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## EX-ANTE EVALUATION OF OPERATIONAL PROGRAMMES FUNDED FROM THE ESF AND ERDF IN CHARGE OF MINISTRY OF EDUCATION, YOUTH AND SPORTS IN PERIOD 2007-2013

FINAL REPORT

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# **1. Ex-ante Evaluation of the OP Education for Competitiveness**

## 1.1. Introduction

This evaluation of the OP *Education for Competitiveness* concerns the October version of the document that was submitted to the Government.

The ex-ante evaluation contains an evaluation of all parts of the OP Education for Competitiveness (OP EC) as a whole.

## 1.2. Evaluators' Opinion of the OP EC (to be included in the document)

Results of the ex-ante evaluation of the Operational Programme "Education for Competitiveness"

The ex-ante evaluation of programming documents is an integral part of the preparation of these documents in compliance with the requirements of the European Union. The ex-ante evaluation of the Operational Programme "Education for Competitiveness", prepared by the Centre of Regional and Administrative Sciences of the Faculty of Economics and Public Administration, University of Economics, Prague, was also made to in accordance with the above requirements of the European Union.

Three fundamental principles were applied during the evaluation work pursuant to the regulations and rules of the ex-ante evaluation of programming documents:

1) The continuity principle, i.e. the evaluators evaluated parts of the prepared document continuously, assuming the individual opinions. In the opinions they were presenting their recommendations to amend, change or modify the document under preparation. The opinions were in form of individual written documents and oral comments.

2) The co-operation principle, i.e. the work of the evaluators was not performed independently of the work of the actual authors of the programming document; on the

contrary, both expert groups were working in close co-operation, e.g. in work teams, and there was individual personal communication or e-mail communication among team members.

3) The principle of proactive assistance – the evaluation team formulated a number of recommendations and alternatives concerning the analytical part, the strategy and the indicators.

As a result of the application of the above mentioned principles, the programming document – the Operational Programme "Education for Competitiveness" – was prepared in form which reflects the evaluation team's ideas of the content.

The evaluation team considers the application of the partnership principle during the formation of the OP EC in, in other words intensive involvement of the partners, including regions, into the preparation of the OP EC, to be a positive aspect.

The evaluation team concludes that the programming document contains all the relevant parts required by the European Union.

## Evaluators' opinion of the of partial characteristics of the programming document

### Evaluation of the general consistency of the document

The Operational Programme "Education for Competitiveness" is focused mainly on the quality improvement of the education system and bigger application of the lifelong learning concept in the Czech Republic. The evaluation team observes that the information regarding the quality of the Czech education system, as provided in the analytical part of the OC EC, is of the available extent, which means more complicated conditions for the formulation of the strategic part of the OP EC.

The strategic part and the definition of the priority axes of the OP EC reflect the actual education needs of the Czech Republic that can be financed from the European Social Fund. The evaluation team evaluates positively the fact that the submitted strategic part is a result of the work of a work team made up by representatives of all significant partners.

The evaluation team takes note of the agreement of the division of competencies related to further education between the Ministry of Labour and Social Affairs as the controlling body of the OP "Human Resources and Employment" (OP HRE) and the

Ministry of Education, Youth and Sports as the control body of the OP Education for Competitiveness. This agreement influenced the formulation of the OP EC strategy in the priority axis No. 3: Further Education. The above competence division means distribution of the offer and the demand in the area of further education between the OP EC and the OP HRE, requiring close links and co-ordination of the support provided by both of the operational programmes. The OP EC is focused on solutions of the expected demand on the labour market, in other words it involves mainly reflection of long-term trends and their projection into the system of initial education. Nevertheless, using the third priority axis, the operational programme also strives to find solutions related to the current situation on the labour market within the meaning of the development of a relevant offer of further education. The evaluation recommends the direct links of the OP EC to the labour market be emphasised.

Evaluation of the compliance of the programming document with the relevant documents at the supranational and national levels

The evaluation team did not identify any differences against supranational documents defining the further development of the European Union or use of the resources from the structural funds.

