II	Personalised social programs for youngsters at social risk				
	no of persons who received mediation and guidance services			906	
	no of persons hired	1976	1229	710	-64.1
III	Measures for preventing unemployment				
	No of people benefiting from pre-firing services, like:				
	information session regarding the unemployment legal framework and the PES services	24618	22957	43646	77.3
	assistance services for job placement	23852	20171	41681	74.7
	training on how to find a job	19796	16079	31856	60.9



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No	Type of service provided	2007	2008	2009	% Change 2007/2009
	professional reconversion	1062	10	1511	42.3
IV	Support for working abroad (financed mainly by EU funds)				
	vacancies abroad, promoted		1566	2122	
	vacancies occupied following mediation provided by EURES advisers	63	226	951	140.9
	no. of people advised by EURES advisers	9177	9825	10008	9.1

Table A6.2 No. of persons in receipt of PES services and expenditures (2009)

No	Type of service provided	Persons/services	Expenditures (31 Dec 2009) LEI
I.	Employment incentives financed from the unemployment insurance budget		
1	Information and guidance (through territorial agencies and private providers), of which:	762164	1,4127,95 (estimated costs)
	new entrants	599174	
2	Training	33184	20,460,545
3	Incentives for hiring graduates of educational institutions	10662	51,179,163
4	Advantageous loans for creating new jobs	10	-
	no. of people hired	10	
5	Occupation of unemployed people during the unemployment insurance payment period	21036	N/A
6	Occupation of people over 45 years old or of unemployed single parent supporters, of which	62925	N/A
7	Occupation of people through labour force mobility incentives	2233	N/A
	no. of people receiving mobility incentives		
8	Occupation of people with disabilities	496	



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No	Type of service provided	Persons/services	Expenditures	
			(31 Dec 2009)	LEI
	No. of people hired	402		
	no. of people hired by employers receiving subsidies	94		
9	Grant support and consulting services for starting an independent activity or starting a business	14340		
10	Local Community Development Scheme	21982		
11	Labour mediation, of which:	239958		
	no. of people hired with un-limited duration of the work contract	169712		
	no. of people hired with limited duration of the work contract	70246	32,233,079	
II	Personalised social programs for youngsters at social risk	710		N/A
	no of persons hired	710		
III	Measures for unemployment prevention	150550		767,919
	pre-firing services, like:			
	information session regarding the unemployment legal framework and the type of services	43646		
	assistance services for job placement	41681		
	training on how to find a job	31856		
	professional reconversion	1511		
IV	Support for working abroad	13081		N/A
	vacancies abroad, promoted	2122		
	vacancies occupied following mediation provided by EURES advisers	951		
	no. of people advised by EURES advisers	10008		

6.2: The National Agency for Employment

Operational Structure



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The National Agency for Employment (NAE) is organised and operates in accordance with the provisions of the **Governmental Decision nr. 1610/08.11.2006** regarding the approval of the National Agency for Employment Statute. It is an institution that operates under the authority of the Ministry of Labour, Family and Social Protection (MLFSP) and was established in 1999 as a public institution with tripartite management, in order to implement the national policies and strategies for employment and vocational training. The management of the Agency is represented by the President of NAE and the President of the Board of Administration of NAE.

Main objectives and functions

The main objectives of the National Agency for Employment are:

- The institutionalisation of social dialogue in the field of employment and training;
- Implementation of strategies in employment and training;
- Implementation of social protection measures for unemployed.
- To achieve its objectives, the National Agency for Employment has the following main functions:
 - organise, provides and finance, professional training services for the unemployed, according to the law;
- provide guidance and counselling to the jobseekers and mediates between them and the employers, in order to ensure balance between supply and demand on the domestic labour market;
- make proposals and submits them to the Ministry of Labour, Family and Social Protection (MLFSP) on developing the draft unemployment insurance budget;
- act as Intermediate Body for the implementation of Human Resources Development Programmes financed from European Social Fund;
- administer the unemployment insurance fund and provides quarterly and annual reports on budget execution to the MLFSP;
- make proposals to the MLFSP on draft legal acts regarding employment and vocational training and social protection of unemployed;
- organise the services, the payments and accounting of unemployment benefits, allocations and allowances financed from the unemployment insurance budget;



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- based on the social indicators established by the MLFSP, elaborate annual work programs and submits them to the Minister of Labour, Family and Social Protection for approval.

Organisation structure

According to the provisions of the relevant legislation and in order to be able to implement the national employment policies at local level, NAE has developed its territorial agencies network and organized its services (local agencies or working points) closer to its clients. The PES has 83 local agencies and 160 working offices. The NAE is responsible for six Regional Adult Training Centres, and also has a National Centre for its own staff training.

2810 staff is employed by the NAE in 2010 (however with the planned cuts in public service staff numbers, this may be reduced to 2162 staff).

Role of NAE as Intermediate Body (IB) for the SOP HRD

The National Agency for Employment serves as Intermediate Body for the Sectoral Operational Program Human Resources Development in accordance with the provisions of Art. 59 paragraph 2 of the Council Regulation (CE) nr.1083/2006 and of the Government Decision no. 497 of April 1, 2004, establishing the institutional framework for coordination, implementation and management of structural instruments, abrogated through Governmental Decision nr. 457/2008 establishing the institutional framework for coordination, implementation and management of structural instruments and according to the Governmental Decision nr.11/2009 regarding organisation and functioning of the MMFSP.

The responsibilities as Intermediate Body for the implementation of *Priority Axis 4 "Modernisation of the Public Employment Service" respectively of the Major Intervention Domain (MID) 4.1. "Strengthening the capacity of NAE to provide employment services"* and MID 4.2. "Staff training of NAE personnel", are described in the Agreement Act for Delegation of Functions/Duties approved through the Ministerial Order nr. 600/2008 of the Minister of Labour, Family and Social Protection. This Act was signed between NAE and the



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Management Authority. The IB has a number of 23 staff. The director is responsible for the coordination of the following structures:

- Project Selection and Contracting Office
- Financial Management Office
- Juridical and Secondary Public Procurement Compartment
- Irregularities and Anti-fraud Compartment
- Technical Verification Compartment (ex-ante)
- Information Management Compartment

As concerns the ESF specific internal audit attributions, these are under the responsibility of the ESF Internal Audit Compartment, within the Internal Audit Directorate, sub-ordinated to the President of NAE, directly.



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2007-2013**Annex 7: PA4 Contracted Projects and budgets****Table A7: Details of PA4 SOPHRD Contracted Projects (31 December 2009)**

	Beneficiary	Project Title	KAI	Committed amount (contracted)/ lei					Paid amount	
				EU contribution (ESF)	Own contribution (public sources)*	Non-eligible project value	National Public contribution	Total Project Value	EU contribution (ESF)	National Public contribution
1	4	5	6	7	8	9	10	11	12	13
Strategic Projects	NAE	SCOP - Specialization of the Vocational Guidance Advisers	4.2	13,770,606.00	34,817,352.00	139,192.00		18,500,000.00	0	0
	NAE	COMPROF	4.2	13,653,449.00	4,551,150.00	295,401.00	0.00	18,500,000.00	0	0
	NAE	SAPERE - Studies, analyses and forecasts on the labor market to strengthen the capacity of PES	4.1	13,535,041.00	4,511,680.00	453,279.00	0.00	18,500,000.00	0	0



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1	Beneficiary	Project Title	KAI	Committed amount (contracted)/ lei					Paid amount	
				EU contribution (ESF)	Own contribution (public sources)*	Non-eligible project value	National Public contribution	Total Project Value	EU contribution (ESF)	National Public contribution
4	5	6	7	8	9	10	11	12	13	
		in Romania, at both national and local level.								
NAE	PROSELF – PROMoting SELF-service services	4.1	13,123,530.00	4,374,511.00	1,001,959.00	0.00	18,500,000.00	0	0	
NAE	RATIO L3: analysis, development, conjecture, testing, evaluation and shaping of an innovative Strategy on Continuous training for staff of the NAE	4.2	12,798,750.00	4,266,250.00	1,300,000.00	0.00	18,365,000.00	0	0	



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1	Beneficiary	Project Title	KAI	Committed amount (contracted)/ lei					Paid amount	
				EU contribution (ESF)	Own contribution (public sources)*	Non-eligible project value	National Public contribution	Total Project Value	EU contribution (ESF)	National Public contribution
4	5	6	7	8	9	10	11	12	13	
NAE	MEDFORM	4.2	7,943,511.00	2,647,839.00	508,630.00	0.00	11,099,980.00	0	0	
NAE	Transnational Cooperation model for the Romanian returned workers (MEDIT)	4.1	7,374,007.00	2,458,003.00	684,259.00	0.00	10,516,269.00	0	0	
NAE	Communication campaign on the PSE services offered to the youngsters and employers	4.1	6,898,500.00	2,299,500.00	818,900.00	0.00	10,016,900.00	0	0	
NAE	Anticipating change in the labor market (ASC)	4.1	5,335,830.00	1,778,611.00	417,472.00	0.00	7,531,913.00	0	0	



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1	Beneficiary	Project Title	KAI	Committed amount (contracted)/ lei					Paid amount	
				EU contribution (ESF)	Own contribution (public sources)*	Non-eligible project value	National Public contribution	Total Project Value	EU contribution (ESF)	National Public contribution
4	5	6	7	8	9	10	11	12	13	
NAE	Analysis of skilled labor shortages in construction	4.1	2,387,932.00	795,978.00	27,692.00	0.00	3,211,600.00	0	0	
NAE	Call Center SPO	4.1	7,630,880.00	2,543,628.00	0.00	0.00	10,174,508.00	0	0	
TOTAL I			104,452,036.00	34,817,352.00	5,646,784.00	0.00	144,916,170.00			



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1	Beneficiary	Project Title	KAI	Committed amount (contracted)/ lei					Paid amount	
				EU contribution (ESF)	Own contribution (public sources)*	Non-eligible project value	National Public contribution	Total Project Value	EU contribution (ESF)	National Public contribution
4	5	6	7	8	9	10	11	12	13	

Grants	CV CAE	PISA - Data processing of the employers' grants	4.1	1,342,766.00	447,589.00	0.00	0.00	1,790,355.00	0	0
	MH CAE	Strengthening the capacity of the Public Employment Service (PES) of the region to plan projects and deliver customer oriented services.	4.2	1,251,867.00	417,289.00	179,314.00	0.00	1,848,470.00	0	0



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1	Beneficiary	Project Title	KAI	Committed amount (contracted)/ lei					Paid amount	
				EU contribution (ESF)	Own contribution (public sources)*	Non-eligible project value	National Public contribution	Total Project Value	EU contribution (ESF)	National Public contribution
4	5	6	7	8	9	10	11	12	13	
SB CAE	Modernization of Public Employment Service - PES Staff training – „Excellence Employment"	4.2	835,710.00	278,570.00	44,060.00	0.00	1,158,340.00	0	0	
HD CAE	Electronic Display system of the Labour market information	4.1	701,221.00	233,740.00	27,109.00	0.00	962,070.00	0	0	
BH CAE	Ensuring quality management of the public employment service on European standards - CALISPO	4.1	592,239.00	197,413.00	57,164.00	0.00	846,816.00	0	0	



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1	Beneficiary	Project Title	KAI	Committed amount (contracted)/ lei					Paid amount	
				EU contribution (ESF)	Own contribution (public sources)*	Non-eligible project value	National Public contribution	Total Project Value	EU contribution (ESF)	National Public contribution
4	5	6	7	8	9	10	11	12	13	
MH CAE	Necessity, adequacy, efficiency and effectiveness in the PES	4.1	470,987.00	156,996.00	77,000.00	0.00	704,983.00	0	0	
CL CAE	Public Employment Service in your support	4.1	438,600.00	146,200.00	0.00	0.00	584,800.00	0	0	
VN CAE	Quality, Efficiency and transparency in Public employment services	4.2	424,086.00	141,363.00	75,000.00	0.00	640,449.00	0	0	
TOTAL II			6,057,476.00	2,019,160.00	459,647.00	0.00	8,536,283.00	0	0	



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1	Beneficiary	Project Title	KAI	Committed amount (contracted)/ lei					Paid amount	
				EU contribution (ESF)	Own contribution (public sources)*	Non-eligible project value	National Public contribution	Total Project Value	EU contribution (ESF)	National Public contribution
4	5	6	7	8	9	10	11	12	13	

**KAI 4.1 - Total value contracted: 83,340,214.00
lei**

**KAI 4.2 - Total value contracted: 70,112,239.00
lei**



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Annex 8 Main Operational Objectives of PA4 contracted projects

Table A8.1. PA 4 Main Operational Objective (as indicated in application forms), of individual contracted PA4 Projects: (31st December 2009)

KAI	FDI Main operational objective	STRATEGIC PROJECTS	Coverage	
4.1	1.Improving and increasing the range of employment services provided for PES clients;	PROSELF (Promoting self-service services) - <i>creating 47 self-service kiosks in CAE office reception areas.</i>	National	
		MEDIT (transnational cooperation model for returned workers).	National	
		Communication campaign on the PES services offered to the young people and employers, <i>including for the 47 self-services offices that are to be created through PROSELF.</i>	National	
		PES Call Centre.	National	
	2.Improving the monitoring and evaluation process of the real impact of the active employment measures;	SAPERE (labour market studies, analyses and forecasts to strengthen the capacity of PES in Romania, at both national and local level) - <i>3 reports on the impact of active measures on labour market.</i>	National	
		3. Improving the PES forecasting capacity on labour market trends.	SAPERE (Studies, analyses and forecasts on the labor market to strengthen the capacity of PES in Romania, at both national and local level) - <i>2 analyses & forecasts (36 FDI target).</i>	National
			ASC Anticipating change in the labour market - <i>18 studies & analyses on labour market.</i>	National
4.2	4. Increasing the level of vocational competences of the PES staff.	SCOP (Specialization of the vocational Guidance Advisers).	National	
		RATIO L3 (Strategy on Continuous training for staff of the Public Service Employment Office).	National	



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KAI	FDI Main operational objective	STRATEGIC PROJECTS	Coverage
		COMPROF (strategy for staff development/training).	National
		MEDFORM (mediators).	National

KAI	FDI Main operational objective	GRANT PROJECTS	Coverage
4.1.	1. Improving and increasing the range of employment services provided for PES clients;	CALISPO – Bihor, Giurgiu, Harghita. Ensuring quality management of the public employment service on European standards – certification of county agencies ISO 2001 (2008).	Multiregional : N-V (BH), Sud-Muntenia (GR), Centru (HR)
		PISA - Data processing of employers' grants.	Regional (Centru: CV+HR)
		Necessity, adequacy, efficiency and effectiveness in the PES.	Regional (S-V Oltenia: MH+GJ+DJ)
		Labour market information Electronic Display system.	Local (Vest: HD)
	2.Improving the monitoring and evaluation process of the real impact of the active employment measures;	Public Employment Service in your support!	Local (Sud-Muntenia: CL)
	3. Improving the PES forecasting capacity on labour market trends.		
4.2.	4. Increasing the level of vocational competences of the PES staff.	Strengthening the capacity of the Public Employment Service (SPO) of the region to plan projects and deliver customer- centred services.	Local (S-V Muntenia: MH)
		Modernization of Public Service Employment-SPO Staff training – “Excellence Employment”.	Local (Sibiu)
		Quality, Efficiency and transparency in Public employment services.	Local (Sud-Est: Vrancea)



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Annex 9 – Analysis of PA4 SOPHRD projects performance against targets

Table A9.1 – Performance indicators

Indicator	Target ⁵⁶ (2009)	Actual position ⁵⁷ (cut-off-date 31 December 2009)	Evaluators' comment
Output indicators			
Number of supported employment agencies (no.)	70	3	Target not reached
Number of analysis and forecasts on labour market (no.)	17	1	Target not reached.
Result indicators			
Number of employment agencies providing “self-service” (no.)	10	0	Target not reached. One contracted project providing <i>self-service</i> – PROSELF, intends to create 47 self-services units.
Share of employment agencies certified in quality management (%)	91	0	Target not reached
Share of unemployed in training programmes in total unemployed benefiting from at least one AEM (%)	7.05	0	Target not reached



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2007-2013**Table A9.2: KAI 4.1 Additional indicators**

Indicator	Target ⁵⁸ (2009)	Actual position ⁵⁹ (cut-off-date 31 December 2009)	Evaluators' comment.
Input indicators			
Number of projects supporting the enhancement of the PES capacity.	30	10	Target not reached
Output indicators			
Number of communication and promotion events organized at national level – NAE	1	4	Target reached. The value of the target indicator is low compared with need.
Number of communication and promotion events organized at county level – NAE	42	1	Target not reached
Number of studies, analyses, reports, strategies – NAE	2	0	Target not reached
Result indicators			
Share of long term unemployed from the rural area in total unemployed benefiting from at least one active employment measure	47	0 (no contribution from the projects)	Target not reached.
Share of unemployed benefiting from “self-service” in total unemployed registered at one agency	10	0 (no contribution from the projects)	Target not reached. PRO-SELF project plans to create 47 self-services,
Satisfaction of PES clients (no) on a scale from 1 to 10	7,0	0 (no contribution from the projects)	Target not reached
Number of accredited employment agencies based on quality standards – PES	-	0	No target value was provided. One current grant project (CALISPO) aims at certification



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Indicator	Target ⁵⁸ (2009)	Actual position ⁵⁹ (cut-off-date 31 December 2009)	Evaluators' comment.
			of three county agencies ISO 2001 (2008).
Transnational partners involved in projects – PES	-	5	No target value was provided.

Table A9.3: KAI 4.2 Programme indicators

Indicator	Target ⁶⁰ (2009)	Actual position ⁶¹ (cut-off-date 31 December 2009)	Evaluators' comment.
Output indicators			
Number of trained staff (no.)	1565	205	Target not reached.
Result indicators			
Share of trained staff achieving certificate (%)	73	15,5	Target not reached.

Table A9.4 Additional indicators

Indicator	Target ⁶² (2009)	Actual position ⁶³ (cut-off-date 31 December 2009)	Evaluators' comment.
Input indicators			
Number of projects aiming to develop vocational competences of PES staff	30	7	Target not reached.
Output indicators			
No. of participants to study visits	0	90	Output indicator added to the ones existing in FDI (extracted



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Indicator	Target ⁶² (2009)	Actual position ⁶³ (cut-off-date 31 December 2009)	Evaluators' comment.
			from database indicators for Annual Implementation Report 2009)
Number of studies, analyses, reports, strategies - PES	4	13	Indicator exceeded the target value.
Result indicators			
Number of certified training participants – PES	1.143	180	Target not reached
Number of transnational partners involved in projects - PES	0	11	



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2007-2013Annex 10 - Questionnaire for SOP HRD PA4 axis (projects contracted until 31st December 2009)

Title of the Project				
Code of the project (ID)				
KAI (please tick)				
	4.1.	4.2.		
Type of project				
	Strategic	Grant		
Section I. RELEVANCE				
I.1. Has your project been developed following an assessment of needs for modernisation of PES?				
If YES, please, answer the questions I.1.1.a, I.1.1.b and I.1.2				
I.1.1. When has this needs assessment for modernisation of the PES been undertaken for your Priority Axis?				
	YES	NO		
				Other period (please specify)
	2007	2008	2009	
I.1.2. How and at what level has the assessment been done?				
	Internally, with own staff	Using external evaluators	At national level	At agency level
				At Directory level
I.2. Has an assessment of the needs of the target group been undertaken for the Project?				
If YES, please, answer the question I.2.1				
I.2.1. When was the assessment of target groups last undertaken?				
	YES	NO		
				Other period (please specify)
	2007	2008	2009	
I.3. Please, indicate which of the following specific modernisation activity/activities are being addressed in your Project				
- training of the staff				
- improving existing services (please specify these services in the row below)				
- creating new services (please specify these services in the row below)				



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- monitoring and evaluation of the real impact of active measures	
- other (please specify)	

I.4 Please tick in the list form the sheet 'Eligible activities' the eligible activities (from the FDI) included in your project

see list of FDI eligible activities

I.4.1 How do you rate the relevance each of these eligible activities in the changed socio-economic context between 2007 and 2009? Please tick in list the activities the corresponding box

see list of FDI eligible activities

I.5. How do you rate the overall relevance of your project in changed socio-economic context between 2007 and 2009?

* please, also mention in the lines below the changes in socio-economic context that have affected the project

Not relevant	Less relevant	No change	More relevant	Significantly more relevant

I.6. ONLY for the grant projects: How do rate the relevance of your project for the local/regional conditions

Not relevant	Less relevant	No change	More relevant	Significantly more relevant

Section II. EFFICIENCY**II.1. To what extent will the project's expected results contribute to the increased efficiency of the PES services?**

No contribution	Marginal contribution	Moderate contribution	Significant contribution	Very significant contribution

II.2. To what extent have the ratio cost/results of your project changed compared with the planned ratio, as a result of the socio-economic context (2007-2009)

Lower	Unchanged	Higher	I don't know

If this ratio has changed, what would be the reasons for it?

--

II.3. Are there delays in implementing the projects compared to the initial Plan of activities?

YES	NO

If YES, please answer II.3.1 and II.3.2

II.3.1. If YES, please, mention briefly the reasons in the lines below

II.3.2. Please mention if any measure was taken to avoid future delays



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II.4. What has been the time period between the SUBMISSION of the Project application and :

- APPROVAL of the project
- signature of the CONTRACT
- START of the project

* please check the box corresponding to the period of time between the submission of the project application and the milestones: approval, contracting, starting of the project

1-3 months	4 months	5 months	6 months	7-9 months	10-12 months	more than 1 year

II.5. Did you ask for postponement of commencement of project implementation?

If YES, please answer II.5.1 and II.5.2

II.5.1. How long was the postponement (no of months/weeks)?