The submitted Operational Programme "Education for Competitiveness" is in compliance with the Lisbon Strategy and related documents, in particular the National Lisbon Programme 2005 – 2008 – the National Reform Programme of the Czech Republic. It is also in compliance with the strategic documents of economic and social coherence policy at the level of the Community Strategic Guidelines (CSG) and at the national level it is in compliance with the National Strategic Reference Framework of the Czech Republic 2007 - 2013. Successful implementation of the content of the OP EC will undoubtedly lead to the accomplishment of objectives of the above documents.

The OP EC is becoming an implementation tool also for other long-term concepts and strategies, such as the Long-Term Plan for Education and Development of the Education System of the Czech Republic. The OP EC also contains a basic description of links to other operational programmes (emphasising the relation to the OP HRE and the OP "Research and Development for Innovation"). A detailed description should be included in the implementation document OP EC and the relevant methodologies.

### Indicator setting

The evaluation team observes that the indicator setting reflects the focus of the priority axis and supported areas. The evaluation team believes that especially in case of contextual indicators it would suitable to reduce their number and recommends the actual quantification of some indicators be considered. The OP EC indicators have to be quantified.

## Finance plan

The distribution of the use of financial resources in years is characterised by their gradual increase. The evaluation team respects broad consensus reached in the allocation of the financial resources to the priority axes of the OP EC.

## Implementation

Pursuant to the Resolution of the Government of the Czech Republic No. 175/2006 the Ministry of Education, Youth and Sport became the control body of the OP EC, the relevant functions were entrusted to the Department for EU (O 60). The implementation of the programming document is set in accordance with valid rules and regulations and further details will be specified by the Implementation Document of the OP EC.

The evaluation team believes it is essential the information on the implementation system provided in the OP EC Implementation Document be specified (mainly in specific subjects to participate in the control and implementation of the OP EC; their roles and mutual relations have to be specified).

## Conclusions

A key factor to the successful implementation of the OP EC is the setting of the implementation system and the establishment of system co-operation links with key partnership OPs (particularly OP HRE and OP RDI).

The evaluation team concludes that the OP EC set up in this manner will contribute to the accomplishment of the objectives of the economic and social cohesion policy, expressed by the Community Strategic Guidelines for Cohesion and the National Strategic Reference Framework of the Czech Republic for 2007-2013.

## 1.3. Evaluators' Detailed Opinion of the OP EC

## 1.3.1. Analytical Part of the OP EC

Having studied the submitted analytical part of the OP EC (pp. 5-28), the evaluation team (ET) observes that the inadequacies they had pointed out were not removed completely. The following part of the text comments on the changes made to the document compared to the previous version.

- a) Page 12 includes a reference to the PISA 2003 results. The content does not reflect all problems of the Czech education system with the exception of substandard literacy of 15-year old students. The ET recommends the information documenting the reproduction of intergenerational social inequalities (students from socially weak environment are very likely to be unsuccessful in the Czech education system; the PISA concludes they have a lower level of mathematical, reading and natural science literacy).
- b) Page 14 provides new information of the education programme Lyceum. The text does not include sufficient information to justify the strategic part of the OP EC. (It is not clear from the text whether the foundation of lyceums and their increasing number help improve the situation of lyceum graduates on the labour market).
- c) Page 22 includes new information on the utilization of the Internet and computer literacy. The ET recommends the extent of the text be taken into consideration. The ET recommends the text is reduced only to the presentation of the results the Czech Republic achieved in an international comparison, any required explanations can be provided in the footnotes.

The ET notes the socio-economic analysis does not capture in a sufficient extent the necessity of qualitative changes of the Czech education system, which is probably caused by low availability of required information. The results of the OECD international comparison research (PISA) were used only partly and they do not always sufficiently justify the content of the strategic part of the OP EC (similarly to the publication *Education at a Glance 2006* (OECD) and the available results of the project *Quality* performed by the Ministry of Education, Youth and Sports).

### 1.3.2. SWOT Analysis

No changes and amendments were made in the SWOT analysis compared to the previous version.

The SWOT analysis (pp. 29-32) basically reflects the problems of the Czech education system, nevertheless, the relation between the analysis and the SWOT analysis is not clear in some points, e.g. the decreasing share of non-qualified people (a strength) or in threats – growing illiteracy of disadvantaged groups, or the Roma. The question is whether it is already possible to document the illiteracy rate of these groups or whether it will possible to register its growth or drop in the future?