III. 5.2 Please mention shortly the reasons

Section III. EFECTIVENESS

III.1. To what extent will the project contribute to the achievement of the objectives established by PA4

high	adequate	low	not at all
high	adequate	low	not at all

III.2. To what extent will the project contribute to the achievement of the indicators established by PA4

III.3 Please indicate the main information sources used for the application design and for the its submission and the corresponding percentage of using these sources

NAE website /intranet

(NAE) IB Helpdesk Help Desk

information sessions organised by NAE IB

other (please specify)

0%	25%	50%	75%	100%

III.4. Which of the following best describes your interaction with the IB?

we frequently use the IB services for advice/ consultancy in implementing the project

we contact IB only for specific questions when we meet some difficulties

we consult the IB only for the reimbursement claim

we never ask for the IB support/consultancy services

the IB has only a role in controlling and our contact with them is limited to their controlling visits

III.5. Please appreciate each of the implementation phase of the project

Very	Unsatisfactory	Normal	Satisfactory	Very
------	----------------	--------	--------------	------



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- creating the management team
- finding the local technical experts for the project implementation
- stimulating the project staff
- the process of public procurement
- keeping to the deadlines
- partners involvement (clear allocation of responsibilities within the project)
- reimbursement of expenditures
- reporting

unsatisfactory				satisfactory

III.6. Please mention the main difficulties you face in implementing the project

Section IV. IMPACT

IV.1. Please mention the expected impact of your project

on short run (0-6 months)	on medium run (6-24 months)	on long run (over 2 years)
------------------------------	-----------------------------------	----------------------------------



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Annex 11 – Results of Survey of Trainees

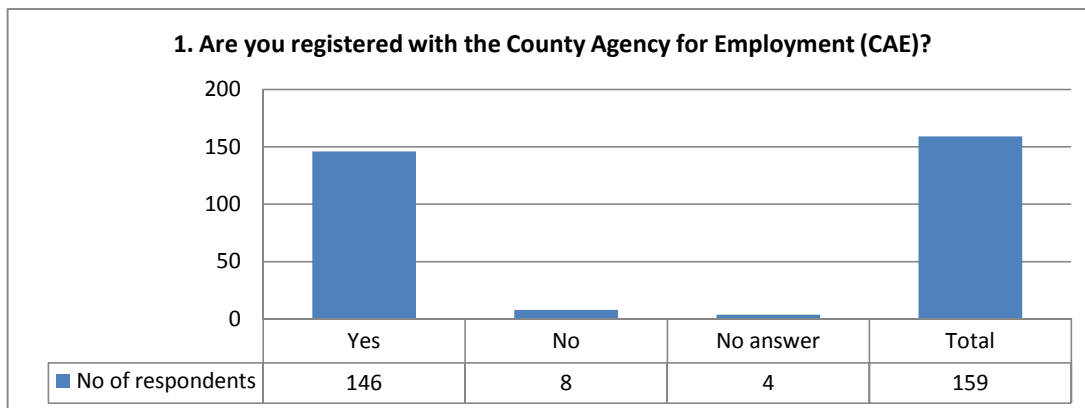
11.1 Introduction

A survey of trainees attending at PES Regional Adult Training Centres was undertaken as part of the fieldwork for this evaluation. The purpose of the survey was to gain insight on the views and experiences of unemployed persons and job-seekers, who were PES ‘clients’ on the quality and relevance of PES services. The questionnaire was completed by 159 trainees; these were spread across seven training centres, in three regions, and from seven types of training courses. Results from this survey have been incorporated in the main report as appropriate in the context of the evaluation analysis, particularly in Section 2 Relevance. In this Annex the responses to each of the survey questions are presented in diagrammatic formats and tables. The results are broadly self-explanatory and interpretation is not therefore provided. Details of the survey approach and respondents have been outlined in Annex 2 Methodology (Section 2.4 and Table A2.3). The full survey questionnaire follows in Annex 12.

11.2 Survey results

Q1: Are you registered with the County Agency for Employment (CAE)?

Chart 11.1 – No. of respondents registered with the CAE





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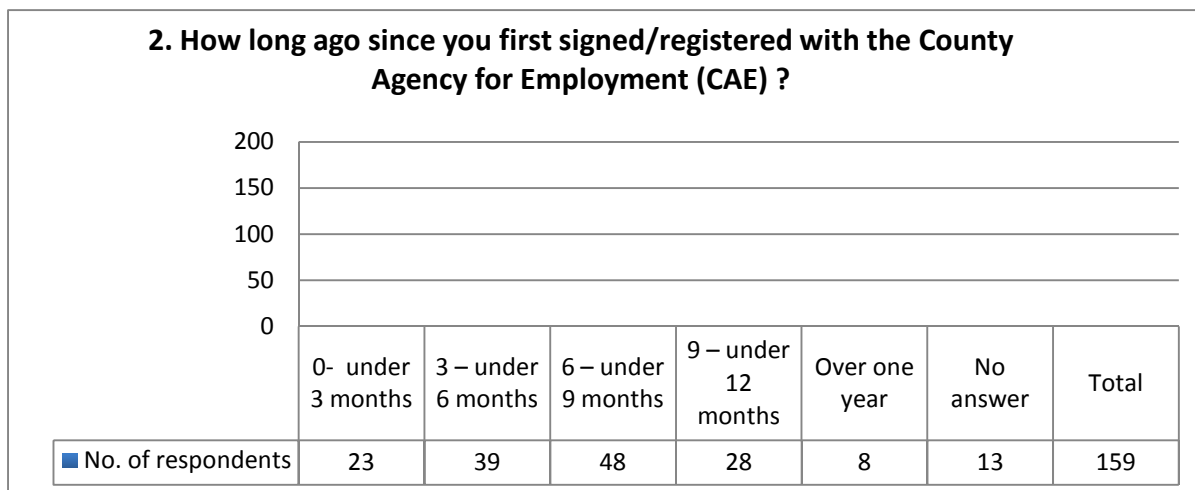
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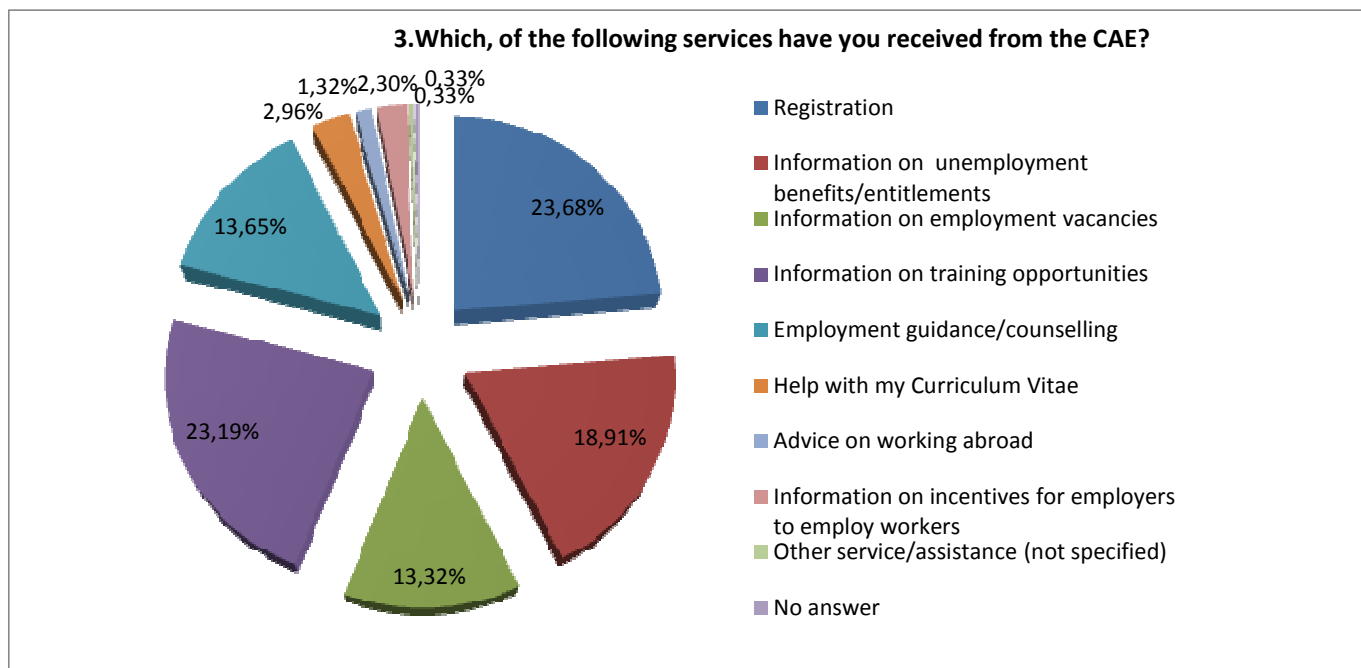
Q2: When did you first sign/register with the County Agency for Employment (CAE)?

Chart 11.2 - Period passed since first registration with CAE



Q3: Which of the following services have you received from the CAE?

Chart 11.3 – Services received from CAE





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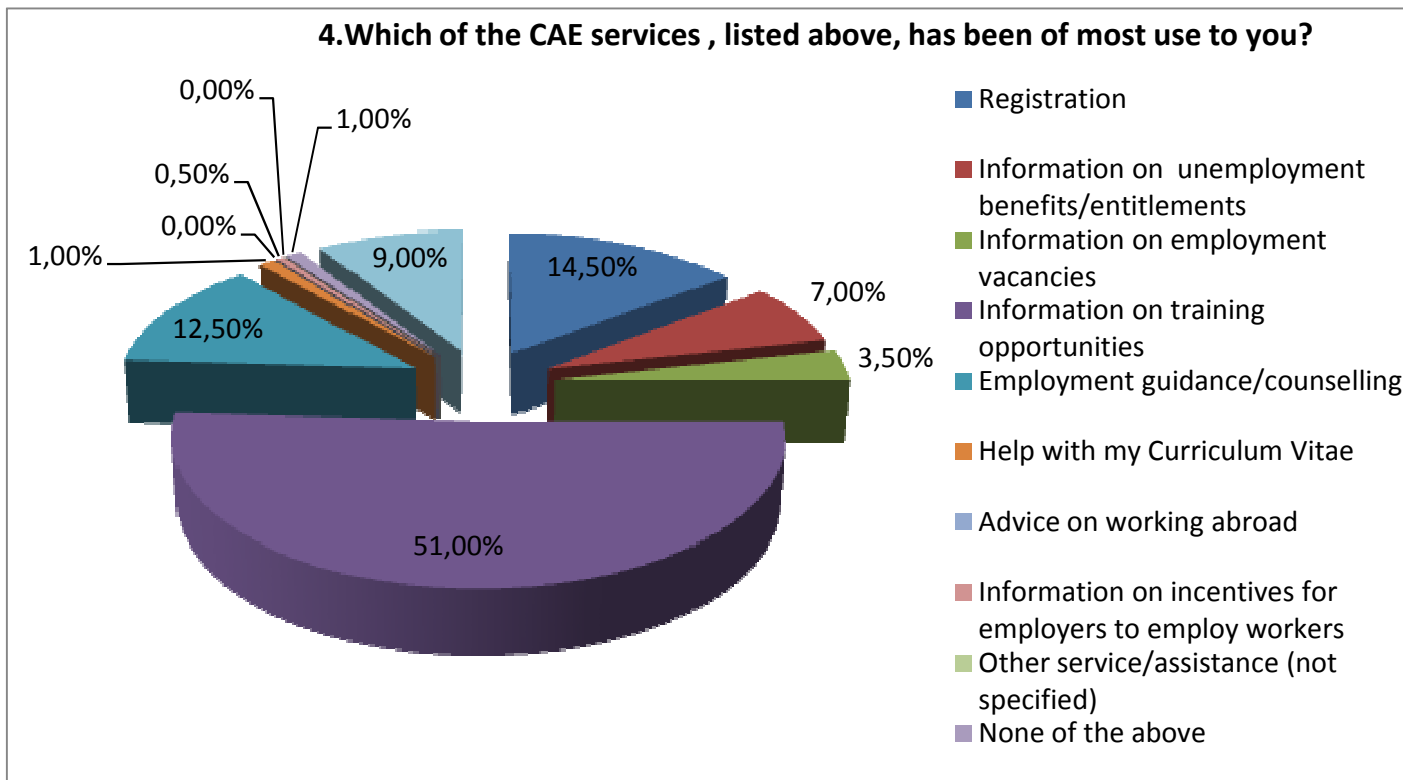
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Q4: Indicate the CAE service, listed above, that has been of most use to you (tick one only)?

Chart 11.4 – The most useful CAE service





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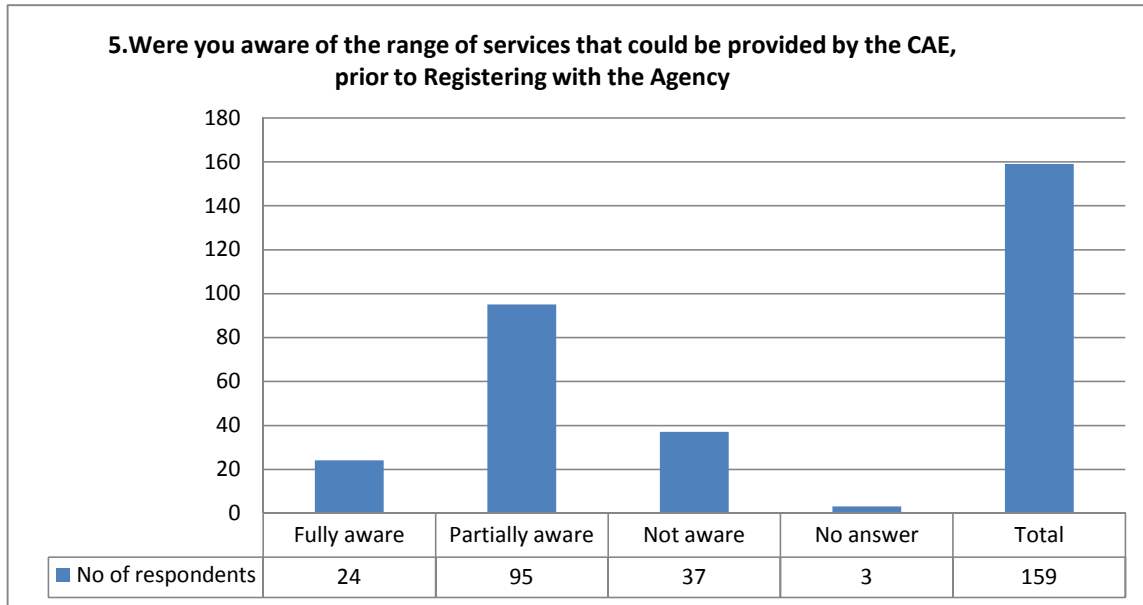
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Q5: Were you aware of the range of services that was provided by the CAE, before you to Registered with the Agency

Chart 11.5- No. of respondents the range of services provided by CAE





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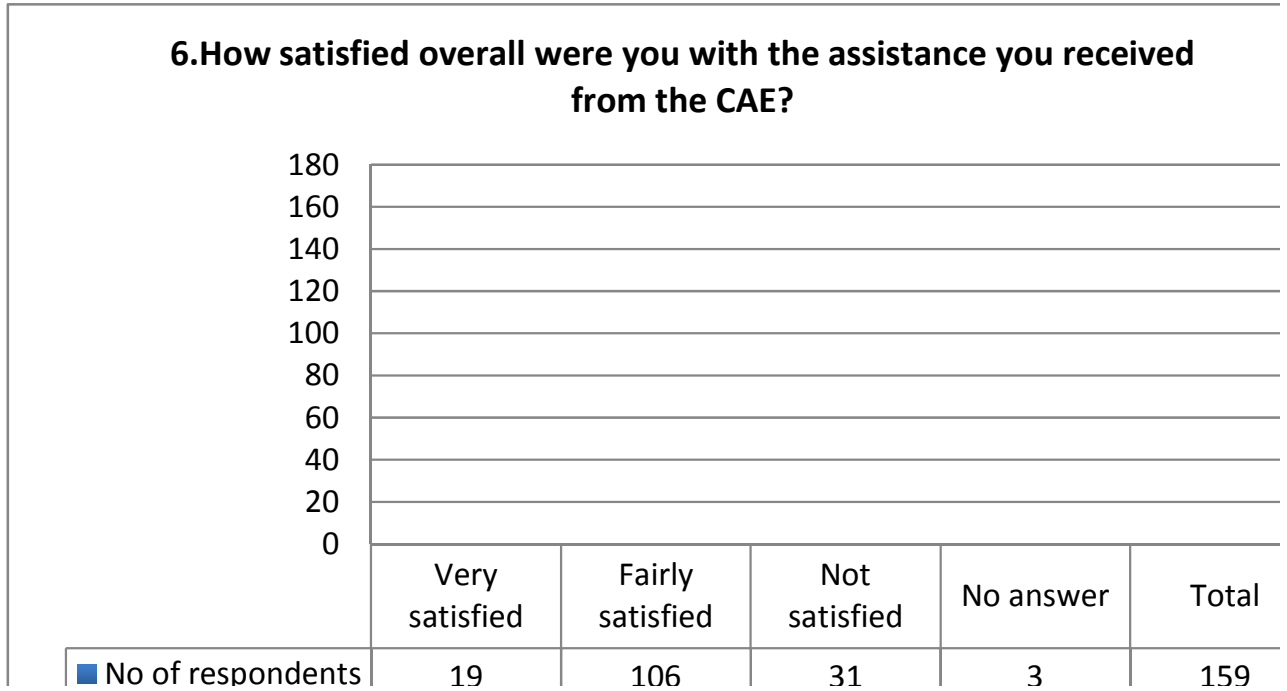
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Q6:How satisfied overall were you with the assistance you received from the CAE?

Chart 11.6 – Respondents’ satisfaction with the assistance received from CAE





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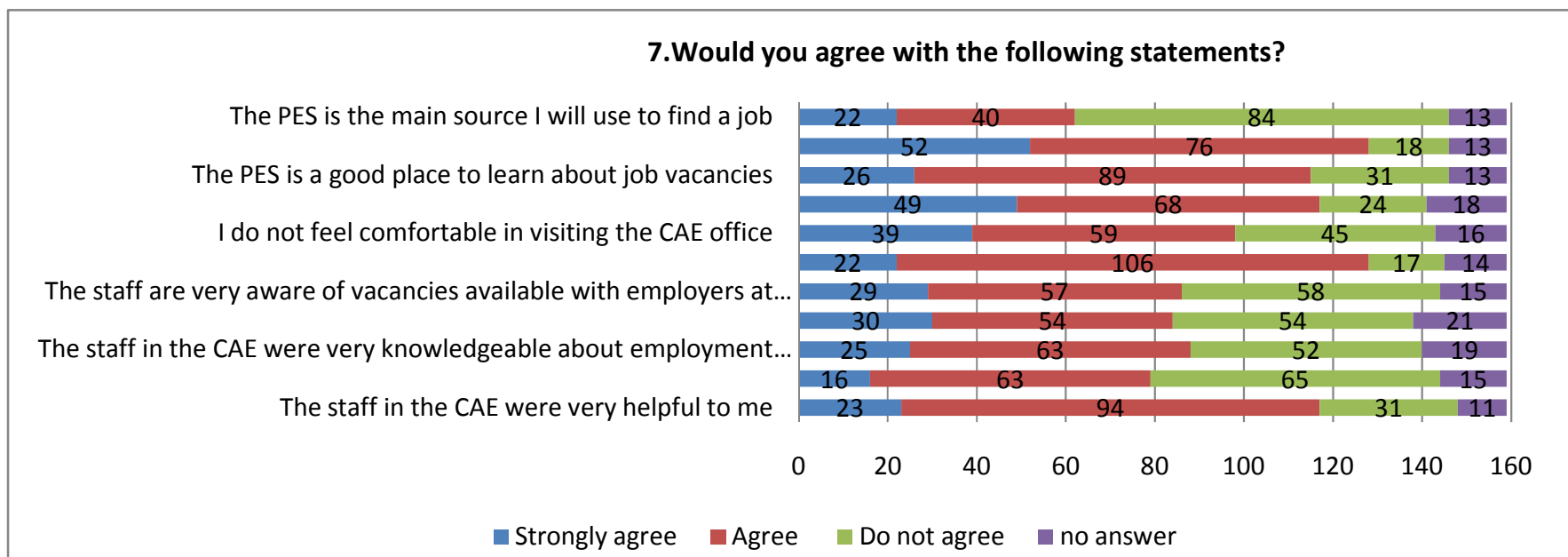
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Q7: To what extent do you agree with the following statements?

Chart 11.7 – Extent of respondents’ agreements with the statements





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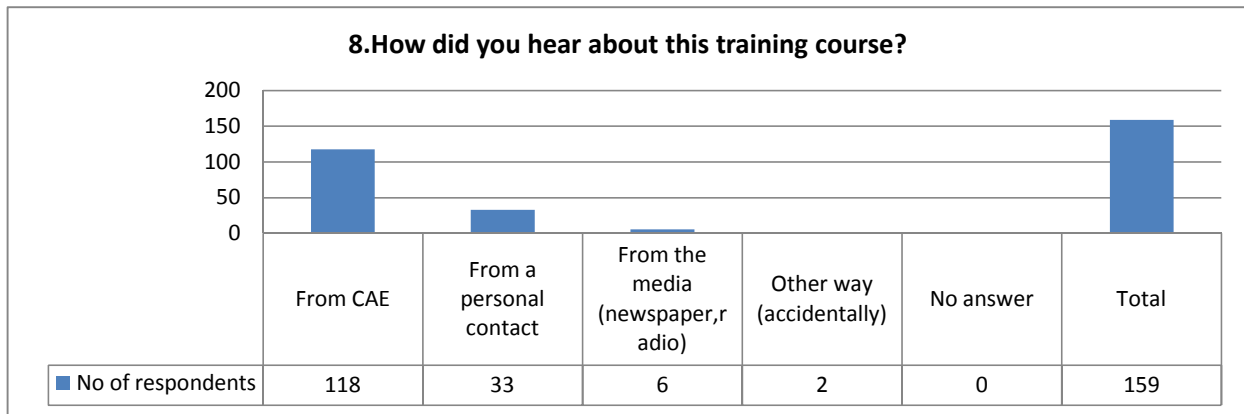
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Q8: How did you hear about this training course?