## 1.3.3. Evaluation of Experience from the Previous Programming Period

Following the recommendations of the ET a chapter was included summarizing the available information on the use of resources under the OP HRE, which currently covers the education issues.

With respect to the fact that this chapter represents one of the key factors for strategy focus, the ET believes it should:

- a) Be reduced to factual aspects of education;
- b) Explore the actual impact of the aid on the relevant areas;
- c) Take into consideration the existing experience good practices, bad practices;
- d) Take into consideration the indicated state of the adsorption capacity;

e) Summarise the basic knowledge of the process of aid provision (analysis of key processes, cooperation with intermediating entities, monitoring methods).

### 1.3.4. Evaluators' Opinion of the of the Strategic Part of the OP EC

The strategic part and the definition of priorities of the OP EC basically reflect the education needs of the Czech Republic that might be financed from the ESF.

The ET expressed repeatedly their opinion of the formulation of a global objective and specific goals, proposing their modifications. The final version results from the work of a work team composed of representatives of all major social partners and therefore it is a result of partnership process the ET respects.

The consistence of the OP EC with the strategic documents (the National Strategic Reference Framework, the Community Strategic Guidelines for Cohesion, the National Reform Programme, etc.) have been commented on before. The ET believes the selected form is not too convincing and the relations are questionable in some cases (the tables). The ET's recommendation to use a different form of presentation of the relations between the OP EC and the strategic documents was not accepted. The text was completed with the relations between the OP EC and other documents such as the National Innovation Policy 2005-2013 or the IOP, the OP Prague – Adaptability and regional operational programmes.

As far as horizontal topics are concerned, the ET draws attention to a simplified understanding of sustainable development, which is described in the OP EC only from the environmental point of view. The ET recommends the economic and social dimensions be added.

## Priority axes of the OP EC

The system projects of the second priority axis had been moved into an independent support area in the previous version of the OP EC. The evaluation team thinks the text of the OP EC does explain why the authors decided to do so and why, if the system projects are specified in the second and the third priority axes, a similar approach was not adopted in the first priority axis.

## Priority axis No. 1: Initial education

The ET does not have any major comments to the structure of the priority axis or the focus of the support areas.

Priority axis No. 2: Tertiary education, research and development

The strategy of the priority axis specifies the solution of regional disparities as one of the main objectives of the priority axis. The text does not specify in more detail which disparities are referred to – access to tertiary education, number and capacity of tertiary education facilities or their achievements?

The evaluation team noted the number of support areas had been increased from the original four to five in the priority axis No. 2: Tertiary education, research and development. A new support area was added 2.1.: System framework of tertiary education and the development of human resources in research and development. Support areas 2.2. and 2.3. were renamed. The implementation of the whole process becomes more complicated due to the new support area.

The support area 2.3.: The ET recommends the first bullet be reformulated – to support formation of quality teams. This formulation does not specify clearly what and for what purpose will be supported.

Priority axis No. 3: Further education

The evaluation team takes note of the agreement on competence division in the area of further development between the Ministry of Education, Youth and Sports and the Ministry of Labour and Social Affairs.

As a consequence of the agreement, the content of the priority axis No. 3 and the number of supported areas was reduced. Due to this the priority axis was extended with a new support area No. 3.3.: Support of Offer of Further Education.

The ET recommends the support area 3.2. be reconsidered (Individual further education programmes included in the supported activity – creation of education modules aimed at support of general competencies). The ET believes that the activity formulated in this way belongs rather to the support area 3.1.: System framework of further education or to the support area 3.3.: Support of offer of further education.

### **OP EC indicators**

The ET observes an increased quality of the submitted set of indicators of the OP EC which reflects the comments and recommendations of the ET to a large degree.

The ET believes that especially the number of contextual indicators should be increased and the actual quantification of some indicators should be considered.

## 1.3.5. Evaluators' Opinion of the Implementation Part of the OP EC

The evaluation team observes that the implementation of the programming document is set according to valid rules and regulations.

The ET is aware of the fact that detailed specifications of the OP EC implementation will be provided in the implementation document; however, the evaluation team considers the existing description of the implementation (pp. 80-100) to be too general and the ET cannot evaluate the setting and functionality of the implementation system.