Chart 11.8 – Ways of finding out about the training course





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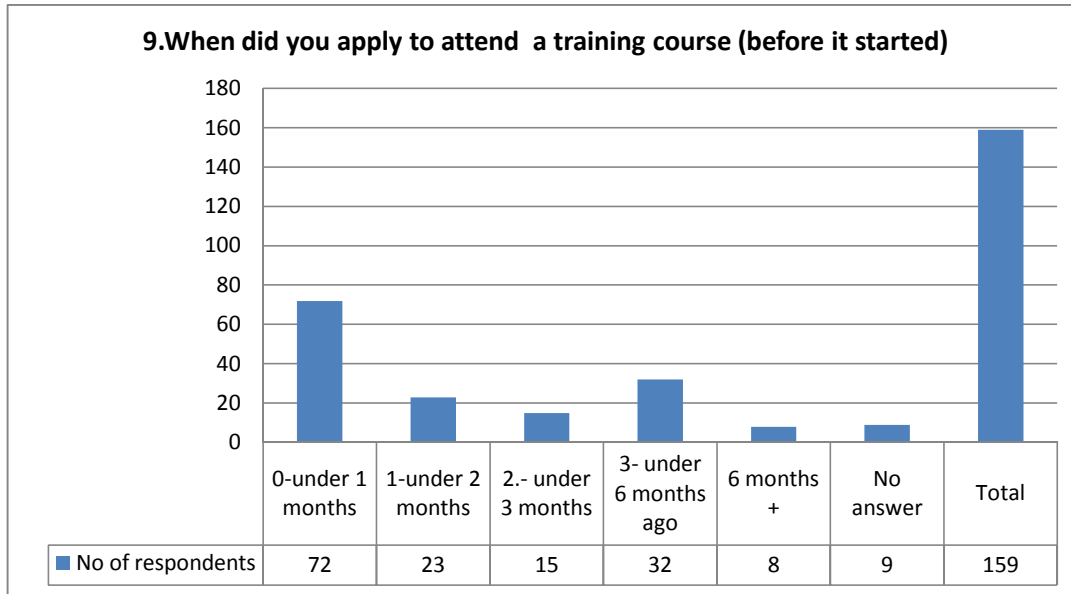
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Q9: When did you apply to attend a training course?

Chart 11.9 – Period of applying to attend a training course



Q10: When did you start this training course?

Respondents answered that they started the training course in June 2010 (when the survey was carried out), or in a period between 1 and 3 months before this survey.



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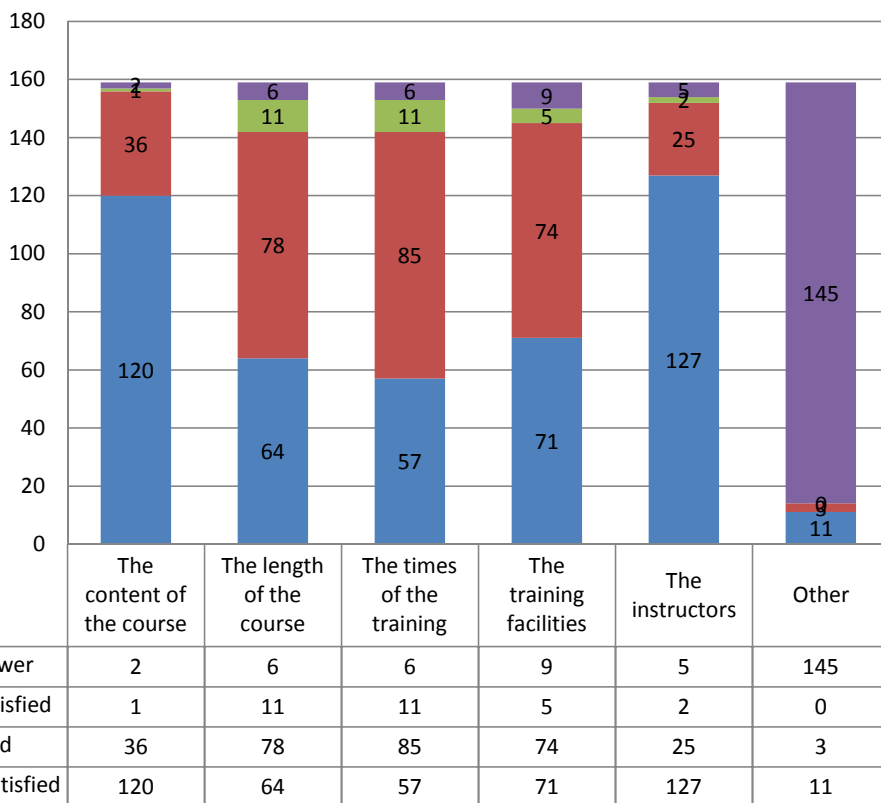


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10. How satisfied are you with the following aspects of your training course?





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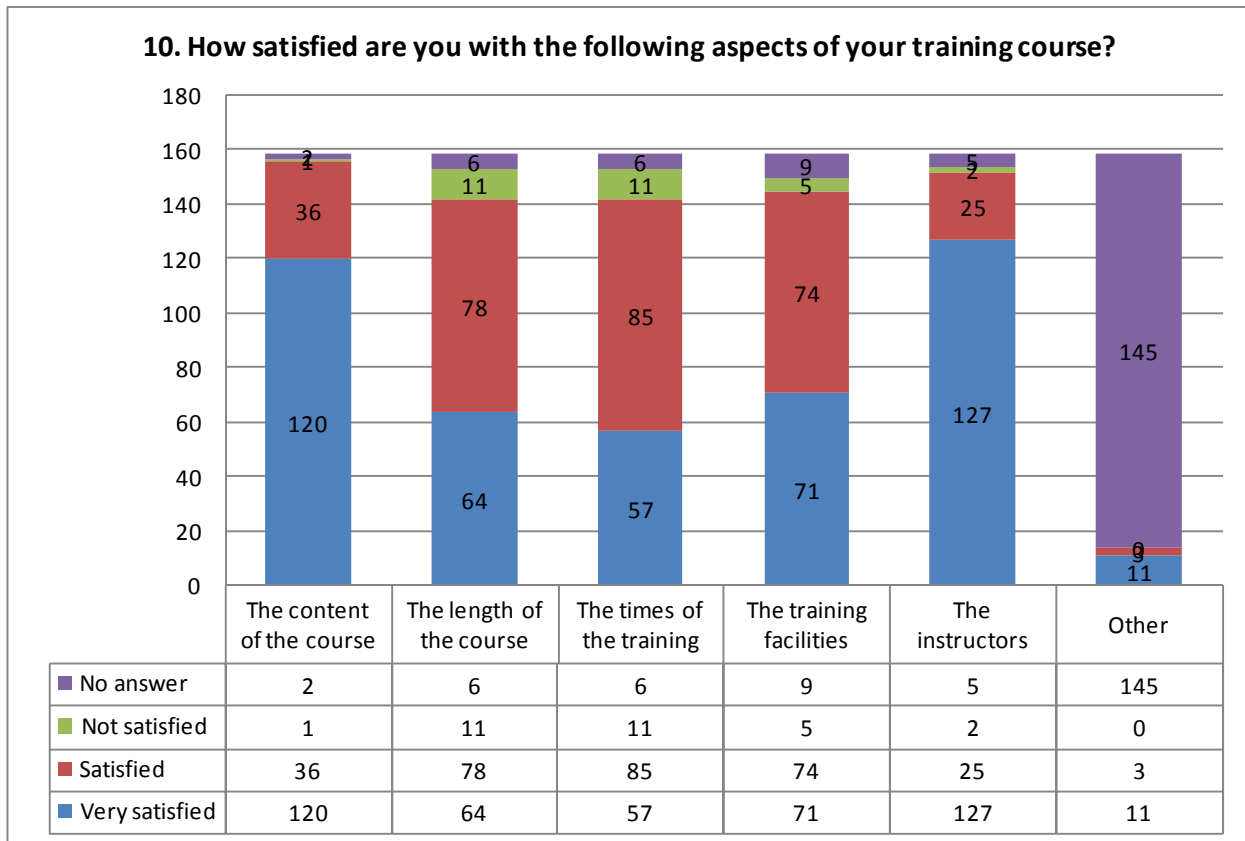
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Q11: How satisfied are you with the following aspects of your training course?

Chart 11.10 – Respondents’ satisfaction regarding the training course





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Q12: What specific type of job/occupation would you wish to get employment in after the training course?

Table 11.1 Types of desired employment by type of course

Accounting course

Job	No of respondents
Economist	2
Assistant accountant	3
Decent work place	3
Something in the field	1
Accountant	19
Assistant accountant	1
Secretary	1
Any job	4
Seller	1
Office work	1
Administrator	1
Manager	1
Referent	1
Horeca	1
No answer	1
Total	41

Mechanics course

Job	No of respondents
Mechanics	11
Total	11

Hairdressing course

Job	No of respondents
Hairdresser	29



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No answer	1
Total	30

Plumbers course

Job	No of respondents
Plumber	14
According to my education	1
Plumber or other	1
No answer	1
Total	17

Sales course

Job	No of respondents
Any job	1
Seller	18
Laboratory assistant	1
No answer	1
Total	21

IT course

Job	No of respondents
Public relations	1
Human resources	1
IT area	13
Data entry operator	8
Decent work place	1
No answer	6
Total	30

Cosmetics course

Job	No of respondents
------------	--------------------------



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Decent work place	1
In the field of cosmetics	4
Beautician	1
No answer	3
Total	9



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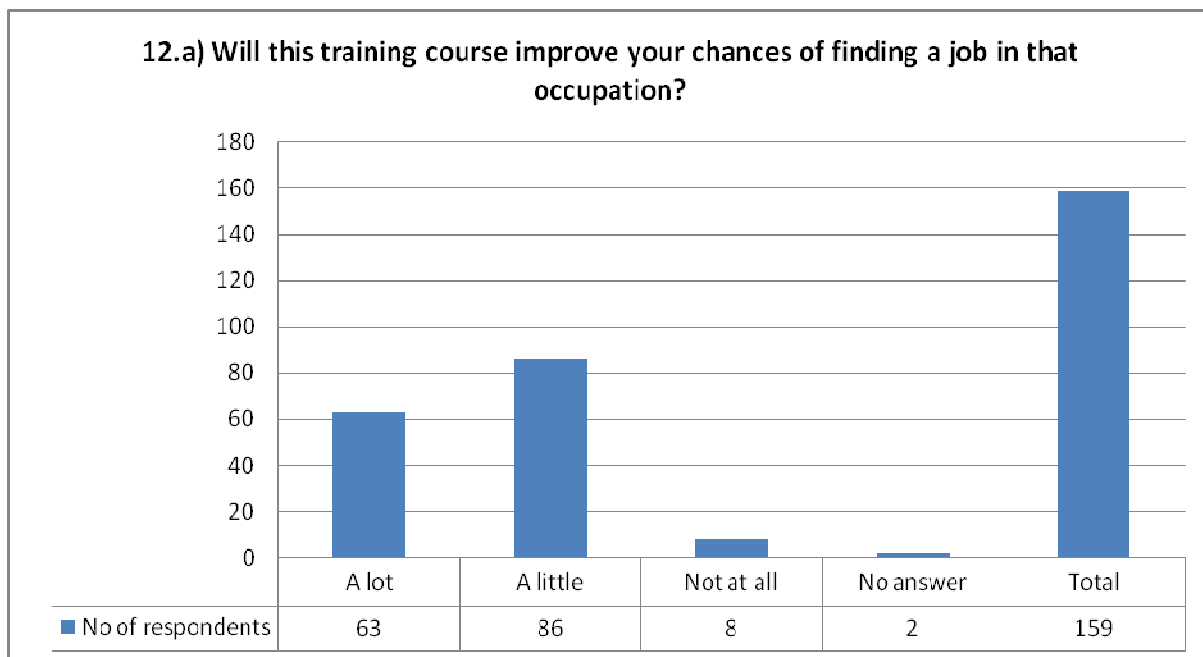
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Q13.a): Will this training course improve your chances of finding a job in that occupation?

Chart 11.11– Extent to which the training course will improved respondents’ chances of finding a job in the desired occupation.



Q13 (b): Why do you think this is so?

Table 11.2

Reasons - course will improve job chances a lot	No of respondents	Reasons - course will improve job chances a little	No of respondents
Will help me find a job	17	Lack previous work experience	20
Diploma will improve chances	23	Employers reluctant to hire beginners	3
Due to the course	1	There are not enough work-places	29
Concrete learning	1	Few employers take into consideration such a training course	3
For the future	1	Age	2
New opportunities	1	Economic situation	4



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I already found a job	1	I have a diploma	5
Internships	1	Only people with relations are hired	1
Experience	3	Employer ask for qualification	1
		Labour market falls down	3
I worked in the field but without diploma	2		
No answer	37		
Total no. of respondents	159		

Q14a: List any other help/service that would assist you in finding employment?

Table 11.3 Types of services assisting in finding an employment*

Other help/service	No of respondents
Media	11
Companies	1
Driving licence	12
Enough work-places	4
More information	2
Experience	1
Newspaper	6
Consultancy companies	1
Internet	1
Friends	1
Private	2
Personal contacts	12
Recommendations	1
CAE	4
Additional education	33
No answer	71
Total	163

*Note: As this was an open question, respondents could provide more than one answer.



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Q14b: In your view should this help be provided by the CAE, or another agency?

Table 9.4

Provider of othe help	No of respondents
CAEYes	77
Other Agency	12
No answer	70
Total	159



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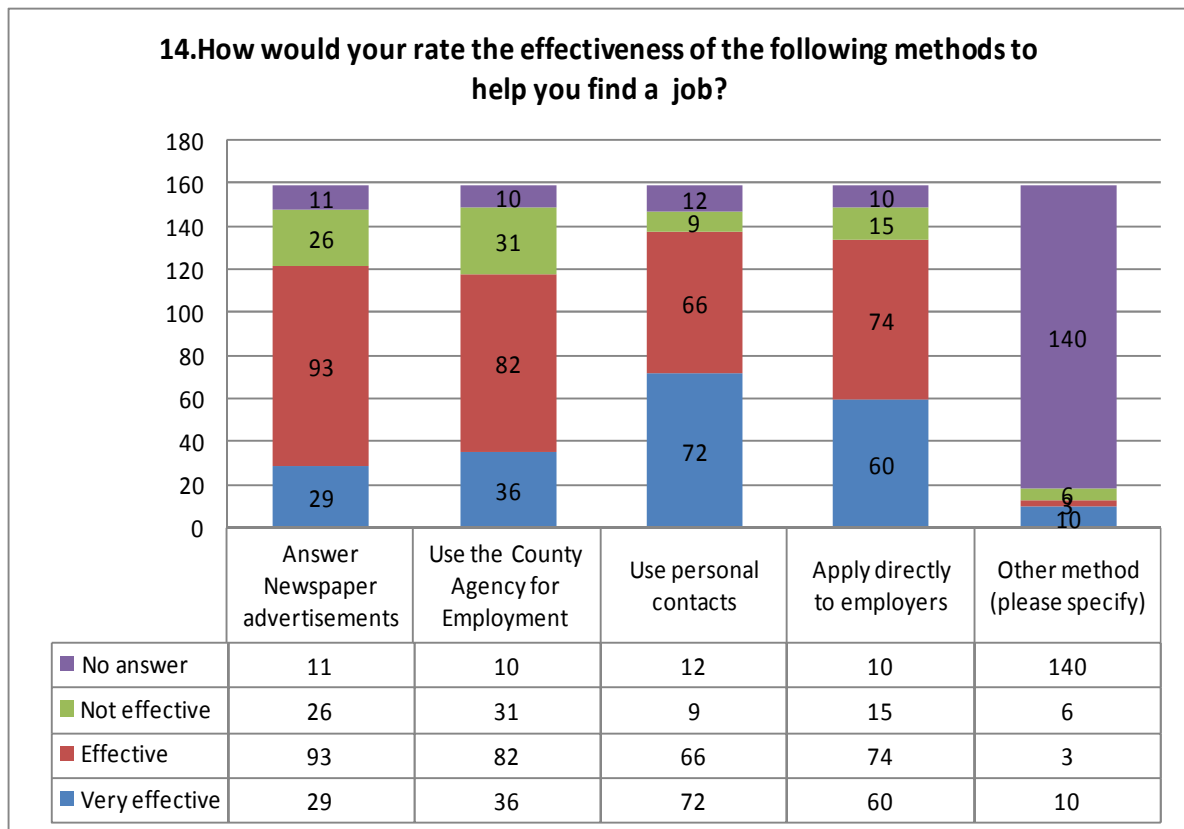
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Q15: How would you rate the effectiveness of the following methods to help you find a job?

Chart 11.12 – The effectiveness of methods in finding a job





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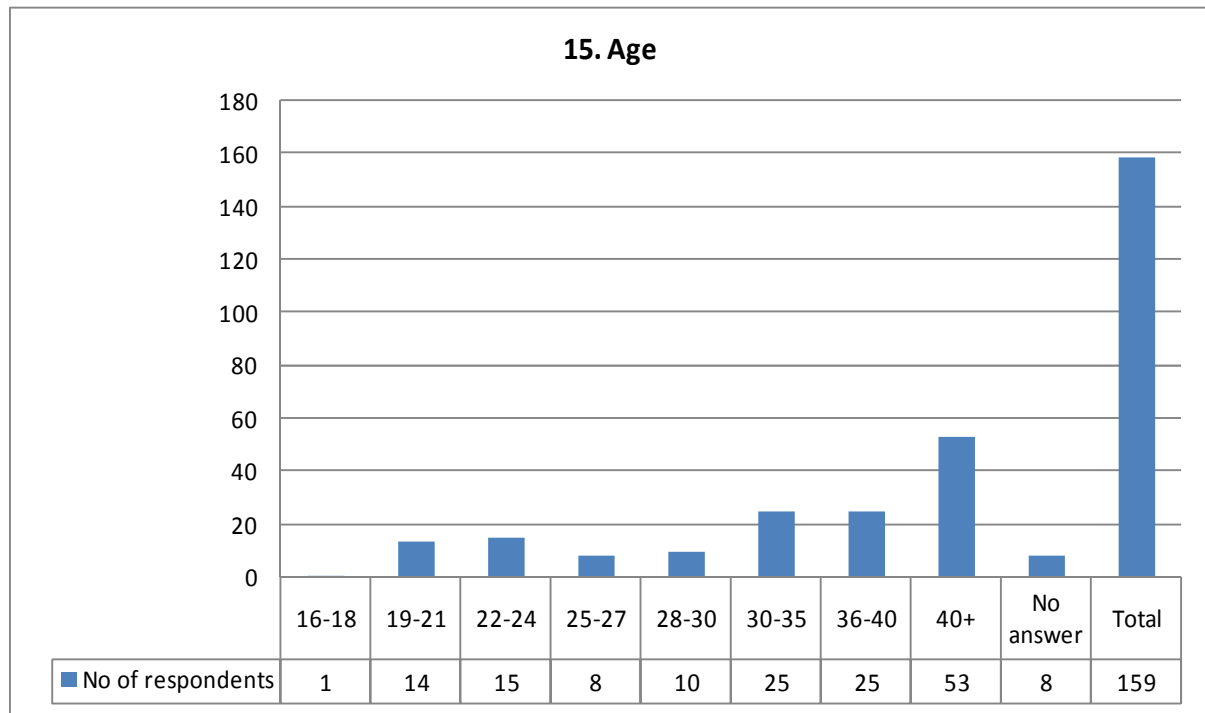
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Q16: In which of the following age categories are you?

Chart 11.13 – Respondents’ age category





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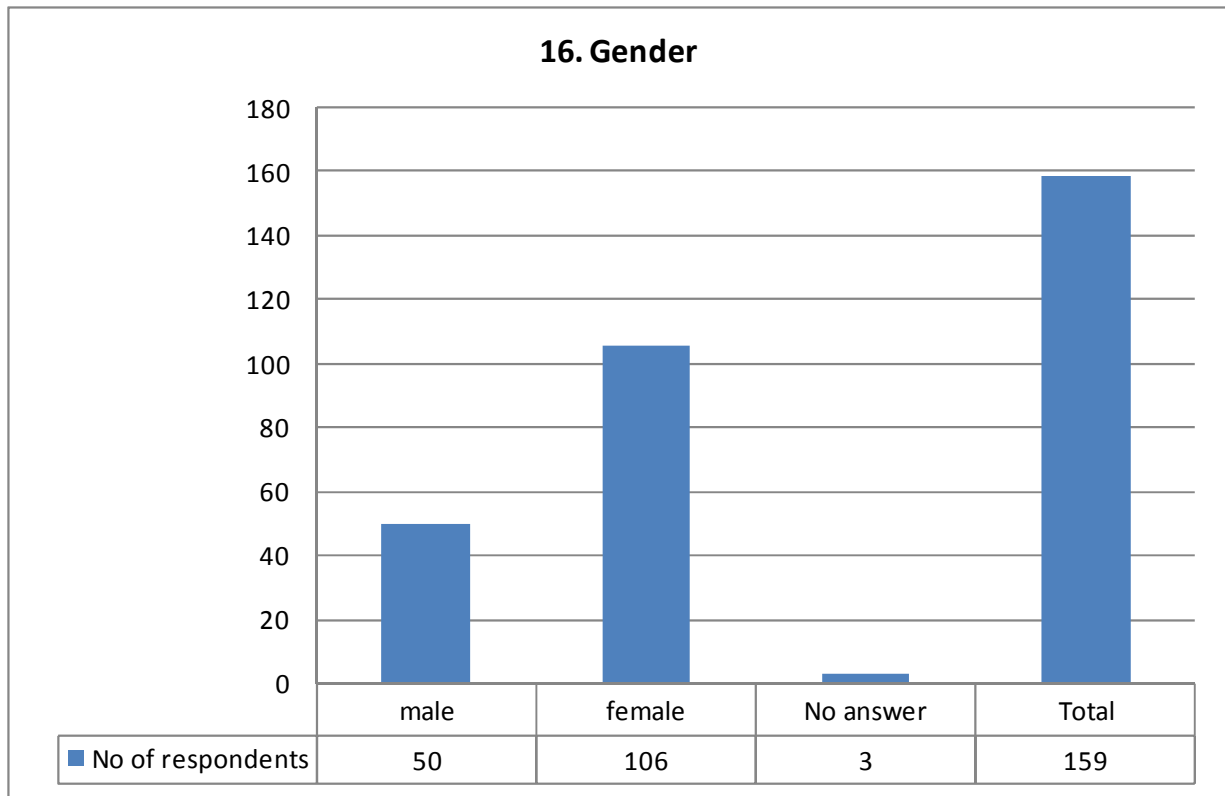
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Q17: Gender