The evaluation team believes it is necessary to specify the information regarding the Implementation Document of the OP EC (mainly in specific entities that will participate in the regulation and implementation of the OP EC and specify their roles and mutual relations in more detail).

The ET points out that the document does not include a list and description of intermediating bodies and other institutions engaged in the aid administration (grant schemes under consideration) or a more specific description of their roles. These requirements do not result directly from European legislation, but it is required by the National Development Plan and the National Strategic Reference Framework and will be an item of interest of the European Commission during formal and informal talks.

The ET points out that as far as a wider use of the grant scheme mechanism of the National-Aid Coordinator of the Economic and Social Cohesion of the Czech Republic (the future coordination body of the National Strategic Reference Framework) is concerned, the ET has repeatedly advised to be cautious in their use and limited inclusion into the OP, based on the experience in this programming period.

## 1.3.6. Evaluators' Opinion of the Financial Part of the OP EC

The ET respects the allocation of financial resources to the priority axis of the OP EC.

### 1.3.7. General Recommendation:

The evaluation team recommends:

- > the socio-economic and the SWOT analysis be harmonised;
- the brief description of experience from the programming period 2004–2006 be amended in accordance with the ET recommendations;
- the chapter Consistency of the OP EC with strategic documents be modified (tables);
- the relation of the OP EC strategy to the key partners (OP DRI, OP EI and OP HRE) be promoted and documented;
- the inclusion of comments to the strategic part, mainly priority axes No. 2 and 3, be considered;
- the description of the implementation structure be completed and specified, and its functionality proved;
- > previously contemplated **formal modifications** of the whole document be made.

## 2. Ex-ante Evaluation of the OP Research and **Development for Innovation**

## 2.1. Introduction

The evaluation of the OP Research and Development for Innovation concerns the October version of the document that was submitted to the Government.

The ex-ante evaluation contains an evaluation of all parts of the OP Research and Development for Innovation (OP RDI) as a whole.

## 2.2. Evaluators' Opinion of the OP RDI (to be included in the document)

Results of the ex-ante evaluation of the Operational Programme "Research and **Development for Innovation**"

The ex-ante evaluation of programming documents is an integral part of the preparation of these documents in compliance with the requirements of the European Union. The ex-ante evaluation of the Operational Programme "Education for Competitiveness", prepared by the Centre of Regional and Administrative Sciences of the Faculty of Economics and Public Administration, University of Economics, Prague, was also made to in accordance with the above requirements of the European Union.

Two fundamental principles were applied during the evaluation work pursuant to the regulations and rules of the ex-ante evaluation of programming documents:

1) The continuity principle, i.e. the evaluators evaluated parts of the prepared document continuously, assuming the individual opinions. In the opinions they were presenting their recommendations to amend, change or modify the document under preparation. The opinions were in form of individual written documents and oral comments.

2) The co-operation principle, i.e. the work of the evaluators was not performed independently of the work of the actual authors of the programming document; on the contrary, both expert groups were working in close co-operation, e.g. in work teams, and there was individual personal communication or e-mail communication among team members.

As a result of the application of the above mentioned principles, the programming document – the Operational Programme "Research and Development for Innovation" was prepared in form which reflects the evaluation team's ideas of the content.

The evaluation team concludes that the programming document contains, in some form, all the relevant parts required by the European Union. However, it would not be suitable to extend the extent and content of some part at this point. This applies mainly to the existing results and experience and the description of the implementation of OP RDI between 2007 and 2013.

## Evaluators' opinion of the of partial characteristics of the programming document

### Evaluation of the general consistency of the document

The Operational Programme "Research and Development for Innovation" is focused mainly on the enhancement of capacities, including the regional capacities, of the research and development of the Czech Republic.

The evaluation team observes that the information provided in the analytical part of the OP RDI basically proves the need to enhance the capacities with respect to the offer in RD (especially in public sector)<sup>1</sup>. The evaluation of the existing results and experience with the usage and development of the RD capacities is not appropriate and to a certain degree it limits the information capability of the analyses made within the OP RDI.