Chart 9.14 – Respondents’ gender





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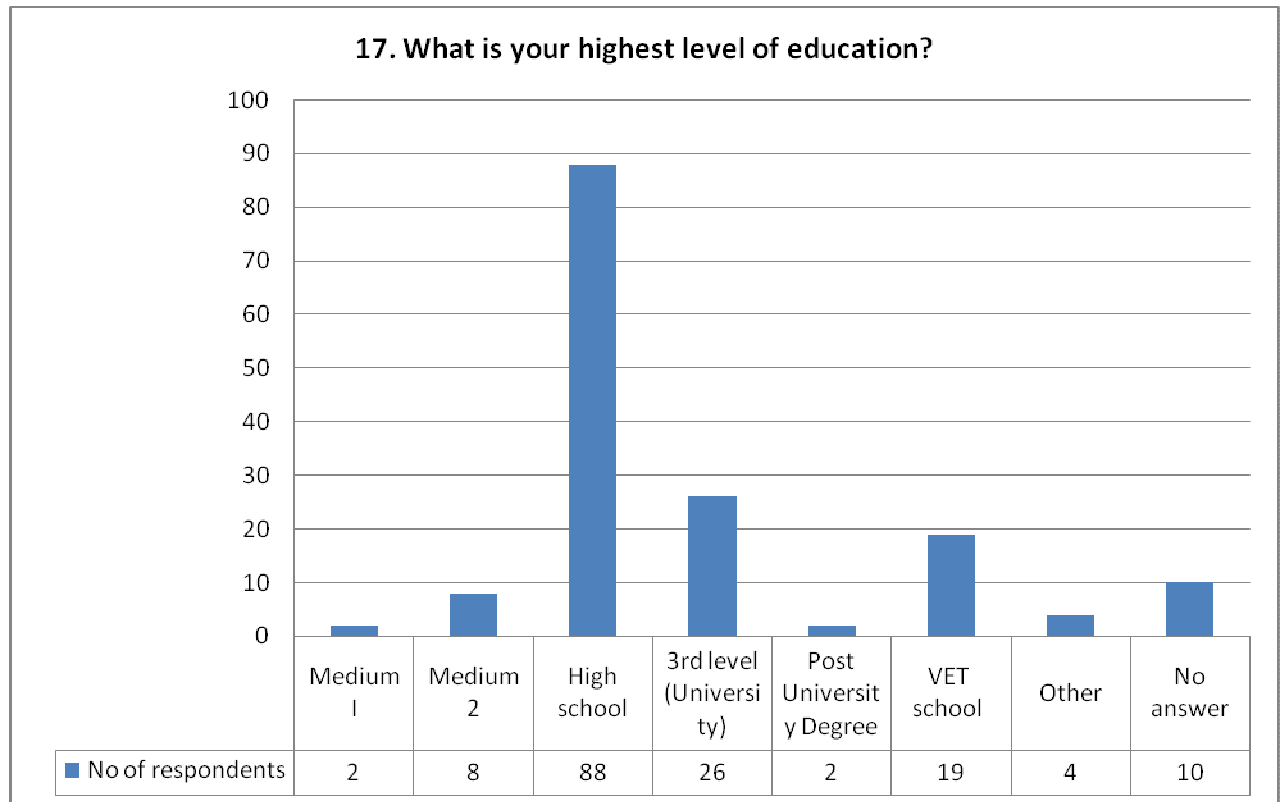
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Q18: What is your highest level of education?

Chart 11.15 – Level of education





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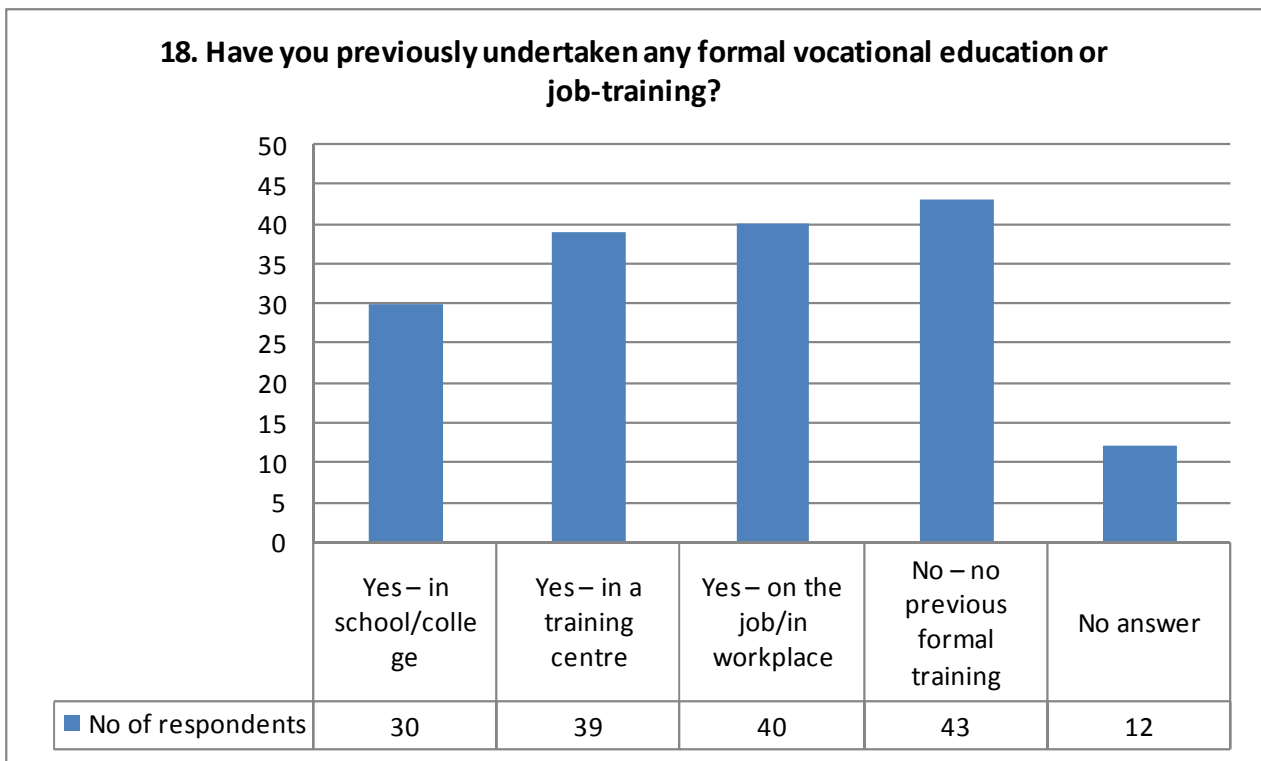
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Q19: Have you previously undertaken any formal vocational education or job-training?
(more than one box can be ticked)

Chart 11.16 – Whether any formal vocational education or job-training has been undertaken





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Q20: In what type of job that did you last work (if this applies)?

Table 11.5 – Last types of job

Last job	No of respondents
Trade	6
Selling/sales assistant	9
Education	1
Cashier	1
Clothing industry	1
Media	2
Economist	1
Archive	1
Statistic	1
Operator	3
Welder	1
Batch man	1
Tinsmith	1
Accounting	4
Secretary	1
Horeca	2
Tourism	2
Computer operator	1
IT	1
Construction	4
Landscape	1
Sewing/tailor	2
Printer	1
Call centre	1
General worker (non-qualified)	5
Car washer	1
Plumber	1
Guardian	5
Service heating	1



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Last job	No of respondents
Builder	1
Miller	1
Forger	1
Turner	1
Forklift	1
Electric wire	1
Carpenter	1
Illustrator	1
Textile	5
Pastry	1
Chemistry operator	1
Baker	3
Casino worker	1
Assistant bank manager	1
Romanian railway worker	4
Importers and distributors of pharmaceutical products	4
Construction electrician	2
veterinary pharmacy	2
Other	6
Not applicable – did not previously have a job	14
No answer	45
Total	159

Q20: How long since you worked in that job?