The strategic part and the definition of the priority axes of the OP RDI reflect the actual needs of the Czech Republic. The evaluation team appreciates the effort to concentrate the support of selected projects which might have territorial aspects. The OP RDI strategy strives to respect the different level of the development potential of

<sup>&</sup>lt;sup>1</sup> The evaluation team advises of possible difficulties in supporting private entities – private univertities.

regions or cities, but only at a general level. The territorial (regional and urban) dimensions should reflect the territorial priorities of the National Strategic Reference Framework and the Regional Development Strategy of the Czech Republic; the interventions should be supported by complementary ROP projects.

The OP RDI focuses mainly on the enhancement of the R&D offer, the immediate partnership operational programme OP Business and Innovation, aimed at the application and commercial use of the R&D knowledge, also in form of innovations, i.e. the demand. This setting requires a close link and co-ordination of the support provided through both of the programmes, including the formation of a mechanism for systematic monitoring of the actual accomplishment of the links (links between the above programmes). The evaluation team suggests a co-ordination body be established at the level of control bodies of the above OPs.

Evaluation of the compliance of the programming document with the relevant documents at the supranational and national levels

The evaluation team concludes that the submitted Operational Programme "Research and Development for Innovation" is in compliance with the Lisbon Strategy and related documents, in particular the National Lisbon Programme 2005 – 2008 – the National Reform Programme of the Czech Republic. It is also in compliance with the strategic documents of economic and social cohesion policy at the level of the Community Strategic Guidelines (CSG) and at the national level it is in compliance with the National Strategic Reference Framework of the Czech Republic 2007 – 2013.

The OP RDI is becoming an implementation tool also for other long-term concepts and strategies, such as the National Innovation Policy and the National Research and Development Programme.

Successful implementation of the support provided from OP RDI requires close links especially to then OP EC, which supports human resources development for R&D. The implementation document of the OP RDI should include a detailed description.

## Indicator setting

The evaluation team observes that the indicator setting reflects the content of the OP RDI. The contextual and impact indicators of the OP RDI are included in the document, the indicators at the level of priority axes are included in an appendix

## Finance plan

The distribution of the use of financial resources in years is characterised by their gradual increase. The evaluation team respects broad consensus reached in the allocation of the financial resources to the priority axes of the OP RDI.

## Implementation

The implementation of the programming document is set in accordance with valid rules and regulations. The evaluation team recommends the mode of co-operation and co-ordination of activities of control and intermediating bodies is specified during the implementation of the OP RDI and partnership OPs.

## Conclusion

The OP RDI can contribute to the accomplishment of the objectives of the economic and social cohesion policy, expressed by the Community Strategic Guidelines for Cohesion and the National Strategic Reference Framework of the Czech Republic for 2007-2013 in the area of the development of the innovative potential of the Czech Republic.

## 2.3. Evaluators' Detailed Opinion of the OP RDI

## 2.3.1. Analytical Part of the OP RDI

The evaluation observes that the information included in the analytical part of the OP RDI basically document the necessity to develop the capacities if the R&D offer (especially in public sector)<sup>2</sup>.

The inappropriate evaluation of the existing results and experience obtained in the use and development of the capacity development in the R&D area limits to a certain degree the information capability of the analyses performed within the OP RDI, which has consequences for the OP RDI strategy. There has not been any special instrument in the existing programming period to develop the R&D capacities; some problems were only mentioned in the partial programmes *Perspectives* and *Innovation* within the OP Industry and Business. However, those partial problems

<sup>&</sup>lt;sup>2</sup> The evaluation team advises of possible difficulties in supporting private entities – private universities.

solved the question of using the R&D knowledge in practice and their reflection in form of innovation.

## 2.3.2. SWOT Analysis

The SWOT analysis basically reflects the development limits of the RD and the innovation potential of the Czech Republic.

## 2.3.3. Evaluators' Opinion of the Strategic Part of the OP RDI

The strategic part and definition of the priority axes of the OP RDI reflect the actual needs of the Czech Republic. The evaluation teem appreciates the effort to respect the territorial dimensions of the contemplated support. The OP RDI strategy strives to take into consideration a different level of the development potential of regions or cities, but so far only at a general level. The ET believes that with respect to the effort to concentrate the support and expected impact on regional economy, it is important to consider the priorities of the National Strategic Reference Framework and the Regional Development Strategy of the Czech Republic; any intervention should be supported by complementary ROP projects (e.g. infrastructure, development of cities).

The OP RDI is focused mainly on the extension of the R&D offer. The key partnership programme is the OP Business and Innovation (OP BI), which is focused on the application and commercial use of R&D knowledge, also in form of innovations, i.e. on the demand. This situation requires a close link and co-ordination of the support provided by both the programmes, including the creation of the mechanism of systematic monitoring of real accomplishment of the links (interconnection of the projects and the above programmes).

The evaluation team observes that the submitted Operational Programme "Research and Development for Innovation" is in compliance with the Lisbon Strategy and documents related thereto, mainly the National Lisbon Programme 2005 – 2008 – the National Reform Programme of the Czech Republic. It is also in compliance with strategic documents of economic and social cohesion policy – at the European level it is the Community Strategic Guidelines and at the national level the National Strategic Reference Framework of the Czech Republic 2007 – 2013.

The OP RDI becomes an implementation tool also for other long-term national concepts and strategies, such as the National Innovation Policy and the National Research and Development Programme.

### Priority axes of the OP RDI

The submitted OP RDI proposal defines three priority axes (+ technical support).

#### Priority axis No. 1: Enhancement of research and development capacities

This priority axis is aimed at the building of R&D capacities in regions and creation of a network of workplaces. It promotes the development of excellence centres as topquality research and development centres. It is also aimed at the development of R&D capacities and formation of knowledge of focused research activities in selected research priorities approved by the Government of the Czech Republic (Long-term Principal Research Directions). The ET has not significant comments to the structure of the priority axis.

Priority axis No. 2: Capacity development for the co-operation of public and private sectors in RD

This priority axis is focused on the establishment of system, permanent and efficient co-operation between institutions and companies in order to apply the knowledge in practice. In other words it strives to set the system relations between the offer and the demand. According to the submitted OP RDI proposal CzechInvest, an allowance organisation of the Ministry of Industry and Trade, is supposed to play a key role in the link between the offer and the demand. The fact that this organisation will also be an intermediating body in the implementation of the OP BI, the authors view it as the main precondition of linking the support of the OP RDI and OP BI, so that the support provided to the offer is reflected in the demand.

Priority axis No. 3: Enhancement of university capacities for tertiary education

The priority axis has only one support area. Its aim is to increase the capacity of universities in order to increase the offer for the graduates in the areas promoted by the Long-term Principal Research Directions. The implementation of the priority axis will take into consideration the regional conditions (the degree of achieved socioeconomic development on one side and the requirements of the whole society on the other side). As long as the above is respected the evaluation team has no major comments.

### Indicators of the OP RDI

The evaluation team observes that the setting of the indicators is in compliance with the content of the OP RDI. The OP RDI indicators are included both in the text and in the appendix.

## 2.3.4. Evaluators' Opinion of the Implementation Part of the OP RDI

The implementation of the programming document is set according to the valid rules and regulations.

The ET draws attention to the fact that the document does not specify in more detail the list and the description of the intermediating subjects and other institutions participating in the aid administration or a specific description of their roles. This does not result directly from the European legislation, but is required by the National Development Plan and the National Strategic Reference Framework and it will be an item of interest of the European Commission during the informal and formal talks. The ET is aware of the fact that a more detailed specification of the OP RDI implementation will be provided in the implementation document. The evaluation team thinks it is essential to specify the information regarding the implementation system in the Implementation Document of the OP RDI.

The evaluation team recommends the mode of co-operation and co-ordination of the activities of the control and intermediating bodies in the implementation of the OP RDI and partnership OPs be specified. The evaluation team suggests a co-ordination

body at the level of co-ordination bodies of the Op RDI and OP PI is created in order to establish links between the support provided both for the offer and the demand.

## 2.3.5. Evaluators' Opinion of the Financial Part of the OP RDI

The distribution of the financial resources to years is characterised by their gradual increase.

The ET respect the allocation of the financial resources to the priority axes of the OP RDI.

## 2.3.6. General recommendation:

The evaluation team recommends:

- the existing experience with the use of the R&D capacities be summarised;
- the relation of the OP RDI to key partners, mainly the OP PI, be promoted and documented;
- the description of the implementation structure be completed and specified and its functionality proved.

Prague, 30 October

René Wokoun

Head of ex-ante evaluation team