Chart 11.17 – Period passed from the previous job



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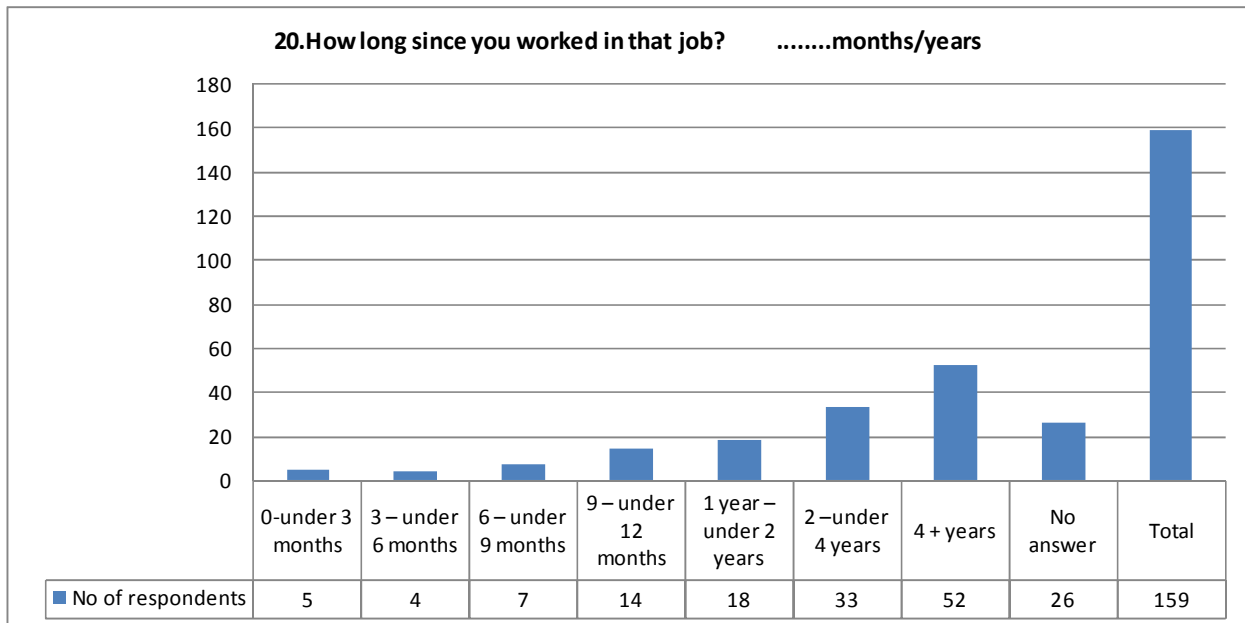
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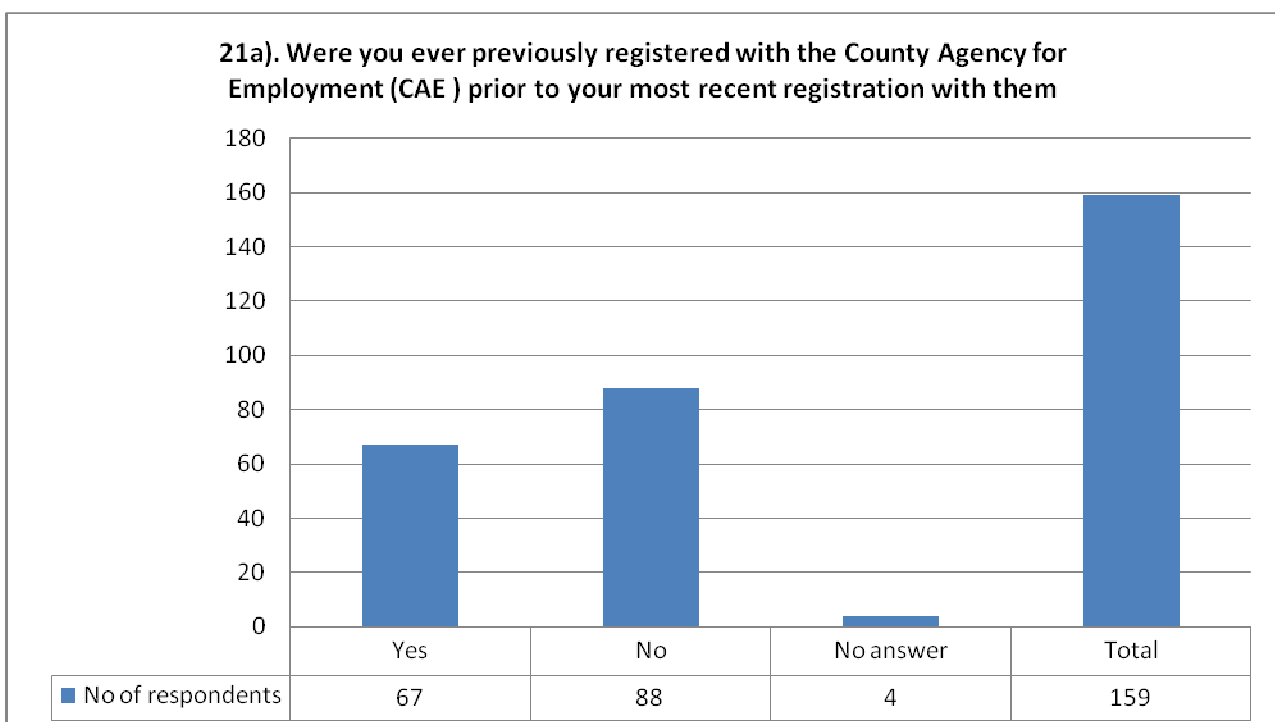


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Q21a): Were you ever previously registered with the County Agency for Employment (CAE) prior to your most recent registration with them

Chart 11.18.a – Previous registration with CAE





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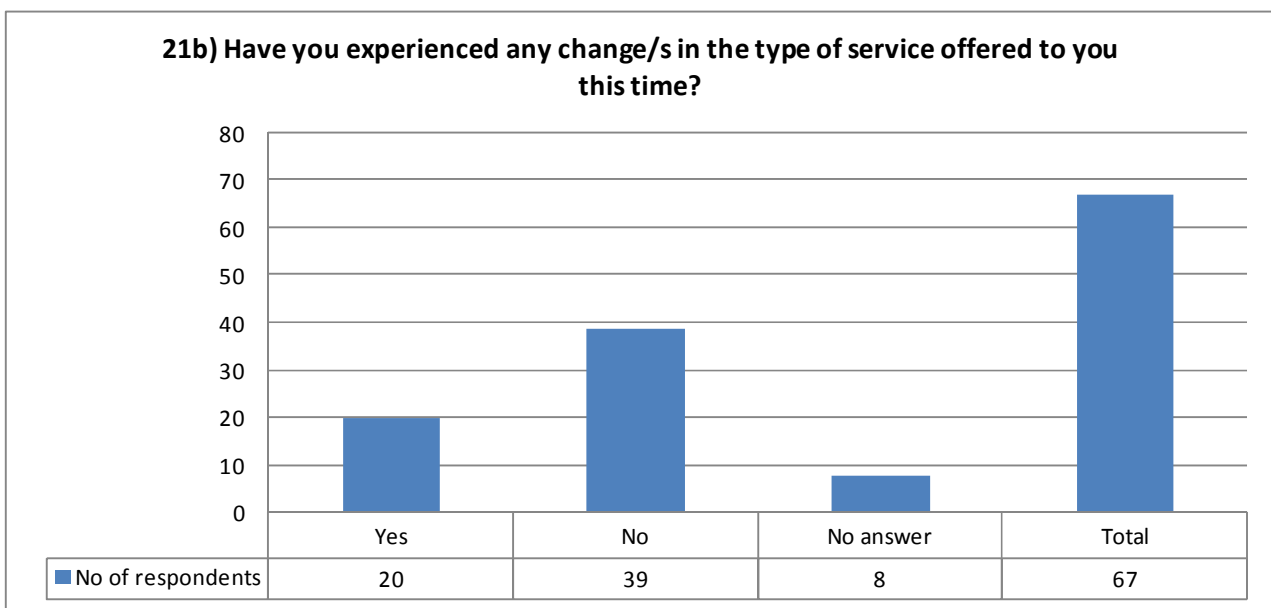
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Q21b): Have you experienced any change/s in the type of service offered to you this time?

Chart 9.18.b –Whether experienced any change/s in type of service offered





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Annex 12 – Trainees’ Questionnaire

Ad hoc evaluation of the Public Employment Services - PA4 POSDRU

Questionnaire for Job-seekers

Introduction

This research is being carried out as part of an ad hoc evaluation of the Public Employment Services in Romania. The Overall project is being carried out on behalf of the Ministry of Labour, Family and Social Protection. The aim of this survey is to gather views on the services of the County Employment Agency. We would very much appreciate your cooperation, by filling-out this questionnaire. The research is confidential to the research team, no person will be identified, and all answers will be grouped together.

Section A: Your contact with the County Agency for Employment (CAE)?

1. Are you registered with the County Agency for Employment (CAE)?

Yes _____ No _____

2. When did you first sign/register with the County Agency for Employment (CAE)?

Month _____ Year _____

3. Which of the following services have you received from the CAE? (Tick all you received)

CAE Service	Received
Registration	
Information on unemployment benefits/entitlements	
Information on employment vacancies	
Information on training opportunities	
Employment guidance/counselling	



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CAE Service	Received
Help with developing/writing my Curriculum Vitae	
Advice on working abroad	
Information on incentives for employers to employ workers	
Other service/assistance (please specify)	
None of the above	

Section B: Your views on the services of the County Employment Agency (CAE)

4. Tick the CAE service (one only), listed below, that has been of most use to you?

CAE Service	Of most use
Registration	
Information on unemployment benefits/entitlements	
Information on employment vacancies	
Information on training opportunities	
Employment guidance/counselling	
Help with developing/writing my Curriculum Vitae	
Advice on working abroad	
Information on incentives for employers to employ workers	
Other service/assistance (please specify)	
None of the above	

5. Were you aware of the range of services that was provided by the CAE, before you registered with it? (Tick one box only)

Yes, fully aware	Yes, Partially Aware	No, Not aware
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6. (a) How satisfied overall were you with the assistance you received from the CAE?
(Tick one box only)



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Very satisfied	Fairly satisfied	Not satisfied
----------------	------------------	---------------

6 (b) If you were not satisfied, please give your reason for this:

7. To what extent do you agree with the following statements? (Tick one box for each statement)

Statements	Strongly agree	Agree	Do not agree
The staff in the CAE were very helpful to me			
The staff were not able to give me a personalised service			
The staff in the CAE were very knowledgeable about employment options available to me			
The staff did not have time to give enough attention to me			
The staff are very aware of vacancies available with employers at present			
The CAE office facilities are good			
I do not feel comfortable in visiting the CAE office			
Notices about job vacancies are widely			



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Statements	Strongly agree	Agree	Do not agree
available in the Agency			
The PES is a good place to learn about job vacancies			
Information about training courses is easy to find in the CAE office			
The PES is the main source I will use to find a job			

Section C: Your participation in training

8. How did you hear about this training course (tick which sources apply)?

Sources	Sources used
From CAE	
From a personal contact	
From the media (newspaper, radio TV, etc.)	
Other way, Please specify	

9. When did you apply to attend a training course

Month _____ Year _____

10. When did you start on this training course

Month _____ Year _____

11. How satisfied are you with the following aspects of your training course?

Aspect of the training course	Very satisfied	Satisfied	Not satisfied
The content of the course			



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The length of the course			
The times of the training			
The training facilities			
The instructors			
Other (Specify)			

12. What specific type of job/occupation would you wish to get employment in after the training course?

13. (a) Will this training course improve your chances of finding a job in that occupation?
(Tick one category only)

A lot	A little	Not at all
--------------	-----------------	-------------------

13(b) Why do you think this?

Section D: Job seeking

14. (a) Describe/list any other help/service that would assist you in finding employment?

14(B) IN YOUR VIEW SHOULD THIS HELP BE PROVIDED BY THE CAE, OR ANOTHER AGENCY? (IF YOU WISH TO NAME AN AGENCY OTHER THAN THE CAE DO SO)



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15. How would you rate the effectiveness of the following methods to help you to find a job?

Method	Very effective	Effective	Not effective
Answer Newspaper advertisement			
Use the County Agency for Employment			
Use personal contacts			
Apply directly to employers			
Other method (please specify)			

Section E: Personal (optional)

16. In which of the following age categories are you?

16-18	19-21	22-24	25-27	28-30	31-35	36-39	40+

17. Are you male or female? Male _____ Female _____

18. What is your highest level of education?

Highest level of education	Tick the level that applies
Medium school	
High school	
VET school	
Third level	



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Other (Specify)

19. Have you previously undertaken any formal vocational education or job-training?

Vocational education or job-training	Tick all the categories that apply
Yes – in school/college	
Yes – in a training centre	
Yes – on the job/in workplace	
No – no previous formal training	

20. In what type of job did you last work in (if this applies)?

21. When did that job end? **Month**_____ **Year**_____

22. (a) Were you ever previously registered with the County Agency for Employment (CAE) prior to your most recent registration with them? **YES**_____ **NO**_____

If yes: (22b) Have you experienced any change/s in the type of service offered to you this time?

YES_____ **NO**_____



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If yes to 22(b): (22c) please describe:

23. Enter any other comment you would like to make in the box below:

Thank you for your help with this research